Transparency and Accountability for High Quality Education in West Africa Project in Ghana

Stakeholder and Political Will Analyses

Final Report

Submitted to

The Executive Director
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Acronyms

DCEs	District Chief Executives
MCEs	Municipal Chief Executives
MPs	Members of Parliament
PTA	Parent Teacher Association
SMC	School Management Committee
TLMs	Teaching and Learning Materials

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Executive Summary

In February 2016 the Ghana Integrity Initiative (GII) commissioned a study with the aim of understanding the role of transparency and accountability in Ghana's educational sub-sector. The specific objective was to undertake a review of literature to know the corruption risks/gaps that inhibit transparency and accountability in basic education in Ghana. Another objective was to prepare a stakeholder and political will analysis based on an identified major education advocacy issues and mapping of relevant stakeholders against their roles or potential roles and capacities. The study approach mainly involved a thorough review of existing literature. The approach also entailed facilitation of a one-day stakeholder consultation meeting held at the Sunlodge Hotel in Accra on May 4th 2016. The findings show that both transparency and accountability are important societal values. The main transparency and accountability short falls in the management of basic education in Ghana include but not limited to (i) a cumbersome command hierarchy which breeds difficult bureaucratic procedures, (ii) lack of broad base involvement in processes of resource allocation and utilization; (iii) inadequate and poor teaching and learning supervision at the school level; and (iv) poor security for administering examinations. Corruption in Ghana's education system is largely due to bureaucracy manifesting itself in embezzlement of resources and abuse of the system. The effects of corrupt activities render the education system ineffective and ultimately lead to loss of trust and credibility in the education system. There is the need to tackle the main issue of corruption appropriately and with all the seriousness that it deserves by all relevant stakeholders. This requires a high level of accountability and transparency on the part of key players.

Introduction

Almost a decade ago, underdevelopment in poor countries such as Ghana was interpreted to mean lack of adequate capital and human resources as well as high illiteracy rate. Recent development in less developed countries shows that the issue of underdevelopment or economic and social backwardness is no longer attributed to the above mentioned factors. Rather, the key challenge to smooth and fast economic growth in these countries is named as corruption (ICEIR, 2014). Available literature indicates that ccorruption has become more harmful to the developing world in general and Africa in particular. In 2008 the former UN Secretary-General, Kofi Annan, observed that corruption hurts the poor disproportionately because it diverts funds intended for development, grossly undermines the efforts of the government to provide basic services, feeding inequality and injustice and largely serves as a disincentive to foreign investment and aid. Aside the diversion of scarce economic resources the Economic Commission for Africa (2010) has also noted that widespread unemployment, inequitable distribution of wealth, the corrosion of societal morality as well as private sector corruption in the form of money laundering and tax evasion are attributable to corrupt practices in Africa. The implication of high rate of corruption among poor nations is slow or negative growth and a weak or fragile African integration.

Corruption is largely viewed as a governance issue resulting from the situation whereby countries suffer from a failure of their institutions and leaders inability to manage society by means of a framework of social, judicial, political and economic checks and balances. Basically, corruption arises when public officials have extensive authority, little accountability and poor incentives, or when their accountability responds to informal rather than formal forms of regulation (UNDP, 2004). Past leaders in Africa such as the former President of Namibia, H.E Lucas Hifikepunya Pohamba have therefore warned that sustained positive change in Africa is impossible without political stability; and political stability is impossible without change in peoples accountability and governance systems. The need for leaders to resist from temptation to be corrupted by power and bribed with money cannot be over emphasized.

Education is often referred to as the engine of growth for all nations. The single most important key to development and poverty alleviation is education which must start with universal primary education for girls and boys equally (Wolfensohn, 1999 cited in World Bank, 2004). However, the lack of textbooks in schools, teacher-pupil ratio, teacher absenteeism and low performance has remained greater challenges inhibiting growth in Ghana's education sector. Quality education in rural settings of Ghana has become poor due to the above challenges. Parents and guardians still face significant cost burden due to the government's inability to provide the necessary resources and infrastructure to support education. As a result of this, most children from poor families are still out of school. There is a vicious circle of poor educational outcome in the country. The education sector continues to suffer from serious corrupt practices which in turn exacerbate the poor education situation.

The consequences of corruption that Ghana's education sector can suffer could be direct and indirect. One direct cost or risks that Ghana could suffer is the substantial waste of financial resources that get misdirected through ill-conceived and improper design of financial management policies in the education sector (Chapman, 2002; Hallak and Poisson, 2007). Corruption slows down economic growth and development and creates a bad image for individuals, institutions and nations (Table 1).

Table 1: Effects of corruption on national development

Effect on national development	Freq.	%
Retard/slows down development	301	63.77
Depletion of resources	64	13.56
Shoddy works	45	9.53
Under declaration of taxes to the state	29	6.14
Over-expenditure	25	5.30
It scares investors away	4	0.85
Creates bad image for the country	4	0.85
Source: ICEIR, 2014		

Following the above, civil society organisations (CSOs) in the recent past have either singularly or jointly advocated for the need to reduce corruption generally and in specific sectors like education, particularly on the African continent. For instance, the Ghana Integrity Initiative (GII) is collaborating with the Transparency International Secretariat (TI-S) to implement the Transparency and Accountability for High Quality Education in West Africa Project in Ghana. The project seeks to build transparency and accountability into the education systems of three West African countries, namely Cote d'Ivoire, Ghana and Niger. The project aims at identifying corruption risk areas/gaps with the aim of formulating effective measures to counter such risks. This paper reports on corruption risks and gaps in Ghana's education sub-sector.

Definition of Key Concepts

Corruption

According to Transparency International, corruption is "the abuse of entrusted power for private gain". Corruption can be classified as grand, petty and political, depending on the amounts of money lost and the sector where it occurs.

Corruption has become a major setback for development in many countries including Ghana. It can be described as any wrong doing on the part of an authority through illegitimate means that are incompatible with ethical standards. It involves the improper and unlawful behaviour of public officials as their positions create opportunities for the diversion of public resources (both financial and material) from government to themselves and their accomplices (Chapman, 2002; Langseth, 1999; Rumyantseva, 2005). According to Hallak and Poisson (2007), corruption is the systematic use of public office for private benefits. At the impact level, the authors observe that corruption in the education sector relates significantly to the availability and quality of educational outcomes and can have serious negative impacts on access, quality and equity in education service delivery.

Transparency

According to Transparency International, transparency is about shedding light on shady deals, weak enforcement of rules and other illicit practices that undermine good governance, ethical businesses and societies at large. Transparency ensures that public officials, civil servants, managers, board members and business people act visibly and understandably, and report on their activities. And it means that the general public can hold them to account. It is the surest way of guarding against corruption, and helps increase trust in the people and institutions on which our futures depend.

Transparency involves clear and public disclosure of information, rules, plans, processes and actions by governments, companies, organisations and individuals. It is a principle that, public affairs need to be conducted in the open. Usually, questions designed to measure transparency focus on financial management, financial record keeping, and stakeholder knowledge of schools'

financial status. Transparency can be viewed as the practice of full disclosure of information or the absence of barriers in the provision of clear information in all activities. Ball (2009) considers transparency as an open decision-making and a tool that can be used to promote good governance. Transparency provides grounds for cooperation and collective decision making among stakeholders. Perhaps, a broader definition of transparency could be stated as, "the extent to which stakeholders such as school heads, school governing boards, parents, pupils and the local community can understand the basis on which educational resources such as finances, materials and human resources are allocated to their individual schools/establishment and how they are used" (Hallak and Poisson, 2006 p33). Thus, clear information that is accessible and understandable to all stakeholders is needed to ensure transparent distribution of educational resources from the central authority down to the base of the education system.

Accountability

Transparency International views accountability as an important concept requiring that individuals, agencies and organisations (public, private and civil society) are held responsible for reporting their activities and executing their powers properly. It also includes the responsibility for money or their entrusted property (Transparency International). In another definition, accountability means holding individuals and organisations responsible for executing their powers properly (in accordance with the rules and duties of their post), and for paying particular consideration to vulnerable parties (Tisné, 2010). It is about upwards and downwards responsibility of actors (to their superiors and to service users), participation, and sanctioning of actors for their corrupt acts. Accountability is important because governments, companies and civil society must ensure greater accountability in order to gain public trust.

Accountability is an individual or organization's responsibility to account for its activities, disclose results in a plain manner and also accept responsibilities for both positive and negative outcomes of their actions. Hallak and Poisson (2006) define accountability as a case of being required to make known the events and behaviours to those who have legitimate right to know. Accountability goes beyond the putting in place rules and access to information, it involves also the setting up of systems to check that the rules are properly complied with and to investigate and punish any misbehaviours. From these definitions, it can be seen that the lack of either transparency or accountability can possibly lead to the absence of the other as they appear to be interwoven in their meanings (Ball, 2009; Hallak and Poisson, 2006). The lack of transparency in the running of an organization's activities can therefore curtail incentives for those placed in leadership position to account for their stewardship. Together, transparency and accountability therefore enable citizens to have a say in issues that matter to them and a chance to influence decision-making and hold those making decisions accountable. Hallak and Poisson (2006) maintain that ensuring transparency and accountability involves taking steps to address three critical areas including strengthening management practices, creating and maintaining regulatory systems and promoting enhanced ownership of the management systems. The gaps in transparency and accountability can therefore be evaluated on the basis of the visibility, predictability and understandability of flows of resources within the system (ibid).

Corrupt practices in Ghana's Education Sector

In Ghana, corruption manifests itself in various forms. The most common forms of corrupt practices are nepotism, favouritism or the extortion of bribes and embezzlement of public resources some of which are sometimes carried out according to set rules and sometimes against laid down procedures (Hallak and Poisson, 2007). In the context of cumbersome bureaucracies, a bribe may be given to ensure that an administrative decision is taken speedily and in such a case, an act of corruption is committed even though due process would have been followed (Hallak and Poisson, 2007). Corruption is said to occur against the rule where the giving of a bribe leads to a contradictory decision being taken (ibid).

It is often said that corruption is everywhere in Ghana and for that matter Ghana's education sector is no exception. As already stated, favoritism in hiring, appointments and promotions decisions (whereby people are recruited not based on merits but on other criterion, example, tribe or ethnicity, political party, sex, income, level of education) clearly send signals of corruption. More often than not appointments and promotions in the education sector do not happen based on merit but on what is popularly known as 'connections' or 'whom you know'. There is also the issue of diversion of funds and other forms of resources as well as using certain powers to direct the location of construction and services at locations that offer opportunities for gain by oneself, family, or friends.

Another form of education corrupt practice is the situation whereby people inflate government wage bill (through the use of ghost names on the payroll) or enrollment data in order to attract high amount of capitation grant. This is mainly achieved through connivance and syndicate work. In addition, there is abuse of time on job whereby most teachers and administrators work less hours than their official man-hours, usually eight hours. Admissions at various levels (primary, secondary and tertiary) in most schools are characterized by corruption. Thus, most school administrators practice illegal admissions. Akin to illegal admissions is the issue of grade cheating and examination malpractices.

Available literature shows that corrupt education practices come in various forms. Chapman (2002) explains that these corrupt education practices undermine efforts to promote and maintain transparency and accountability in the education sub-sector. Experience of Ghana shows that these corrupt practices do not take place at one particular level rather they happen at the classroom, school, community, district, regional and ministerial levels. Table 2 contains detail information about corrupt education practices and the levels at which they occur.

Table 2: Corrupt practices in the education sector

Level of activity	Type of behavior
	Kickback on construction and supply contracts
	Favoritism in hiring, appointments and promotions decisions
	Diversion of funds from government accounts
	Diversion of funds from international assistance funds
	Ghost teachers and employees
	Requiring payment for services that should be provided free
Central Ministry	Withholding needed approvals and signatures to extort bribes (e.g., gifts,

	favors, outright payments)
	Directing the location of construction and services to locations that offer opportunities for gain by oneself, family, or friends
	Requiring the use of materials as a way of creating a market for items on which oneself, family or friends hold an import or production monopoly
Regional/District	Overlooking school violations on inspector visits in return for bribes or favours
	Diversion of school supplies to private market
	Sales of recommendations for higher education entrance
	Favoritism in personnel appointments (e.g., headmasters, teachers)
School level	Ghost teachers
	Diversion of school fees
	Inflation of school enrollment data (in countries in which central ministry funds are allocated to school on basis of enrollment)
	Imposition of unauthorized fees
	Diversion of central MOE funds allocated to schools
	Diversion of monies in revolving textbook fund
	Diversion of community contributions
Classroom/teacher level	Siphoning of school supplies and textbooks to local market
	Selling test scores and course grades
	Selling change of grade
	Selling grade-to-grade promotion
	Selling admissions (especially to higher education)
	Creating the necessity for private tutoring
	Teachers' persistent absenteeism to accommodate other income producing work
International agencies	Payment of bribes
	Payment of excessive or unnecessary fees to obtain services
	Skimming from project funds
	Allocating (or acquiescing in the allocation of) project related opportunities on the basis of candidates connections rather than on merit

Source: Chapman (2002).

Corruption Risks/Gaps in Basic Education in Ghana

This sub-section examines the corruption risks/ gaps that trigger these corrupt education practices. According to Pritchett (2001) achieving universal primary education will cost much more than is currently being spent by governments of developing countries and the international aid community. Studies by UNICEF (2001), UNESCO (2003), Oxfam International (2002), the Global Campaign for Education (2003), and the World Bank (2003) estimate that putting every child in the world in a good quality primary school would cost $7–$17 billion a year, **yet there is no transparency and accountability in the management of such billions of dollars.** Sustained

improvements in education are impossible to achieve without improving the way *key institutions* in the education sector function and increasing *parental* involvement in decisions affecting their children's education.

Capitation Grant

Huge gaps exist in the implementation of Government's pro-poor policies on education. Policies like the school feeding programme, free text books and capitation grant schemes have been seen to be 'secret gold mines' for many people. The issue is that the managerial processes for these policies and programmes are not transparent and accountable. Further, leakages in budget appropriations together with views about specific policies (Capitation Grant and School Feeding Programme) signal another gap.

Many countries with poorly performing educational systems suffer from institutional weaknesses, including low management capacity, non-transparent resource allocation and accounting practices, and substandard human resources policies and practices. In basic education, a major source of corrupt acts is seen in national social welfare programmes such as the capitation grant and school feeding programme. Generally, funding for capitation grant lacks transparency, yet the management and allocation process of the grant lacks community involvement and meaningful participation by civil society actors. The process and its timing are not laid out clearly, and thus facilitate leakage leading to corruption practices. In a study of the effect of teachers' attitude on education access in the coastal town of Winneba, Seidu and Adzahlie-Mensah (2010) made the observation that management and allocation of school capitation grant lacked transparency because the processes and timing were not laid out clearly and which created avenues for leakages and corruption.

Bureaucratic processes

Klitgaard (1998) defines three conditions that allow systemic corruption to strive in any country: The first is the existence of a large number of laws, rules, regulations, and administrative orders to restrict business and economic activities. The second is the situation whereby administrators having large discretionary powers with respect to interpreting rules, freedom to decide on how rules are to be applied, to whom and in what manner they are to be applied and vested with powers to amend, alter, and rescind the rules, and even to supplement the rules by invoking new restrictive administrative measures and procedures. The final condition is when there are no effective mechanisms and institutional arrangements in the country to hold administrators accountable for their actions.

Ghana's education system is fashioned to mirror the decentralized local government structures and the decentralization itself provides an enabling environment for transparency and accountability in public resource management to flourish (Dunne et al, 2007; Mehrotra, 2006). However, Chapman (2002) argues that **the several structures along the chain of authority can be recipe for corruption**. A three tier structure exists in the Ghana education system responsible for the administration of education in Ghana with the Ministry of Education providing the political authority. At the apex of the structure is the National Directorate, the Head Office

Ghana Education Service (GES) followed by Ten Regional Education Directorates and several metropolitan, municipal and district directorates across the country. District directorates have oversight responsibilities in providing supervision for teaching and learning in the individual schools through effective running of supervisory units called "circuits". At the district level, a governing body, the District Education Oversight Committees (DEOC) is in place and headed by the District Chief Executive (DCE) and charged with the responsibility of formulating and implementing local level education strategies. Along this long chain of authority, there is a high tendency for seepage and leakage of public resources as they are released from the top hierarchy for the ultimate use at the base. This is in line with Chapman's (2002) summarises to mean diversion of school supplies to private market, diversion of school fees, diversion of central Ministry of Education (MOE) funds allocated to schools, diversion of monies in revolving textbook fund, diversion of community contributions and siphoning of school supplies and textbooks to local market.

The Country Procurement Assessment Review (CPAR) in 2003 stated that basic education is confronted with procurement issues such as professionalism, limited career development opportunities for procurement staff in the public service, and weak contract management. To operationalize the concept of good governance and to push towards "zero tolerance" of corrupt practices, the Public Procurement Act, 2003 (Act 663)[1] was enacted by the government of Ghana to address the real and perceived weaknesses in the public procurement of goods, works and services. The objective of the procurement reform in Ghana is to harmonize the processes of procurement in the public entities to secure a judicious, economic and efficient use of state resources in public procurement and ensure that public procurement is carried out in a fair, transparent and non-discriminatory manner while promoting a competitive local industry. Transparent procurement procedures can contribute to a more efficient allocation of resources through increased competition, higher quality procurement and budgetary savings for governments and thus for taxpayers (PPB Training Module 3, 2007).

Teacher attrition and absenteeism

Teacher attrition is another trigger of corruption in the country's education sector. Teachers who attrite still have their names on the payroll as *ghost nam*es. The existence of *ghost names* on government's payroll is a form of corruption because the monthly salaries together with other form of benefits do not get to the right people. Aside being a corrupt practice ghost naming is also viewed as a form of financial waste to the state.

Teachers' punctuality and attitudes in public primary schools continue to be a matter of concern. In most cases, teachers' attendance is poor and even when they are present in school many spend most of their time on activities that contribute little to their pupils' teaching and learning. Thus, there is a problem regarding teachers' time on teaching. A World Bank report on improving

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[1]   According to the Public Procurement Act, 2003 (Act 663), Public Procurement is the acquisition of goods, works and services at the best possible total cost of ownership, in the right quantity and quality, at the right time, in the right place for the direct benefit or use of governments, corporations, or individuals, generally via a contract (PPA Module, 2007). To avoid corruption in the public procurement systems there is the need to publish calls for tenders, notifying contract awards in the media, including the successful bidder's name and final price, and making award criteria more transparent and accountable. These are some of the basic principles of transparency in government procurement which directly affect corrupt practices (Evenett et al, 2005).

equity, efficiency and accountability in education delivery in Ghana showed that teachers in basic schools in the country spent only two and half hours teaching their pupils daily but spent 20 to 30 per cent of their work days on personal engagements rather than teaching (Darvas and Krauss, 2011). This is largely as a result of ineffective monitoring and supervision within the GES. The circuit supervisors who are supposed to be objective in the monitoring and supervision are by themselves teachers and as such most of them pay lackadaisical attitude towards sanctioning of their colleague teachers who violate common rules and regulations. More often than not, circuit supervisors complain about the lack of adequate resources for them to effectively carry out their work. The implication is that poor enabling environment brings about poor delivery of education services which leads to poor educational outcome. Poor educational outcome is a recipe for bribery and corruption.

Poor Education outcome and Examination malpractices

Generally, low performance of students increases bribery in school admission process. That is, while pupils enjoy mass promotion at the basic level education many students bribe their ways through at the senior and tertiary levels. Parents or guardians who often do not want to see their wards sitting home bribe their ways through to secure admissions for them though they have not qualified.

A gap can also be noticed in the administration of examinations particularly the Basic Education Certificate Examination (BECE) and the West African Senior School Certificate Examination (WASSCE), for which the West African Examinations Council (WAEC) is the sole body responsible for its organization. Due to lapses in providing security in the process of deploying examination materials to designated centres, the country has often been hit with wide spread examination malpractices. The possible causes are the collusion between and among teachers, parents, students, WAEC officials and even security personnel in the sale of examination papers leading to paper cancelations. Thus, many parents and students depend on leakages and teacher assistance. Very Rev. Samuel Nii Nmai Ollennu, Head of the National Office, West African Examinations Council (WAEC) at the Stakeholders Dialogue on Examination Malpractices organized by WAEC in Accra reported that in 2014, **8,051** candidates were involved in examination malpractices. One out of five candidates in the 2014 WASSCE in the Brong Ahafo region was involved in examination malpractices. The Obuasi Centre for WASSCE private candidates has been closed down due to persistent mass cheating over the past years, with worsening intensity. In 2014, a GES Examination Officer, a Police Escort and a Driver were caught opening sealed question papers and transmitting the content via ICT to waiting candidates and interested persons for a fee while the papers where in transit. (See The Daily Graphic, March 12 2015).

Funding and illegal charges

Poor funding manifesting itself in the form of delay in the release of school feeding grant and non-payment of subsidies by the government is an observed gap. Simply put, feeding grants are shockingly always in arrears sometimes for over a year. As a result many schools are surrounded

by huge debts. This state of affairs results in poor school governance because heads and other administrative staff are compelled to spend about 60% of their time looking for non-existent suppliers to supply food stuff to their schools on credit which they hardly get. Consequently, some schools are often closed down partly due to lack of food.

Funding for capitation grant still lacks transparency, and the management and allocation process lacks community involvement and meaningful participation by civil society actors. The process and its timing are not laid out clearly. Also, the procedure for grant disbursement is cumbersome and this is likely to frustrate school authorities applying for the grant or make them use unacceptable means of accessing the Grant, the latter having a high chance of introducing corruption. Thus, accessibility by schools is still difficult due to bureaucracy. As a result of the bureaucratic practices together with delays in the release of funds to schools and ineffective monitoring of the use of the grant, school authorities indulge in corrupt practices such as inflation of enrollment figures and misapplication of funds.

As a result of irregular or unreliable government finding allocations to schools the country risks the possibility of illegal or unapproved charges by school authorities which usually do not go down well with parents most of whom are poor. The unauthorized charges have often been interpreted by school authorities as alternative ways of mobilising funds to cater for school needs and for that matter improve school governance. Despite the good intention illegal charges have commonly led to unnecessary debates on television and radios and sometimes riots and the destruction of property and loss of contact time in teaching at secondary and tertiary institutions. In other instances, students pay fees but lack learning facilities especially in the secondary and tertiary institutions.

Decision making process and documentation

The experience of Ghana indicates that the incidence of corruption happens at any point that decisions are made in the education sector. This implies that it can happen at almost every level, right from the national to the school and classroom. Again, Chapman (2002) explains that the form of corruption that may occur at each of the decision making level in the education system may be overlapping. The author contends that corruption at the national level may involve the diversion of funds meant for procurement, construction and funds intended for allocation to lower levels of the system whilst at the intermediary levels, the phenomenon may tend to centre on procurement, diversion of funds and supplies as they are passed down to schools and bribes from subordinates. Payment of bribes by parents to gain favours for their wards constitute the form of corruption at the school or community level. The school level corruption could also relate to the decision of teachers to be absent from school. Teacher absenteeism undoubtedly reduces classroom contact hours unduly. As already mentioned, most teachers engage in other economic activities to earn additional or supplementary income. This way of thinking is a risk and for that matter a motivation for education sector corruption.

Chapman (2002) suggests three basic reasons why national education systems are so vulnerable to corruption. The *first* is the long hierarchy of representation from the top or national level through regional structures to the community level that makes education an attractive structure for patronage and manipulations. *Secondly*, the fact that decisions are made on behalf of beneficiaries by those in leadership positions at each stage of the hierarchy could lead to principal-agency problems and *thirdly*, due to weak accounting and monitoring systems along the chain against the fact that spending of huge financial resources are spread across the many points of authority in the command hierarchy.

Politics

Politics in Ghana is gradually compromising the importance of education in Ghana. For the past 20 years or more, educational policies have become pendulums swinging to and fro needlessly. This disturbs the educational structure and creates avenues for corruption in terms of weakening the existing structures, creating loop holes for exploitation, favoristism, hiring of the services of people who are unqualified, diversion of resources to the benefit of oneself or ones family, refusing to accept postings, etc.

Parent Teacher Association (PTAs) and School Management Committees (SMCs)

Despite the fact that the Ghana education Service defined formal roles governing Parent Teacher Associations (PTAs) and School Management Committees (SMCs) in planning, managing, and monitoring resources, many members of both PTAs and SMCs are not aware of their powers and/or unable to effectively execute them (Action for Rural Education, 2011). This led to continued substantial abuses in funding allocations and textbook supplies not reaching the schools and depriving the intended beneficiaries of important resources to obtain their rightful education. According to Seidu and Adzahlie-Mensah (2010) even though PTAs and SMCs roles involved taking part in planning, managing and monitoring school activities and resources most members are unaware of their own powers although their roles are provided for in the laws.

The lack of knowledge of PTAs and SMCs of their powers in planning, managing, and monitoring resources, leads to continues substantial abuses in funding allocations and textbook supplies not reaching the schools and depriving the intended beneficiaries, the students, of important resources to obtain their rightful education. More so, most community members lack relevant information about their rights to education and as such they are being limited in their efforts or attempts to do serious independent monitoring of public spending on education. Again, the lack of information reduces the engagement powers of community members with relevant duty bearers (like MCEs, DCEs, MPs, etc) while rendering them nonchalance during public forums or debates regarding important educational matters.

The major corruption risks/gaps in Ghana's education sector are contained in Box 1.

✓ **Box 1: Summary of major Corruption risks/gaps in Basic Education in Ghana***a cumbersome command hierarchy which breeds difficult bureaucratic procedureslack of broad base*

> *involvement in processes of resource allocation and utilizationpoor teaching and learning and supervision at the school levelpoor security for administering examinations. weak accounting and monitoring systems*
> - ✓ *Decision making point: procurement, construction and allocation of funds to lower ends of the system*
> - ✓ *Payment of bribes by parents to gain favours for their wards illegal charges by school authoritiesteacher absenteeism which tends to reduce classroom contact hours unduly. Considering earnings from the education sector as supplementary*
> - ✓ *Ignorance on the part of community members and local institutions (PTAs and SMCs) of their rights and powers in planning, managing, and monitoring resource allocation*
> - ✓ *Poor educational outcomes (low performance of students increases bribery in school admissions processes).*
> - ✓ *Politics*
> - ✓ *National programmes eg Funding for capitation grant lacking transparency and community involvement and meaningful participation by civil society actors.*

Roadmap for stakeholder engagement

The implementation of anti-corruption basics such as access to information on education policy, codes of conduct for educators, parent and student participation in governance, and clear systems of oversight and accountability across the education spectrum would ensure that every cedi spent on teaching Ghanaian children ends up where it should: *building schools, paying teachers* and *buying relevant textbooks*.

Results of a stakeholder consultation workshop organized by GII and held at Sunlodge Hotel in Accra on May 4th 2016 indicate key organisations that are strongly involved in the promotion of transparency and accountability in Ghana's educational sector. The analysis revealed that there are many organisations working to promote transparency and accountability in the country's education sector (See Annex A). The advantage is that these organisations have interests and powers that can influence change. More so, the organisations have roles/potential roles to play in terms of advocacy message delivery to the general public. Examples of the roles include policy formulation, funding, capacity training, monitoring, supervision and research (Table 3). Table 3 shows that the organisations have different forms of capacities ranging from the provision of physical infrastructure through to empowerment in the form of capacity building to possession of large membership (social capital).

Going forward, GII in partnering with these other organisations need to pay more attention to key advocacy issues or gaps in the education sector. These major gaps and for that matter education advocacy issues are summarized in Table 3. The main corruption issues include diversion of funds, diversion of school supplies, teacher inadequacy and absenteeism, inadequate logistics and school infrastructure, lack of capacity building for teachers and administrators, lack of parental support and lack of or inadequate public participation. The rest are ambiguity in rules and regulation and lack of effective monitoring and supervision.

The media can play a significant role in the delivery of the forerunning key advocacy messages. Particularly, the media can help in the organization of meetings, stakeholder dialogues or meetings as well as the dissemination of research findings on corruption in the education sector. The use of social media will also enable effective public participation in debates on transparency and accountability as well as sharing of experiences on corrupt practices on agreed platforms.

Table 3: Stakeholder Roles/Potential Roles and capacity.

Stakeholder	Role/Potential Role	Capacity
Ministry of Education	- Formulation of policies to combat corruption - Support the implementation of policies	- Technical capacity - Financial capacity
GES	- Implementation of policies	- Enough manpower - Trained teachers - Structures - Complicated system
Teacher Unions	- Welfare and interest of members - Capacity building for members	- Large membership - Lobby/advocacy - Take entrenched position sometimes
NIB	- Monitoring and inspection of schools - Present report/advocacy for implementation of recommendations	- Resources - Legal backing
Managers of Education Units	- Control the unit schools - Implementation of educational policies	- Infrastructure - Capacity building - Exercise control over their teachers
District Directorate of Education	- Effective implementation, monitoring, and supervision - Regular visits to schools - Inspection of lessons, notes, log books, etc. - Capacity building	- High capacity because they have the power and mandate to deliver quality education
District Assemblies	- Supervision - Public forums - Organization of educational - Ensure value for money - Reporting	- Local mobilsation - Presence across the country -
SMCs/PTAs	- Monitoring and supervision - Requisition of reports from head teachers - Ensure effective use of school funds - Partake in School Performance Appraisal Meetings (SPAM)	- Local mobilsation
Faith-Based Groups	- Monitoring and supervision - Regular visits to schools to check school accounts about funds they donate	- Local mobilsation - Large followers
Traditional Authorities	- Regular visits to schools to interact with school authorities - Mobilization of resources	- Local mobilsation - Large followers

GII	- Sensitization - Advocacy - Capacity building - Research	- A subsidiary of international body - Presence across the country - High interest in corruption - Good resource person*
International Consortium of Investigative Journalism	- Research - Publication of findings - Capacity building for journalist - investigation	- Highly qualified professional journalists - Wide database in a lot of variables
USAID	- Provision of support for national and local level organizations - Monitoring and evaluation - Enforcement of politics	- Financial capacity - Human resources (high) - Partnership with a lot of national and local institutions
Christian Aid	- Advocacy - Funding support and local partners - Infrastructure support	- Financial resources - Human resources - Commitment to work even in deprived areas
Ghana Anti-Corruption Coalition Campaign (GACC)	- Advocacy - Research - Capacity building for locals - Sensitization	- Commitment to fighting corruption - Partnerships with other local institutions
Catholic Bishop Conference	- Supervising and regulating role over their Catholic schools - Provision of funds to Catholic schools - Advocacy on education	- Large membership - High physical presence - commitment
World Bank	- Technical assistance - Budget support - Influence educational policies	- Strong financial influence - Policy innovators/indicators* - Policy evaluators

Table 4: Advocacy Issues/Gaps, Target Group and Strategies

Advocacy Issue/Gap	Target Group/ Group Stakeholder	What is the Message?	Who Should Lead?	Mode of Message Delivery
Diversion of funds	- Min. of Education - GES - Min. of Finance	Funds should be used for intended purposes	-CSOs/ Media	- Social Media - Media

Teacher Absenteeism & Inadequate teachers in the system	-GES - Teacher Unions - NIB - District Assemblies -Head teachers - circuit supervisors - PTAs/SMCs - Director of Education	-Zero tolerance for teacher absenteeism -Filling the teacher positions and empty classrooms -effective monitoring	- GES - NIB - Teacher Unions -Traditional Leaders - PTAs/SMCs - CSOs	- Workshops - Media engagement - Durbars - Assembly - Meetings -stakeholder meetings -training in monitoring
Diversion of school supplies to market	-GES	Equal distribution of resources,	- GES - CSOs	- CSOs - Media - Social Media
Inadequate logistics	- GES - District of Education - District Assemblies	Adequate resourcing of institutions	- District of Education - Chairperson of District Education Oversight Committee (DEOC)	- Formal writings - Meetings - Media - Durbars
Lack of capacity building for teachers & Administrators	- Teachers - Head Teachers - School Accountant - PTAs/SMCs	To update teachers' knowledge	- Faith-Based Groups - Government - PTAs	- workshops - in-service training
Infrastructure gap	- GES - District Assemblies - Faith-Based Groups	The need to build quality infrastructure	-Traditional Leaders - Opinion Leaders	- stakeholder meeting - formal writing
Lack of Parental Support	- parents - guardians	Responsible parenting in terms of education (provision of school needs for wards/protection)	-GES - school authorities - District Assemblies - PTAs	- PTA meetings - assembly meetings -Durbars -Media
lack of or inadequate public participation	- GES - Min. of Education - CSOs	Increase advocacy and public participation in decision-making	-ISODEC - GNECC	-policy briefs - stakeholder dialogue - press release
Ambiguity in rules and regulation	-GES - Min. of Education	Clear regulations should be enacted through broad consultation	-GII - GNECC	-stakeholder meetings -media campaign
Lack of effective monitoring and supervision	- GES - Donors	Provide more resources for monitoring purposes and improve monitory systems	- CSOs - GNECC - GACC - circuit supervisors	- policy briefs - stakeholder meetings - research disseminations*

Conclusions and Recommendations

Available literature shows that both transparency and accountability are important societal values (Ball, 2009; GoG, 2003; Mejia Acosta, 2013; Yeboah, 2012) that can play important role in very nation's development agenda. The two terms are bed fellows as they tend to reinforce each other even though they may appear to connote different meanings. As Hallak and Poisson (2006) assert, the two are inseparable on the grounds that accountability is a form of transparency because with transparency people can access results and, making information accessible means accountability, hence, transparency is just as good as accountability.

Available literature strongly suggests a high rate of corruption in Ghana's Education sub-sector. The act of people cheating, bribing to get their ways through as well as abusing political offices cumulatively translates itself in lack of transparency and accountability. In effect, the country is experiencing slow progress and in most parts of the country such as the northern Ghana, educational performance keeps on falling.

In summary, corruption in the education system for any country including Ghana can be said to result in the misappropriation of resources and abuse of the system and so must be tackled appropriately. The effects of corrupt activities render the education system ineffective and ultimately lead to the loss of trust and credibility in the education system by citizens and the world. The main transparency and accountability short falls in the management of basic education in Ghana are identified as (i) a cumbersome command hierarchy which breeds difficult bureaucratic procedures, (ii) lack of broad base involvement in processes of resource allocation and utilization; (iii) inadequate and poor teaching and learning supervision at the school level; and (iv) poor security for administering examinations.

There is the need to create an ownership spirit and to strengthen all stakeholders' involvement or roles in providing essential services in the education sub-sector. Attention should be paid to the roles and capacities which are well defined in Tables 3 & 4. PTAs and SMCs should be strengthened by means of providing training for them. It is also important to facilitate a constructive engagement between them and duty bearers. The empowerment process should be carried out by the Ghana Education Service with minimum facilitation by NGOs, particularly GII.

In order to enhance effective implementation of the transparency and accountability for high quality education project in West Africa in general and Ghana in particular GII should have a well-defined stakeholder engagements process. The process should begin with an identification and agreement with organisations interested and willing to be part of the process. Some capacities have been identified and as such the participating organisations should be able to use their capacities fully and also to commit some resources to the process as well as bringing unto bear their best practices in terms of lessons on fighting corruption in the country. Engagement strategies and techniques as well as timelines and responsibilities should be clearly defined. It is important to pay attention to leading organisations (Table 4) so that the process can be participatory as well as achieving its purposes. More so, there is the need to put in place an effective monitoring and evaluation system. This is useful for assessing progress (achievements,

effects and impacts) and even for further strengthening of transparency and accountability amongst various participating organisations.

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Annex A: Key National and District Stakeholders and NGOs

National level stakeholders	District/local stakeholders	Non-governmental Organisations
Ministry of Education Ghana Education Service (GES) Ghana Education Service Council National Inspectorate Board (NIB) GES Audit Unit Auditor-General's Department Parliamentary Select Committee on Education Scholarship Secretariat GETFUND Managers of Education Units Conference of Heads of Assisted Secondary Schools (CHASS) Conference of Directors of Education (CODE) Conference of Heads of Basic Schools (CHOBS) Civil Society Organization (CSO) Controller and Accountant General Department West African Examinations Council (WAEC) Ministry of Finance and Economic Planning Economic and Organized Crime Office (EOCO) Media Teacher Unions Public Accounts Committee National Procurement Committee	District Education Directorate District Assemblies PTAs School Management Committees (SMCs) Traditional Authorities Faith-Based Groups Opinion Leaders Civil Society Organizations (CSOs) Media Teachers/Head Teachers Local Teachers Unions (GHAT, NAGRAT, CCT)	SEND Ghana GII GNECC – Ghana National Education Coalition Campaign NNED (Northern Sector) GACC USAID CRS – Catholic Relief Service Christian Aid Ghana Pentecostal Council Catholic Bishop Conference Pencil of Promise Care International Challenging Heights ISODEC IBIS CDD-Ghana Action Aid Compassion Ghana IMANI Ghana UNICEF Aglow Ghana International Consortiums Investigative Journalism NOYED World Bank International Needs