

American Journal of Education and Practice (AJEP)



Comparative Analysis of Education Reforms and Access to Quality Education as a Tool for National Development: A Case of Ghana's Educational Reforms

*Nana Asimah Adam-Yawson, Victoria Aba Mensah, Paul Arkorful,
and Genevieve Esinam Akuamoah*



Comparative Analysis of Education Reforms and Access to Quality Education as a Tool for National Development: A Case of Ghana's Educational Reforms

¹Nana Asimah Adam-Yawson, ²Victoria Aba Mensah, ³Paul Arkorful, and ⁴Genevieve Esinam Akuamoah

^{1,2,3,4}Education and Professional Studies Department Komenda College of Education, Komenda, Ghana

Abstract

Purpose: It has been an indispensable fact that Education has been a vibrant instrument in the developmental processes of any given nation across the world. In this article, the researchers made critical analysis of various educational reforms that have been undertaken in Ghana (formerly Gold Coast Colony) in both colonial and post-colonial periods and their relationship to improve educational standards towards national development.

Methodology: Precisely, the paper scrutinizes historical development of Ghanaian's education and its problems encountered in meeting its national developmental goal.

Findings: In order to address the above challenges, this paper contends that it is important to separate the management of the education process from the national political agenda. Changes and management of the education processes should be handled by relevant stakeholders who are imbued with accurate, effective knowledge and acumen in the field of education and should follow appropriate procedures namely: examining the nation's educational and historical trends, theoretical considerations, objectives of the education processes, curriculum and administration demands.

Unique Contribution to Practice and Policy: The Ghanaian educational curriculum should be crafted by all stakeholders to suit the indigenous African context. These would meet the needs for the required manpower. The researchers also identified that some educational policies were reformed without appropriate analysis of the previous ones before those reformations were made due to over politicisation of the reforms. Above all, it is imperative to develop a clear educational policy and to correlate it to Ghana's national character and societal needs. In order for education to foster accelerated development, this paper recommends: the need to separate educational policies from national politics, clear stipulation of educational policies and their role in national augmented development, and a sound implementation of educational reforms. The studies of technical subjects were mentioned in the entire policies yet very little has been done. The Researchers also suggest that there should be National Education Policy as Long term Plan for a specific number of years for every political party to implement so as to deny any political party to interfere with their political programme outside the national educational developmental plan. The researchers also suggest that for the government to help solve the problem of unemployment, technical and vocational education should be given a critical attention. This is due to the fact that some of the current problems have existed for over a century now.

Keywords: *Implementation, educational reforms, improvement, policies and development.*

INTRODUCTION

There has been a general belief that educational development would lead to accelerated economic growth, more wealth and equitable income distribution, greater equity and equality of opportunity to access education, availability of skilled manpower development, a drastic reduction in population growth, national unity and political stability. It is only through education that an individual's status can be raised from absolute poor background to be at par or closer to someone from a rich background. Education also ensures the survival of the society, serves the purpose of socialization and improvement of living conditions of the people in the society. Further, education ensures the development of morality, critical and logical thinking in the solution of mankind's daily problems and prudent use of leisure to create wealth. These are among numerous reasons why much importance is attached to education in every country.

In Ghana then Gold Coast, formal education was spearheaded by The Portuguese in 1529 in the Elmina Castle through an order from King George III of Portugal. By 1794 castle schools had been common in all the castles along the coast of Ghana through the efforts of the Portuguese, Dutch, English and the Danes. These earlier castle schools promoted effective communication among the whites who were from different cultures and language backgrounds, train African personnel to function as clerks, records keepers and to Christianise the Africans. These kinds of education satisfied the needs of the Colonial Government not to invest into educating the Africans. The missionaries such as the Society for the Propagation of the Gospel (now Anglican Church) The Basel Missionary (now Presbyterian), The Roman Catholic Missionary, Wesleyan Missionary (now Methodist), The Bremen Missionary and the Zion Missionary took over the education of the Gold Coast (Ghana) (Little, 2010). All these Missionaries were aimed at providing quality education to the African and to ensure holistic development of their citizens. It was not surprising that by 1910 the first three Secondary Schools in Ghana were established by the Wesleyan and the Anglican Missionaries (Boahene 2000, Mankoe & Mensah, 2007). Boahene (2000) claimed that the missionaries also introduced the people of Gold Coast to agriculture. Examples were the Beulla and the Asuansi farms. Some exotic fruits and vegetables such as guava, tangerine and cocoa were introduced into the country by the missionaries.

The Colonial Government (The British) was not part of seeing to the educating of the African till 1852 when the British initiated all these three Ordinances formed in the Gold Coast colony namely; 1852, 1882 and 1887. The reasons assigned to the British Government's delays in the participation of colonial education were that, by 1850, the competing European countries such as Portugal, Denmark and Holland had left the shores of modern Ghana; giving the British absolute and monopolist control of trade and all other activities in the British Colony (Aboagye, 2002; Akyeampong, 2010). Also, the "Sagranti War" of 1874 which brought the Ashanti Kingdom under the British governance, the suppression and dissolution of the Fanti Confederation which posed a threat to the activities of the British along the coast in 1871 led to the whole of southern Ghana being annexed to become part of the British colony. Further, as the British Government realised that the Gold Coast colony has expanded to faraway places there were an increase in demand for more clerks and interpreters to work with of which the missionaries alone could not train all of them (Akyeampong, 2010; Castle, 2010).

These struggles over the education system offered led to numerous conflicting interests among various stake holders in education in both colonial and post-colonial Ghana. Today's struggle in

Ghanaian education system is no longer about seeking to salvage absolute control of the school, both privately and publicly; instead, it concerns the quality of education as provided in the school and total coverage of all children of school going ages in the family, and in the society as a whole. These days The Ministry of Education (MoE) takes absolute responsibility of education in Ghana. In Ghana every Government after taking over from the previous government needs to propose and formulate their own educational policy to consolidate their political agenda.

Theoretical Framework

The theoretical framework used for the research was grounded theory. This theory was developed by Glaser and Strauss. Their assumption for the basis of the theory was meant and emerged through qualitative data analysis. In the grounded theory, the researcher uses multiple stages of collecting data analysing, refining and categorizing the data. The researcher is expected to use diversified strategies of making effective and efficient content comparisons and then apply theoretical sampling techniques.

The justification made by the researchers provided basis of discussion of the validity of grounded theory, with constant comparative methods as effective research strategies for educators in qualitative design. In such instance it will go along hand in hand with discussion of the content, comparative methods and issues appropriately related to the trustworthiness and limitations inherent in the “Grounded Theory” methodology. Key terms identifies by Glaser and Strauss were all ideas we identified with research. The key ideas such as, qualitative data analysis, categorization of data and discussion were identified in the Gounded theory as well as this research.

The Impact of Education Ordinances in the Gold Coast (Ghana).

The first Education Ordinance passed was that of 1852 under the Governorship of Stephen Hill. The purpose of this ordinance was to make way for the improvement of education in the colony and to provide quality education to the inhabitants of Her Majesty’s castles along the shores of the Gold Coast. It was also supposed to provide and expand education to the girl child and to train more teachers. This education expansion was supposed to be funded with a Poll Tax of one shilling per head. This 1852 education ordinance which was meant to redeem the sinking image of education at that time was greeted with major funding challenges (Adu Gyemfi, Donkoh & Adinkrah, 2016). The people of the Gold Coast refused to pay the poll tax of one shilling complaining of lack of understanding of the purpose of the tax, affordability and commitment to pay the tax. Another major challenge was that Mr and Mrs Vinall who were tasked to train teachers for the colony could not survive the unfavourable African weather condition. Mr Vinall died few weeks on arrival with the wife going back home because of ill-health (Gyansah, 2014). The researchers considered only two personnel training teachers holistically for the whole colony to be too ambitious and unachievable hence the 1852 education ordinance was impossible at its beginning.

The 1882 education ordinance under the direction of Governor Rowe was also aimed at raising the standard of education in mission and private schools and to introduce a system of centralised control of education. This ordinance also meant to create a systematic basis for providing grant-in-aid for schools. This is because the government was then not paying the salaries of teachers in the mission schools. Therefore, this grant-in-aid was meant to support the mission schools with

funding. The ordinance outlined conditions for missionaries for accessing grant-in-aid to schools which includes;

- Implementation of the compulsory curriculum of the 3Rs (reading, writing and arithmetic) plus needle work for the girls. This could have been the genesis of gender discrimination when it comes to the selection of vocation. Edjah, Janhonen-Abruquah, Posti-Ahocas and Amu (2017) indicated that, in Ghana, the gender division of labour is still prevalent in many communities and cultures.
- An optional curriculum of the study of history, geography and English Grammar.
- Providing suitable infrastructure and equipment for schools.
- English Language to be used as medium of instruction.

The introduction of the 1882 education ordinance put the following provisions forward:

- A board of education was to be set up to supervise and inspect schools.
- Two types of schools were recommended: government schools which were maintained and supported individuals from public funds according to their efficiency and effectiveness.
- Appointment of an Inspector of Schools for all the British West Africa. Where the Inspector was to spend most of his time in the Gold Coast while Lagos colony would contribute one-third of the inspector's fixed annual salary of 400 pounds. With this in mind Rev. Sunter (the then Principal of Fourah Bay College in Sierra Leone) was appointed as the inspector.
- There was to be paid regular grant-in-aid to schools if they opened their doors up to all pupils irrespective of religion.
- Grants to be used for school building and teachers' salaries
- Special grants to be made to industrial schools (these industrial schools are the current technical and vocational schools).

The quality for the training of teachers was to be improved in line with what Mr Vinall was tasked to perform in the 1852 education ordinance). This ordinance was replaced with the 1882 education ordinance (Gyansah, 2014; Adu-Gyamfi, Donkoh & Addo, 2016). This 1882 education ordinance too did not survive and was faced with serious challenges. Like the 1852 education ordinance this one was also greeted with funding problems. Further, the administration of education in both the Gold Coast and Lagos colonies was too broad for the General Board of Education and the Inspector of schools. Furthermore, the Government could not set up the proposed teacher training college due to lack of tutorial staff and funding. Critical look at these challenges existed at the time of 1852 and was still with the 1882 education ordinances. Finally, the proposed industrial schools were never established. These clearly indicate that technical and vocation education has suffered neglect since colonial era. This resulted in another ordinance five years later (Adu-Gyamfi et al., 2016).

In 1887, Governor Brandford Griffith had to pass another ordinance for Gold Coast colony alone because Lagos was separated from the Gold Coast in 1886 and from that time onwards, Lagos had its own administration and its own ordinance. The purpose of this ordinance was to address some of the identified weaknesses that resulted to the failure of the previous ones. There was to be established a new Board of Governors for the Gold Coast Colony alone, the administration of all assisted schools to be placed in the hands of Managers instead of local school Boards. Identical to the 1882 education ordinance, this also supported the admission of all pupils irrespective of

religion or race to qualify for grant-in-aid schools. Unlike the earlier two ordinances, the 1887 ordinance had the introduction of payment by result. Under this arrangement, grants to schools depended on the passes pupils made in the subject taught, during the annual examinations conducted by the inspectors of schools. This compelled the teachers in those days to apply all other means including corporal punishment to make the students pass so that they do not lose their salaries. This like the other ordinances encountered financial constraints as this made it impossible for the government to extend financial aid to all schools and timely payment of grants. During this period, the colonial government ended its hitherto spectatorship status (Adu-Gyamfi et al., 2016).

Other Negative Effects of the Payment by Results System Included the Following:

- Overloaded school time tables in order to get more aids and prompt payment of aids.
- Encouraged rote learning and memorisation.
- Arbitrary use of the cane as a means of forcing pupils to learn and
- Enmity developed between teachers and the school inspectors which brought about lack of cooperation and collaboration between the two partners in education.

Education Reforms of Governor Rodger and Governor Guggisberg

Apart from the earlier ordinances of 1852, 1882 and 1887 the major reforms in education during pre-independence era were made by Governor John Rodger and Governor Fredrick Gordon Guggisberg in 1908 and 1919. The key decisions made by Governor Rodger in 1908 and were implemented in 1909 were:

- To improve teaching methods and to make primary school programme less bookish.
- Payment by results was abolished and government grants solely depended on efficiency of teaching.
- Government to take more interest in technical education. In 1909 the Government Technical School was founded in Accra and later moved to Takoradi (Ghana Secondary Technical School).
- Establishment of Accra Training College (Now Accra College of Education).
- Development of the best African culture.

Governor Sir Fredrick Gordon Guggisberg's contribution towards colonial development to education, health and transport (both road and rail) had no equal in the colonial era to date. Guggisberg's work in education was informed by the work of the Education Committee he put in place to advise him. Guggisberg's Chairman of the Education Committee was Mr J. D. Oman, the then Director of Education, Josiah Spio-Garbrah a Ghanaian headmaster of Cape Coast Boys' School (Now Philip Quecoe Boys) as member and some few others. The members were to investigate past attempts at quality education development in the Gold Coast, their successes and failures and look at wide range of issues bothering education as a whole. The committee was set up in March 1920 and presented their report in May the same year. These coincided with the Philips-Stokes Commission Report. The Phelps-Stokes Commission advocated for both quantitative and qualitative improvement of African education. One objective of this qualitative improvement was to give Africans academic type of education similar to that available to European and Asian children (Akyeampong, 2010; Adu-Gyamfi et al., 2016). The commission recommended a practically oriented education for African communities. Later, J. D. Oman visit Tuskegee and Hampton in United States of America (U.S.A.) to enrich the work of the committee,

53 recommendations and 52 suggestions were made. Guggisberg presented sixteen (16) principles to legislative council. The researcher outlined the 16 principle and gave critical look at the development-oriented ones as followings:

- The use of vernacular in the lower primary.
- The needs of teachers and their better condition of services.
- Provision of co-educational secondary school.
- Education should neither be compulsory nor free.
- Equal opportunity to the girls as those given to boys.
- Co-education is desirable at certain stage.
- Staff of teachers must be of the highest possible quality.
- Religious education should form part of school life.
- Character training must take an important place in education
- Organised games should form part of school life.
- Courses should include special reference to the health, welfare and industries of the locality.
- Whilst an English education must be given it must be based on vernacular.
- Provision of trade schools with technical and literacy education that will fit young men and women to become skilled craftsmen/women and useful citizens (Little, 2010).

Guggisberg's sixteen (16) principles of education is one hundred and two (102) years a critical and analytical look shows clearly the nation is still struggling with these problems identified more than a century ago.

Historical Development of Ghana's Education System, Its Vision in Fostering National Development and Challenges

1.1 The Accelerated Development Plan (ADP) 1951

After resilient agitations by several nationalist groups, a new constitution was put in place after the first ever election in Gold Coast, of which Dr Kwame Nkrumah won to became the leader of Government Business. The then minister of Education Mr Kojo Botsio laid before the Gold Coast parliament, the Accelerated Development Plan for Education in 1951 (Graham, 1976 as cited in Akyeampong, 2010; Adu-Gyamfi et al., 2016). This led to the drawing up of a developmental plan. The plan encouraged speeding up of output of high-level African workforce by expanding secondary and higher education. Also, it was meant to develop a well-adjusted system, working towards universal primary education as rapid as considerable finances, introduction of teacher training allowances, but maintaining at the same time, proportionate facilities for further education for those most fitted to receive higher education. Graham (1976) as cited by Akyeampong (2010) further provided the main proposals as follows:

- A six (6) year basic primary course for all children at public expense, primary school fees was to be abolished as from 1st January 1952.
- Infant-junior schools were to be known as primary school. Senior primary schools were to be known as middle schools and were to be considered as part of the post-primary system.
- Facilities for the training of teachers were to be increased by the addition of ten new colleges and the doubling in size of the existing colleges.

- Additional day secondary schools were to be provided and certain non-assisted secondary schools were to be assisted.
- Four secondary-technical schools were to be provided including the conversion of the government technical institute were to be established at Tarkwa, Accra, Kumasi, and Sekondi-Takoradi.
- All teachers in training were to take the certificate “B” course as an entry into the certificate “A” course were to be made from among certificate “B” teachers who have taught for a period.
- The middle schools in the northern territories were to be increased in number as quickly as possible and more potential teachers were to be provided. A new training college was to be established at Pusiga in the north. Primary schools in the north were to be increased in number as and when teachers were available.
- The salaries of teachers trained and untrained were to be reviewed to attract and retain qualified and competent teachers. It was proposed that in future all teachers in training would be treated as if on study leave and would receive their salaries as if they are teaching.
- Considerable increase in scholarships to secondary schools, technical and trade schools were recommended (Akyeampong, 2010; Adu-Gyamfi et al., 2016).

1.2 Overview of Accelerated Development Plan After 1952

- More primary and middle schools were opened.
- School fees were abolished for elementary school children of age six to twelve (6-12 years).
- The Two – year Cert “B” teachers programme was introduced to increase the rate and to produce more teachers.
- The certificate “A” and “B” courses were introduced.
- A secondary school for girls was established by the Catholic Sisters at St. Louis at Kumasi and a Teachers College was later founded in Kumasi.
- Archbishop Porter founded St Johns day secondary school for boys in Sekondi.
- In 1959 Opoku Ware Secondary School was founded by the Catholic mission in Kumasi.
- In the same year Bishop Herman’s Secondary School was founded at Kpando and a girl’s secondary school was founded by the OLA Sisters in the Volta Region.
- The first secondary school in the north was opened at Tamale in 1951.
- By 1958, there were 3,402 primary schools and 1,030 middle schools.
- Between 1951 and 1957, secondary schools increased from 12 to 38.
- In 1958, the National Teacher Council was set up to address the issues and needs of teacher education and quality products.

The 1961 Education Act

From the inception the emphasis on educational expansion that took place during the post-independence period was complemented by an increasing priority accorded to programmes of quality improvement. The rationale behind this was to underscore the role of education in national development. In the post-colonial period, Ghana’s struggle for political independence served as a major impetus for her educational development. Each political party came out with their political ideologies in their manifestoes. During the struggle for independence, the nationalists aim, in terms of education was to produce an education philosophy that would serve immediate needs of the country. In 1961, there was an education act to give a legislative backing

to the 1951 accelerated development plan (Adu-Gyamfi et al., 2016). This 1961 Act provided far-reaching measures that made the running of education in Ghana more organised than before. Mr Kojo Botsio outlined the provision of this legal instrument before Parliament in 1961. Among the key provisions made were the following:

- The powers of the minister of education were defined to generally deal with matters relating to education. These powers included areas such examination, appointment of teachers, formulating of curriculum, admission and promotion of pupils and defining duties of managers of schools.
- Compulsory and fee-free basic education for all children of school-going age.
- Basic education was structured into two stages: - 6 years primary school and four years middle school.
- Institution of terms and conditions of service for teachers.
- A teachers' council was set up.
- Freedom of private groups and individual to open schools.
- Freedom of worship was to be ensured in all schools. No pupil was to be denied admission on religious grounds.
- The establishment of Board of Governors for all non-government secondary and teacher training colleges.
- The establishment of Board of Government for all government secondary and training colleges (Little, 2010).

1.3 Implementation of the 1961 Education Act Proposal

Though there were several challenges encountered during the era of implementation of the 1961 Education Act, there were some achievements of its objectives as presented below:

- The number of primary schools increases from 3,514 to 8,144 by 1966 when the Convention People's Party (CPP) was overthrown.
- Public middle schools increased from 1,234 to 2,777 during the same period.
- Public and private secondary schools increased from 36 in 1961 to 59 by 1966.
- Teacher trainees received salaries as if on study leave, which is still practiced despite stoppage (it was restored in 2017 by the New Patriotic Party).
- By 1966 the number of Certificate "A" colleges had increased from 19 to 82 (Now 48 Colleges of Education).
- There were inadequate financial resources to meet the great demands for infrastructure and other material resources.
- The increase in pupils' enrolment did not go with corresponding training and recruitment of adequate teachers for the classrooms.
- Rural schools suffered the non-availability of teachers as against the urban schools.
- The churches complained about interference by the Minister of Education in the running of their schools.

This education reforms could not last as it was confronted with many challenges which include; finance to support the policies, manpower to help implement the policies, classroom blocks among others leading to another reforms. Also, the Nkrumah's CPP government was

overthrown on 24th February 1966. (Davison, 2017; Asare-Bediako, 2014; & Adu-Gyamfi et al., 2016).

1.4 The Immediate Post – Nkrumah Education Reforms

1.4.1 Kwapong Education Review Committee of 1966-67

In June 1966, the National Liberation Council (NLC), the first military government in Ghana put in place a committee under Prof. Kwapong, the then Vice Chancellor of the University of Ghana to look at the existing educational system and to make recommendations to the government. Among the educational goals was to shape its national character and development. It recommended vocational, technical and practical education. The following reasons were assigned to the reforms:

- The 1961 Act did not address the needs of all Ghanaians especially the churches with respect to the management of mission schools.
- The falling standards in education.
- General indiscipline among pupils and teachers.

In July 1967, the committee presented its report to NLC, their recommendations were:

- The introduction of textbook fees of 1.50 Cedis per child in the primary school and 3.00 Cedis for middle schools.
- An integrated 8 – year course was to replace the 6- and 4-years primary and middle schools. Pupils were to continue to the secondary school through the common entrance examination conducted by West African Examination Council (WAEC)
- Some basic schools were to run the 6-year primary and 4-year middle school programmes.
- Pupils who could not enter secondary schools were to pursue a two-year continuation school programme to be equipped with skills to be able to enter the job market.
- The period for secondary education for the General Certificate of Education (G.C.E.) ordinary level was to be 5 years and a 2-year sixth form programme for the GCE “A” level.
- Post-middle leavers were to be trained for 4 years and post-secondary leavers 2 years to become professional teachers.
- Specialist programmes in basic school English language, mathematics, history, geography and science taught in nine training colleges were transferred to Winneba (Advance Teacher Training College) to train teachers for the secondary schools and the training colleges. This institution is now the University of Education Winneba.

1.4.2 Mill – Odoi Education Commission

A commission was set up by NLC under Justice G. C. Mills – Odoi, Judge Advocate General. The commission’s mandate was to look at the structure and remuneration of public services in Ghana. The commission saw that there was too much wastage in the teaching services because of the high rate at which teachers leave the teaching for other areas in the public services because of poor remuneration. The commission among others recommended that:

- The decentralisation of secondary schools and training colleges from the ministry of Education to the regional and district authorities.
- Establishment of a Teaching Service Division within the public service.
- Improvement in the salaries and service conditions of teachers.

1.5.3 Dzobo's New Education reforms in 1974.

To ensure effective education to help youth fit appropriately into the society, series of educational reforms has been formulated and implemented. Among these was the Educational Act of 1987. This was aimed at turning the 1974 Dzobo Committee measures into reality. The interest to the reforms was the idea of introducing technical and vocation education into the Ghanaian School Curriculum for the first time as an examinable subject of study. The idea among others was to ensure students are equipped with employable skills. This 1987 education reforms recommended by Dzobo 1974, that people pay much attention to the study of general education at the neglect of technical and vocational education. To ensure that graduates from Ghanaian schools make appropriate choices towards their future career the following were some of the recommendations made to help equip the youths with the needed skills in the Dzobo New Educational Reforms in 1987:

- Guidance and counselling shall be offered to students at the JHS to enable them choose the right programmes to suit their interest and skills.
- The need for changes in the education system to place much emphasis on science and technology.
- Kindergarten education for children between the ages of 4 and 6 years must be introduced.
- First cycle education of 6 years primary and new 4-year junior secondary education.
- Vocation and technical courses to start at the junior secondary school.
- Artisans and tradesmen were to act as resource persons in the technical/vocational courses.
- The need for school children to have a better cultural identity to ensure national unity.
- Making Ghanaians conscious of the environment and to ensure agricultural productivity and conserving our forests.
- After JHS there will be two parallel streams made up of general and technical education.
- Special attention will be given to the training of teachers in technical, vocational, Agricultural, Special Needs Education, Guidance and Counselling, ICT and French.
- TVET shall provide employable skills through the informal apprenticeship, vocational, technical and Agricultural Institutions; Technical Universities and other Universities.
- Upgrading of polytechnics to facilitate the supply of middle level manpower.
- The Council for Technical and Vocational Education and Training (COTVET) shall be established to develop policy, co-ordinate and regulate all aspects of TVET.
- Industries shall play role in all aspects of TVET.

Service conditions for TVET teachers shall be improved to attract qualified and experienced teachers from industries

2.1 The 1987 Education Reforms

In 1987, a committee was set up to review the structure of the then educational system under the chairmanship of Justice Evans Anform in 1987. The military government realized that education was not doing much to achieve its stated objectives. Education was viewed as being too academic and the performance of the Ghanaian educational system in the utilitarian, personal, social and cultural goals was not significant. For instance, the number of school leavers begun to swell as job opportunities became scarce. Rate of unemployment grew as school leavers went to urban centres to seek for white-collar jobs. The youth were displaced at home (rural areas) where agriculture and

technical jobs were in abundance and they migrated into urban centres where they struggled for the few available jobs. Curriculum was seen as narrow and emphasized more on the passing of examinations and acquisition of certificates. It was also meant to implement the Dzobo 1974 education reforms (Akyeampong, 2010; Little, 2010). In the 1987 the government changed its policy on education. Among the objectives of the reforms was to:

- Expand and improve the quality of education in the sector.
- Make basic education free and compulsory.
- Reduce the length of pre-tertiary education from seventeen (17) years to twelve (12) years (6-4-5-2 to 6-3-3). This is made up of nine years basic education consisting of 6 years primary education and 3 years JHS. SSS was reduced to 3 years.
- Junior Secondary School pupils were mandated to write the basic Education Certificate Examination (BECE) and the West African Secondary Certificate Examination (WASSCE) for Senior Secondary School finalist. These reforms were enacted to replace the GCE “O” and “A” levels.
- Vocation oriented education system was implemented by shifting focus of education from academic oriented field to a more practical and technological environment. Diversification of the formal academic courses offered in pre-university institutions by the inclusion of practical courses. These changes were intended to correct the perceived elitist education that downgraded technical, vocational and agricultural education.
- The reforms diversified the secondary education programme into five (5) curriculum that is, a). Agriculture Science, b). General (arts and science) c). Business d). Technical and Vocation (Home Economics).
- To expand the access to education.
- To improve the quality of education (Pedley & Taylor, 2009; Davison, 2017; & Asare-Bediako, 2014; Adu-Gyamfi et al., 2016).

2.2 Limitations of the 1987 Education Reforms

The limitations of the 1987 education reforms include:

- Inadequate textbooks and technical skills equipment and workshops for the schools
- Inadequate technical skills teachers to handle the technical subjects.
- Many JHS graduates could not gain access to SHS by ending up in the streets. The JSS could not be an exist point because the products did not have adequate skills
- The high cost of higher education resulted in cost-sharing which made it difficult for brilliant but needy students to get to the tertiary institutions.
- The quality of education of graduates from the reforms became questionable. This was as a result of drastic reduction of the number of years of education (Pedley & Taylor, 2009; Davison, 2017; & Asare-Bediako, 2014; Adu-Gyamfi et al., 2016; Boakye, 2019).

3.1 Education Reforms of 2002

In 2002, the President of the republic of Ghana, John Agyakum Kuffour inaugurated a presidential committee to review the type of education that existed before he became the president under the Chairmanship of Professor Josephus Anamuah-Mensah, the then Vice Chancellor of the University of Education Winneba. One of the major reasons for this reform was to ensure

improvement in the study of the core subjects (English Language, Mathematics, Integrated Science and Social Studies).

3.2 Proposals of the Education Reforms of 2007

- Extension of the duration of SHS from three (3) to four (4) years. The first year was to teach only the core subjects (English Language, Mathematics, Integrated Science, Social Studies and Information and Communication Technology).
- Inclusion of two (2) year Kindergarten into the Universal Basic Education hence making the duration of Basic education eleven (11) years (2 year of kindergarten, 6 years of primary education, and 4 years JHS).
- The medium of instruction in kindergarten and lower primary (basic 1 -3) must be in vernacular. Also, emphasis was to be placed on literacy, numeracy, and creative art at the basic level of education.
- The Government's White Paper on Education recommended that the lower primary curriculum should consist of seven components. The compulsory elements are: English Language, Ghanaian Language, Basic Mathematical skills, French (optional) Introduction to Information and Communication Technology (ICT) Creative Arts and Physical Education. The Upper Primary subjects would consist of nine subjects of which French will be optional. These are: French (optional) English Language, Ghanaian Language, and mathematics, Integrated Science, ICT, Religious and Moral Education (R. M. E.) Citizenship Education, Creative Arts, and Physical Education (P.E.)

Tertiary institutions in order to meet the changing needs of the society are to be given the needed attention. These shall be:

- Specialised institutions.
- Open Universities and Distance Education.
- Post-Graduate training and research.
- Resourcing of Polytechnics

The management arrangements to ensure the effective implementation of the reforms include:

- District Directorates of Education shall become the education departments of the Decentralised Assemblies.
- There should be a new National Inspectorate Board (NIB) outside the Ghana Education Services (GES) but under the Ministry of Education (MoE.) shall supervise basic and secondary schools.
- A national Council for Technical and Vocational Education and Training shall be established.
- A new apprenticeship Training Board, among others, shall supervise and regulate apprenticeship training.
- The National Teaching Council shall be established to be a licensing co-ordinating body and shall be responsible for improvement in teacher education.

The Review Committee also, recommended “cross cutting issues” to be considered in the implementation of the reforms. These included:

- Information and Communication Technology (ICT).
- Distance Education
- Library and Information Services
- Science and Technology
- Guidance and Counselling
- Private Participation in Education

These and others were among the important considerations which if appropriately established shall complement efforts for working towards the goals of the reforms (Adu_Gyemfi, Donkoh & Adinkrah, 2017).

3.2 Education Reforms of 2018

The purpose for the 2018 reforms was to accelerate the improvement in educational provisions, with particular emphasis on quality education for all. This document set out the framework for the national curriculum. The ambitions and aspirations of Ghana for the national curriculum include:

- Particular focus on 4Rs (**R**eading, **wR**iting, **aR**ithmetics and **cR**eativity a catalyst for achieving rapid sustainable developmental changes.
- Focus on the essential knowledge, skills and competencies that Ghana’s youths need to become educated citizens.
- Ensuring that basic school lays the solid foundation necessary for tertiary education as well as preparation for early entry into the world of work.

The Structure of the Pre-tertiary Education in Ghana

Until this reform formal education was for all Ghanaian pupils from KG to JHS 3 (Grade 9), after which learners could progress to formal Senior High School, vocational education and training, direct entry to employment or distance learning. However, in the current education reforms, Basic Education has been redefined as a concept to include SHS and the system sub-divided into five key phases as follows:

- Key Phase 1 {Foundation level comprising Kindergarten 1 & 2}
- Key Phase 2 {Lower primary level made up of B1 to B3}
- Key Phase 3 {Upper primary level of B4 to B6}
- Key Phase 4 {Junior High School level of B7 to B8}
- Key Phase 5 {Senior High School level comprising SHS 1 to SHS 3}

Objectives

The work is guided by the following objectives:

- To analyse the similarities differences in the Education Ordinances of 1852, 1882 and 1887.
- To take a critical look at pre-colonial educational reforms
- To analyse the Immediate Post – Nkrumah Education Reforms.

From the objectives of various education commissions and reforms that were undertaken in both colonial and post-colonial Ghana, it is evident that the reviews sought to address Ghanaian developmental needs. Although Ghanaian educational goals have differed in both colonial and post-colonial periods they have been closely linked to Ghana's evolutionary and reformative processes. The education policies during independence and the first decade after independence in 1967, the government policies were more on decolonizing the education system to suit African context and producing the required manpower for national development hence accelerated development in education to meet the rapid demands for employment. The second decade aimed at making education beneficial to the individual and the nation as a whole.

However, critical analyses of educational reviews that have been undertaken in Ghana in the post-colonial period indicate that they have activated under the background of the country's national goals. The goals of Ghanaian education enunciate an answer to the questions earlier posed on the purpose, function, if not the meaning, of Ghanaian education today. By all standards Ghanaian educational goals and objectives as formulated in pre-independence and post-independence depend on reports and commissions which are aimed at high quality education (Armah, 2017).

Analysis of the Reforms

The researchers analyse the similarities differences in the Education Ordinances of 1852, 1882 and 1887 first and foremost taken into consideration similarities.

Similarities of the three (3) Educational Reforms (1852, 1882 and 1887).

- Provide for the education of the inhabitants of Her Majesty's forts and settlements on the Gold Coast.
- Increased access of education.
- Access of girls' education.
- Access to quality education.
- The need to train more clerks and interpreters.
- Challenge in funding education.
- Improve in the quality of teacher competencies and skills.
- Improve in supervision.
- Establishment of industrial schools/technical/trade schools.

Similarities in All the Educational Policies

- Vernacular should be used as means of communication at the kindergarten and the lower primary (class 1 -3).
- To expand the access to education.
- To improve the quality of education.
- Access to quality education.
- Improve in the quality of teacher competencies and skills.
- Improve in supervision in schools and colleges.
- Establishment of industrial schools/technical schools/trade schools.
- Giving access to girl child education.
- Means of funding education in the country.

Inconsistencies in All Education Reforms and Policies

- The duration for education.
- Using vernacular as means of communication in the kindergarten and the lower primary.
- Education can neither be compulsory nor free as against free education.
- In 1919 Guggisberg recommendation that Education should neither be compulsory nor did free but in 1951, Dr Kwame Nkrumah institute free education in Ghana and now (2017) free SHS.

Summary of the New Education Reforms

1. Kindergarten, primary, JHS, are all described as basic school JHS 1, 2, 3 and SHS 1 to 3 are now referred to as BS 7, 8, 9 and 10.
2. All students in JHS 1 to SHS 1 now run a Common Core Programme called CCP which comprises of nine subjects: namely: Mathematics, Languages, Sciences, Religious and Moral Education (RME) stands alone, Physical and Health \education (not examinable) Career Technology, Social Studies, Computing and Creative Arts and Design.
3. Introduction of new examination called National Standard Assessment Test (NSAT) is now conducted at Primary 2, 4, 6 and JHS 2.
4. Basic Education Certificate Examination (BECE) is now replaced by placement exams at JHS 3 to enrol students into SHS 1.
5. Students in SHS 1 are to continue to continue to run to run the Common Core Programme for one year thus students into SHS 1 shall not select science, business or arts programme.
6. At the end of SHS 1, students will write a Common Core Examination into SHS 2.
7. At GHS 2, all students now have to select either a career related programme which include, vocational and technical programme or a high school Diploma programme such as science, business and arts.
8. Meaning that Elective subjects starts at SHS 2.
9. WASSCE is now replaced by university entrance examination at SHS 3.
10. Students after successful completion of SHS 3 are to be rewarded a Diploma Certificate instead of WASSCE Certificate.
11. The education system will now be research, community engagement, projects based with fewer contents.
12. Computer Literacy is one of the major focus of this CCP programme as all educational stakeholders must be in good position to provide adequate IT facilities for students.
13. Science at the basic level now comprises of physical and applied science which involves more of demonstrative features. It is sectioned into Diversity of matter, Cycle, System, Forces and Energy, Human and Environment.

Discussions

It could be deduced from all the education policies that there are similarities among these policies such as improving the quality of education at that time, schools' administration and management, improving industrial (vocation and technical education), introduction of school inspectors among others. To the researchers' observations, financial constraints hampered all the ordinances and all were too ambitious to achieve their optimal goals (Akyeampong, 2010; Adu Gyemfi et al., 2016; Davison, 2017; & Asare-Bediako, 2014). Akyeampong (2010) asserted that unfortunately, nearly two decades after Nkrumah's overthrow, funding of higher education reduced drastically and

hampered universities and research institutions capacity to engage in productive research. In the mid-1970s, universities expenditure on research and development was about 0.7 per cent of GDP and fell further to 0.1 - 0.2 per cent of GDP during the economic crisis of 1980s. Ghana is still battling with this problem. It has also been clear that the quest for quality education, funding of education, girl child education and language policy has been mentioned in all education policies.

Akyeampong (2010) further stated that science and technology were seen as instruments for accelerating economic growth. A scientifically literate population capable of contributing to creativity and innovativeness was the answer to poverty and low-productivity. Education's agenda was clear: to reduce poverty through increased economic productivity riding on the back of advances in science and technology (Akyeampong, 2010).

Guggisberg in 1919 commented that the type of education he inherited from his predecessors were so bookish and therefore rotten to the core. This problem still exists. In many Ghanaian secondary schools, students offering general programmes are far outnumbering students offering sciences, home economics, visual arts and technical subjects. Arkhurst (2011) claimed that, if the nation is to be in a position to produce enough to meet the local demands, then vocation and technical (VOTEC) education is to be restructured to enhance productivity. Arkhurst (2011) concluded that, Ghana like most developing countries need very well formulated and implemented Vocational/Technical education policies to achieve meaningful development, economically and politically. It requires a political will of all government of the third world. This is because education policies are planned, formulated and implemented by the Government. During the 1967 education reforms many teacher Training Colleges were turned into secondary schools and were made to study reading subjects. Arkhurst (2011) was of the view that VOTEC will help develop the individuals, the families and the nation as a whole and to help reduce the army of graduate unemployed. The Government should help improve the poor and sinking image of VOTEC, train adequate teachers who have the practical skills to impart knowledge at the University and the Technical Universities (tertiary education level).

The researchers are of the view that whenever there is change of government in Ghana there will be possible change in education structure. These happened when Nkrumah was over-thrown in 1966 there were education reforms in 1967, when Acheampong toppled Busia's administration 1972 there was reforms in 1974. The frequent changes continued till date. Akyeampong (2010) Addo (2019) & Buabeng, Ntow & Otami (2020) were of the view that the inconsistency of the structure of Ghanaian educational system is as a result of "over politicization". Political parties after gaining power seek to provide reforms that they deem fit especially regarding their quest to provide quality education for Ghanaians. The objective of this paper is to highlight the continuities and discontinuities in educational reforms in Ghana from past to present. Education is regarded as a major force for building human capital thereby reducing poverty, inequality and promoting social mobility. Since education started majority of Ghanaians are wallowing in absolute poverty. Labour front is full of agitation for salary increase and better conditions of service. Educational Policy refers to "an explicit or implicit single decision or group of decisions which may set out directives to guiding future decisions, initiate or retard action, or guide implementation of previous actions" (Addo, 2019). Teacher education reform initiatives in Ghana have largely been influenced by socio-political changes. That is, nearly every political party that has ruled the country since independence has engaged in some form of teacher education reforms which were aimed at

preparing qualified teachers to meet the educational needs of the country (Buabeng, Ntow & Otami, 2020).

The analysis was based purely on policy documents and comments by various stakeholders in the field of education. From the analysis, it was established that whilst the policy has been able to address the issues of equity and accessibility, there were still concerns regarding quality. The paper recommends that policy makers must analyse and evaluate existing educational policies before formulating new ones. Secondly, educational leaders must take active part in policy development processes by conducting impact assessment and research on educational policies. Again, there should be opportunity for professional and academic programmes in educational policy and planning to be mounted in higher educational institutions especially in developing countries for educational leaders (Addo, 2019).

The inadequacy of funding Teacher Education constitutes a serious problem to the successful implementation of the policy with regards to education programme. Government has promised to award scholarships and bursaries (to teacher trainees) but the awards are not encouraging in terms of the number of award and the amount of the award. This financial problem is also making it difficult to expose teachers regularly to innovations in the profession. Raheem, Kupaari and Lasonen (2006) propounded that more and more African children are having access to school but at the same time but the quality of education is falling more and more drastically. This is because access to school does not ensure good standard of basic learning. Apart from that, the high annual increase in population and the inability to meet the demand for basic education seem to have jettisoned the impressive growth of schools and increase in the number of children attending school Raheem (2006). In Ghana there has been an astronomical in education from the basic education through secondary education to the tertiary. These have led to shift system where some students will be in school while others will have to wait for their turn. In the University of Ghana Legon for instance, the Levels 100 and 400 will be on the campus while the Levels 200 and 300 will have to wait for their turn. These have reduced the number of weeks students are actively engaged on campus and this may likely affect their academic performance.

Conclusion

Education is a central component of any nation's developmental process and for it to facilitate this function; the process should be clearly defined, legislatively protected, stakeholders should be actively involved and consulted, adequately financed by the Government and private individuals, and constantly subjected to periodic reviews to ensure that it is in harmony with societal needs and absolutely owned by relevant stake holders. Adei, (2019) argues that despite the many educational reforms in the 62 years of Ghana's history, the debate and quest for the education Ghanaians want and need, is probably one of the most topical issues in the country today. Addo (2019) recommends that policy makers must analyse and evaluate existing educational policies before formulating new ones. Secondly, educational leaders must take active part in policy development processes by conducting impact assessment and research on educational policies. This support Buabeng, Ntow & Otami (2020) call on policy makers to address the contextual issues highlighted in their paper and also a need for continuity in teacher education policies in Ghana considering the numerous politically-related reforms. For this to be realized, it is essential that a fundamental theory of education is conceived. From such an educational theory, one may derive pedagogy of hope and empowerment that is essential for development.

Akyeampong (2010) supported this assertion that access to basic education lies at the heart of development. Lack of educational access, and securely acquired knowledge and skill, is both a part of the definition of poverty, and a means for its diminution. This requires going beyond the myth of traditional pedagogy. Pedagogy of hope, almost by definition, will place great emphasis on both the creative and dialogical dimensions of education. Akyeampong (2010) further asserted that sustained access to meaningful learning that has value is critical to long term improvements in productivity, the reduction of intergenerational cycles of poverty, demographic transition, preventive health care, the empowerment of women, and reductions in inequality.

To this end, educators must go beyond mere transmission of factual knowledge. Instead, educators must present knowledge, skills and values that are liberating; in as far as they create new horizons and new opportunities for all. This requires a paradigmatic shift in the conceptualization of the education process. For this to be effected, the education process must be multi-dimensional. In this sense, education should include a cognitive, creative, practical oriented and a normative dimension. For the offered education to yield greater success, it is imperative that it embraces an ethic of care that has magnitudes of accountability and concern for others. Such an ethic will not only promote the quality of life but will also lead to a better society. Education for care in this case, will indeed be an education for development.

Again, Addo (2019) was of the view that there should be opportunity for professional and academic programmes in educational policy and planning to be mounted in higher educational institutions especially in developing countries for educational leader. This will help produce scholars who are imbued with skills in policy formulation and implementation. Buabeng, Ntow & Otami (2020) envisage that improved teacher qualification and a conscious effort to link theory to practice will result in improved teacher knowledge and skills required for a professional teacher. It is very intriguing to note that in Ghana many education decisions are made by those who are not well versed in the field. Armah (2017) argues that the current education system in Ghana has been characterized by three fundamental challenges, namely fragmented and over loaded curriculum, unequal access to education, and weak and incoherent administrative control. This is very true with Ghana's education system. There have also been inconsistencies about the use of language in the lower grades. Since Guggisberg's time, no meaningful conclusion has been made with respect to specific language to be used in schools. Some are still arguing about either to use the vernacular in the early grade and English Language in the upper grades. Stakeholders in education should therefore be specific and consistent with the language policy. The researchers agree with the assertion made by Armah (2017). This is because in 1987 when JHS was introduced in Ghana the students were to write 12 subjects with French being optional in the sense that not all schools were having French teachers. Four years later it was reduced to eight with some of the subjects such as Ghanaian Language and culture being merged.

References

- Aboagye, J. K. (2002). *Historical and Philosophical foundation of education in Ghana*. Accra: Media Guard Ltd.
- Addae-Mensah, I. (2000). *Education in Ghana: A Tool for Social Mobility or Social Stratification*. Accra: Ghana Academy of Arts and Sciences.

- Addo, P. K. (2019). *Review of Ghana's Educational Policies and Its Implication for Educational Leadership in Developing Countries*. Retrieved May 20, 2021, from <http://hdl.handle.net/123456789/11785>
- Adu-Gyamfi, S., Donkoh, W. J., & Addo, A. A. (2016). Education Reforms in Ghana: Past and Present. *Journal of Education and Human Development*.
- Akyeampong, K. (2005). Vocationalised Secondary Education in Ghana” in Lauglo J & MacLean R (Eds.), *Vocationalisation of Secondary Education (Revisited)*. Springer, Dordrecht, The Netherlands.
- Akyeampong, K. (2010). Educational Expansion and Access in Ghana: *A Review of 50 Years of Challenge And Progress* (Research Monograph., 33). Consortium for Research on Educational Access, Transitions & Equity.
- Akyeampong, K., Djangmah, J., Oduro, A., Seidu, A., & Hunt, F. (2007). *Access to Basic Education in Ghana: The Evidence and the Issues – Country Analytic Report*: CREATE, University of Sussex.
- Apeanti, W. O., & Asiedu-Addo S. (2016). Educational reforms in Ghana: What are the views of teachers and parents? *International Journal for Research in Mathematics and Mathematical Sciences*, 1 (1), 1-15.
- Armah, P. H. (2017, September 15). *Overview and Challenges of Ghana's Educational System. How to fix it*. A paper presented at a Reforming Ghana's Educational System Retreat organized by The Institute of Economics Affairs under the Youth Capacity Building Initiative, Birdrock Hotel, Anomabo.
- Arkhurst, A. E. (2011). Improving Vocational and Technical Education in Ghana for International Development, *International Journal of Home Economics Research*, ISSN: 5018.
- Amarh, B. A. (2017). Politicization of Education: A Bane to Ghana's Educational System and a Threat to Sustainable Development. *The International Journal of Management*. <https://www.researchgate.net/Doi:10.21522/TIJMG.2015.03.02.Art005>.
- Asare-Bediako, E. (2014, June). *The Growth and Develop of Free Education in Northern Ghana 1951–1966*. University of Ghana Digital Collections. <http://ugspace.ug.edu.gh/handle/123456789/7302>
- Boahene, A. Adu. (2000). *Evolution and Change in the Nineteenth and Twentieth Centuries*. Sankofa Educational Publications Ltd, 2000.
- Boakye, P. A. (2019). *Explaining Education Reforms in Ghana: An institutional and ideational Perspective (1987)*. Retrieved May, 25, 2021 from <https://harvest.usask.ca/bitstream/handle/book-PDF>
- Buabeng, I., Ntow, F. D., & Otami, C. D. (2020). Teacher Education in Ghana: Policies and Practices. *Journal of Curriculum and Teaching*, 9(1). DOI: <https://doi.org/10.5430/jct.v9n1p86>

- Davison, C. (2017). *Ghana's Metamorphosis: an examination of the success of Nkrumah's education policies in Ghana (1951 – 1966) as a tool for peace building?*
<https://eduspots.org/how-successful-were-nkrumahs-education-policies-1951-1966-as-a-tool-for-peace-building-in-ghana/>
- Dzobo Committee Report. (1974). <file:///C:/Users/user/AppData/Local/Temp/51f8c1c87e6a1-2.pdf>
- Edjah, H. E., Janhonen-abruquah, H., Posti-Ahocas and Amu, M. E. K. (2017). *Towards Contextual Understanding of Gender: Student Teachers View of Home Economics Education and Gender in Ghana and Finland.*
[www.researchgate.net/publication.318583699-Towards.](http://www.researchgate.net/publication/318583699-Towards)
- Gyansah, S. T. (2014). The development and Administration of Teacher Education in Ghana: from the Passing of Education Ordinances of 1925 to 1997. *Researchjournali's Journal of Education*, 2(3). <http://www.researchjournali.com/view.php?id=468>
- Government of Ghana. (2004). *White Paper on the Report of the Education Reform Review Committee, Ministry of Education Youth and Sports.*
- Glaser, B. G, & Strauss, A. L, (1967). *Grounded Theory in Practice* <https://www.scip.org> (retrieved 21/10/2021)
- Little, A. W., (2010). *Access to Basic Education in Ghana: Politics, Policies and Progress.* Retrieved May 22, 2021 from http://www.create-rpc.org/pdf_documents/PTA42.pdf
- Mankoe, J. O., & Mensah, A. (2015). *School Administration and Supervision.* Winneba: IEDE. UEW.
- Oduro, G. K. (2017). *University Don cries over politicization of Ghana's educational system.* Retrieved August 26, 2021 from <https://mynewsgh.com>
- Osei-Dadzie, K. (2015). *The Needs for Educational Reforms in Ghana.* Retrieved May 22, 2021 from <http://www.ghanaweb.com/GhanaHomePage/features/artikel.phd?/D=75734>
- Pedley, D., & Taylor, D. (2009, September 13-15). *Politics and Policy in Education in Ghana.* Paper presented at the UKFIET Conference on Politics, Policies and Progress.
- Raheem, K. T., Kupaari, P., & Lasonen, J. (2006). Educational Issues for Sustainable Development in Africa. *Institute of Educational Research.*
- Raheem K. T. (2006). Failing Educational Systems in Africa? *Institute of Educational Research.*