THE DEGREE OF AUTONOMY IN COLLEGES OF EDUCATION IN GHANA

A Comparative Study of Before and After their Upgrade to Tertiary Status

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THESIS SUBMITTED IN PARTIAL FULFILMENT OF THE REQUIREMENT FOR THE DEGREE OF MASTER OF PHILOSOPHY IN COMPARATIVE AND INTERNATIONAL EDUCATION

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ABSTRACT

There have been major expansion in the Higher education sector in recent times mostly through reforms. These changes and expansion reflect the important role the sector is playing in promoting economic growth of individuals and the states in general. An integral part of these reforms is the granting of more autonomy to institutions of higher education to plan their activities, mobilize resources to implement programmes, and monitor activities. This study focuses on the degree of autonomy in Colleges of Education in Ghana before and after their upgrade to tertiary institutions.

The study which involved eight Colleges of Education, sixty-four respondents (all officials- Principals, academic board members, accountant and registrars) employed quantitative research as a method with a blend of closed and open ended questions to solicit for information regarding the degree of autonomy in the colleges after their upgrade to tertiary comparing it with their past status as post secondary institution. The study used the Statistical Package for the Social Sciences (SPSS) to analyze the data which was interpreted and discussed based on the sequence of the research questions.

Though there have some improvement to some extent in the management of the institutions in general, the degree of autonomy in the colleges after the upgrade has not changed much. The state still controls almost all activities in the colleges especially relating to academics. For instance, it was revealed that, the colleges on their own cannot change any aspect of the curriculum. Examination, supervision and certification of the colleges and its products are still handled by the University of Cape Coast through the Institute of Education suggesting that, the old ways (state control) of doing things still persist even after their elevation to tertiary. Suggestions on how to insulate them from such controls and make them more autonomous are made. Since this study couldn't cover every aspect of the colleges, research areas are also suggested.
ACKNOWLEDGEMENTS

My foremost appreciation and gratitude go to God, the giver of life, through whose guidance and protection I was able to complete this thesis making all the herculean tasks I grappled with surmountable. I am grateful for the mercies shown me.

I would also like to use this opportunity to acknowledge my family especially my parents and siblings for their continuous support and prayers throughout my stay and study here. I also thank the Norwegian government for the scholarship opportunity offered me without it, would have been difficult to get such rich education anywhere.

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To all my friends, Dickson, Williams and Francisca who liaised with the schools in my absence, I say thank you. To the heads of all the colleges engaged in the study and all my respondents, I appreciate your efforts and time you devoted towards the study. Also to Nancy who proofread the thesis, i am much appreciative of your assistance.

My appreciation and acknowledgement extend to the faculty of the Comparative International Education (CIE) programme, to Prof. Lene Buchert whose experience and in-depth in the field of education manifested in the knowledge impacted on us which has made it possible for me to write my thesis; together with Prof. Fengshu Liu as well as the administrative set up led by the Senior Executive Officer Camilla Bakke whose assistance throughout the programme was immense and immeasurable.

Last but not the least, I also acknowledge my CIE mates whom I will remember for many fond memories. By virtue of the programme being an international one brought students with diverse backgrounds together. This did not only enhanced and contributed to making my educational experience unforgettable but also rich.

Sincerely,

Enoch Nyarkoh.

Autumn 2016.
DEDICATION

I dedicate this work to my parents, Mr. & Mrs. C. K. Nyarkoh and my siblings for their continuous support and prayers.
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<tr>
<td>AFRC</td>
<td>Armed Forces Revolutionary Council</td>
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<tr>
<td>BECE</td>
<td>Basic Education Certificate Examination</td>
</tr>
<tr>
<td>CETAG</td>
<td>College of Education Tutors Association of Ghana</td>
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<tr>
<td>COE</td>
<td>Colleges of Education</td>
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<tr>
<td>CPP</td>
<td>Convention Peoples Party</td>
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<td>EU</td>
<td>European Union</td>
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<tr>
<td>GDP</td>
<td>Gross Domestic Product</td>
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<td>GES</td>
<td>Ghana Education Service</td>
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<td>GIL</td>
<td>Ghana Institute of Languages</td>
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<td>GIJ</td>
<td>Ghana Institute of Journalism</td>
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<td>GoG</td>
<td>Government of Ghana</td>
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<tr>
<td>HEART</td>
<td>Health &amp; Education Advice Resource Team</td>
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<td>HEI</td>
<td>Higher Education Institution</td>
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<tr>
<td>IIASA</td>
<td>International Institute for Applied System Analysis</td>
</tr>
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<td>IMF</td>
<td>International Monetary Fund</td>
</tr>
<tr>
<td>IPS</td>
<td>Institute of Professional Studies</td>
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<tr>
<td>KNUST</td>
<td>Kwame Nkrumah University of Science &amp; Technology</td>
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<tr>
<td>LDC</td>
<td>Less Developed Countries</td>
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<td>MOFEP</td>
<td>Ministry of Finance &amp; Economic Planning</td>
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<td>MOE</td>
<td>Ministry of Education</td>
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<td>NAB</td>
<td>National Accreditation Board</td>
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<td>Acronym</td>
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<tr>
<td>NABPTEX</td>
<td>National Board for Professional &amp; Technician Examinations</td>
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<td>NCHE</td>
<td>National Council for Higher Education</td>
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<td>NAFTI</td>
<td>National Films &amp; Television Institute</td>
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<td>NDC</td>
<td>National Democratic Congress</td>
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<td>NLC</td>
<td>National Liberation Council</td>
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<td>NRC</td>
<td>National Redemption Council</td>
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<td>NPP</td>
<td>New Patriotic Party</td>
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<td>NTCE</td>
<td>National Council for Tertiary Education</td>
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<tr>
<td>OECD</td>
<td>Organisation of Economic Co-operation &amp; Development</td>
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<tr>
<td>PNDC</td>
<td>Provisional National Defence Council</td>
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<td>PNP</td>
<td>Peoples National Party</td>
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<td>PP</td>
<td>Progress Party</td>
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<tr>
<td>TED of MOE</td>
<td>Tertiary Education Division of the Ministry of Education</td>
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<tr>
<td>TEI</td>
<td>Tertiary Education Institution</td>
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<td>TTC</td>
<td>Teacher Training Colleges</td>
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<td>TTI</td>
<td>Teacher Training Institutions</td>
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<td>UCC</td>
<td>University of Cape Coast</td>
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<td>UDS</td>
<td>University of Development Studies</td>
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<tr>
<td>UEW</td>
<td>University of Education, Winneba</td>
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<tr>
<td>UG</td>
<td>University of Ghana</td>
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<tr>
<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural</td>
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<td>WASSCE</td>
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The Degree of Autonomy in Colleges of Education in Ghana: A Comparative Study of Before and After their Upgrade to Tertiary Status

Enoch Nyarkoh

http://www.duo.uio.no/

Trykk: Reprosentralen, Universitetet of Oslo
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CHAPTER ONE: INTRODUCTION

1.1 Background to the Study

Education contributes to national development in many ways; it contributes to economic development through increased productivity and earnings. As indicated by International Institute for Applied System Analysis (IIASA), (2008), provision of better education leads not only to higher individual income but also it is a necessary (although not always sufficient) precondition for long-term economic growth and development. Educational planning, for this reason, has always been an integral part of the total economic and social planning that a nation undertakes periodically in order to improve the well being and living conditions of its people. National educational systems are, in this regard, not static. They keep changing in an attempt to response to national development plans and will continue to do so, so long as governments continue to search for new ways and initiate policies that will improve the living conditions of their people.

One of the educational sub-sectors that has seen most reforms is teacher training largely due to the pivotal role it plays in facilitating quality education in general. Teacher education plays a crucial role in preparing individuals to facilitate the teaching and learning process in schools. In fact, it has been argued that, the teaching professionals are the most important determinants within the educational institutions of how learners will perform. Thus, it is what teachers know, do and care about that really matters. Over the past forty years, teacher education in Ghana has undergone a number of modifications. These modifications are a result of policy changes which are aimed at producing well trained teachers to meet the educational needs of the country at various times. These changes have resulted in the production of different cohort of teachers with different types of certificates (Anamuah-Mensah, 2006).

Foremost, the interest of the researcher lies within the realm of Governance but since it comprises many segments like decentralization, regulatory, funding and administrative frameworks, it is important that it is narrowed down. Autonomy, a product of decentralization in higher educational institution in Ghana is selected, specifically on the extent to which the newly elevated Colleges of Education are independent in taking academic decisions. It seems little is known about how autonomous these institutions have become in the discharge of their mandate as required by their new status and the challenges it comes with. This study seeks
among other things to assess the degree of autonomy in the newly elevated Colleges of Education (CoE) in Ghana formerly Teacher Training Colleges (TTC). It takes a further step and compares the level of their autonomy before and after their elevation. For want of space, the focus of the study hinged on the rationale behind the elevation of the Colleges to tertiary, the independence and freedom of the Colleges to decide on academic related matters and the challenges they are faced with in transiting from post-secondary institution to tertiary.

1.2 Statement of Problem

In 2008, the Colleges of Education became diploma-awarding institutions and were affiliated to an education oriented universities (Government of Ghana, 2004; Newman, 2013). Since the elevation and re-designation of TTIs as Colleges of Education (tertiary institutions), the institutions have faced various challenges which threaten the consolidation of their new status as tertiary institutions, recent is the strike embarked upon by College of Education Tutors Association of Ghana (CETAG) demanding their status also be raised to match the new status of the colleges.

As such, this study aims to create new knowledge in this area by finding out if the Colleges of Education in Ghana now have the freedom and independence to decide on their academic matters. The selection of this topic is largely influenced by the fact that, after seven years of the elevation of the Colleges of Education in Ghana to tertiary status, much is not known about the extent of their independence. A systematic skim through available literature failed to identify significant prior research on autonomy in TTIs or Colleges of Education, highlighting the need for this study. There seems to be no prior research examining the degree of autonomy in newly elevated professional higher institutions of learning with weak developed structures in order to insulate them from unnecessary controls. Studies on autonomy in the colleges the researcher came across involved few selected colleges which might not necessarily be able to represent the population it studied. Besides the above, the literature the writer chanced upon had different focus.

This topic is worth considering because educational policies, however well-intentioned, and official curricula, however well crafted, cannot succeed without the teacher, whose professional management of the teaching-learning process ensures that education really takes place (Health & Education Advice Resource Team (HEART, 2015). The topic is also important because of the fact that improving quality education and learning which places the
teacher higher on the agenda is likely to be more central to the post-2015 global development framework (UNESCO, 2013/4). The effects of globalization, internationalization, massification, increased standardization of education testing and decentralized education governance have on national education systems make the issues on teacher education even more relevant considering thereby this study.

The thesis therefore examines the degree of autonomy in the elevated Colleges of Education in Ghana and compares same with their former status.

The research questions for this study thus are:

(1) What is/are the rationale(s) assigned for the elevation of Colleges of Education in Ghana status to tertiary?

(2) To what extent are the Colleges of Education independent in deciding on academic (curriculum and methods of teaching, and methods of research), staffing (internal academic structures) and financial (acquiring and allocating funding, deciding on tuition fees, accumulating surplus) matters?

(3) What challenges do the Colleges of Education face in consolidating their new status as Tertiary Institutions?

1.3 Delimitation of the study

The research is delimited by the degree of autonomy enjoyed by the Colleges of Education in Ghana after they were recently elevated to tertiary institutions. This is not the only issue affecting the Colleges and by focusing on this, does not render the other sectors of the education system unimportant. It only implies that, due to space and time, a sector of the education system must incite and interest the curiosity of a researcher and in this case, teacher education and more specifically Autonomy in the Colleges of Education caught the researcher's attention.

The study may not be able to answer all the questions related to the autonomy enjoyed by the Colleges, nonetheless, it is believed that the findings would be of immense source of benefit not only to government but also to the Colleges and other stakeholders in the sector.
1.4 Limitation of the Study

The main challenge the study was faced aside and resource constraints had to do with the data collection method. Though the chosen method and design were able to assist in retrieving the needed and key data, it will would have been enhanced the more if it was a face to face interview. The open ended questions in the questionnaire helped in adding flesh to the quantifiable responses the questionnaire provided. However, more of such information could have been retrieved from respondents if they were engaged on face to face basis. Due to time constraints and busy schedules on the part of the researcher and respondents respectively, most of the questionnaire were answered in the absence of the researcher. It was realized that from the answered questionnaire that respondents had more information to offer than the space provided for same. This identified shortcoming necessitated the telephone conversation to give respondents another opportunity to add more information to their responses.

It is however accepted that, the telephone conversation might not have entirely solved the identified shortcoming of the study since most of them had forgotten their earlier responses to the questions asked in the study. Again, due to time and resources constraints other important individuals who could have helped in the study were not contacted. State officials as well as student trainees might have given more information that would have enriched the study if contacted. This would have helped in understanding the topic from different perspectives.

1.5 Definition of Terms/Concepts

The concept, autonomy which is the main concept in this study is given a further introspection below among others.

Autonomy for the purpose of this study, will be referred to as the freedom and independence of an institution to make its own internal decisions, whatever its own decision-making processes are, with regard to academic affairs, faculty and student affairs, business affairs, and external relations (Ajayi, Gome, and Johnson1996; Newman, 2013). Autonomy of tertiary education institutions is used in this study to mean the authority of tertiary institution to determine and execute its goals - the self-government of an institution. It relates to the freedom to select staff and students and to determine the conditions under which they remain in the university; the freedom to determine curriculum content and degree standards, and the freedom to allocate funds (within) the amounts available across different categories of
expenditure (Ashby 1966, Van Vught 1993). The aforementioned criteria provide useful basis for assessing the autonomy of Colleges of Education.

*Autonomy*, for the purpose of this study, is used interchangeably with *decentralization* to mean giving local authority more power and new responsibilities though the former is a product of the latter.

On the other hand, *governance* is used in this study in agreement with Perellon’s (2001) as cited in Newman, (2013) definition to mean the structure(s) in this case the colleges councils, principals, departmental heads and all recognized offices of legal authority ruling the higher education system as a whole and determining, in a greater or lesser extent, the role(s) of and the type(s) of relationships between different actors within the system.

Again, the terms *state* and *government* have subtle difference but in this study, they refer to the same entity. In like manner, higher education institutions (HEIs) and tertiary education institutions (TEIs) have similar meanings except that in Ghana, the latter term refers to all post-secondary institutions of HE after the reform unlike before, when the former was used to describe universities—which were the only institutions then. In the same vein, Teacher Training College (TTC) has the similar meaning as College of Education (CoE) except that the former became the latter after their elevation to tertiary status.

### 1.6 Organization of the Study

The study is made up of seven chapters. Chapter one serves as the progenitor of the subsequent chapters. It introduces readers to the work by giving them a brief idea of what the study is about. This is followed by Chapter two which presents information about the context of the study—Ghana and its aspects of life including its HE system which is narrowed to the Colleges of Education system. Chapters three and four aptly discuss the analytical framework and literature review respectively. These two chapters are presented in a way that illustrates a somehow balance of African literatures on one hand and international literatures on the other hand, though the latter is used more. The latter was key in hatching appropriate theoretical and analytical constructs from which insightful reflections are made and the former in putting empirical data on the setting, Ghana and for that matter, Africa in a proper context. The chapter five describes the methodology used for the research work. The chapter precisely deals with the choice of research methods, issues concerning their credibility, reliability,
ethics and validity. Chapter six analyses, interprets and discusses the collected data. This chapter lends impetus for the concluding chapter seven, which retrospectively describes the preceding chapters in a pithy manner and proceeds to summarize the findings of the research and gives recommendations.
2 CHAPTER TWO: CONTEXT OF STUDY

2.1 Introduction

It is of valuable importance that many studies including thesis writing are set in context, both in time and place. The importance of settings or contexts in any study are not in doubt by virtue of the fact that they put the study in the appropriate perspective, thereby actively engaging readers to enhance their understanding and interest. It is in regard to the above that; the study is set in Ghana both in historical and contemporary contexts.

2.2 Ghana

Ghana was colonized by the British over a century; Ghana, formerly known as the Gold coast which means Warrior King\(^1\), was the first sub-Saharan country to attain independence on 6th March, 1957. Ghana also became a republic on 1st July 1960. A general description of the country including her geography, demographics, culture and its higher education system including the college of education is briefly given below.

2.3 Geography, Culture and Demographics

Ghana, situated in West Africa, is surrounded by French speaking countries. Burkina Faso is to the north, la Cote d’Ivoire to the west, Togo to the east- and the Gulf of Guinea to the south. The Greenwich Meridian passes the country through Tema\(^2\). Ghana; is a tropical country which is positioned in the equatorial regions of the world. It is endowed with mountains, rivers, semi- deciduous forests, the Atlantic Ocean, lakes as well as agricultural and mineral resources (Boateng, 2010).

Ghana's 2010 population census stood at 25,000,000 (females-51%, males 49%), giving the country an overall population density of 78 persons per sq km (201 per sq mi). An estimated seventy percent of the total population live in the southern part of the country. The most numerous people are the coastal Fanti, and the Ashanti, who live in central Ghana, both of whom belong to the Akan family. The Accra plains are inhabited by the Ga-Adangbe. Most of

\(^1\) Jackson, John G. *Introduction to African Civilizations*, 2001. Page 201

\(^2\) The main industrial and port city in Ghana
the inhabitants in the northern region belong to the Moshi-Dagomba or to the Gonja group. (Ghana statistical service, GSS, 2010).

According to the 2010 population census, the country is ethnically heterogeneous and is divided into some 75 ethnic groups with the Akans (47.5%) being the majority. In terms of religion, the dominant religion is Christianity comprising some (71.2%). Islam follows with (17.6%), traditional (5.2%), other (0.8%), none (5.2%). The Akan language (35.6%) is the widely spoken among all the spoken languages in Ghana with English (official language) spoken by (36.1%) of the population. Literacy rate in Ghana is (71.5%) of which, (78.3%) are male and (65.3%) are females (GSS, 2010). According to UNICEF (2007), life expectancy at birth of Ghanaians in years is 60. Administratively, Ghana is divided into ten regions and subdivided into 216 districts as cited in Boateng, (2010).

2.4 History of Political Governance System- A Sinuous History of Governments

The Convention Peoples Party (CPP), a socialist party led by Kwame Nkrumah with its motto of “Self Government Now”, who broke away from the United Gold Cost Convention, garnered independence for Ghana and ruled till it was overthrown by a military junta on 24th February, 1966. Ghana experienced a mixture of juntas and democratically elected regimes after the overthrow of Nkrumah. The National Liberation Council (NLC) which took over from the CPP ruled and organized a transition that paved the way for a civilian government, the Progress Party (PP), to usher in the second republic after winning the 1969 elections. The PP, a liberally oriented government, ruled only for 23 months and was ousted by another military regime, the National Redemption Council (NRC) on 13th January, 1972, which later transformed into Supreme Military Council (SMC). On 5th July, 1978, a palace coup was organized by senior ranks within the SMC government- a change in the leadership under the same government.

On June 4, 1979, a mutiny by junior officers of the Ghana Armed Forces led to the formation of the Armed Forces Revolution Council (AFRC) after the overthrow of the SMC II government. After 112 days in office, the AFRC organized an election to which the Peoples


4 Ghana’s first Prime Minister and President
National Party (PNP) won and was sworn into office in September 1979. The third republic, led by PNP, was ephemerally in power and was toppled by the Provisional National Defence Council (PNDC) on 31st December, 1981. The PNDC ruled for eleven years before they organized a transition and paradoxically handed over power to a civilian government, the National Democratic Congress (NDC). The common denominator between the PNDC and NDC was their leader\textsuperscript{5}. The civilian government completed its first term and won to stay in power for a second term the 1996 elections. In 2000, in an unprecedented manner, the NDC handed over to another party, the New Patriotic Party (NPP) when the latter won the 2000 elections. The NPP also became a two-term government after winning the 2004 elections. The NPP lost narrowly to the NDC in 2008 and assumed the reins of government from the former.

The history of governments in Ghana in brevity has been one hallmarked with inconsistencies, incoherence and polarization exemplified by military takeovers which truncated constitutional orders and became a great source of political instability (Boateng, 2010).

2.5 Economy

Ghana’s economy, like most of the Less Developed Countries (LDCs), is agrarian with about (60-70\%) of the population in the agricultural sector, which accounts for more than (40\%) of the Gross Domestic Product (GDP) and (55\%) of the country's foreign exchange\textsuperscript{6}. The employment sector is made up of the Agric sector (41.5\%), industry (15.4\%) and the service sector (43.10\%). The general and youth unemployment rates stand at (8.70\%) and (4.60\%) respectively\textsuperscript{7}. The structure of the economy has not really changed from the one bequeathed to it at independence as it still depends on the primary sector, agriculture, mining and forestry for foreign exchange and employment. Cocoa was and still is the mainstay in the largely agricultural subsistence economy. Being the single largest contributor to agricultural GDP (45\%), it is the second largest producer of cocoa in the world. In 2007, (35\%) of

\begin{itemize}
  \item \textsuperscript{5} Flt. Lt. and President J. J. Rawlings
  \item \textsuperscript{6} http://focusafrica.gov.in/sector_profile_ghana.html
  \item \textsuperscript{7} http://www.nab.gov.gh/about-us/classification-of-accredited-institutions
\end{itemize}
Ghana’s GDP and (60%) of total employment rate were in agriculture\(^8\). For the mining sector, Ghana is endowed with minerals such as gold, diamond, bauxite, manganese, as well as salt.

In 2007, offshore petroleum exploitation and exploration additional reserves identified significant oil finds. Oil thus was discovered in commercial quantities. Consequently, production started in the latter part of 2010. In 2008, Ghana recorded its highest GDP growth of (7.3%) but fell by the end of 2009 at (6.2%) (Ghana Statistical Service 2010). The GDP per capita Purchasing Power Parity (PPP) increased from $1,226.1 in 2008 to $ 1,340.4 in 2015 an increase of 5.9% according to the IMF\(^9\).

According to the Human Development Indices (2009 p 35), (27%) of the Ghanaian population lie below the international poverty line of US$1.25 a day and (78.5%) live below the US$2 a day and according to the World Bank, Ghana’s per capita income has barely doubled in the last 45 years. The national currency is the Ghanaian Cedi which was redenominated in July 2007.

### 2.6 Educational System

The educational system Ghana inherited from the British is structurally organized in three levels- basic level, secondary level (now high school level) and tertiary level (which includes all post-secondary institutions). It operates on the 6+4+2+3 system- 6 years of basic or primary school, 4 years of middle school, 2 years of sixth form education that can lead to a three year university program. The educational reforms of 1987 changed the structure- six years of basic education, 3 years of junior secondary school (now junior high school), 3 years of senior secondary school (now senior high school) and usually 4 years of university education.

In 2007, there was another educational reform whose recommendations slightly changed the structure -2 years of kindergarten education starting at age 4 and 4 years of senior high school system. In 2009, aspects of the 2007 educational reforms were reviewed. The senior high school system (which also includes Technical, Vocational, Agricultural and Training (TVET))

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\(^8\)Centre for the Study of African Economics, Briefing Paper, CSAE

schools) spans for 3 years now. The kindergarten or pre-school system takes children through the rudiments of education as they learn letters of the alphabets, numerals, rhymes and poetry and serves as a basis for primary school education which takes the children a little bit further to the application of the basics of what they are imparted with, in the pre-school level. After the sixth year of primary schooling, the pupil enters the junior high school which ideally is supposed to empower them with practical and vocational skills as well as general education. They write the Basic Education Certificate Examination (BECE) which covers 10 subjects depending on their schools and leads them to the senior high school, which in the past was analogous to the grammar schools of Britain. They choose a specialized field- Science, Business, General Arts, Technical programmes or Home Economics- and add core subjects – Mathematics, Integrated Science, Social Studies and English Language- and finally write the West African Secondary School Examinations (WASSCE). It is the WASSCE certificate that qualifies them (subject to the entrance requirements and demands of universities) to the university level.

Ghana’s educational system is highly centralized. The Ministry of Education is the supreme body of the system. The overall goal of the ministry is to provide relevant and quality education for all Ghanaians especially the disadvantaged to enable them acquire skills which will make them functionally literate and productive to facilitate poverty alleviation and promote the rapid socio-economic growth of the country. It has agencies which oversee the entire system. The Ghana Education Service (GES) is responsible for managing the pre-tertiary level of education; the National Inspectorate Board which is not part of the GES but under the ministry is responsible for periodic inspection of basic and secondary schools to ensure quality education; and the West African Examinations Council (WAEC) is a union of five Anglophone West African countries (Ghana, Nigeria, Sierra Leone, Gambia and Liberia) responsible for developing, administering and grading final examinations at senior secondary level. Hence, WAEC administers the WASSCE. The National Accreditation Board (NAB) and the National Council for Tertiary Education (NCTE) are the quality assurance and coordinating bodies or organizations respectively at the tertiary level. The National Board for Professional Technical Examinations (NABPTEX) assesses through examinations and award diplomas or certificates to technical and professional institutions.

According to the UNDP (2015), Ghana’s mean years in school (7.0 years) is higher and comparatively better than many of its peers. Improvement has also been reported in the Adult Literacy rate which increased from (50.7%) in the year 2008 to (76.6%) in 2015. Youth Literacy has also more than doubled between 1991/92 and 1998/99, from (21.9%) to (55.8%) which further increased to (64.8%) in 2005/06 before it took a quantum leap to (80.5%) in 2012/2013. Ghana has the highest school enrolment rate in West Africa with over (90%) of eligible school children currently in school. As of the 2014/15 academic year a total of 9,202,894 pupils/students were enrolled in 57,293 education institutions from the kindergarten stage to tertiary level. This represents an increase of 2,164,156 or (30.74%) over enrolment in the 2008/9 academic year.11

Gender parity and completion rates are also improving. Gender parity which measures the ratio of girls to boys currently stands at 0.96 at the primary level and 0.91 at the JHS level; compared to (0.92) and (0.85) respectively in the 2008/9 academic year. As far as completion rates are concerned, (99.6%) of pupils enrolled at the primary school level complete while (73.5%) of JHS students complete, up from (66%) in 2008/9 academic year.12 According to the UNESCO Institute of Statistics (2007) the net participation rate in Ghana’s tertiary level school is (5%).

2.7 Higher Education System

This section gives an introspection of Ghana’s higher education system which is later narrowed down to the College of Education system, which is the focus of the study.

2.7.1 History of Higher Education in Ghana

Even though the very first higher education institution or university to be precise was established in 1948, the provenance of higher education predates the 1940s. In 1924, the foundation stone for Achimota School was laid by the colonial administration. The school which started with full kindergarten also had teacher training classes. But at the outbreak of

the Second World War, Achimota School offered pre-university education, engineering and external degree courses similar to that of the University of London. In 1935, the first student obtained his degree\(^{13}\). Thus, the secondary school offered higher education program even before institutions of higher learning were brought forth in Ghana (the then Gold Coast). The move towards institutionalizing university education in the Gold Coast began with the establishment of two Commissions- the Asquith and Eliot Commissions by the colonial government. The former was tasked to investigate higher education and it recommended the setting of universities affiliated to the University of London\(^{14}\). The latter was tasked to investigate the feasibility of higher education in British West Africa.

In recommending to the British colonial authorities, the Eliot Commission produced two reports- the first, a majority report which recommended the setting up of universities in the Gold Coast and Nigeria and a minority report which recommended the setting up of only one university in British West Africa specifically in the latter country. The colonial administration accepted the minority report. The people of the Gold Coast led by Dr. J.B. Danquah vehemently protested to the British government and clamoured for a university on their own land even if they were going to foot its establishment. The authorities heeded to the local pressures and in 1948, the University College of the Gold Coast was founded by Ordinance for the purpose of providing for and promoting university education, learning and research (Agbodeka, 1998). The university college was initially sited on Achimota campus until some years later it relocated to the current location, Legon\(^{15}\). In 1961, by an Act of Parliament, the University College of the Gold Coast became autonomous from the University of London and was known as the University of Ghana.

Appreciating the importance and indispensability of science and technology to the socio-economic and national development, the CPP government set up the Kumasi College of Technology in 1952. A decade later, it was upgraded to university status and became known as University of Science and Technology (now Kwame Nkrumah University of Science and Technology) Based on the fact that the Ten Year Development Plan drawn in 1946 by the colonial administration, the Accelerated Development Plan of 1951 and subsequently, the

\(^{13}\) http://www.achimota.edu.gh/history.htm


\(^{15}\) A north-east suburb of Ghana’s capital city, Accra
Education Act of 1961 which made primary and middle school education free and compulsory provided for a wide expansion and improvement of primary, secondary and technical education and teacher training, all of which required a massive increase in the number of professional teachers, the University College of Cape Coast was established in 1962 an affiliated to the University of Ghana (Effah 2003). In 1971, it became an autonomous university known as the University of Cape Coast. In 1992, the University of Development Studies and the University College of Education in Tamale and Winneba respectively were established. Currently, Universities of Energy and Health have been established to run various energy and health related program to find solutions to the numerous challenges the country face in health and energy.

The University of Mines and Technology (UMaT) which started as the Tarkwa Technical Institute (TTI) on 3rd November, 1952 affiliated to KNUST became an autonomous institution in 2004. In 2000, the conversion of UMaT into a fully fledged University was again strongly recommended by Louis Berger Inc. in association with Kwame Asante and Associates in a report on partial commercialization of KNUST. On 3rd November, 2004, the Parliament of the Republic of Ghana passed the bill on the University of Mines and Technology into an Act of Parliament and in the same year, the President of Ghana gave the Presidential Assent which led to the gazetting of the University of Mines and Technology, Tarkwa Act 2004 (Act 677) into law.. The University has a vision of becoming a Centre of Excellence in Ghana and Africa for producing world-class professionals in the fields of mining, technology and related disciplines. The mission of the University is: to provide higher education in mining, technology and related disciplines; to promote knowledge through effective teaching, learning, active research and dissemination of information; and to provide professional services through extension activities to the mining and allied industries.

The polytechnic sector in Ghana is relatively young. Polytechnics in Ghana were set up as technical institutes to respond to the industrial and technological policy of the 1960s by training manpower for national development. They were second cycle institutions under the supervision of the GES. They were upgraded to tertiary education institutions and, thus, integrated into the tertiary education sector with the ushering of the 1991 reforms in tertiary education. The earliest polytechnics (then technical institutes) were set up in Accra, Kumasi and Takoradi. Recently, six out of the ten polytechnics have been upgraded into technical universities to provide technical manpower for the needs of the country.
There are professional institutes in addition to the universities and polytechnics. The Institute of Professional Studies (IPS), which was established as a private institute to provide training in professional courses for persons desirous of taking the relevant examinations for professional institutes, was subsumed under the government in 1978. Under the IPS Decree 1978 (SMCD200), provision was made for its management and operations under the public system (Effah et al. 2001). The institution has however been upgraded to a university status with the vision, to be a world class education provider in both academic and professional disciplines nationally entrenched, regionally recognized and globally relevant. Similar to this, is the Ghana Institute of Management and Public Administration (GIMPA) which was established in 1961 as a joint Ghana Government/United Nations (UN) special fund project. The Ghana Institute of Journalism (GIJ), the Ghana Institute of Languages (GIL) and the National Film and Television Institute (NAFTI) are also popular professional institutes in addition to the above.

2.7.2 Types of Tertiary Educational Institutions in Ghana

From the preceding section, it is easier for one to infer that Ghana’s higher education sector is a diversified and institutionally differentiated binary system. It has a university sector, made up of public universities, university colleges and a plethora of burgeoning private universities (religious-owned and offshore institutions); and the non-university sector comprising of regional polytechnics, professional institutes, seminaries, public and private teacher training and nursing training schools. The National Accreditation Board categorizes the tertiary institutions in Ghana as 10 Public Universities, 5 Public Universities/Professional Institutions, 1 Public Agricultural College, 4 Chartered Private Institutions, 70 Degree Awarding Private Tertiary Institutions, 4 Distance Learning Institutions, 8 Private Colleges of Education, 38 Colleges of Education (used to be Teacher Training Schools), 10 Polytechnics now Technical universities, 18 Public Nursing Training Colleges and 8 Private Nursing Training Colleges. (NAB 2016).

2.7.3 History of the Selected Colleges Under Study

Below is a brief history of the colleges sampled for the study. The colleges which are from two regions out of ten in Ghana come with diverse backgrounds with rich history which reflect and largely paint a clearer picture of the situations in most of the colleges. The colleges
which are mostly mixed-gender; however, there are three single sex colleges. The Ashanti Region which hosts four of the colleges has two of them being single sex (female) institutions and a Technical college which is a all male institution. The Brong Ahafo Region hosts the other four colleges used involved in the study.

The Wesley College of Education, Kumasi, is one of the colleges under study. It was established by the Methodist Church in 1918. It started with the training of Ministers and teachers –catechists. In 1922, the fully-fledged institution was named Wesley College and the Rev. C. W. Armstrong became the first Principal with Mr L. A. Greaves as the first Vice-Principal. When the main block of the college was completed, the college which was in Aburi was transferred to Kumasi. On Monday, 3rd March, 1924, Wesley College was officially opened in Kumasi. Thus, Wesley College Kumasi, became the first higher institution to be established in the Northern Sector of the Gold Coast. The total number of students who came into residence on the 5th of March, 1924 was 143, consisting of 76 candidates for ministerial training, 48 student-teachers and 19 student-catechists. Out of the 74 students, 26 had been in training at Aburi during the previous years.

In 1930, the first batch of female students was admitted to be trained as teachers. Currently, Wesley College of Education besides the General Arts, offers special program at the Diploma in the Basic Education level. These are Science, Mathematics and French. Another school which is part of the study is St. Monica’s College of Education established in 1930. It was founded in Cape Coast by three Sisters, namely, Sr. Lailla, Sr. Dorothy, and Sr. Gertrude. In 1936, at the request of the Asantehene, the College was moved from Cape Coast to Mampong – Ashanti. It started a three-year Diploma in Basic Education program in 2004, and it was given accreditation as a tertiary institution just like the other colleges in October, 2007.

Berekum college of Education (BECOLED) formerly BETCO is located at the south-eastern part of Berekum, on the Berekum-Sunyani road. The college was established in February, 1953. The college took off with 2-year certificate 'B’ program till 1961 when a 4-year certificate ‘A’ program was introduced. In 1958, with the turning of Winneba Training College into a Specialist Training College, students pursuing a Cert.'B’ program were

16 http://wesco.edu.gh/history/
transferred to Berekum. The last batch of the 2-year Certificate ‘B’ program students left in 1963. In 1964, 2-year specialist program in mathematics was also introduced\(^\text{18}\).

St. Joseph’s College of Education was founded in 1948 by Rev. Fr. Joseph Moulders, the first training college in the Brong-Ahafo Region, and was given accreditation in 2007 as a tertiary institution. Their mission is to build a Catholic Teacher Training Institution of excellence that offers holistic education for the development of staff and students in preparing disciplined, dedicated, competent, resourceful, creative and patriotic teachers for Basic Schools in Ghana. Atebubu College of Education also in the Brong Ahafo Region was established in October 1965. The College was the first second cycle institution, and the only teacher training college in the eastern corridor of Brong-Ahafo\(^\text{19}\).

Mampong Technical Teachers’ College of Education (MAMTECH) was established in 1967 as a teacher education institution on the premises of the Trade Training Centre which was established by the colonial Government in 1922. The college was given accreditation to the tertiary level in October, 2007. With the change in status, it was renamed Mampong Technical Teachers College of Education\(^\text{20}\).

St. Louis College of Education was established in September, 1960 by the Catholic Diocese of Kumasi. The College has always trained women except for a short period from 1974 to 1981 when it trained men as well. In 1997, the College became the first women’s teacher training college in Ghana to run a Science course sponsored by the Rockey Feller Foundation. In 2004, a Female Education in Mathematics and Science Association was also introduced in the school\(^\text{21}\).

Akrokerri College of Education, one of the Ghana Education Trust institutions, opened in 1962 to cater for some of the surplus number of candidates who could not find places in the then existing two-year teacher training colleges. It was in the same year that the Teachers’


\(^{19}\) http://www.t-tel.org/coes-network/colleges/articles/atebubu-college-of-education.html


Certificate ‘A’ four-year program began. In 2004, it started a program in Diploma in Basic Education (D.B.E). It was accredited to be a tertiary institution in 2007.

2.7.4 Teacher Training Development in Ghana: from early to recent developments

This section examines the development of teacher training in Ghana. It describes the range of teacher training program and qualifications, focusing on the three-year postsecondary course run by initial colleges of education in Ghana.

The first teacher training college in Ghana was established by The Basel Mission in 1848 at Akropong-Akwam. This encouraged other missions to start training teachers for their schools. Following independence in 1957 and a strong government commitment to developing human resources, more teacher training colleges were opened to cater for the increase in demand for teachers created by the increment in school enrolment rates. The history of the development of teacher education in Ghana has been an unstable one, often based on improvised program to meet emergency situations and needs of the education system at a particular time. As the needs of basic education have changed over time, teachers have been required to undertake more institutional training to upgrade. Consequently, Ghana has built up a teaching corps comprising different categories of teachers.

Teacher Training Colleges (TTCs), from September 2004 began to offer Diploma courses. This meant that TTCs were to be upgraded to tertiary status. The upgrading of the Three-Year Post Secondary Certificate 'A' Teacher Training Program was in line with efforts by the Ministry of Education and Ghana Education Service to ensure quality education delivery in the country's basic schools, the changes also came with a curriculum for the Diploma which is based on the semester and course system. The idea to upgrade the program to Diploma status was conceived as far back as 1992, as part of the Regional Colleges of Applied Arts, Science and Technology Institutes Programme.

The Free Compulsory Universal Basic Education (FCUBE) Document and the Basic Education Sector Improvement Program report published by the Ministry of Education in 1996 also stated that Basic Education teachers would have a minimum qualification of Diploma in Basic Education with the University of Cape Coast still being the certifying

institution for the award of the Diploma in basic education. The aim, among other things was to attract competent youth into the teaching profession and increase the number of teachers in basic education and also to raise the image of the profession in the country. Presently there are 41 teacher-training colleges; all but three are private training institutions, offering courses leading to the award of the certificate “A”. Of the 38 government-run colleges, seven train female teachers only, one is an all-male technical-oriented college, and the remaining 30 are mixed-gender. Out of the 38 public colleges only one is non-residential and all colleges prepare teachers for both primary and JSS levels.

In 1993, the Education Commission on Teacher Education recommended the setting up of only two levels of teacher education. These are: 4-year straight degree program for graduates from senior secondary schools; and 2-year post-diploma degree program for practising teachers. Presently, there are several teacher training program run by the University of Cape Coast and the University of Winneba (institutions purposely established to provide teachers with further education that will increase their professional competence) for all categories of teachers both trained and untrained some through distance education.

2.7.5 Selection into initial Teacher Training

Traditionally, admission into training colleges followed a two-stage procedure. First was the selection of candidates who met the minimum entry qualification. Next, each college invited selected candidates for interview and to take short tests in core academic subject areas. The two candidate groups eligible to apply for entry into the TTCs were ‘O’ level holders, and non-‘O’ level holders with Senior Secondary Certificate Examination (SSCE). The minimum entry requirements for non-‘O’ level holders were four credits including English and Mathematics, and one other pass; SSCE holders needed a minimum of five grade E’s to qualify. Candidates could accumulate the minimum requirements over some years if unsuccessful at the first attempt. Under the new 2000 selection system, these academic entry requirements remain the same. Candidates with ‘A’ level qualifications were admitted on their ‘O’ level results, because the criteria for selection were based strictly on ‘O’ level performance. Of course, candidates with ‘A’ level presumably have the requisite ‘O’ level qualification grades. There are, however, very few ‘A’ level applicants. Most colleges tended not to admit applicants with ‘A’ levels, because they questioned their commitment to
teaching; ‘A’ level student teachers have been known to abandon their training for university once they were able to improve their ‘A’ level grades.

Prior to the year 2000, applications to TTCs were first filtered through a centralized process conducted by the Teacher Education Division (TED). This phase was to ensure that all candidates had the minimum qualifications before being considered for admission by the training colleges. TED in consultation with college Principals drew up a shortlist of applicants for interview and entrance examinations conducted at each college. The number attending interviews was roughly double the number of places available. The entrance exams were developed by each college with the result that tests varied greatly across colleges in terms of content, scope, structure and difficulty. All written exams focused exclusively on English and Mathematics. In addition to written examinations, a selection panel consisting of the principal and senior tutors interviewed candidates before final selection.

2.7.6 Governance and Structure of Tertiary Education Institutions in Ghana

The Tertiary Education Division (TED) of the Ministry of Education is responsible for tertiary education matters. Whilst the National Council for Tertiary Education (NCTE), the buffer body between the ministry and tertiary education institutions coordinates the sector -in terms of budgeting and finance, policy and information- into a unifying one, the National Accreditation Board (NAB) acts as the quality assurance body. The National Accreditation Board (NAB) which is the quality assurance body; is responsible for ensuring that institutions and program are relevant to national development. The National Board for Professional and Technical Examinations (NABPTEX) assesses and/ or examines professional and technical schools and issues their students with certificates or diplomas.

The tertiary education institutions (TEIs) have a two-tier system of governance. They have the Councils vested with overall responsibility for matters relating to finance, development, appointments and discipline. Thus they have law making functions, administrative functions and oversight functions. The membership of the Council is derived from the university bodies (faculty members, student union heads university workers union etc.), government industry and private sector. (Effah et al. 2001)

Another branch is the Academic Boards which is responsible for academic matters and is made up of academic the staff. Both Councils and Academic Boards serve as checks on each
other. The head of the institutions is the Chancellor. Until the coming of the 1992 Constitution, the Chancellor of the public universities (which were the only TEIs then) was the Head of State. Chancellors take pre-eminent role in university matters and preside over matriculations, congregations and other functions of the universities. The Vice Chancellors or Principals are the administrative heads and head of the institutions.

The chancellors chair the academic boards and are subject to the guidance of the Council. The unit level in Ghanaian TEIs is the department. TEIs in Ghana operate on the departmental system at the unit level unlike the continental European chair holding systems though most are now reforming to the Collegiate system. Heads of Departments and Colleges, who lead the various units are elected for a fixed term and operate on a primus inter pares system. A group of heads of department in related disciplines form a faculty and their leader (which is one of them) is the dean.

2.7.7 Profile of the National Council for Tertiary Education

The National Council for Tertiary Education (NCTE) which emanated from the PNDC Law 454 and was set up in 1993 as a replacement of the National Council for Higher Education (NCHE) which was expunged in 1983. After coming into force the tertiary education reform in 1991 after the issuing of the Government White Paper, the setting up of a buffer agency was strongly advocated. According to the Law 454 that established it, the NCTE plays an advisory role to government in the area of policy making, has financial and budgetary roles, serves as an information and database about tertiary education in Ghana and plays a buffering role between government and TEIs in Ghana. This is to prevent direct control and interference by the state or other bodies. The members of the organization are drawn from government, TEIs and other external stakeholders of TEIs. The head of the organization is the Executive Secretary and is aided by other technocrats who form the Secretariat. It is in discussions with the World Bank about strengthening the secretariat and the universities’ management system. (Manuh et al. 2004).

2.7.8 Profile of the National Accreditation Board

The National Accreditation Board (NAB), as indicated earlier was brought forth when the White Paper on Tertiary Education was issued. Among the many proposals made by the White Paper was the establishment of a Board of Accreditation to contribute to the
“furtherance of better management of tertiary education”. This led to the creation of the board with powers to perform its responsibilities from the emanating from the PNDC Law 317, 1993. The NAB was established as the Quality Assurance body at the tertiary education level and have the following as its functions, to:

- accredit both public and private (tertiary) institutions with regard to the contents and standards of their program.

- determine in consultation with the appropriate institution or body, the programme and requirements for the proper operation of that institution and the maintenance of acceptable levels of academic or professional standards;

- determine the equivalences of diplomas, certificates and other qualifications awarded by institutions in Ghana or elsewhere.
3 CHAPTER THREE: THEORETICAL/ANALYTICAL FRAMEWORK

3.1 Introduction

Theory, according Bryman (2012, p.20) is important to social research not only because it provides a "backcloth and rationale" for the study being conducted but also provides a background or framework within which social phenomena can be understood and research findings can be interpreted.

In respect to the above, this research employed the Carnoy's (1999) and Newman's (2001) frameworks were used as vessels for analyzing the findings of the study. The Martin Carnoy's framework is used as an analytical tool to inquire into and assess the rationale behind government's decision to decentralize power or make Colleges of Education in Ghana autonomous. The framework which was developed based on international observations of reforms movements during the 1990s and before, is used for the study because, it is argued to be comprehensive enough in its approach and suits the selected topic. Again, the theory identifies specific strategies and mechanisms or rationale for reform implementation. The framework which is also considered as a reform framework explains three main reasons behind the adoption and or retention of educational policies around the globe; competitive-driven reforms, finance-driven reforms and equity-driven reforms.

Newman's (2001) framework is also employed to complement Carnoy's framework since the former seems to only explains why policy makers introduce or retain certain educational policies. Though Carnoy's framework justifiably explains the reasons government and other stakeholders in the educational sector consider before taking certain decisions, it seems more or less not to touch on how these policies are implemented and the challenges that they comes with. It is in this respect that Newman's framework comes in to fill the gap.

Newman's framework which also explains the tensions brought about as a result of giving more power to the local from the centre evolves four models of governance; hierarchical, rational goal, open system and self-governance models. These models will be helpful in analyzing the findings of the study as it explored the type of model being employed by the policy makers in relation to decentralization/autonomy in Colleges of Education in Ghana. Together, these frameworks will respond to the questions the study put forward. Whilst Carnoy's framework assisted the study in finding out the rational for elevating the status of the
Colleges of Education in Ghana, Newman's framework responded to the questions on the extent to which decentralization policy is implemented as well as the challenges and tensions it comes with.

3.1.1 *Martin Carnoy's Globalization Theory*

Teacher education in recent times is viewed from an international perspective. One of the elements that has increased this is the international testing of pupils; a development that comes with this is that, the test serves as an indicator of how well a teacher education is functioning in a particular country. As a result of this, teacher education is consistently monitored and constantly challenged about quality, so that reforms are often implemented with the goal of improving the quality. In addition, it has become more common to acquire knowledge about other countries educational programs. The purpose is to obtain ideas for how teacher education can be organized and developed. This can explain how globalization challenges the concept of a high quality teacher education (GMR, 2013-14). In this section the central information and concepts of the globalization theory of Carnoy is presented.

The framework explains three main reasons behind the adoption and or retention of educational policies around the globe; competitive-driven reforms, finance-driven reforms and equity-driven reforms. Competitive reforms are meant to improve the quality of education as measured in students’ achievement and education’s relevance to labour market. According to the framework, countries adopt certain educational policies to strive for quality-competitive driven not only because they want their educational system to be competitive but also produce competitive human capital to drive their developmental needs. This thinking is directly linked with the human capital theory which views investment in education as the surest way of improving economic viability of individuals and states at large.

This paradigm which has shaped the economies of most countries is supported by both bilateral and multilateral donors. Ghana’s educational reforms through the structural adjustment policies adopted in the 1980s were more of competition driven and as such had much support from the international community. Decentralization/autonomy (where power is transferred to local bodies for easy decision making, independence and freedom), centralized standards (where though there may be decentralization to some extent, the state still directs, controls and shapes the education), improved management of educational resources(this
ensures mobilization of resources from sources other than those from the state and their efficient use), and improved teacher recruitment/training (policies are introduced to improve teacher education) which are all considered in the study are considered the major categories of competitiveness-driven reforms (Carnoy, 1999).

On the other hand, finance-driven reforms which can be linked with the competitive-driven reform relates to education financing, including public sector budget cuts, private company incomes, and reduced private-public resources available to education. The aim is to make education cost sharing between government and students and/or their parents. The government of Ghana in 2014 cancelled the payment of monthly stipend to the student teachers after the colleges were elevated to tertiary status.

The equity-driven reforms according to Carnoy (1999) has a political goal of ensuring equality among different groups and the main types of reforms under this component include: reaching the lowest income groups, certain groups of the population such as women and rural people, as well as special needs students with quality basic education. The government of Ghana cancelled the payment of the monthly stipend to student teachers stating that it was to ensure equity. According to the government, all tertiary students take student loans and the continuous payment of the monthly stipend was creating inequality among the tertiary students which needed to be addressed. Again, the government indicated that the cancellation was to give more prospective teacher trainees the opportunity to be admitted as the payment limited the number of students the colleges could admit.

The Martin Carnoy's analytical frame though explicit in explaining the rationale for the implementation and/or retention of certain educational policies, it seems inadequate in explaining how these policies are implemented and the challenges institutions encounter during implementation. It deals with a general overview of educational reforms. As a result, the Newman's theory is used as a complimentary framework not only to support the Carnoy's framework but also to respond to second and third questions of the study.

3.1.2 Newman's Governance Theory

In order to assess the processes of change that have taken place in the education system in recent years, especially at the Colleges of education in Ghana in relation to independence and freedom, the study will attempt to address the interplay between politics, policy and culture,
adopting Newman’s conceptualization of governance ‘as both a constructed and contested domain of ideas and practice’ (Newman, 2001: 7 as cited in Grimaldi and Serpieri, 2014). The study will not only attempt to explore the change in educational governance and the shifts in key relationships in governance at the level of the Colleges of Education, but also ‘to unravel some of the complexities of the process of institutional change as new discourses are enacted and policies implemented’. Thus, to accomplish this task, four models of governance which emerge as a result of tension from internal and external sources as government implement decentralization policy in the education are distinguished (Newman, 2001: 33; Ibid).

The framework which is derived from the intersection between two interpretative dimensions and/or continuums creates two axes; a vertical and horizontal axes,

1. The vertical axis, which represents ‘the degree to which power is centralized or decentralized’, where high centralization corresponds to ‘structural integration of governance’ and decentralization exploits the differentiation of governance arrangements (ibid). This also brings about tension in relation to control of power and resources.

2. The horizontal axis, represents the orientation towards change, where ‘governance arrangements may be oriented towards the creation of continuity, order, stability and sustainability or towards bringing about innovation, in order to respond to new economic pressures or shifting public expectations’ (ibid).

The matrix derived by such an intersection highlights four models of governance:

1. **The Hierarchical model**, is "oriented towards predictability, control and accountability. This is a type of governance in which the state exerts direct control over policy development and implementation through bureaucratic hierarchies" (ibid). Here power is distributed to the local authorities through state bureaucrats who implement policies designed from the central government.

2. **The Rational goal model**, is grounded on the attempt to maximize outputs and is characterized by managerial, rather than bureaucratic, power and a dispersal of authority and agencies. Nonetheless, as Newman (2001: 34; Grimaldi and Serpieri, 2014) argues, ‘despite this apparent devolution, this model of governance reflects a centralized approach with goals and targets cascading
from government. This is based on the assumption that organizations will behave as rational actors’ fostering competition between one another.

3. **The Open system model**, is oriented towards ‘network forms of interaction and iterative processes of adaptation’, where "power is dispersed and fluid, based on interdependence of actors on the resources of others to pursue their goals" (Newman, 2001: 35) and a government actually devolves its power and loosens ties of control. This can lead to innovation and involvement of the private sector in education.

4. **The self-governance model**, which focuses on "building sustainability by fostering relationships of interdependence and reciprocity" (ibid) and on processes of empowerment by promoting participation in decision making. The government devolves power ‘by developing the capacity of (professional or social) communities to solve their own problems’ (Newman, 2001: 36).
3.1.3 **Summary**

The use of the theories in the study is aimed at first, giving the historical background of the governance system that was practiced in the Ghanaian educational sector especially in the Colleges of Education before their elevation to tertiary status. The Martin Carnoy's theory is used in explaining the change in the governance system. In responding to the first research question in the study, Carnoy's theory gives the rationale assigned to the choice of governance system (granting the colleges autonomy) being implemented in the colleges. The Newman's framework, which is the second theory used in the study explains the diverse nuances in the changes or relationship between the central and local authority occurring in the colleges after the elevation. The theory which answers the last two questions in the study,
employed two extremes of the continuum to explain the tension and challenges brought about as a result of the change in governance system. The two theories used in the study are vital in linking the research problem to the analysis and interpretation of the data as well.
4 CHAPTER FOUR: REVIEW OF RELEVANT LITERATURE

4.1 Introduction

According to Bryman (2012), literature review helps the researcher to know what is already known about the field of interest so the wheel is not reinvented. Accordingly, this section reviews related literature. It must be noted that scientific journals, books, conference and seminar papers, and other reliable web-based resources are consulted for this purpose. In the first part, literature on the rationale behind the elevation of higher education institutions are presented. Since it is argued that the single most important dimension along which institutions vary is their degree of independence from the political process (Majone 1998: 25), the extent or degree to which the institutions are independent and free in taking academic decisions. The last part reviews the major challenges, in this case governance and resource mitigating against the efforts of the Colleges in consolidating their new status as tertiary institutions. Rational for Educational Policy Implementation

This section accordingly reviews related literature on why certain educational policies are either introduced or maintained. More light will be shed on what has been the trend globally. For the purpose of this study, the focus will be on why decentralization and more specifically granting of autonomy to HEIs is becoming the case in most countries. It must be noted that, the rational for introducing decentralized educational policies will further be discussed under three main headings; Political, Economic and Innovation.

4.1.1 Decentralization/Autonomy Policies

Decentralization is generally an orientation that signifies the distribution of state functions and authority from the centre to the local level agencies (De Grauwe & Lugaz, 2010). Decentralization, according to Karlsen (1999), has appeared on the political agenda for almost three decades and has become a worldwide trend. As a government initiative, decentralization has been evident in Western societies as well as in developing countries (Rondinelli, 1999). Governments have used decentralization as a strategy in various institutions within the public sector, including education where there is a prevalent belief that decentralization will bring about desired large-scale educational reforms (Karlsen, 1999). The phenomenon of decentralization is closely connected to other concepts such as deconcentration, deregulation, delegation, debureaucratization, and independence (Smith 1985: Karlsen,1999). Researchers
have tried to classify and categorize decentralization for the purpose of distinguishing and identifying the differences (Cristofoli, 1997; Karlsen 1993; Lane 1984; Lauglo 1995). These efforts highlight an important distinction between decentralization as delegation and decentralization as devolution. Delegation normally implies a transmission of tasks and administrative responsibilities related to specific functions, usually defined by central authorities.

In this sense, the decentralization of tasks does not necessarily mean a shift of power because the local agents generally are only given the role of executing decisions that have previously been made at a central level (Lane 1984; Lauglo 1995). On the other hand, delegation may indicate an extended local autonomy simply because total central control is difficult. Decentralization as devolution implies the transmission of authority and responsibility from central to local bodies (McGinn, 1992). Devolution is the only category of decentralization in which local authority and independence are clearly increased.

The term "decentralization" has no precise meaning according to Mintzberg, 1883, but normally refers to a spectrum of phenomena that have one thing in common: they all refer to a dynamic relationship between the centre and periphery. The centre and periphery can be seen as the ends of a continuum and also as relative concepts depending on the context (Mintzberg, 1983; Lauglo, 1995). What is considered decentralization at one level can easily be seen as centralization at another.

Decentralization movements from the center to the periphery and centralization movements in the opposite direction, according to Karlsen, (1999) normally lead to tension, not only between central and local bodies, but also among various institutions and groups at the central and local levels. In supporting this claim, the researcher referred to a recent research conducted by the OECD (1995) which suggested that there are different understandings of decentralization and local management, representing a wide range of practices in different countries. The afore mentioned difficulties or tensions at both central and local levels brought about by decentralization cannot be overemphasized and these have painted a negative picture about decentralization. If the above picture painted about decentralization is anything to go by, then why are various governments introducing and implementing same in the educational sector? The following accounts below give an understanding into why such policies are implemented though the seemingly difficulties.
Researchers have assigned various rationales for the implementation of decentralization policies which to some extent grant HEIs more power to undertake certain decisions and activities at the local level. It seems easy to theoretically conceive the benefits of decentralization, but national level experiences, particularly in developing countries, suggest that such benefits cannot be achieved in a “quick fix” approach. Theoretically, educational decentralization seems to have many benefits, such as, increased effectiveness and efficiency in the management of education, reduction in the administrative burden at the top, delineating the lines of accountability and above all the broadening of the base for resource mobilization (McGinn & Welsh, 1999).

Reforms in higher education in the Commonwealth of Independent States (CIS) were intended to reposition and facilitate the transition from a centrally planned to a market economy according to International Institute for Educational Planning (IIEP), (2014). Political changes in the region in the 1990s marked an end to centralized planning, a marked reduction in public funding, rapidly declining academic standards, and high levels of unemployment among university graduates. Curricular reforms were introduced to reflect changing market orientation, while courses on economics, accounting, financial analysis, marketing, business administration, law, information systems, international relations, psychology, and so on, mounted in cost (Ibid).

Others consider equity as a key rationale, but since educational decentralization makes localities more dependent on their local resources, it means that certain aspects of equity could suffer in the absence of adequate compensatory mechanisms (Gershberg & Winkler, 2003). Even in countries such as Brazil and Columbia where positive aspects of educational decentralization have been recorded, deep-seated regional inequalities in sharing of resources and tension in the distribution of functions between the state and provinces or districts still render expected benefits unattainable (McGinn & Welsh, 1999:20-54).

This suggests that, when it comes to educational decentralization policy, it could be true that; “there is no silver bullet with decentralization: what is equitable may not be efficient; what is efficient may not be democratic; what is democratic may not be equitable. In practice, reform policies must attempt to optimize the sometimes inevitable trade-offs between efficiency, equity, and democracy while seeking to improve on all three. The actual design and implementation of decentralization reforms are inherently political processes; hence, the
decisions about making these trade-offs rightly occur in the political arena” (Gershberg & Winkler, 2003:1).

In recent years, reform of the public sector has been a major focus of policy makers (Lapsley & Wright, 2004), practitioners and academicians alike. Many public sector reforms have aimed at giving administrative agencies more independence from majority-based institutions and common sets of rules (Olsen, 2008). Many countries have been trying to alter public organizations, responding to the mounting pressure to reduce budgets and improve the quality of services provided (Arnaboldi, Azzone & Savoldelli, 2004). There is structural devolution, more single-purpose organizations and separation of state’s roles as owner, administrator, regulator, purchaser, and provider (Pollitt 2003, Pollitt et al. 2004, Christensen and Lægreid 2001, 2006a, 2007a: Olsen, 2008). There have been continuous, rapid, and fundamental changes in society, and the economy in terms of purpose as well as in terms of shape and delivery in many countries of the world since the past two decades (Watson, Modgil & Modgil., 1997). Education as an important public service has not been spared from these changes in the public sector being influenced by ‘managerialism’ and the prominence of ‘economic rationalism’ (Mok, 2000).

According to Ilon, (1994), Kennedy (1993), McGinn (1994) and Watson (1995), many of these changes have resulted from global economic pressures and often originating from the policies of multinational corporations and international agencies. These pressures and changes have made governments throughout the world to face series of educational dilemmas (Watson et al., 1997). Some of these dilemmas of the governments in reforming their educational sectors according to Watson et al., (1997) include: how to exert greater government control while at the same time allowing for local autonomy at the institutional level and allowing for the individual development of pupils within the school system, and how to spread the burden of finance for an ever expanding and changing system within increasing resource constraints.

Higher education reforms in countries in Africa for instance occurred mostly in response to a decline in the public financing of higher education as a result of economic challenges. Many of the reforms center on the idea of cost-recovery measures. Examples of cost-recovery measures initiated and implemented in several African HEIs include: reductions in student subsidies, the admission of private students (fee-paying) to public schools, and parallel courses and programs of study (IIEP, 2014). While all the developed countries are concerned about how best to continue financing the ever growing educational industry, many developing
countries including Ghana have already begun experimenting with novel approaches, like community finance, fees, loans, ‘bonding’ and the like (Bray and Lillis, 1988; Watson, 1991).

Other dilemmas according to the authors are; how to reform the curriculum and assessment procedures while at the same time raising academic standards; how to improve the management and efficiency of education through greater parental and community involvement in the decision-making process. For instance a research conducted by IIEP (2014) indicates that higher education reforms in Europe in recent times have been undertaken to improve international and global competitiveness (CHEPS, 2009) on the understanding that economic growth and global competitiveness are increasingly driven by knowledge. The effort institutions are putting into the development of world-class institutions according to Salmi (2009) is another example of this trend. The Bologna Process among others are all linked to improvement in or quality of higher education (Martin and Antony, 2007), as well as increased competitiveness.

The trend of higher education reforms in many Asian countries are not much different from the above. They are also aim at enhancing national capacity to produce knowledge, in order to improve their economic and market competitiveness and therefore have introduced reforms in that direction. Among the notable examples of efforts put in place to improve the quality and relevance of higher education include the Chinese reforms of Project 985 and Project 2011, Japan’s Centers of Excellence (CoE 21), Brain Korea 21 (BK 21), and the Accelerated Programme for Excellence (APEX) in Malaysia (Sunder, 2010; Tilak, 2010 as in IIEP, 2014).

Taylor (1997) opined that, education now does not only focus on results, efficiency, and effectiveness but also on decentralized management environments, flexibility to explore alternatives to public provision of services, establishment of productivity targets and a competitive environment between public sector organizations, and the strengthening of strategic capacities at the centre of organization. As emphasis is being given to concepts such as educational ‘efficiency’, ‘effectiveness’, accountability and ‘curbing extravagance’, output-based schemes are being adopted in the education sector, especially, the HEIs (Mok, 2000). For example, in Britain, since the late 1980s, the educational system has experienced dramatic policy changes (Simkins, 2000). The British government has introduced a number of apparently very radical proposals for educational reform including examination restructuring, changing the balance of control between the central government, local government and the
community, industrial involvement in the running of schools, new ways of financing schools and universities, the autonomous management of institutions, etc. (Watson et al., 1997).

These issues were concluded in the 1988 Education Reform Act (Watson et al., 1997) and later modified by legislation (Simkins, 2000). The implementation of Local Management of Schools’ Scheme by decentralizing budgets to schools, suggests the UK government’s intention to encourage schools to look for industrial and commercial sponsorship (Cooper, 1988; Bridges and McLaughlin, 1994). Watford (1990) maintains that privatization and marketization of education had started in the UK since the 1980s with the belief that these would make the public sector more effective, efficient, and accountable to the public as well as more responsive to the changing demands of the public.

In many countries, a tendency of governments introducing more market-type mechanisms can be observed, particularly for coordinating their national higher education sectors (Williams, 1995; Dill, 1997). Whether public education should be privatized, UK government has attempted to put education in the market place (Pring, 1987; Bridges and McLaughlin, 1994). Ball (1990) identifies five major elements in the educational marketplace in general: choice, diversity, funding, competition and organizational style. According to Ball, as parents are willing to spend a lot of money on their children’s education, more choices should therefore be offered to them in terms of quality educational services (for example the choice between public and private schools for best quality education). Similarly, there should be diversity in the market to promote choice, as any attempt to make the provision of schooling equal for all and the same for all, would confound the market. Hence, governments should leave the control and determination of school provision to the market.

Moreover, there must be multiple sources of funding of which most should be coming from consumers (the parents, their children and their future employers) to the producers (the schools, school administrators and teachers). Furthermore, there must be competition to bring about efficiency and effectiveness. When school funding is directly related to students’ enrolment, the educational market will heighten competition among schools and the market will be used as a disciplinary mechanism, rewarding successful schools and eliminating the inefficient and poor ones. Finally, the organizational style must reflect the whole idea of school-based management. Schools should be given direct control of their own budgets and be made responsible for employing, hiring and firing teachers and other staff as well as the
management of their own schools. Ball concludes that schools should become businesses, being run and managed like businesses with a primary focus on the profit and loss account.

4.1.2 Conclusion

The above paints a very clear picture of how various writers view educational decentralization. Various rationales have been assigned for certain educational policies in various parts of the world. The arguments, trend and justification from the literature for educational decentralization or granting HEIs actors autonomy have not changed much. The arguments which have been around three key areas; political, economic and innovation are still relevant in our current discussions on granting institutions of higher learning autonomy. The justifications cited across the globe have been to improve efficiency, increase local participation and above all share the cost of providing education between the state and other stakeholders.

What the various writers have done is to give a vivid picture of existing higher educational institutions and key stakeholders seeking more power to manage their affairs without much external control at certain points of their existence. However, the writers failed to indicate the extent or degree of autonomy which accompanies each of the rationale as the need for innovation may not necessarily require the same degree of autonomy for efficiency and rationalization. This study aims to fill that gap. The study also aims to create knowledge on how newly elevated HEIs gain autonomy and the challenges the face in the process as there seem to be little known about it.

Below are some of the rationales various writers have assigned for introducing decentralization policies in the educational sector. The rational which are categorized into three are discussed.

4.1.3 Political Rationale for Decentralization/Granting HEIs Autonomy

In his study of the decentralization process in education in Norway (Karlsen, 1993) revealed that arguments favoring decentralization policy were first evident in the late 1960s and became very strong by the late 1970s. He argued that, although the decentralization movement in the education sector in Norway continued during the 1980s and 1990s, the arguments and the nature of the decentralization movement changed over time. Just like many
writers, Karlsen underpinned some arguments for educational decentralization in Norway, which one of them was politically related. In his study, he revealed that, the initial argument favoring decentralization policy was supported by the claim that decentralization would strengthen democracy by transferring power from central to local bodies and by bringing the decision-making process closer to the people. This belief, he opined, was expressed in the platforms presented by political parties in Norway in the 1970s (Kjøl & Telhaug, 1979) as well as in the governments’ official curriculum documents.

Related to the above is Hans N. Weiler's (1990) explanation of the underlying motives for decentralization. He also explains the different motives by dividing decentralization initiatives into three categories. The first category of initiatives, according to Weiler, is characterized by the redistribution of authority from central to local levels. This he argued normally occurs through legislative action or allocation of resources. Though Weiler (1990) has a rather critical view of decentralization strategies and finds that there is tension between decentralization efforts and the need for central control after studying several educational systems, he concludes that decentralization seldom actually occurs, but seems instead to be absorbed into the existing centralized or semi-centralized structure of educational governance.

He, however, sees decentralization as an important tool to manage conflict and to give what is called "compensatory legitimization." That is, the modern state has to compensate "the erosion of legitimacy" and decentralization rhetoric is a way to enhance its legitimacy and thereby maintain power. Another explanation is espoused by Jon Lauglo and Martin McLean. In their book titled The Control of Education (1985), Lauglo and McLean also describe three rationales behind decentralization. In their political rationale, the authors argued that decentralization is seen and used as a way to reduce professional power and to maintain and sometimes even reinforce political control and power. Giving more power to parents and the local community is one way to achieve this.

The writers seem to agree that; one of the reasons for educational decentralization is to give more power to the local units of the structure. This, the writers did without giving much details as to how these powers are distributed among the local units. They also failed to touch on the degree of power or authority the central government gives to the local which this study aims to find.
4.1.4 Economic Rationale for Decentralization/Granting HEIs Autonomy

Many countries have assigned their ability to compete internationally in the global economy as rationale for educational reforms (Karlsen & Kvalbein 2003:63). This points to the fact that globalization is an important concept to grasp. Martin Carnoy describes in his Globalization and educational reform: what planners need to know published in 1999, three different educational reform strategies that countries consider. He argued after his international observation of reforms movement that; there are three main reasons behind the adoption and or retention of educational policies around the globe; competitive-driven reforms, finance-driven reforms and equity-driven reforms.

The competitive reforms which relates to the economic rationale for decentralization are meant to improve education quality as measured in student achievement and education’s relevance to labour market is at the core of these reforms. According to Martin, countries adopt certain educational policies to strive for quality not only because they want their educational system to be competitive but also produce competitive human capital to drive their developmental needs. This thinking is directly linked with the human capital theory which views investment in education as the surest way of improving economic viability of individuals and states at large.

In his economic argument supporting educational decentralization, which he opined had become stronger throughout the 1980s and 1990s, Karlsen (1999) indicated that; there was a growing perception that decentralization is an effective governance strategy for achieving rationalization and efficiency. Underlying this argument was the belief that local authorities and the individual schools had the competence needed to use existing funding in a more flexible and efficient way and even obtain new local resources. These perceptions and the underlying arguments about decentralization, however, have not changed much in recent times.

Decentralization, from this perspective according to Karlsen, is understood in a more market-oriented way. The argument here is that schools should be more like the market system and that independence and local autonomy give schools the same opportunity as other businesses to compete in the market place. Decentralization, here, is used as a tool for a more privatized
and commercialized school. This argument reflects neo-liberal ideology which has often been termed "New Right" and "Thatcherism" (Lawton, 1992 in Karlsen, 1999). This according to the writer was a reaction to the economic stagnation that occurred in the Western world during the late 1970s and 1980s. While public funding for education was expanding in the 1960s and early 1970s, the oil crises led to attempts to reduce public spending. From this perspective, the decentralization of authority to the local level became an important strategy for making schools more accountable and efficient.

Another researcher who agrees with the above argument is Weiler (1990). In his second category of educational decentralization, the writer indicated that; decentralization is used as a strategy to obtain more efficiency in the educational sector. The assumption; according to him, is that; decentralization will mobilize local resources and the use of available resources in a more efficient way. Lauglo and Mclean (1985) also, in support of educational decentralization citing economic reason, used their administrative rationale which has the underlying assumption that administration in a centralized system is unnecessary, extensive, elaborate, and slow working as their argument. From this perspective, decentralization is seen as a strategy to avoid these effects.

4.1.5 Innovation Rationale for Decentralization/Granting HEIs Autonomy

On their ideological rationale for educational decentralization, Lauglo and Mclean argued that; there are some basic fundamental assumptions about human beings and the society. According to them, the individual is perceived as responsible and holistic. From this perspective, the writers argued that decentralization on the individual level creates conditions promoting activity and responsibility, and on the societal level conditions that sustain the rural sector and weaken urbanization.

Weiler (1990), in his third category, focuses on initiatives where decisions concerning the curriculum and culture of learning in schools are made locally by those most affected. Decentralization of these decisions provides more room for local variance and relevance and, it is believed, more motivated students and a better culture of learning. According to him, decentralization offers the local units the opportunity to innovate new ideas in responding to their needs as well as finding innovative ways of raising the needed resources to meet those demands.
Another argument favoring decentralization put forward by Karlsen(1999) and which seems to be in agreement with that of Weiler and the two writers is characterized by strategy for strengthening the local culture, local businesses, and the local community as a whole. The claim here, according to Karlsen, is that; decentralization will make it possible for the local school to design programs and activities that better respond to the needs of the local community. It is argued that a more flexible and locally oriented school had a positive effect on students' motivation and learning. He posited that, such initiatives give them a feeling of belonging to the local community, and made them aware of the role they had to play in the community. Underpinning this argument was the belief that the local school should first of all be an agent for the local community and not for the larger society (Solstad,1994).

4.2 Extent of Autonomy in Higher Educational Institution

This section describes how central power has been decentralized among institutions over time. The section focuses on the extent of power decentralized and how it is used in the administration of higher education institutions. It will also present the degree of autonomy enjoyed by the Colleges of Education before their elevation to tertiary.

In commenting on U.S education reform, Healey and DeStefano (1997 p. 1-2) quote the Education Week’s series called “Scaling Up” to succinctly explain the situation:

"Once, reformers strove to change a handful of schools to demonstrate that education could look and feel different. Now they are increasingly worried about how to spread effective practices broadly and deeply. They want to bring about high levels of student learning in large numbers of schools, not just a few. But to achieve change in the numbers desired, reformers need a whole new set of strategies".

The above quotation clearly demonstrates the deep frustration education reformers have experienced in their education reform efforts. Jongbloed (2003) argues that though governments have spent much in the development of their education sectors, and have indeed paid the greater share of educational costs and issued a large number of rules and regulations about degrees, funding, access, quality, institutional management, personnel matters and other areas, there is still a great deal of disappointment among the general public with respect to government policies in fields like higher education. Thus, the higher education system still does not seem to meet the expectations of many citizens, especially the students, their parents
and private businesses. The situation in the higher educational institutions is a symptom of crisis (World Bank, 1994) for economic growth and social developments are associated with the development of higher education (El-Khawas, DePietro-Jurand & Holm-Nielsen, 1998).

The above point is supported by what Watson and others indicated. They argued that educational systems throughout the world are either in crisis or in ferment, and there is no common agreement about how best to deal with the issues confronting governments and professional educators (Watson, et al, 1997). The World Bank’s (1994), therefore, suggested four key directions towards reform in the higher education institutions. They are: encouraging greater differentiation of institutions; provision of incentives for public institutions to diversify sources of funding; redefining the role of government in higher education; and introducing policies explicitly designed to give priority to quality and equity objectives. There have been some exciting changes in higher education since the World Bank (1994) suggestions. For example, the use of technology has expanded access and produced new ways of teaching and learning but with some new challenges and concerns for quality control (El-Khawas et al., 1998). Indeed, higher education systems are in a constant state of change all around the globe (Mok, 2000).

The diversification of the system can be seen in terms of diversity in study programs, in the student body or clientele, and in ownership and control of provision (Teichler, 2008). There seems to be a positive association between system expansion and diversification. Systems that are diversified have expanded faster than those that are not. There have been changes in areas of access, availability, quality and acceptability in the educational sector. Recent reforms, which have largely been influenced by the concept of ‘new public management’, indicate a clear shift in the provision and management of higher education from state to market. This implies a reduced reliance on the state for funding and control and a shift towards market processes. In spite of this, the state continues to play a role, providing a framework for other non-state actors to intervene – in essence, steering from a distance. The transition from state to market in higher education was frequently mediated through higher education institutions.

Many governments transferred part of their authority and responsibility to institutions of higher education in the form of increased institutional autonomy which has come to be known as educational decentralization. This led to a shift from the state control model to a state supervision model of higher education management (OECD, 2003; van Vught, 1994; IIEP,2014). These reforms have resulted in substantial changes in the way activities are
organized and managed in institutions of higher education (Varghese, 2009). Governance structures and management practices at the system and institution levels have been modified in response to these changes introduced at the national level. This has had a wide effect on the relative distribution of responsibilities for the institutions as well as management of higher education systems across the globe.

In order to mediate effectively between the ministry and higher education institutions, many countries have created established ministries of higher education, national quality assurance agencies and quality monitoring mechanisms, buffer institutions such as National Commissions for Higher Education, and in the case of Ghana the National Council for Tertiary Education (NCTE) and the National Accreditation Board (NAB). Further to this, membership of decision-making bodies at the national and institutional levels has been opened up to representatives of the corporate sector and industry, as well as other stakeholders. The most common pattern in many countries, especially in the British Commonwealth, is the creation of a buffer body with central government retaining control over national strategy and the overall shape of the higher education system (Fielden, 2008; IIEP, 2014).

As to whether these measures have helped to shape education especially higher education to meet the needs and expectations of students, parents and businesses is still an ongoing debate. This is explained by Litvack et al., (1998) who argue that; the debate as to whether educational decentralization is good or bad is counterproductive and a waste of time. It is, however, important to analyze critically a wide range of factors which influence or account for the successful, or otherwise, implementation of educational decentralization policies. Educational decentralization from the international arena paints a not so clear picture. In some countries, it has led to good and sustainable education system, whilst others have not yet yielded so much good progress.

A study by the IIEP (2014) indicated that increased autonomy in higher education centers around procedural matters in less developed countries, but manifests at both the substantive and procedural level in more advanced countries. The research also revealed that where there is the fear of losing government financial support, some higher autonomy may be less successful in some institutions. "Autonomy was less successful in Indonesia, partly as a result of the perception of financial uncertainties resulting from the withdrawal of the state"(Ibid).
Research has shown that; the trend and arguments for educational decentralization have not changed much over the period though implementation and outcome are not the same worldwide. According to Kalsen (1999), the arguments which were in favor of decentralization emerged in the late 1960s and went on to be popularized and propagated towards the late 1970s. He opined that; “the educational decentralization movement was sustained beyond the 1980s up until 1990s adding, however, that the rationale for educational decentralization and how it was to be implemented in education remained under vigorous investigations and changed over time” (p.3). It also indicates that though power has been distributed to some extent to the local authorities, governments in various countries still wield more control over the sector, controlling the content and shape of the sector.

The trend across the world also indicates the extent of control central government and local authorities have their own consequences on the sector. The type of governance implemented in countries to some extent also determines the extent to which institutions are given the freedom and independence in the educational sector. The studies by IIEP conducted in Asia also showed some of the positive effects of attaining high degree of autonomy. According to the study, institutions of higher education with high degree of autonomy; have become more independent in their operations, enjoying the freedom to appoint teachers allocate additional resources to meet the needs of the institution as they, the governing body, see fit.

In all cases, substantial changes were made to the academic and administrative decision-making process, and new structures of governance were established. However, in state-dominated economies, the state still continued to exercise decision-making authority by reducing institutional autonomy. Countries with more bureaucratic management systems took longer to become accustomed to the new forms of governance and management structures. Overall, autonomy-based reforms proved easier to implement in countries with a strong tradition of collegial decision-making system (IIEP, 2014).

As much as the decentralization process in some countries might have been broader in scope by encompassing pedagogic, administrative and financial aspects of decentralization, it is always engulfed with opposing practices of centralization planning at the district and municipal level, and to a lesser extent at the state and municipal level (Derqui, 2010). That is, though there may be decentralization in relation to the use of funds, bureaucratic barriers, inequalities in resource distribution and lack of financial capacity at the local level still remained a major challenge. One can ask, does granting institutions autonomy guarantee an
improvement in efficiency? Coming back to the question of efficiency, one can argue that school autonomy is a vague concept and whether or not it leads to greater efficiency, is merely an argument which is dependent on the prevailing factors such as school leadership capacity. It has been argued that, “although school autonomy has potential rewards, its far-reaching implications might be undesirable in certain contexts” (Dillon, 2011:7). Further, there is also evidence suggesting that increased school autonomy does not necessarily lead to greater efficiency nor does it always go hand in hand with increased responsibilities (Mcnerney, 2003). From the above, one can argue that; the benefits of educational decentralization may be said to have been attractive but albeit challenging.

Education decentralization reforms have also been introduced in some countries to ensure accountability. An example of such cases is New Zealand. According to LaRocque & Boyer, (1997) educational decentralization was introduced to explore its accountability mechanisms and their implications for education delivery. Previously, education provision has been occasioned by spells of stagnation due to the highly centralized administrative system. The study by Jacobs (1997 as in LaRocque & Boyer, 1997) suggested significant demands for educational choices – particularly among students from low-income families who previously would have been denied the opportunity by the previous centralized education system. The important factors contributing to these experiences lie on the vexing link between ‘accountability’ and ‘local control’ on the one hand and ‘self-managing schools’ and accountability on the other. Indeed, effective accountability can lead to improved efficiency provided that all the enabling factors for local control or self-managing schools are put in place (LaRocque & Boyer, 1997). But in the absence of adequate capacities, no educational institutions or actors can achieve this.

On the other hand, educational reforms, especially decentralization reforms have been introduced for financial reasons. Higher education reforms in most African countries which are largely supported by International organizations like the World Bank and International Monetary Fund occurred mostly in response to a decline in the public financing of higher education. Many of the reforms center on the idea of cost-recovery measures. Examples of cost-recovery measures initiated and implemented in several African Higher Education Institutions include: reductions in student subsidies, the admission of private students (fee-paying) to public institutions, and parallel courses and programs of study (Varghese & Martin, 2014).
The government of Ghana in 2014 abolished the monthly stipend paid to student teachers in Ghana as a result of their elevation to tertiary institutions. A further factor is the administrative authority, which plays an important role in facilitating faster implementation of decisions. Below is a review of how education decentralization has been carried out in the Sub-Saharan African which includes Ghana.

Notwithstanding the financial rationale for decentralization, many countries in the sub-region have undergone transformation from high levels of centralization to varying models of decentralization. Strangely, it seems as though many political leaders in the region have turned their backs to the positive factors which they held for centralization after colonialism in favor of the promises offered by decentralization, such as improved democratization and civic participation (Gershberg & Winkler, 2003). However, the study by Naidoo (2002) on the subject matter across the sub-region indicated that relying too much on centralization or absolute local autonomy can be harmful. This advice is supported by Namukas & Buye (2009), when they argued that the implementation process is still characterized by political and financial risks, suggesting that decentralization is not just complex, but also a process which cannot achieve the desired goals in the absence of sustained political will and a shared vision among key stakeholders.

Similarly, studies from Tanzania and Nigeria indicate that educational decentralization is a trial and error process, whose implementation is often politically motivated with very little or no involvement of the local level stakeholders (Naidoo, 2002). Many at times, only lip-services are paid which do nothing to improve accountability and the institutional capacities as far as the sub national level is concerned. The situation in Lesotho; suggests that successful implementation of educational decentralization requires not just well functioning administrative structure, but also a more explicitly defined roles and responsibilities for local level actors which, unfortunately, have been lacking in that country (Redeout, 2000).

While there are variations in the administrative and legal arrangements within the region, the central challenge to almost all countries is that there is; “tension between the attempt to localize highly centralized educational bureaucracies and efforts to create a well devolved system with varying levels of accountability and institutional capacities” (Hanson, 1997:19). Though the rationale for introducing decentralization reforms around the world have not changed much, the rationale, implementation process/strategy and results have remained different.
4.2.1 Degree of Autonomy in the Colleges before their Elevation

For better appreciation of the findings of the study, this section highlights some of the key academic and autonomy related activities the colleges engaged in before their elevation to tertiary institutions. This will be the perspective from which one can argue that; the colleges are autonomous or not. Before the colleges were elevated and their re-designation as tertiary institutions, the then Teacher Training Institutions (TTIs) were under the supervision of the Ghana Education Service (GES). The GES is an agency of the Ministry of Education responsible for pre-tertiary education. The TTIs were directly supervised by the Teacher Education Division; one of the divisions of the Ghana Education Service. This means that funding, appointment of staff and the determination of admission requirements for prospective trainees were all the responsibilities of GES.

Again, the determination of subjects to be taught in Colleges of Education is not directly decided by the Colleges of Education. In spite of the mandate of councils of colleges of Education regarding the approval of programs as specified in the Colleges of Education Act, it seems that for practical purposes, Colleges of Education, on their own, cannot determine their academic programs. Colleges of Education, on their own, did not have the freedom to determine the content of the curricula of their programs or whom they award certificates or diplomas to before their elevation to tertiary status. Before the upgrading of Colleges of Education, the Teacher Education Division of the Ministry of Education and the Institute of Education were responsible for designing academic programs for the institutions. Thus, the development of curricula, course outlines and assessment schedules were the responsibilities of the two bodies.

Finally, the Institute of Education has since 1975 been responsible for the assessment and certification of the products of Colleges of Education. The Institute of Education has, over the years worked with the Teacher Education Division to develop and constantly evaluate the curriculum of pre-university teacher education in Ghana (Opare, 2008).

4.3 Challenges Mitigating Against the Colleges Status to Tertiary

Educational reforms, no matter its intention, one way or the other, breeds, tension and competition. Elevation or raising the status of institutions from one level to another in this case, brings up a number of issues. Issues bothering on competition for power among the key
stakeholders in the institutions, competition for resources among the institutions from the state and competition for control between the central and local authorities are some of the few issues that educational reforms such as decentralization brings. This section reviews related literature on challenges confronting HEI's. The related literature is reviewed under two main sub-headings; governance and resources. This brings into focus, the challenges the Colleges are facing in consolidating their new status as tertiary institutions.

4.3.1 Governance In Higher Education Institutions and Related Matters in Africa

Many countries across Sub-Saharan Africa (SSA) have adopted educational decentralization for one simple reason. That reason is to increase efficiency by bringing decision making closer to the people (Hanson, 1997). This however, raised demands for improved accountability in order to control factors that constraint transparency, efficiency and effectiveness in the delivery of education. Having a good accountability system, regardless of how well it is outlined and streamlined, is not enough to achieve efficiency and effectiveness in education. Rather, for any decentralized education system to achieve desired results, those with decision making power must be opened for scrutiny and should exercise such power within the scope of their responsibilities (Coleman & Earley, 2005).

There are however associated risks with too much power concentrated at one level or unevenly distributed authority at different decision making points. For example, a study on local level educational governance in Senegal, Guinea, Mali and Benin revealed that the absence of well streamlined power relations, responsibilities and transparency mechanisms (weak accountability system); resulted to difficulties in identifying who was accountable for poor pupil performance between District Education officials (DEO) and School Management Committees (SMC) (De Grauwe & Lugaz, 2007). On the other hand, lessons from Tanzania and Uganda, however, point to the fact that; where there is transparency and participatory in budgeting at the local level, a critical link between government and DEOs and SMCs can be established which can lead to improved accountability (Litvack et., al.1998).

4.3.2 Governance Challenges in the Colleges of Education

The Government of Ghana (2002) states that the objective of teacher education in Ghana is to train and develop the right type of teacher who is competent, committed and dedicated and such a teacher should be capable of; applying, extending and synthesizing various forms of
knowledge, developing attitudes, values and dispositions that create a conducive environment for quality teaching and learning in schools, facilitating learning and motivating individual learners to fully realize their potential and adequately preparing the learner to participate fully in the national development effort (Government of Ghana, 2002).

Prior to their elevation and re-designation as tertiary institutions, the then Teacher Training Institutions (TTIs) were under the Ghana Education Service (GES), the agency responsible for managing pre-tertiary education. The TTIs were directly supervised by the Teacher Education Division, one of the divisions of the Ghana Education Service. Thus, funding, appointment of staff and the determination of requirements to enroll in the institutions were the responsibilities of GES. However, the assessment and certification of the products of TTIs has been the responsibility of the Institute of Education of the University of Cape Coast. The Institute of Education of the University of Cape Coast has, over the years, collaborated with the Teacher Education Division to develop and constantly evaluate the curriculum of pre-university teacher education in Ghana (Opare, 2008).

The elevation of TTIs to CoEs resulted in the placement of the Colleges under the National Council for Tertiary Education. How are these two agencies going to perform their functions going forward? Will the Colleges be able to function effectively and efficiently being accountable to these institutions? And how does the seemingly demand for control by these state agencies affect their performance and that of the Colleges? These are some of the few questions the study attempts to respond. This role conflict among these key institutions becomes more worrying since the Colleges are still in the transition period.

The elevation of the Colleges and their subsequent addition to the list on the NCTE requires special monitoring, not only because they are new, but also with a mandate of training the nation's teachers. The institution's mandate to undertake such responsibility must be well prepared in discharging their mandate. However, since the Council has never regulated or supervised institutions devoted to initial teacher education, will they be able to manage it? Is the National Council for Tertiary Education prepared to take over the functions of the Teacher Education Division which includes the facilitation of curricula review in collaboration with the Institute of Education of the University Cape Coast and supervision of special teacher education programs such as distance education and “Untrained Teachers Diploma in Basic Education (UTDBE)”?
Issues bordering on governance and autonomy of Colleges of Education are further complicated by Section 19 of the Colleges of Education Act, 2012, which provides that statutes enacted by the Colleges of Education are subject to the approval of the Minister. This implies that apart from the National Council for Tertiary Education and the National Accreditation Board, the Colleges are further subject to the oversight of the Minister of Education. This could pave the way for political interference in the management and governance of the institutions. Does this give not much power to politicians instead of technocrats to manipulate the colleges in whatever way that will suit them? Will this not threaten the freedom and independence, the elevation grants the colleges?

4.3.3 Human and Material Resources Challenges in the Colleges

Aside autonomy and accountability, the issue of institutional capacity is equally an important factor to be considered in as far as educational decentralization especially across Africa is concerned. In the same way the setting up of accountability mechanisms in a decentralized education system is a herculean task, the same is true about the objective of building institutional capacities for better implementation of educational policies. However, the rationale for strengthening institutional capacity, whether at the regional, district or institutional level, equally requires resources and clearly stated responsibilities. This then raises the questions as to whether the central governments have the administrative capacity to provide technical and financial assistance where and when it is needed? Do regions, districts and education institutions have the capacity to deliver expected services in an efficient and effective manner?

There seems to be scanty answer on these questions. Given the institutional capacity constraints in many developing countries including Ghana, it is not clear whether or not any improvement in the delivery of quality education especially should be assigned to educational decentralization alone or other factors (Naidoo, 2002). Despite frantic efforts around the 1980s and 90s, Naidoo observed; as well in Nigeria that educational decentralization process remained politically and administratively weak as it is faced with institutional and structural challenges.

He argued that education officers, school management committees and community based organizations are still challenged with multiple and overwhelming demands, and their role vis-à-vis that of other stakeholders in administering especially education is constrained by not
so well developed institutional setup. Contradictory effects of educational decentralization in Tanzania are equally interesting to comment on. Tanzania has enjoyed impressive gains in community participation, yet there are discrepancies between centralized planning and local level participation and autonomy. This situation is likely to be perpetuated, since formal institutional arrangements of the education system at the sub-regional national level, still by default, locate decision making authority at the center (Therkildsen, 2000). In light of the varying experiences, it is difficult if not impossible to identify and recommend an exemplary decentralization model likely to improve the educational situation in the region but more or less positive measures which are context based may help. The above experiences also affirm what has been referred to as, “deep-rooted but ongoing tension between downwards (government to communities) and upwards (the reverse) articulations of responsibilities” (Naidoo, 2002:37).

This demonstrates how extraordinarily complex the implementation of educational decentralization has been in the region. Naidoo’s assertions are in fact supported by other institutions in the education arena. For instance, the UNESCO’s 2005 report of national decentralization experiences from Latin America and Asia painted general complexities of educational decentralization processes in which the macro-level economic and political contexts make implementation almost impossible. Arguably, the challenges of decentralization in education for countries such as Peru and Pakistan are probably just as much politically as technically driven (UNESCO, 2005).

From the above, it is always important to ensure that both human and material resources needed for educational policy implementation are capacitated and available respectively. However, some stakeholders in the educational sector in Ghana have raised concerns regarding the capacity of the personnel of the Colleges of Education to manage tertiary education institutions. This poses a great threat to the Colleges ability to transition to their newly elevated status. For instance, Opare (2008) stated that managerial support systems in the institutions were woefully inadequate to say the least. How well are the colleges prepared in terms of resources to consolidate their new status as Colleges of Education? Are there measures put in place to allow for the upgrade of the staff to be able to manage the complexities that come with the elevation? How are the Colleges being given material and infrastructure face lift to meet their new demands?
Additionally, what are the measures put in place to upgrade non-teaching or supporting staff serving in responsible positions in the colleges such as Librarians, Accountants, and Secretaries of the colleges as most of them will have to upgrade to meet the NCTE requirement of attaining at least a masters degree to work in the College. In a report released by the NAB, there were several instances where those designated as College Bursars or Accountants had qualifications below Higher National Diploma and as such made it appear that fund management in the institutions were solely in the hands of the Principals of the Colleges. This does not ensure separation of powers and proper accountability which are key for effective management of HEIs. Moreover, the NAB (2007) determined that in about twenty institutions there was poor to below average leadership. This state of affairs could adversely affect the quality of support provided by non-teaching and auxiliary staff to foster the fulfillment of the mission of the Colleges, which is the business of teacher preparation.

A survey released by the NCTE (2007), indicated that only about (37.55%) of the teaching staff of colleges of Education possess master’s degrees or PhDs, additionally, NAB (2007) determined that only (0.01%) of the teachers with Masters Degrees in Colleges of Education have qualifications in the relevant subject area. "Indeed, most of the teachers in Colleges of Education with advanced degrees have qualifications in the area of Educational Management" (NAB, 2007). In spite of this, NAB (2007) further notes that from time to time the Ghana Education Service re-assigns staff of the Colleges of Education with advanced degrees to other administrative positions in the Service.

4.4 Conclusion

The various literature reviewed bring to fore insight about education decentralization. As an affiliate of globalization, education decentralization has been implemented in different regions with different outcomes. They shed light on how complex education decentralization is especially in the Sub-Sahara Africa where most of the institutions lack capacity to implement such policies. The literature also revealed that, the lack of accountability in most institutions in the region also poses a threat to successful implementation of educational decentralization. The literature also touched on the lack of political will on the part of governments to allow bureaucrats to fully implement such policies for their own gains as well as the complexities and challenges the education sector is grappling with in respect of the subject matter.
The literature though presented an apt description of educational decentralization and autonomy, it failed to identify significant prior research on autonomy in Colleges of Education which is the interest and focus of the writer, highlighting the need for this study. There seems to be little or no prior research examining the degree of autonomy in newly elevated professional higher institutions of learning with weak developed structures in order to insulate them from unnecessary external controls. Nevertheless, several bodies of literature examined elements of the topic from which some lessons may be drawn.
5 CHAPTER FIVE: RESEARCH METHODOLOGY

5.1 Research Strategy

Until recently, mixed methods have been recognized as an approach to researching a phenomenon. It was common knowledge that there are only two methods or approaches of research methodology- qualitative and quantitative. The distinction between the two is somehow ambiguous and not a straightforward one as researchers and writers have loudly and clearly espoused their divergent views on the matter. This argument is supported by Bryman and Burgess (1999 : Bryman, 2012) when they observed that, there have been several writings on qualitative research since the 1970s, indicating what it is and what it is not as a different research strategy is by no means straightforward.

Whilst others see the two as having a blurred distinction (Bryman, 2008), some also see it as complementary. He further argued that, this state of affairs is a result of the fact that, the term qualitative research is sometimes taken to mean a research in which quantitative data are not collected or generated. The perceived conflict between the two also arises from their fundamental principle or orientation with regard to the role theory play in research. Whilst it is believed that in quantitative research the emphasis is on deductive approach (testing of theories), in qualitative research, the focus is on the generation of theories from data, (inductive approach).

The epistemological stance of qualitative research is described as interpretative, meaning that, as opposed to the use of scientific method in quantitative research, qualitative research stresses on the understanding the of the social world through the interpretation of its participants. Finally, on their ontological position, whilst qualitative research is of the constructivist point of view, that is, the social world is not real but a construction of the mind for easy interaction, the quantitative research takes the position of realism, that is the social world is real world made up of hard, tangible and relatively immutable structures. (Bryman, 2012)

Different approaches can be employed to understand social theory and research. The approach a researcher opts for is always based on its relevance to the study. Further, it must be noted that these approaches have different views on social phenomena, roles in the society and the functions the roles have in society. One example is that various societies have different views
on what role a government should play in higher education; which for example leads to the use of different governance approaches in managing these institutions. From this background, the Burrell and Morgan’s (1992) theory of the four paradigms for the analysis of social theory, with focus on the role of the state in higher education is presented.

Burrell and Morgan (1992) argue that, the nature of science can be viewed from a subjective and objective dimensions. They further opined that, assumptions about society can be put on a scale of regulation and radical change. Society, according to the writers, is characterized by two concepts; order-conflict. To them, social systems are either characterized by commitment, cohesion, solidarity, consensus, reciprocity, co-operation, integration, stability and persistence on one hand and coercion, division, hostility, discord, conflict, disintegration and change on the other hand. The scale from sociology of regulation to sociology of radical change can be described or simplified to mean an order – conflict debate (Burrell & Morgan 1992).

For the objective – subjective scale, there are four philosophical assumptions; ontological, epistemological, methodology, human nature and society. On the ontological assumption, the central issue is if social entities can and should be considered as objective entities that have reality external to social actors-objectivists approach or whether they can or should be considered as social construction built up from the perception and actions of social actors-subjectivists approach. Epistemological assumptions deal with what counts as knowledge and how it should be produced. Whilst the objectivists are of the view that; knowledge is hard, real and capable of being transferred by using the natural science approach, the subjectivists consider knowledge and its production as soft, more subjective, spiritual and even transcendental which is based on the experience and insight of a unique individual (Burrell & Morgan 1992).

According to the writers, the ontological assumption deals with how the social world should be regarded. Whilst the objectivists view the social world as hard, real and external of the individual and as such must use pragmatic or scientific (Nomothetic) means in data gathering, the subjectivists consider the Ideographic means as the best option because, to them, the social world can be understood through empirical knowledge and experience. The final assumption that arises from the objective-subjective argument is the human nature. This deals with how the individuals relate to the environment they find themselves. Whilst the objectivists believe in assumption that; people mechanically respond to the demands of their environment and that humans are largely conditioned by their external environment
(Determinism), the subjectivists are of the view that; human are the masters of their environment. They are of the voluntarism belief, in that; they assume man to be the controller of the environment as opposed to the controlled and the creator of his environment; the master rather than the marionette (Burrell & Morgan 1992).

On the one side is the objectivist approach, which claims the best way to investigate an external and objective reality is by using natural science approach. On the other extreme side of the scale is the subjectivist perspective, which advocates that it is the individual that creates the social world and that the individual point of view is crucial in social research (Burrell & Morgan 1992).

Figure 2: Four paradigms for the analysis of social theory (Burrell & Morgan 1992:22)

![Figure 2: Four paradigms for the analysis of social theory](image)

Figure 2 illustrates the relationship between the two dimensions and the four paradigms that are created out of them. These paradigms are Radical Humanist, Radical Structuralist, Interpretive and Functionalist. The Radical Structuralist paradigm in the view of the writer, gives the closest explanation of knowledge, society, reality, and human nature in an objective approach which reflects the selected study. This implies, nomothetic or scientific approach of data collection was mainly used in the study.
The radical structuralist paradigm advocates a sociology of radical change from an objective standpoint. They view the contemporary society as characterised, by fundamental conflicts which generates radical change through political and economic crises. This paradigm is committed to radical change, emancipation and potentiality. It approaches general concern of structural conflict, domination, contradiction and deprivation from the realists positivist, determinist and nomothetic point of view (Burrell & Morgan 1992).

The writer in accepting the radical structuralist paradigm, assumes that, the social world and its entities are real. That they have reality external and independent to social actors. Again, it is assumed that, the knowledge gained from the study and the actors is considered as hard, real and capable of being transferred by using the natural science approach which is in line with the chosen paradigm. The writer also believes in the assumption that, people mechanically respond to the demands of their environment and that humans are largely conditioned by their external environment (Determinism) (Burrell & Morgan 1992).

The study which is largely quantitative used the survey design-cross sectional survey (questionnaire). This is because, aside the purpose of the study which is to generalize its findings to the population being studied, the study questions as well as the data collection tool used in the study made the use of this method unavoidable. A one shot survey design was employed; that is, data was collected from respondents at once and simultaneously. This is in agreement with the paradigm(radical structuralist) since it did not only used scientific method in gathering data but also sees the environment the data was collected real and the knowledge transferrable using scientific approach.

Cross-sectional survey design is good for research in which the population under study shares a given set of identifiable characteristics which is the case in the Colleges of Education in Ghana. Though there are differences between the Colleges of Education in a number of areas, the similarities between them are, to a very large extent, greater than the differences. The conditions under which students are admitted into the colleges owned by the state are the same. The University of Cape Coast provides supervisory role on all colleges of education. They are the examiners of the colleges and issue them certificates as well. The colleges, aside being state owned, are also under the supervision of NAB and NCTE. Where the colleges differ largely may be on programs run in the institutions, population size, human and material resources, whether it is a single sex or mixed institution and lastly, the year of their establishment. This might have posed a threat to generalizing the findings of the study,
however, the threat is minimized if not corrected by the fact that the study was not directly on the individual colleges but government policies and the officials scientifically selected and contacted in the study were the same in all the colleges.

5.2 Population and Site

The population for the study was all the 38 Public Colleges of Education in Ghana. The names and locations of the colleges are available on the website of the National Accreditation Board. The 38 colleges of education form the population of the study because they are the institutions that have seen an elevation in their status. Ghana was chosen for the study because of the writer's familiarity of the country and already established contact with heads of Colleges of Education. It is also relatively easier to access official documents in Ghana on the topic under study.

Though the location, human and material resources and the programs offered in the colleges can make the colleges differ in many areas, however, it is contended that, these factors alone are not sufficient to differentiate the colleges from one another. This is because all the colleges are state owned as such, policy direction, curriculum content, supervision and certification of student trainees are from the same sources. These key similarities among the colleges outweigh their differences and such helps to generalize the findings to the population.

5.3 Sampling Method

The study employed the Cluster Sampling method to select its sample. Due to cost, time and how dispersed or scattered the Colleges of Education in Ghana are, the cluster sampling was the best option for the study. This approach allowed the dispersed population to be stratified and sample taken from the strata (Bryman, 2012). This is a probability sampling which ensured that all members of the population have equal chance of being selected for the study. All the 38 public colleges of education were organized in two zones (Northern and Southern) depending on their location. Out of this categorization, two strata were formed. Four colleges from each stratum were randomly selected and that formed the sample for the study.
5.4 Sample

The Colleges were organized into two clusters based on their locations and were categorized as "Northern (Brong Ahafo) and Southern (Ashanti Region) zones" for easy identification. This categorization made sure all the 38 public colleges of education had equal chance of being part of the study. Out of the two strata formed, four colleges from each strata were randomly sampled for the study. Since the colleges of education in Ghana share more similarities than differences, each of the four selected colleges from the two strata, to large extent, can represent the remaining schools in the study as it concerns itself with governance.

In all, a total of sixty-four (64) core staff of the colleges were selected the study. The study contacted 40 respondents from the various colleges' academic boards, five academic board members each from all the colleges. Again, heads of institutions (principals) or their vice in all the eight (8) Colleges of Education were also included in the study. Registrars/Administrators(some colleges had either of the two) and accountants, one each in all the colleges, were also part of the study. All the officers, apart from the office of the principals were selected through random sampling. A "Yes" and "No" were written on pieces of paper for officers in each of the offices to pick. A "Yes" meant, one had been selected for the study whilst "No" meant the opposite. This gave all the officers in each department/office in the college an equal opportunity to be part of the study. The study sought responses from the core staff of the colleges who are normally few. The selected respondents were those who could effectively respond to questions in the study.

5.5 Data Collection Method/Tool and Analysis

Primary data was collected from respondents through the use of self-administered questionnaire. The questionnaire which is based on the research question and the analytical framework responds to the main questions asked in the study and measures the degree of autonomy the colleges of education are enjoying after their elevation to tertiary institutions. Aside this being the main approach of the research design, it aided in the easy quantification of the data collected. The questionnaire had respondents in the selected colleges answering the same questions simultaneously depending on their positions. The questionnaire ranged from three to five sections and included the demographics of the respondents.
The inability to conduct interviews encouraged the researcher to employ open ended questions in the questionnaire. This helped in soliciting views which couldn't have been covered by the close-ended questions and also gave the respondents an opportunity to freely express their own views on the questions asked. Secondary data was also collected from articles, books, journals etc. This helped to fish for information concerning the role of the National Council for Tertiary Education, National Accreditation Board among others. This added to the information gathered on the field.

5.6 Data Analysis

The next important step after the collection of the data is to manage and analyze the data gathered and make sense of it. The plan for the data analysis was to be based on thematic analysis. That is themes and or sub-themes were created based on the research questions, rereading of the transcripts, field notes and extracts from documents that make up the data. All the research questions served as thematic areas (rationale for upgrade, extent of autonomy and challenges) for data analysis and discussions. Out of the thematic themes, sub-themes were created for easy and comprehensive discussion of data and analysis. In choosing the themes, the researcher ensured that there was a link between them and the research questions and analytical/theoretical framework as the selection was primarily based on the research questions which the framework responded to. This would foreshadow a focused analysis and interpretation of data.

The main challenge in the next chapter on data analysis would be to cluster all the similar themes from the research methods and integrate them into bigger themes which will serve as a basis for data interpretation. Making sense of the responses from the open-ended questions and notes, books and articles as well as from the open-ended answers however, was a surmountable challenge. The Statistical Package for Social Sciences (SPSS) was used to generate results of the study and an analysis was done based on the chosen themes and sub-themes. This helped to quantify the data/findings.

The study aims to find out the degree of autonomy in the colleges before and after their elevation. The level of measurement the study sought was the extent of autonomy before and after their elevation. Inferential statistics will be used in analyzing the results generated. The data was analyzed based on the broad themes from the research question. Sub-themes were created out of them and all questions related to each of the newly created theme run under
them. Extracts from documents classified into the themes of documents selected for data analysis were similarly done.

5.7 Units and Levels of Comparison, Reliability, Validity and Ethics

This section of the study deals with the units and level of comparison, reliability, validity and ethical issues which are all key to the conclusion of the thesis and the study in general.

5.7.1 Units and Levels of Comparison

As part of the program, researchers are expected to compare some aspects of their studies and for this study, the unit of comparison for the study was the degree of autonomy in the elevated Colleges of Education. This measures and compares the policy of raising the status of the colleges to tertiary. The level of comparison for the study was the years before and after the elevation of their status to tertiary as well as Northern-Southern sector categorization, however, key thematic areas in the study are also compared. This gives an idea of how the policy of raising the status of the colleges has altered in the activities of the colleges with reference to colleges autonomy. This helped to achieve the aim of the study which was to understand the changes that have taken place if any after the elevation of the colleges to tertiary status.

5.7.2 Reliability

This is the quality of measurement method that suggests that the same data would have been collected each time in repeated observations or applications of the same phenomenon. (Barbie 2006). Hence, it denotes consistency of measurement. The definition of categories into themes form the various methods that were not ambiguous but applicable to what they were supposed to describe or measure. This dealt with how consistent the findings of the study are. In other words, should the same research be conducted within the same population and respondents, will the outcome be the similar if not same all other things being equal? Reliability can be achieved by the use of scientific method of sampling where the sampled is representative of the entire population. Reliability was ensured through the repetition of questions.
5.7.3  **Validity**

Validity is a term used to describe a measure that accurately reflects the concept it is intended to measure. In other words, it is the degree to which a test measures what it is supposed to measure. This, to some extent, confirms how plausible the data collected is. The questions asked in the study and the data collection tool used in the study ensured that the subject matter of the study or the concept (autonomy) was the focus. That is, the study ensured construct validity as detailed questions on the concept were asked in the study. It also dealt with how true the data or conclusion arrived at reflects the actual views or position of the population studied. The focus of the study was clear and made the impact of intervening variables on the independent and dependent variables less.

5.7.4  **Ethical Issues**

In the course of collecting data and the entire research in general, one needed to be guided by the ethics that are associated with it. Ethical obligations of course bind every researcher and interviewer to come out with not only a very professional but also an accurate interview and findings in consonance with the norms that govern data collection. For the purposes of this study, ethical clearance was sought from the Norwegian Social Science Data Services (NSD); and offices of the Principals of the Colleges that were sampled for the study. This was done by explaining to them and each of the research participants the objective and purpose of the study. Again, consent forms were sent along with questionnaire.

This afforded the respondents the opportunity of the dos and don'ts of the study before participating. Respondents were assured and guaranteed that, data will be managed with highest level of confidentiality it deserves and that each of them has the right to withdraw from the study at any time without any explanation to the researcher though the topic to be studied is not sensitive. Respondents were also informed about their right of having access to the final result of the study. Research data was analyzed without biases and all literatures used were referenced adequately. Respondents were also assured of anonymity of their responses.
CHAPTER SIX: DATA ANALYSIS, INTERPRETATION AND DISCUSSION

"Without data, you are another person with an opinion"

W. Edwards Deming

6.1 Introduction

The primary goal of this study was to assess the degree of autonomy in Colleges of education in Ghana by comparing their current status as tertiary institutions to their former status as post-secondary schools. The general goal of the study was realized by identifying the rationale behind their elevation to tertiary status, the extent of autonomy the colleges possess and the challenges they are facing in consolidating their new status as tertiary institutions.

To achieve these objectives, data was collected from officialdom (Principals, Accountants, Registrars and Academic Board members) of eight Colleges of Education in Ghana from two regions (four each), the Colleges of Education Act and related materials. In all, a total of sixty-four respondents completed questionnaires which included open ended questions, were administered and same received from the core staff of the colleges selected for the study. Eight respondents each were college principals, accountants, registrars and forty from academic board members which included heads of departments. The study recorded a 100% response rate.

The first section analyzes and interprets the data gathered from the field and crystallized into broad themes based on theoretical framework, literature review and research questions. The data is presented in the same sequence in which the study questions were asked as indicated in the introductory part of the study. This will form the basis for the next section that discusses and further interprets the analyzed data. The data will also be compared thematically and at the regional levels when necessary. This will be after general results from all the schools have been run and interpreted. It must, however, be noted that; respondents did not respond to the same questions. Apart from the principals and the academic board members who responded to the same questions at a point, the rest of the respondents responded to different questions which related to their offices. In addition to the academic related questions which were responded to by both the principals and academic board members, only the former responded to the first research question which dealt with the rationale for the elevation of the colleges' status. This is because, aside being heads of the institutions, interactions with the state
institutions like NCTE, GES, NAB and the colleges are mostly through these principals and thereby they possess enough information relevant for that section of the study.

6.2 Rationale for the Elevation of the Colleges of Education to Tertiary status

The first research question which is under review is answered solely by data retrieved from quantitative source, thus the questionnaire used in the study and only responded to by the principals of the colleges selected for the study. The data is analyzed under three concepts; Political, Economic and Innovative Rationales. Under each of the concept are other sub-themes which were used in the questionnaire and also explained. These concepts were arrived at from literature reviewed. Most of the literature reviewed revealed that; educational reforms among others are mostly based on these rationales thereby their use in this section.

6.2.1 Political Rationale

There have been several reasons assigned for granting institutions autonomous status or decentralization in the educational sector. One of such is political. The motivation for this, is the belief that, decentralization or granting institutions autonomy will help strengthen democracy and transparency in the institutions as more stakeholders get involved in the decision making process as power is transferred from central to local bodies. The aim is to bring the decision making process closer to the people. From this background, the data for political rationale which has four different components is interpreted below.

*Table 1 Political Rationale for Colleges Elevation.*

<table>
<thead>
<tr>
<th>Question</th>
<th>Yes</th>
<th>No</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>For easier decision taking</td>
<td>2</td>
<td>6</td>
<td>8</td>
</tr>
<tr>
<td>Community Involvement</td>
<td>5</td>
<td>3</td>
<td>8</td>
</tr>
<tr>
<td>Power Transfer</td>
<td>1</td>
<td>7</td>
<td>8</td>
</tr>
<tr>
<td>Community Ownership</td>
<td>3</td>
<td>5</td>
<td>8</td>
</tr>
</tbody>
</table>
As shown in Table 1 above, different views were sought from respondents (Principals) as to what they think was the political justification for the elevation of the colleges' status. When respondents were asked if the colleges were elevated so decision making could be made easier for them, the majority of the respondents; (six) responded in the negative whilst the remaining two responded in the affirmative. The researcher again sought out from them if the elevation in their view was to involve the larger communities especially where these schools are located in the running of the colleges. Here, the majority of the respondents; (five out of the total eight respondents) responded in the affirmative. It was however interesting to note that, majority of the respondents, seven indicated that, the elevation of the colleges' status to tertiary will not necessarily transfer power from the central to the local level. On whether the elevation of the colleges' status to tertiary was to allow communities to have ownership of them, most of the principals, (five) disagreed.

<table>
<thead>
<tr>
<th>Question</th>
<th>Yes</th>
<th>No</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Brong Ahafo</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>For easier decision taking</td>
<td>1</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>Community Involvement</td>
<td>1</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>Power Transfer</td>
<td>0</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Community Ownership</td>
<td>1</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td><strong>Ashanti Region</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>For easier decision taking</td>
<td>2</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>Community Involvement</td>
<td>3</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td>Power Transfer</td>
<td>1</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>Community Ownership</td>
<td>2</td>
<td>2</td>
<td>4</td>
</tr>
</tbody>
</table>

The above table compares the responses of the principals from the two regions from which data was collected. On the issue of whether the colleges' elevation was to break the bureaucratic bottlenecks to make decision taking easier, the majority of the respondents from the Brong Ahafo (BA) Region, (four) disagreed whilst two of the respondents in the Ashanti
Region (AR) also disagreed. When asked if the elevation was to ensure the involvement of the communities especially where these colleges are located in the management of the schools, it was interesting to note that whilst the majority, (three of the respondents in BA) said "NO", the same number in the AR responded in the affirmative.

Again, the majority of the respondents from BA and AR agreed that; the elevation of the colleges' status to tertiary was not necessarily to transfer power from the central to the local. In addition, most of the respondents; (three and two from BA and AR) respectively opined that, raising the colleges' status to tertiary will not mean community ownership of the schools.

6.2.2 Economic Rationale

Policy makers believe that adopting decentralization is one way of achieving rationalization and efficiency. This is made possible through a more market approach where commercialization and privatization in the field of education are practiced. The main point underlying this argument is the belief that local authorities and the individual schools had the competence needed to use existing funding in a more flexible and efficient way and even obtain new local resources. Again, here, four sub-themes which resonate with the economic rationale were derived from the questionnaire and were used for the data interpretation. Aside innovation, the other three; rationalization, reduced government funding and increase student intake, were all considered under one table. The data for the Economic Rational retrieved from the field which has also three different components, are interpreted below.

*Table 3, Economic Rational for Colleges Elevation*

<table>
<thead>
<tr>
<th>Question</th>
<th>Yes</th>
<th>No</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rationalization</td>
<td>8</td>
<td>0</td>
<td>8</td>
</tr>
<tr>
<td>Reduce Government Funding</td>
<td>6</td>
<td>2</td>
<td>8</td>
</tr>
<tr>
<td>Increase Student Intake</td>
<td>8</td>
<td>0</td>
<td>8</td>
</tr>
</tbody>
</table>

When the principals were asked if the recent elevation of colleges' status in Ghana was to ensure that colleges make good use of the limited available resources efficiently and effectively, all of them responded in the affirmative. A similar number; (six out of the total eight respondents) indicated that, the elevation of the colleges' status, giving them autonomy, has reduced government financial spending on the colleges. Another question which sought to
find out the efficient utilization of the facilities in colleges was whether respondents agree that the elevation of the colleges’ status was to increase student intake compared to their previous status. Here too, all the respondents responded in the affirmative.

Comparing data between the two regions did not reveal significant differences. The responses from the two regions seem same on the matter of economic rationale. Where there was variation in response was when asked if the elevation was a way to reduce government funding to the colleges. Here, whilst all respondents from the Brong Ahafo Region opined that the elevation was a way of reducing government spending, only two from the Ashanti region agreed. In a statement by one of the principals, he indicated, the economic rationale seem to be the main reason for the elevation of the colleges to tertiary. He posited that;

"After the elevation of the colleges' status to tertiary, much has not changed aside the increase number of students we admitted. Rather, government expenditure is increasingly reducing and the colleges have to devise ways of filling the financial gap".

Principal 6

6.2.3 Innovation Rationale

Giving much power to schools is perceived to be a necessary condition for school-based development. That is, it is believed that giving institutions autonomy allow institutions to develop comparatively faster as decision taking local and easy. Giving power to local authorities provides more room for local variance and relevance in terms of creating more motivated students and; a better culture of learning. This last section of the first research question explains the responses of the principals on the issue of innovation being a reason for the colleges’ elevation.

When the principals of the colleges were asked if the elevation of the colleges was a way to make them more innovative, thus, looking for different avenues for resources to supplement government’s efforts and better ways of managing the colleges, the majority of the them; (seven), responded in the affirmative. The regional comparison does not differ from the above.
From the above, it can be inferred that, the rational for the upgrade of the colleges have been a combination of reasons with the economic rationale being pushed to be the main reason for the elevation. This is summed up by one of the principals contacted in the study. He indicated that, the elevation has paved way for colleges to admit more students than before:

"Though there was available space to admit more students, we couldn't because the government through the Ministry of Finance gave colleges quota of students to admit due to the monthly maintenance allowance paid to students. The allowance has been cancelled after the elevation allowing the colleges to admit more students though it will impact negatively in terms of finance on the students, so it is a combination of factors: one to increase student intake and another to reduce financial burden on government"

Principal 3

From the above, it seems that economic rationale was the most considered reason for elevating the colleges' status to tertiary. This position is consistent with that of IIEP's where they indicated various governments grant institutions autonomy for economic/financial reasons.

6.3 Extent of Colleges' Independence in Taking Academic Decisions

This section presents data on research question two; to what extent are the Colleges independent in taking academic decisions. This section interprets data retrieved from the field on matters related to curriculum, academic, supervision, and financing. The themes were created from the questions asked under this section in the study which mainly focused on the academic responsibilities of the colleges. They reflect the main issues this study seeks to find answers to. Academic, under this section, is used to mean the teaching and learning outcomes in the colleges. Though curriculum and supervision could all be considered under the academic theme, the researcher for better exposition, interpreted them separately. The responses in this section were from the principals and the academic board members of the colleges in this study.

6.3.1 Curriculum Evaluation

The most common pattern in many countries, especially in the British Commonwealth which Ghana is included, is the creation of a buffer body whilst central government retains control
over national strategy and the overall shape of the higher education system (Fielden, 2008 in IIEP, 2014). Like many developing countries, Ghana's curricular is a centralized one. That is, institutions on their own cannot alter any part of the curriculum without approval from authorized institutions. Curriculum review or evaluation are mostly part of reforms especially those of academic nature. The study therefore asked questions on the role of the colleges in terms of curriculum evaluation and their responses are below;

When members of the academic board and principals in all the eight colleges included in the study were asked if their new status as tertiary institutions grants them the independence to evaluate the curriculum, the majority of the respondents totalling forty-one revealed that, they cannot touch any aspect of the curriculum on their own whilst the rest held a contrary view on the matter.

<table>
<thead>
<tr>
<th>Question</th>
<th>Yes</th>
<th>No</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Evaluation of Curriculum</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Brong Ahafo</strong></td>
<td>6</td>
<td>18</td>
<td>24</td>
</tr>
<tr>
<td><strong>Ashanti</strong></td>
<td>1</td>
<td>23</td>
<td>24</td>
</tr>
</tbody>
</table>

The table above compares responses from the forty-eight respondents which were made up of academic board members of the colleges mostly heads of the various departments in the colleges and their Principals. When asked if the granting of colleges tertiary status gives the colleges, the power to evaluate the curriculum, the majority of the respondents, (eighteen and twenty-three from the Brong Ahafo and Ashanti regions respectively) revealed that; despite their elevation, they lack the power to evaluate or alter the curriculum in any way or form. The remaining, however, responded in the opposite. In the words of one of the academic board members, he did not mince words by indicating how the colleges are handicapped in relations to evaluating the curriculum. He opined that:

"Not much has changed in terms of policy direction. Everything is decided at the top and passed on to the colleges. On our own, we cannot touch any part of the curriculum. That is the responsibility of the Institute of Education and Ghana Education Service"

*Academic Board Member College 4*
The above statement from the academic board member is in agreement with what another principal said on the same matter. He indicated that:

"No one can touch any part of the curriculum without referring to the state policy. Every and any change should draw from national policy".

Principal of College 7

6.3.2 Academic Reforms

Reforms in higher education reflect the increasing importance and use of knowledge in production, and the role of higher education institutions (HEIs) in training for the production, transmission, and use of knowledge (Varghese, 2012 in IIEP, 2014). The expansion and diversification of the educational system occurred mostly in response to changing requirements in the production sector and employment market. The expansion of the market economy redefined relevance in terms of the skills demanded in the labour market. In response, non-university sector institutions now provide practically oriented programs and fields of study. Reforms in higher education in the Commonwealth of Independent States (CIS) were intended to reposition and facilitate the transition from a centrally planned to a market economy. This part of the analysis deals with academic matters (teaching methods, examination and research) in the Colleges of Education and uses the Liket's scale to explain the findings.

Table 5 Academic Reforms

<table>
<thead>
<tr>
<th>Questions</th>
<th>Strongly A.</th>
<th>Agree</th>
<th>Uncertain</th>
<th>Disagree</th>
<th>Strongly D.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teaching Methods Unchanged</td>
<td>4</td>
<td>6</td>
<td>1</td>
<td>12</td>
<td>1</td>
</tr>
<tr>
<td>Examination/Assessment</td>
<td>15</td>
<td>7</td>
<td>-</td>
<td>2</td>
<td>-</td>
</tr>
<tr>
<td>High Quality Research Expected</td>
<td>3</td>
<td>14</td>
<td>1</td>
<td>2</td>
<td>4</td>
</tr>
</tbody>
</table>

As can be seen from the table (above), majority of the respondents totalling thirteen disagreed when it was remarked that teaching methods in the colleges remained the same even after their elevation although ten of them agreed to the statement. When asked whether the Institute of Education under the University of Cape Coast still assesses and certifies the students of the Colleges of Education even after their elevation to tertiary institutions, twenty-two of them agreed and in strong terms. Although eighteen of the principals and academic board members
contacted in this study are aware that, high quality research is expected of them as tertiary institutions, it was, however, interesting to have noticed that five principals and academic board members were of dissenting views whilst the remaining were not sure of such expectations.

The regional comparison did not reveal any significant changes compared to the above table but some inconsistencies in the response from the Brong Ahafo region. It is observed that, the majority of the respondents in the Brong Ahafo Region (thirteen) agree that the teaching methods in the colleges still remain the same even after their elevation whilst twenty-two of respondents from the same region disagreed on the same matter. It was however, the opposite in the Ashanti Region as the majority of the respondents totaling sixteen indicated their disagreement to the statement though seven of the respondents in the region agreed that nothing has changed about their teaching methods.

Touching on teaching methods and research, one of the academic board members indicated that, it is (teaching method) evaluated every semester to assess weaknesses for improvement;

"We assess our performance as a faculty every semester to improve upon our previous performance. And now that the colleges are to employ masters degree holders, it helps in teaching as well as research work since it is a known area to them"

Academic Board Member College 6

On examination, one of the respondents suggested a frustrating process. He argued that;

"Sometimes they (Institute of Education, University of Cape Coast) tell you not to teach some topics in the curriculum and when examination questions come from the Institute of Education, all the topics you are asked not to cover are all in the examination. This is frustrating not only to us but the students as well. Something must be done about it because students fail their papers not because they are not good but because they were not taught"

Head of Department of College 2

From the above, one is tempted to believe that comparatively, issues related to the curriculum and examination are of great concern to the colleges. They seem to be concerned about why after their elevation to tertiary, they can't evaluate their curriculum, examine and certify their own students.
6.3.3 Supervision

The objective of affiliation in the Ghanaian tertiary education system according to the National Accreditation Board (2010), is to ensure the attainment and maintenance of high standards for the promotion of academic quality. The relationship is for the mentoring institution in this case the University of Cape Coast through the Institute of Education to provide academic support and supervision to the mentored institutions (Colleges of Education) and certify the graduates of the institutions being mentored (National Accreditation Board, 2010). This sub-section reveals the findings from the field in relation to supervision.

The respondents (principals and academic board members) gave their response on the issue of supervision by the University of Cape Coast. When asked if the continuous supervision and affiliation of the colleges to the University of Cape Coast through the Institute of Education even after their elevation to tertiary institutions limit the colleges in any way in the performance of their core duties as they consolidate their new status, the majority of the respondents, numbering thirty-nine, agreed that; the affiliation and supervision limit their performance though nine disagreed with that assertion and argued that, such arrangements are not affecting the colleges.

The data does not reveal much significant differences when compared on regional basis. However, it is worth noting that, though majority of the respondents in the Ashanti Region believe that the supervision by the Institute of Education is worrying and limiting them in a way, it is interesting to note that nine respondents from the same region hold a divergent view on the same matter. In the view of one of the principals, though the colleges would have preferred to manage themselves, it is not out of place in its strict sense to be supervised by a another institution. In her words, she posited that;

"It is a common practice in the education sector especially tertiary for one institution to supervise another's activities until when the supervised institution is ready to manage itself. It is my hope however, that, this process will not be long so the colleges can wean themselves and manage their own activities like any of the tertiary institutions"

Principal College 5
6.3.4 Financing

Funding reforms have been widespread across countries, either with system-level funding changes, targeted institution-level funding to different education levels, or funding approaches focused on students (such as grants or different student aid mechanisms). The table below presents how funding and related matters in the colleges have been after their elevation to tertiary institutions. The responses are from only the accountants in the eight colleges used in the study.

As indicated earlier, reforms especially in Africa's HIEs are mostly in response to the declining financial support by the state. So the first question from the above table was if government's support to the colleges after their elevation has reduced. In responding to the question, seven out of the eight accountants contacted in the study responded in the affirmative. Representing the majority; they indicated the decline in government's support to the colleges especially after their elevation in agreement with the academic board members position on the same case. One of the accountant in throwing more light on the issue had this to say;

"We have to find various ways internally and externally to raise funds to augment the support we receive from government. Sometimes we have to call and on our former students and the mission that established this college for financial and infrastructure support"

Accountant College 5

Another accountant also was of the view that, they had to look for between twenty to thirty percent extra funds to add to what they receive from government before they can run the institution effectively. He submitted that;

"In order to run the school effectively we have to raise extra amount of about twenty to thirty percent of the amount we receive from government mostly internally through the Parent Teacher Association(PTA)"

Accountant College 1

In a further explanation, one of the accountants indicated how their finances have reduced and the need to improvise to bridge the about thirty percent reduction gap. He revealed that, the college resorts to other means aside falling on their past students to assist their alma mater.
"We have to rent our campus to other institutions and churches when we are on vacation to support our activities. We also appeal to former students of the college to come to our aid sometimes. All these help in reducing the gap created as a result of the state's declining financial support to the college especially after the elevation"

Accountant College 8

The above statement from one of the accountants is consistent with the findings from IIEP, (2014) study in Asia which indicated that, educational reforms in Africa are mostly as a result of financial rationale. Another accountant supported these assertions by indicating how they (colleges) to find ways to fill the financial gap as a result of decline in government's support.

"In order to be able to run the school, we have to find new ways to increase the internally generated funds to support what we receive from the government since it keeps decreasing and sometimes takes time to come"

Accountant College 7

Again, when asked if the colleges have become more accountable to state institutions as result of the autonomy, all the respondents answered in the affirmative. It was however, interesting to note that after the elevation of the colleges to a tertiary level, their budgets and pay rolls are still coordinated and controlled by NCTE and GES respectively as all of them responded positively to the question as to whether these state institutions continue to perform these roles after their elevation. Though it is a way to ensure check and balance, this seem to be a worry to the colleges especially the accountants. This picture was painted by one of them as he suggested that;

"Though in its right sense, it is good to ensure accountability in the management of our finances, it is quite disturbing to be working with these two separate institutions on the same issue(finance. It is duplication of work mostly"

Accountant College 4

These findings suggest that in general, the colleges inability to evaluate their curriculum without the approval of the Ghana Education seem to be more worrying to them compared to research in the colleges of education. Again, the continuous assessment of teacher trainees by the UCC seem to be a worry to the colleges compared to the methods of teaching in the
colleges. This stem from the fact that, in the view of the respondents, assessing students should be the role of the colleges and not another institution.

6.4 Challenges Colleges Face in Consolidating Their New Status as Tertiary Education Institutions

This section presents the interpretation of data related to the last research question for the study; challenges colleges face in consolidating their new status as tertiary. Selected challenges such as governance and resources are addressed under this section. The section presents data from the different categories of respondents involved in the study as the challenges cut across all aspects of the colleges' existence.

6.4.1 Governance Challenges in Colleges of Education

The Organization for Economic Cooperation and Development (OECD), 2015 defined governance as the institutions and dynamics through which policy is defined and priorities determined. The governance process in tertiary education institutions should therefore help strengthen the autonomy of the institutions concerned and ensure efficiency, accountability and effectiveness. The data on governance processes and challenges in the Colleges of Education are explained in this section.

The challenges under this section covers programs and schedule assessment designers, statutes the colleges need to legally back their activities and recruitment process in the colleges.

The researcher sought to find out from principals and academic board members on whether program design and assessment schedules still remain the sole responsibility of NCTE and Tertiary Education Division of the Ghana Education. The majority of the respondents, (twenty-six) are of the view that nothing has changed and that the old arrangement is still in operation even after the elevation of their status though nineteen principals and academic board members dissented to the earlier views expressed by the majority and the rest were uncertain about same.
Table 6 Program and assessment schedules designers unchanged Compared

<table>
<thead>
<tr>
<th>Question</th>
<th>Strongly A.</th>
<th>Agree</th>
<th>Uncertain</th>
<th>Disagree</th>
<th>Strongly D.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Programme Designers unchanged</td>
<td><strong>Brong Ahafo</strong></td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>10</td>
<td>24</td>
<td>2</td>
<td>10</td>
<td>2</td>
</tr>
<tr>
<td>Ashanti</td>
<td>8</td>
<td>10</td>
<td>4</td>
<td>18</td>
<td>8</td>
</tr>
</tbody>
</table>

The above table compares the responses from the two regions from where the study was conducted. Whilst the majority of the principals and academic board members, (thirty-four, from the Brong Ahafo) region believe that there hasn't been any change in respect of who designs programs and assessment schedules, their colleagues in the Ashanti believe otherwise, with twenty-six discounting the earlier claims by respondents from the Brong Ahafo region.

Another issue the study sought to find out was the development of instruments to foster effective governance and management of the colleges. The responses from Administrators/Human Resources or Registrars when asked if the colleges have clearly defined statutes after the elevation of their status painted a disturbing picture. From the responses, six out of the total eight being the majority indicated that there are yet to be clearly defined statutes for the colleges whilst the rest disagreed or was uncertain that the colleges are yet to develop such clear statutes. This according to an administrator of one of the colleges, makes decision taking difficult.

"You can't just wake up and decide to do one thing or the other. There must be something legally backing every action you take. But unfortunately, we are yet to get well defined statutes assigning roles and responsibilities to officers of the college. This makes decision taking and running of the institution more challenging"

Administrator College 5

The transition of Colleges of Education from post-secondary non-tertiary institutions to tertiary institutions has been long and arduous. The process which was started in 2008 seems not to be completed soon. It is not clear how long the process will take. The picture is well painted by a principal of one of the colleges. The principal seems not to know the position of the colleges and retorted as follows;
"We are neither firmly entrenched as tertiary institutions nor are we still regarded as post-secondary non-tertiary institutions. We are between the two. Even though we have been placed under the National Council for Tertiary Education for about four years, the payroll of the staff of the Colleges and promotions are still being supervised by the Ghana Education Service".

Principal of College 3

Administrators/Human resource Managers/ Registrars were about who issues their appointment letters as well as handles their remunerations. The aim was to find out if the former arrangement concerning these still existed. It was realized that most of the administrators argued that; appointment letters are still being issued by the government through the Ghana Education Service whilst few believe that, both the government and the colleges issue the appointment letters to their workers. When asked who determines the remuneration of staff of the colleges, the majority of the administrators, (seven), indicated that, it is still being handled by the government and its agencies though one of them believes that, it is handled by the colleges themselves.

One of the administrators indicated that, the colleges are now taking part of the recruitment process especially auxiliary staff. She indicated that;

"The colleges have been given the mandate to recruit qualified staff per the requirements of the NCTE and qualified applicants list submitted to the central government through its agencies for approval".

Administrator College 1

6.4.2 Material and Human Resource Challenges in Colleges of Education

Adequate equipment and infrastructure as well as updated human resources are necessary tools for the provision of quality tertiary education. However, some stakeholders in the education sector have raised concerns in regards to the capacity of the personnel of the Colleges of Education to manage tertiary education institutions as well as inadequate infrastructure for the smooth running of the institutions.

The data below is the responses received from eight (8) Administrators/Human Resource Managers/Registrars of the various colleges contacted for this study on issues related to resources of the colleges. This section provides and interprets data from colleges'
administrators on human and material resource challenges the colleges face as they transit to tertiary institutions.

This section describes how the process of becoming a staff of the college has been formerly and now. When asked how improved the process of becoming a teacher in the colleges after the elevation has been, interestingly, it was revealed that; although the process (involvement of the colleges and the Ghana Education Service in selecting staff) remains the same, there has been an improvement on how teachers are recruited. However, it was realised that half of the respondents do not see an improvement or otherwise of the recruitment process for the non-teaching staff though the same number of respondents believe that the process has been improved upon.

The regional comparison did not reveal anything different only to confirm the earlier assertion that, though the established procedure for recruiting teachers of the colleges remains the same, the requirements have improved tremendously. Recruitment, according to one of the administrators of the colleges for both teachers and auxiliary staff, has improved after the upgrade of the colleges to tertiary level. She minced no words when she indicated that;

"Now we are to strictly abide by the standard of the NCTE of recruiting master degree holders from the onset. The colleges through its councils are also allowed to recruit auxiliary staff".

Administrator College 2

The study also sought the views of the colleges' human resources managers about the number of their teaching staff possessing masters degree. It was revealed that seven from the eight colleges have eighty to ninety percent of their teaching staff possessing the required certificate set by the NCTE for teachers of Colleges of Education. This means that the said percentage of teachers have masters degrees in various field. The compared results from the two regions did not produce any significant difference as all respondents from Brong Ahafo revealed that between ninety to hundred percent of their teachers meet the NCTE requirement as compared to the Ashanti region's seven respondents.

The responses received from the respondents from both regions when asked if the recruitment of staff is outside the remit of the Colleges of Education, the majority, (five) registrars indicated that, the recruitment is not outside the remit of the colleges and that the colleges are
involved in the selection process of staff though over three of them were not sure of the involvement or otherwise of the colleges in the staff selection process.

It was however, interesting to note that five and two of the registrars from the Brong Ahafo and Ashanti regions respectively were not sure of whether the colleges were actively involved in the selection process when data was compared on regional basis.

Again, the researcher sought to assess the infrastructure situation in the colleges years after their elevation. From the responses not much has changed. The situation as described earlier still persists as the majority of the registrars of the colleges, (seven) agreed and in strong terms that, though there have been some upgrade, the current infrastructure in the colleges are inadequate and needs an upgrade to match its current status as tertiary institutions.

The evidence from this study suggests that, though all the identified challenges are a worry to the colleges, the inability to have a clearly defined statutes comparatively seems more disturbing. This the respondents indicated makes decision taking difficult as they may have legal implications.

6.5 Conclusion

This chapter is concluded with a presentation of table that summarizes the analyzed data. It is a comparative table of the two regions used in the study and presents what seems to be the positions taken by the colleges in each of the regions on key issues considered in the study.

6.5.1 Comparison of Key Research Findings

In this section, a comparison of the degree of autonomy in the Colleges of Education in the two regions where the study was carried out is assessed. The comparison is done in a tabular form and follows the same sequence as the research questions. The unit of comparison in this study is the degree of autonomy in the Colleges of Education and the level of comparison were the (Brong Ahafo and Ashanti regions) where the study was conducted. This is done by taking into account the time frame before and after the elevation of the colleges' status. This will help achieve the aim of the study since it will help understand the changes that have taken place if any after their elevation from post-secondary status to tertiary level.
The above table gives a pictorial summary of the key findings of the research. The key findings are based on the research questions and follow the same sequence. The subsequent section discusses the findings. The discussions will also be supported by written submissions made by the key respondents in the study. The aim is to add more flesh and meaning to the findings in the study.

6.6 Discussion

This section sheds more light on the analyzed data relative to theoretical constructs and reviewed literature whiles taking note of the research questions devised for the study. The aim is to make meanings out of the analyzed data through interpretation -highlighting areas of strengths and anomalies if any- and state the implications of such meanings to serve as a springboard for a good conclusion. As indicated earlier, different college officials responded to different questions which are related to their offices and responsibilities. This, therefore, means the number of respondents in each case will not be the same. The Principals in all the...
colleges responded to policy related issues together with their five academic board members. Each responded to questions related to academic matters. Accountants and Registrars in each college answered questions on financial and administration matters respectively.

The first research question sought to find the reason(s) behind the elevation of the colleges to tertiary institutions. Several writers including Martin Carnoy (1999), Karsen (2000), Hans N. Weiler (1990), Jon Lauglo and Martin Mclean have written extensively in the area of rationale for educational policies. Though they analyzed educational policies from different angles, and gave somewhat different reasons why educational policy makers take certain positions, the study summed up the rationales into three (Political, Economic and Innovation). This is because all their positions seem to be on the same line of argument. Aside the political rationale which was not explicit in the Carnoy's reform theory, all the other rationales by the writers collaborate with one another. Each of the three rationales used in the study is discussed below.

According to the GMR (2015), local participation and decentralization are key ways to improve educational governance. And that promoting local participation and making schools responsive to the needs of students, parents and communities, though challenging especially for poor households with limited time for such engagements, must be encouraged. In poorer countries with weak capacity, decentralization and school autonomy have been found to have their detrimental impact on the performance of students and educational system (GMR, 2015). The political rationale is used in the study to mean the redistribution of power, in this case from the central to the local authority. As opined by Weiler (1990), it involves the redistribution of authority from central to local levels. According to him, this normally occurs through legislative action or allocation of resources. The study sought to find out if the elevation of the colleges was political: thus, was it to make decision taking easier, and transfer power from the central to the local bodies, involve the community especially where the colleges are located in the running of the schools or to ensure community ownership?

The study revealed that whilst colleges in the Brong Ahafo region do not believe that, the elevation of the colleges' status is as a result of political reasoning, their colleagues in the Ashanti region held a different view. The majority of the respondents in Ashanti region believe that, there is political reasoning in the elevation of the colleges' status. The differences in the responses might have been as a results some of these factors though not limited to them. Firstly, it might be as a result of the degree of power the colleges involved expected to have
after the elevation compared to what they are enjoying now. Secondly, there seem to be the same kind of decision making process, that is, the state still has a major stake in terms of decision making process. This might also be as a result of the colleges being in transition period.

According to Karlsen (2000), policy makers have the belief that, redistributing power from the central to the local levels is salutary for achieving rationalization and efficiency. To the writer, this is made possible through a more market approach where commercialization and privatization in the field of education are practiced. The economic rationale in this respect, is used to mean policies that ensure efficiency and competiveness in the educational system. It aims at ensuring quality education delivery. This thinking, according to Carnoy (1999), is linked with the human capital theory which views investment in education as the surest way of improving economic viability of individuals and states at large. Key to the competitive education reforms according to the writer involves decentralization/autonomy (where local bodies are given greater decision making power), centralized standards, and improved and efficient management of educational resources. To achieve this, respondents were asked if they believe that the elevation of the Colleges' status was economic; thus, has it led to rationalization, reduced government's support and also increased student intake in the colleges? It was interesting to note that all the colleges in the two regions responded in the affirmative to these questions.

That is, the colleges believe that, one of the reasons why their status was elevated was economic. That is, government is increasingly cutting its spending on HEIs. This means colleges are to make efficient use of resources provided them and seek more from elsewhere to augment government's effort. This is supported by Weiler (1990) when he indicated that, decentralization is used as a strategy to obtain more efficiency in the educational sector. He assumed that giving a local authority more autonomy will help mobilize local resources and use the available resources in a more efficient way. Jon Lauglo and Martin McLean, in shedding more light on the above opined in their book The Control of Education (1985), that administration in a centralized system is "unnecessary", "extensive", "elaborate", and "slow working". From this perspective, granting institutions of higher learning more autonomy is a strategy to avoid these effects.

Decentralization or granting school autonomy has been argued to be an effective governance strategy for achieving rationalization and efficiency. The argument here is that, schools
should be more like the market system and that independence and local autonomy give schools the same opportunity as other businesses to compete in the marketplace (Karlsen, 1999). Whilst public funding for education was on the increase in the 1960s and the early parts of the 1970s, the oil and economic crises led to budget cuts on public spending especially at the tertiary level. From this perspective, the decentralization of authority to the local level or giving institutions autonomy has become an important strategy for making schools more accountable and efficient (Ibid). Decentralization from this perspective is understood in a more market-oriented way.

According to Karlsen (2000), it is believed that autonomy promotes innovation and school-based development. The assumption here is that, decisions will be more readily accepted and abided by if the people are directly responsible for making those decisions. As part of the first research question, this also sought to find out from respondents if the autonomy given by the state to colleges was to make them innovative in the running of the institutions. In explaining their ideological rationale behind the redistribution of power from the central to local levels, Lauglo and Mclean posited that, human beings as "responsible". From this perspective, decentralization on the individual level, according to them, creates conditions promoting activity and responsibility.

The above was confirmed by respondents as they indicated that the elevation has helped them in finding innovative ways, for instance, bridging the financial gap as government spending after their elevation to tertiary has reduced. They also have to be creative and innovative in making the colleges attractive to prospective student teachers. The view of the respondents have been collaborated by some writers. They argue that giving much power to schools is perceived to be a necessary condition for school-based development. It is believed that giving institutions autonomy promotes innovation and school-based development. Giving power to local authorities provides more room for local variance and relevance and, it helps to create more motivated students and a better culture of learning (Weiler, 1990).

There has been a drive to make content more relevant to the contemporary needs of individuals, communities and societies. However, it has been revealed that, in most cases teachers are not involved in the process, leaving them disempowered and thus, they lack understanding of the reforms' intentions (GMR, 2015). Like many developing countries, Ghana's curricular is a centralized one. That is, institutions on their own cannot alter any part
of the curriculum without approval from recognized state institutions. Recent curricular reforms in many countries have been introduced to reflect changing market orientation. This assertion is re-emphasized by UNESCO in their 2015 GRM when they indicated that, growing pressure to improve economic competitiveness has led to governments reforming curricula in increasingly similar ways, often with less focus on content knowledge and more on competencies.

When asked if the curriculum of the colleges can be evaluated, the majority of the respondents in both regions indicated that, they lack the power to do that. This was re-emphasized by one of the principals of the colleges. He indicated in response to the question that they have no such powers to make even a change to the curriculum on their own.

This does not only indicate how centralized the educational system is but also gives a hint on the extent of power the colleges possess in such matters. One can argue that, it is still in the transition period and as such may lack the resources to do that. But how long will the process be? Will the colleges be given all these powers after the transition period is over or will they get all the necessary resources adequate for embarking on these? Can't the process be gradual? These are issues that need serious attention if the state and colleges themselves are to make any meaningful outcome from the elevation of the colleges.

A study by OECD also indicated that, schools with more autonomy to make decisions on curriculum and instruction had better performance in the Programme for International Student Assessment (PISA) than those that did not. (OECD, 2013). In a research conducted by IIEP in 2014 in five different countries in Asia, it was revealed that, despite major differences in the political systems, economic policies, and traditions of the higher education systems, there are common elements in their reforms. These reforms relate to the system's expansion, privatization, and marketization; the revision of curricula and content; the enhancement of research capacity in a selected number of HEIs (under excellence initiatives); and the establishment of stronger links with business and industry at national and local levels (IIEP, 2014). The question then is, should the curriculum of Colleges of Education be left solely in the hands of the colleges because they have been granted autonomy? What extent should the colleges and government be involved in developing curriculum without any of them feeling sidelined?
The study also sought to assess some of the academic reforms that have taken place in the colleges if any after their elevation to tertiary status. Some of the questions on the reforms bothered on teaching methods, examination and assessment and research. Respondents in the Brong Ahafo region indicated that; though their status has changed, their teaching methods still remain the same though their colleagues in the Ashanti Region think otherwise.

Examination, assessment and certification of student teachers have always been the responsibility of the Institute of Education since 1957. The study sought for the views of respondents on this arrangement. Though the colleges all admit that, the arrangement has not changed, they raised concerns about its effectiveness. One of such respondents indicated the frustration they encounter as there is always miscommunication as to what to be covered in the curriculum and what students are examined on.

The teachers of the colleges may not see relief now as the Acts establishing the colleges as tertiary still maintained the arrangement. The Act 847 provides that, Colleges of Education are to “offer programs for the award of diplomas and other certificates through affiliation with other chartered institutions accredited by the National Accreditations Board” (Government of Ghana, 2012; Newman, 2013). This may be to ensure uniformity and standardization across board. But if this arrangement is to be continued and or maintained, some of the key issues raised by the stakeholders must be addressed. And one may ask, if the core duties of HEIs like examinations are being managed by another institution, then how autonomous are the colleges?

On research, section (4)(d) of the Colleges of Education's Act stipulates that a college of education shall ensure that basic research and action research form an integral part of teacher education to provide quality teaching and learning in the classroom (Government of Ghana, 2012). Notwithstanding this provision, the culture of research and publication of research outcomes is nearly non-existent in the Colleges of Education. The paucity of research capacity in Colleges of Education might be as a result of the fact that; when the colleges operated as non-tertiary institutions, their main focus was teaching and learning; thus, the teaching staff of the colleges were not required to undertake research and publish their research results as part of the requirements of tenure or promotion (Newman, 2013). In this regard, it would be difficult for the present cohort of teachers of colleges of education to supervise the production of quality research outputs amongst their students or make research culture in the institutions.
However, the study revealed that, this trend may be changing not only because of the status change but also because of the awareness of staff about this provision. Again, the continuous upgrade of most of the teachers to meet the NCTE requirement of possessing at least a masters degree is envisage to shape research in the colleges.

The objective of affiliation in Ghana tertiary education system is to ensure the attainment and maintenance of high standards for the promotion of academic quality (National Accreditation Board, 2010; Newman, 2013). The relationship is for the mentoring institution (University of Cape Coast through the Institute of Education) to provide academic support and supervision to the mentored institution and certify the graduates of the institution being mentored (Ibid). The study sought among other things the views of respondents on the issue of the colleges' affiliation to and supervision by the University of Cape Coast and if that perhaps will curtail their freedom and independence in a way. The majority of the respondents in large numbers especially from the colleges in Brong Ahafo indicated that, it is a worry to them.

Supervision and affiliation in tertiary education system is not a new phenomenon. It ensures that institutions meet set standards to promote quality of education. However, if the key stakeholders in the colleges are not involved in most of the decisions that are taken, they will have debilitating consequence on the expected performance of the colleges. The Colleges of Education Act, 2012, provides that the development of academic policies, regulation of courses, development of academic standards, the conduct of examinations and award of diplomas should be undertaken in consultation with an affiliated institution. In fact, the Act, 847 stresses that Colleges of Education are to "offer programs for the award of diplomas and other certificates through affiliation with other chartered institutions accredited by the National Accreditations Board" (Government of Ghana, 2012).

The study also engaged respondents on financial matters. The aim was to find out if financing in the colleges has seen changes after their elevation to tertiary. The questions under the financial sector bothered on the government expenditure on the colleges and how accountable the colleges have become after their elevation. In all these cases, the responses from all the colleges were in the same line. They did not only indicate how accountable the colleges have become but also showed a reduction in government expenditure.

Recently, the government abolished the payment of stipends to teacher trainees with the explanation that; tertiary students are not paid allowance but rather are given students loans to
be repaid later when they are employed after school. The rate of the dwindling government support to colleges ranges from ten to twenty-five percent according to the college accountants. One recounted the measures they have to put in place to raise additional income to support the running of the colleges.

The above seems to be in agreement of IIEP's (2014) position when they indicated that, due to the economic crisis, many countries have made efforts to improve efficiency in education investment. Ghana is facing economic challenges and as a result has engaged the International Monetary Fund (IMF) for economic restructuring and this seems to have impacted on the education sector as well.

Higher education reforms in most African countries occurred mostly in response to a decline in the public financing of higher education. Many of the reforms centre on the idea of cost-recovery measures. Examples of cost-recovery measures initiated and implemented in several African HEIs include; reductions in or cancellation of student subsidies, the admission of private students (fee paying) to higher Education Institutions, and parallel courses and programs of study. At the system level, due to the economic crisis, many countries have made efforts to improve efficiency in education investment. At the student level, many countries, have introduced grants and financial support for students in form of a loans to be paid later or bursary (IIEP, 2014).

The study also touched on the challenges the colleges are facing which may impede the realization of their new status as tertiary institutions.

Governance of higher education refers to the policies and processes by which tertiary education institutions are regulated and managed. Balderston, (1995) states that governance is the distribution of authority and functions among the units within a larger entity, the modes of communication and control among them, and the conduct of relationships between the entity and the surrounding environment. As newly promoted institutions, it is expected that, some challenges in relation to governance may be unavoidable. As a result, the study sought from respondents the challenges being faced in the area of governance. The issues covered under challenges of governance included the programs and assessment schedule designers of the colleges, whether the colleges have clearly defined statutes and who issue appointment letters and determine promotion of colleges' staff.
Before the upgrading of Colleges of Education, the Teacher Education Division of the Ministry of Education and the Institute of Education were responsible for designing academic programs for the institutions. Thus, the development of curricula, course outlines and assessment schedules were the responsibilities of the two bodies. The study sought to find out if the arrangement has changed after the elevation. The study revealed that the practice is still in place. This revelation is supported by what the Colleges of Education Act, (Act 847) proffers. It indicates that after the elevation, the National Council for Tertiary Education will assume the responsibilities of the Teacher Education Division and thus, collaborate with the Institute of Education to facilitate the development of curricula, design programs and assessment schedule for the Colleges (Newman, 2013).

Another issue under governance that was considered was the development of instruments to foster effective governance and management of the colleges. The study revealed that, the colleges are yet to develop clearly defined status, scheme of service and conditions of service since their status upgrade to tertiary in 2008. Indeed, since the elevation of the colleges to tertiary status in 2008, the institutions have been operating without clearly defined statutes, scheme of service and conditions of service. Thus, even though Colleges of Education have been elevated to tertiary status, they are still operating with the conditions and scheme of service of the Ghana Education Service. This might be one of the key reasons why there have been rampant strikes by the staff of the colleges. In a recent strike staged by their mother association, the Colleges of Education Teachers Association of Ghana (CETAG), it contended that ever since the colleges were upgraded to tertiary status, "its members’ conditions of service had not been reviewed, despite several pleas to the Ministry of Education" (Daily Graphic, 2014). These issues must be addressed for effective learning to take place.

Regarding appointment and promotion of staff of the colleges, respondents gave varied responses. Whilst some believe that, the appointment and promotion of staff are handled by the government through its responsible agencies, others believe it is solely done by government. For instance, the Ghana Education Service supervises the appointment and promotion of the staff of the colleges apart from the position of principal. In the case of appointment of principals, the National Council for Tertiary Education interviews and selects the most eligible candidate for appointment as principals but appointment letters are issued by the Ghana Education Service. This might not only be the reason why there seems to be varied
responses. Some of the respondents indicated that, the colleges are to some extent involved in the process. The respondents, in this case, the colleges' administrators/registrar indicated

Though the colleges are to some extent involved in the process, the central government through its agencies still have a larger stake in the appointment and promotion of colleges' staff.

Though there are contextual differences with regards to what may possibly make educational policies fail, there is a widespread recognition that, resources play a key role in the successful implementation or otherwise of educational policies. Stakeholders in the education sector have bemoaned how inadequate the Colleges of Education are resourced. A report by NAB in 2007 described how woefully the colleges are resourced, both human and infrastructure wise. The research also discusses and sheds more light on the problem. The issues considered involved how improved the recruitment process of staff has become, whether the recruitment is outside their jurisdiction or not, how many of their staff have the NCTE requirement and finally touches on infrastructure situation in the colleges.

The study revealed that, the recruitment process in the colleges has highly improved. Though the process has not changed much, colleges are now somehow involved in the process. For teaching staff, the shortlisted candidates selected by the colleges are sent to the government agency responsible for approval. This situation persists largely because the government still pays staff of the colleges. However, on auxiliary staff, colleges are mandated to recruit them for onwards approval or otherwise by the councils of the colleges.

Again, it was revealed in the study that, unlike the previous years, the majority of the teaching staff meet the Masters degree requirement set by the NCTE for colleges teachers. New entrants must meet the basic requirement of having a master's degree before being selected for approval or otherwise. Those who were already in the system but did not meet the requirement have been given sometime to upgrade. Improved and good conditions of service have been instituted to maintain and also attract a new crop of quality staff to the colleges. There are also continuous and deliberate efforts by the colleges to update the knowledge of staff through refresher courses among others.

On infrastructure, the colleges seem to be in agreement with the published report by NAB in 2007. They lamented how woefully they are resourced infrastructure wise. They seem to
suggest that the upgrade did not come with infrastructure upgrade. There is huge infrastructure gap in the area of offices; residential accommodation, classrooms, libraries, laboratories, as well as tools and equipment. There is the urgent need for the refurbishment of old structures and development of new ones to match the current status of the colleges as tertiary. These should be provided to ensure that the colleges are able to perform their functions as expected of them.

From the discussions, it is clear that, more power is exercised from the central and as such key decisions are not taken by the colleges who are the local level. Therefore, it can be argued that, the autonomy being implemented in the Colleges of Education in Ghana is a combination of Hierarchical and Rational Goal Models as explained by the Newman's governance theory in the study. Hierarchical governance is where the state through its institution exerts direct control of policy and its implementation through bureaucrats at the local level.

The study revealed that, though there have been some improvement in terms of autonomy for the colleges, the state still controls policy development and implementation. That is, it is largely centralized and the colleges on their own cannot take certain decisions on key matters including but not limited to curriculum development and staff recruitment. The Rational model of governance though not much different from the Hierarchical in terms of power flow, has the assumption that, institutions will act rationally and ensure competition for resources among others. This perfectly describe the governance system in the newly elevated colleges. As the state continues to exercise more control, colleges are to act rationally and competitively in search of resources to augment government's support.

The current arrangement in the Colleges is oriented towards predictability, control and accountability. This according to Newman (2001), makes the state exerts direct control over policy development and implementation through bureaucratic hierarchies. Here power is distributed to the local authorities through state bureaucrats who implement policies designed from the central government.
7 CHAPTER SEVEN: CONCLUSION AND RECOMMENDATION

This chapter comprises of a reflection of all the preceding chapters, a thumbnail look at some of the pointers of the study. Recommendations for effective management of the colleges based on the study and some suggestions for future research based on the study are also made here. The study, as a whole, has sought to examine the degree of autonomy in the Colleges of Education in Ghana before and after their elevation from post secondary to tertiary.

7.1 Key Findings

The raise in status of Teacher Training Institutions to Colleges of Education to enhance the training of teachers presage well for the education sector in Ghana. Indeed, the preparation of highly skilled teachers is crucial for guaranteeing quality outcomes in basic education. This is because educational policies, however well-intentioned, and official curricula, however well crafted, cannot succeed without the teacher, whose professional management of the teaching-learning process ensures that education really takes place. It is not just any teacher that can make education happen. It has to be an effective teacher. An effective teacher is not just born; they are made over time through training and experience.

The foregoing analysis have shown that though there have been some positive changes in the colleges, there seem not to be the desired changed in the area of autonomy and there are various challenges militating against the smooth evolution of Colleges of Education as tertiary education institutions which include but not limited to governance and resources.

It was revealed in the study that, governance reform and increased autonomy introduced in the colleges have not fully achieved the intended objectives. This is assumed to be so partly because of what seem to be the lucidity and inconsistency in the guidelines given from the central government to the colleges. There were also instances of unsureness and ambiguity regarding guidelines and roles of state agencies and the colleges emanating from the Colleges of Education Act, 2012. The colleges believe that increased autonomy is a good policy. The study also showed that the elevation of the colleges to tertiary is a combination of rationales; political, economic and innovation though comparatively, the economic rationale is more evident. An implication of this is the possibility that, there seems to be less or same power being enjoyed by the colleges even after their elevation and a reduction of government spending.
The study as well revealed that autonomy helps to reduce workload at the national level, giving national decision-makers more time to work on strategies for educational development at the macro level. Increased autonomy provides institutional decision-makers with more flexibility, power, and freedom to operate their institutions. However, certain key academic activities such as schedule and program design, examination, assessment and certification of student teachers were outside the realms of the colleges and being handled by some state institutions.

Again, it was revealed that increased autonomy has positive effects on the restructuring of governance and management, curriculum development, human resource management, financial arrangement and management, decision-making procedures, resource allocation and management, student recruitment and assessment, and staff management and evaluation though respondents were of the view that, the colleges lack the mandate to undertake same on their own. The study however, showed that, there are yet to be clearly defined statutes for the colleges.

Increased autonomy is also associated with increased accountability measures. The study showed that government demanded stronger accountability from the institutional decision-makers of both senior and middle management and even academic staff. The study, however, showed that colleges do not believe that; the elevation has yet achieved its intended objectives, although the direction of change as a result of the reform is appreciated. It was revealed in the study that government financial support to the colleges after the elevation has reduced. This has also caused the colleges to introduced innovative ways of raising internal funds to fill the financial gap.

Additionally, it was refreshing to have realized in the study that; the majority of the staff of the colleges meet the NCTE requirements. Those who were employed before the elevation of the colleges but lack the requirements are being given the opportunity to upgrade to at least meet the standard or minimum requirements. There are also refresher courses and programs organized by the colleges for both the teaching and auxiliary staff to abreast themselves with the intricacies and complexities the new status of the colleges come with, for effective management.
7.2 Conclusion

Research indicates that, education quality improves when teachers are supported. Key to this is how teachers are trained, for an education system is only as good as its teachers. This statement suggests how important teacher training institutions are in every country. For this reason, national educational system are not static, they keep changing in response to national development plans. One of such transformation was the focus of the study, autonomy in the Colleges of Education, where Ghanaian basic school teachers receive their training. The study concludes with the following observations.

Generally, though the colleges have witnessed some positive changes in relation to governance, management and structure after their elevation, there seems to be less impact generally on the colleges. Policies concerning key academic work are still centrally planned with the colleges playing little or no role. Even after their elevation, colleges on their own cannot alter the curriculum. Teacher trainees in the colleges are still examined and certified by the Institute of Education years after the colleges have been elevated to tertiary. This does not bode well for the colleges as there is miscommunication about the topics to be covered between the colleges and the institutions in charge of the examination which affect students output. A possible explanation for this might be that, there seem to be a quasi or progressive elevation of the colleges' status and as such colleges are limited in the performance of certain responsibilities.

The raise in status of the colleges was revealed to have increased innovation to raise more funds as government spending on HIEs is increasingly reducing. What this means is, if the colleges are well supported and given more power to handle certain key academic decisions, they are likely to make a positive impact. For instance, they can revise the curriculum that will meet the needs of the student body and society at large. This result may also be explained by the fact that, since it has been suggested earlier that, the elevation seem more economically intended, it was a way the state was sharing the cost of education.

Again, the elevation seems to be grounded on the attempt to maximize outputs and is characterized by managerial, rather than bureaucratic, power and a dispersal of authority and agencies. Despite the apparent increase in autonomy of the colleges, the governance system in the colleges reflects a centralized approach with goals and targets cascading from the state.
This makes the colleges left out in key matters that will affect them. It is said, it is only when people are part of decisions that they are likely to ensure their well execution. As such key decisions taking must not only involve the colleges but also their implementation to ensure their realization. This may partly be explained by the fact that, the intention of the state in elevating the colleges status seem not necessarily to give them powers like other tertiary institutions but rather share the cost educating the teacher trainees with other stakeholders.

Finally, it was heart warming to have been revealed that, most of the teachers meet the NCTE requirement of a masters degree. What this implies is that, now that basic research has been made part of the colleges' curriculum, publications are not only likely to improve on the part of the teachers but also the teaching of research in the colleges as well. Teacher trainees as part of the fulfilment to be awarded their diplomas will be required to submit a research which will improve their reflective thinking as teachers.

Taken together, these results suggest that, though there is the general recognition and acceptance of the importance in granting autonomy to the colleges, there seem to suggest that, the intention was not necessarily to grant the colleges same or equal powers like other tertiary institutions. The findings of this study also suggest that, colleges though do not have much power as they expected, are in way or the other involved in the recruitment of staff. In general, the current data seems to suggest that, the elevation of the colleges to tertiary status is a quasi type. That is, the state in attempt to share the cost of educating the teachers elevated their status to tertiary for instance to avoid the payment of monthly stipends to trainees.

The core mandate or role of educational institutions of higher learning among others are to review and evaluate their curriculum, assess and certify their students these the colleges lack the power or autonomy to do. This lack of power to perform such roles is consistent with the opinion that, the elevation was more economical; thus, the idea behind the elevation was reduce government spending rather than redistributing power from the central to the local where the colleges are situated.
7.3 Recommendation

There might be the need to reconsider the degree of autonomy the Colleges of Education enjoy if the objectives behind the elevation are to be realized fully. That is, the colleges must be supported with the needed resources both human and material as they consolidate their new status as tertiary institutions and focus on their core mandate of initial teacher preparation for the basic schools. This means that persons with the requisite qualification as set by the NCTE be assigned roles and responsibilities in governing the institutions as they transit from non-tertiary to tertiary institutions. Additionally, the senior management and teaching staff of the colleges should be equipped continuously with skills training required for managing tertiary education institutions. The National Council for Tertiary Education especially should assist in building the capacity of the governing councils of the colleges to enhance the knowledge of the members in governing tertiary institutions.

The provision of section 19 of the Colleges of Education Act, 2012, which stipulates that statutes enacted by governing councils of colleges is subject to the approval of the Minister of Education, would undermine the autonomy of the institutions and delay the implementation of decisions of the governing councils. It can also lead to political interference in the governance and management of the colleges. This will defeat the purpose for which the colleges were elevated and as such must be looked at.

Other pertinent issues that must be addressed to enable the colleges discharge their core functions effectively are with regards to the poor state of infrastructure. Thus, it is recommended that the Government of Ghana upgrade and bridge the infrastructure gap in the colleges to enhance quality initial teacher trainee preparation.

The elevation of TTIs to Colleges of Education is a well intended policy for the education system in Ghana if well managed. Therefore, key stakeholders (Ghana Education Service, National Council for Tertiary Education and the Ministry of Education) implementing this policy should expedite action on the finalization of the transition of Teacher Training Colleges to Colleges of Education to foster the preparation of quality teachers for the pre-tertiary sector and remove ambiguities regarding the current status of the colleges. Also, the transition of the colleges from post-secondary to tertiary has been long and arduous. The process which started in 2008 seems not be completed soon. The impediments to the transition process must be addressed and timely.
The decision to strengthen the Colleges of Education in order to diversify tertiary education in Ghana cannot be overemphasized. Due to the poor performance of pupils in basic schools, the elevation and change of governance structures in the colleges will go a long way to improve the current situation. This calls for the strengthening of Colleges of Education through the provision of financial support; to enable the institutions acquire the requisite human and material resources to foster the positioning of Colleges of Education as attractive options in tertiary education and offer attractive alternative pathways to tertiary education for secondary school leavers.

### 7.4 Suggestions for Further Research

The study ends by providing a rostrum for the undertaking research in dimensions of governance and policy in the Colleges of Education in Ghana. The following suggestions in the form of questions are worth considering:

1. To what extent has the elevation of the colleges to tertiary made them attractive?

2. What has been the financial position of the colleges after the elevation of the colleges from post-secondary to tertiary institutions?

3. To what extent is the College of Education Act, 2012 helping the institution to achieve and maintain autonomy?

4. What have been the effects of the scrapping of teacher trainee allowance on the trainees?
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APPENDIXES

APPENDIX A: QUESTIONNAIRE FOR PRINCIPALS/VICE PRINCIPALS IN THE COLLEGES OF EDUCATION

QUESTIONNAIRE

The researcher who is pursuing a Masters of Philosophy programme in Comparative and International Education at the University of Oslo, Norway is currently working on a thesis. The thesis, which is on the topic, "The Degree of Autonomy in Colleges of Education in Ghana: A Comparative Study of Before and After their Elevation to Tertiary Status" generally aims to find out from respondents how autonomous Colleges of Education have become in Ghana after their elevation to tertiary institutions. Specifically, the research will find out the rationale(s) assigned for the elevation of Colleges status to tertiary, the extent to which colleges are independent in deciding on academic matters and finally the challenges Colleges of Education face in consolidating their new status as tertiary institutions.

The study which is purely for academic purpose, randomly sampled this College as part of the study and will rely on the core staff of the College in responding to questions asked in this study. By assisting in this study, you will be making an important contribution to the future of teacher education and, ultimately, the future of teaching and learning. The researcher would therefore be grateful if respondents candidly respond to the questions ask in the study. Confidentiality and anonymity of responses and respondents' personal information will be highly guaranteed and protected in this study therefore respondents are encouraged to freely express their opinion.

The questionnaire which is in three sections; Academic autonomy for college Principals and academic board members, Organizational autonomy for Registrars/Human Resource Managers and financial autonomy for College Accountants are mostly close ended questions. Respondents will be asked to select either a YES or NO answer for such questions. Whenever respondents are being asked to indicate their level of agreement or disagreement to a statement in this study, they are only required to indicate whether they: Strongly Agree (SA), Agree (A), Undecided (U), Disagree (D) or Strongly Disagree (SD). Few of the questions
are open ended where respondents will be asked to express their own views about certain matters in short writing.

*Please follow strictly the instructions given under each section in this questionnaire and thank you for participating in the study.*

**SECTION 1: ACADEMIC AUTONOMY FOR PRINCIPALS AND ACADEMIC BOARD MEMBERS.**

*(Please circle the appropriate response attached to each question)*

*(Please Questions 1-17 are for Principals/Vice only)*

1. Who do you think initiated the status change of Colleges?
   - A. Government
   - B. Colleges
   - C. Think Tanks
   - D. International Organizations
   - E. Other (Specify)........................................................................................................................................

2. How will you describe the process that led to the elevation?
   - A. Bottom-up approach
   - B. Top-down approach
   - C. Combination of both approaches
   - D. None of the above
   - E. Other (Please Specify)..............................................................................................................................

3. Which among these do you think led to the elevation of Colleges status to tertiary?
   *(Please select as many as applicable)*
   
   - [ ] To ensure efficiency
   - [ ] To promote innovation
   - [ ] To promote community involvement
   - [ ] To ensure community ownership
   - [ ] To strengthen democracy by transferring power from the central to local bodies.
   - [ ] To reduce government spending on Colleges of Education.
To increase in intake of teacher trainees
To make decision taking more easier

Other (Please Specify).......................................................................................................

(4) Has your institution received accreditation from the National Accreditation Board (NAB) reflecting the College's current status?

A Yes
B No

(5) If no what do you think is causing the delay?

A. Processing challenges
B. Infrastructural challenges
C. Human resource Challenges
D. Uncertain
E. Other (Please Specify).......................................................................................................

(6) What do you think of your institution's independence (freedom to take decisions without government and stakeholders controls)?

A. Highly Sufficient
B. Sufficient
C. Not Sure
D. Insufficient
E. Highly Insufficient
F. Other (Please Specify).......................................................................................................

(7) What do you think of college's independence in taking decision within the institution after the elevation?

A. Highly Increased
B. Increased
C. Unchanged
D. Decreased
E. Highly decreased.
F. Other (Please Specify).....................................................................................................
(8) How will you describe your relationship (interactions) with the government?

A. Very good
B. Good
C. Fair
D. Poor
E. Very poor
F. Other (Please Specify)......................................................................................

(9) How will you describe your relationship (interactions) with the state educational institutions?

Very good
A. Good
B. Fair
C. Poor
D. Very poor
E. Other (Please Specify)......................................................................................

(10) How often do you involve the government through its agencies in taking academic decisions within your institution?

A. More than once a week
B. Once a week
C. 2 or 3 times a week
D. Once a month
E. A few times a year
F. Once a year
G. Less than once a year
H. Other (Please Specify)......................................................................................

(11) Which areas do you consult the government?

Please specify.............................................................................................................

(12) Which area do you consult the state educational institutions/agencies?

Please specify.............................................................................................................
(13) Does the college need a programme accreditation from the National Accreditation Board (NAB) in order to introduce new programmes?

A. Yes
B. No
C. Other (Please Specify)...........................

(14) If yes has the College received the programme accreditation from NAB?

A. Yes
B. No

(15) If no what do you think might have accounted for this?

A. Procedural challenges
B. Infrastructural challenges
C. Human resource Challenges
   Uncertain
D. Other (Please Specify)...........................

For Principal/Vice Principal and Academic Board Members

(16) Does your new status grant you the independence to evaluate the content of the curriculum without consulting the government?

A. A Yes
B. B No
C. Other (Please Specify)...........................

(17) Has there been an evaluation of the curriculum to respond after the elevation of your status?

A. A Yes
B. B No
C. Other (Please Specify)...........................

(18) Which area of the curriculum saw some changes after the evaluation if any?

Please Specify.................................................................
(19) Have/has there been an introduction of new programme(s) in the college after the elevation to tertiary status?

A. Yes
B. No
C. Please Specify............................................................................................................................

In the next set of questions, you are presented with a statement. You are being asked to indicate your level of agreement or disagreement with each statement by indicating whether you: Strongly Agree (SA), Agree (A), Undecided (U), Disagree (D), or Strongly Disagree(SD).

(Please indicate your level of agreement by circling the appropriate response)

(20) The teaching method in the college seems to have not changed after the elevation.

SA D
A SD
U

(21) Basic research teaching has been made integral of the curriculum after the elevation.

SA D
A SD
U

(22) High quality research is expected from colleges after the elevation.

SA D
A SD
U

(23) Research production by the college's teachers has not changed.
(24) The role of the Institute of Education as assessor and certifier of the products of Colleges of Education remains intact even after the elevation of your status.

(25) The teaching methods in the college have been maintained.

(26) Programmes taught in the college remain the same.

(27) Courses taught in the college are still the same.

(28) Admission requirements for prospective students have remained the same even after the elevation of the institution to tertiary institution.
(29) The monthly maintenance allowance paid to teacher trainees limited the number of students the college could admit.

(30) Enrolment in the College after the abolishment of the monthly maintenance allowance has not changed much.

(32) The College is expected to strictly abide by the admission criteria set by the NCTE and NAB.

(33) Despite the elevation to tertiary status, the College is still not attractive to most academically qualified students.

(34) The college does not have much control of the admission of teacher trainee students?
(35) Protocol list are always part of the admission process of teacher trainee students in the college.

(36) Most students in the College who are admitted based on protocol would ordinarily not have qualified for admission.

(37) Programme design and assessment schedules still remain the sole responsibility of NCTE and TED.

(38) Colleges affiliation to the University of Cape Coast through the Institute of Education for supervision and assessment of their students limits the college's status as tertiary institutions.
SECTION 5: CHALLENGES COLLEGES ARE FACING IN CONSOLIDATING THEIR NEW STATUS

Which among these pose(s) as a threat to the College in consolidating its new status as a tertiary institution? (*Please circle as many as applicable to your field*)

**Academic Challenges**

- [ ] GES' appointment of the staff of the college
- [ ] GES' promotion of staff of the college
- [ ] The preparedness of NCTE to take over the functions of the Teacher Education Division (formerly responsible for designing academic programmes for colleges)
- [ ] The Institute of Education's assessment of the products of Colleges
- [ ] The Institute of Education's certification of the products of Colleges.
- [ ] College's inability to determine the number of students to admit
- [ ] The admission entry requirements set by NAB and NCTE
- [ ] The inclusion of basic and action research as part of teacher education

SECTION 2: DEMOGRAPHIC INFORMATION

*Please kindly provide these few information about yourself. This is only for the purpose of the research.*

(1). Please select your gender

- A Male
- B Female

(2). How old are you?

- A 20-25 years
- B 30-35 years
- C 40-45 years
- D 50-55 years
- E 60+
(3) What is your position in the College?

A Principal
B Vice Principal
C Lecturer
D Registrar
E Administrator
F Accountant
G Other (Please Specify)..........................................................................................

(4) How many years have you taught or worked in the college?

A 0-5 year
B 6-10 years
C 11-20 years
D 21-30 years
E Other (Please Specify)..........................................................................................

Thank you very much for participating in this study. By this, you have made important contributions towards enhancing quality teacher education in Ghana. The findings of the study would be made available to your college for reference. The researcher would therefore be grateful if the established contact is maintained. You can reach the researcher through:

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APPENDIX B: QUESTIONNAIRE FOR COLLEGE REGISTRARS

QUESTIONNAIRE

The researcher who is pursuing a Masters of Philosophy programme in Comparative and International Education at the University of Oslo, Norway is currently working on a thesis. The thesis, which is on the topic, "The Degree of Autonomy in Colleges of Education in Ghana: A Comparative Study of Before and After their Elevation to Tertiary Status" generally aims to find out from respondents how autonomous Colleges of Education have become in Ghana after their elevation to tertiary institutions. Specifically, the research will find out the rationale(s) assigned for the elevation of Colleges status to tertiary, the extent to which colleges are independent in deciding on academic matters and finally the challenges Colleges of Education face in consolidating their new status as tertiary institutions.

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Please follow strictly the instructions given under each section in this questionnaire and thank you for participating in the study.
SECTION 2: ORGANIZATIONAL AND STAFFING POLICY FOR REGISTRAR/ HR MANAGERS.

In this set of questions, you are presented with a statement. You are being asked to indicate your level of agreement or disagreement with each statement by indicating whether you: Strongly Agree (SA), Agree (A), Undecided (U), Disagree (D), or Strongly Disagree (SD).

(Please indicate your level of agreement by circling the appropriate response)

(1) The organizational structure of the college seems to be the same even after the elevation of your status to tertiary.

SA      D

A      SD

U

(2) The recruitment processes for the teaching staff is different from the non-teaching staff

SA      D

A      SD

U

(3) What do you think of the requirement process of becoming a teacher in the college after the elevation?

A. Highly improved
B. Improved
C. Unchanged/Same
D. Worsened
E. Highly worsened
F. Other (Please Specify)............................................................................................................................
(4) What do you think of the recruitment process for the non-teaching staff of the college after the elevation?

A. Highly improved
B. Improved
C. Unchanged/Same
D. Worsened
E. Highly worsened
F. Other (Please Specify)..........................................................................................................................

(5) How will you describe the college's relationship with the state through its agencies in the recruitment process of teaching staff?

Please Explain......................................................................................................................................................
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(6) How will you describe the college's relationship with the state through its agencies in the recruitment process of non-teaching staff?

Please Explain......................................................................................................................................................
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.................................................................................................................................................................

(7) The elevation of the college's status to tertiary requires more qualified teaching and non-teaching staff to manage the complexities that come with the new status.

SA   D
A   SD
 U
(8) What certificate/degree does the NCTE prescribe for teachers of Colleges to possess?

A. Certificate  
B. Diploma  
C. Degree  
D. Masters  
E. Doctorate  
F. Other (Please Specify) .................................................................

(9) How many of your teaching staff possesses the required certificate set by the NCTE?

A. 0-10%  
B. 20-30%  
C. 40-50%  
D. 60-70%  
E. 80-90%  
F. 100%

(10) Who issues appointment letters to the staff of the college?

A. Government  
B. College  
C. Both Government and College  
D. Other (Please Specify) .................................................................

(11) Who determines the remuneration of staff of the college?

A. Government  
B. College  
C. Both Government and College  
D. Other (Please Specify) .................................................................

(12) What do you think is/are the deliberate policy (ies) to attract quality staff?

Please Specify ........................................................................................................
.............................................................................................................................
(13) What do you think is/are the deliberate policy (ies) to maintain quality staff?

Please Specify.................................................................................................................................
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(14) Colleges need to build capacity of employees in order to be more responsive to the challenges that comes with the elevation.

SA   D
A SD
U

(15) The promotion of Colleges' staff is outside the powers of the college?

SA   D
A SD
U

(16) The college is yet to develop clearly defined statutes after the elevation of colleges.

SA   D
A SD
U

(17) The College is not entirely free from government interference.

SA   D
A SD
U

(18) There is high need of managerial support systems in the College to manage the complexities of the new status.

SA   D
ASD

U

(19) There is the need for continuous capacity building programmes for staff to improve efficiency on the part of management.

SA D

A SD

U

(17) The recruitment of staff is outside the remit of the College.

SA D

A SD

U

(18) Infrastructure of Colleges needs an upgrade to match its current status.

SA D

A SD

U

SECTION 2: DEMOGRAPHIC INFORMATION

Please kindly provide these few information about yourself. This is only for the purpose of the research.

(1). Please select your gender

A Male

B Female

(2). How old are you?

A 20-25 years
B 30-35 years
C 40-45 years
D 50-55 years
E 60+

(3) What is your position in the College?

A Principal
B Vice Principal
C Lecturer
D Registrar
E Administrator
F Accountant
G Other (Please Specify).

(4) How many years have you taught or worked in the college?

A 0-5 year
B 6-10 years
C 11-20 years
D 21-30 years
E Other (Please Specify).

Thank you very much for participating in this study. By this, you have made important contributions towards enhancing quality teacher education in Ghana. The findings of the study would be made available to your college for reference. The researcher would therefore be grateful if the established contact is maintained. You can reach the researcher through:

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APPENDIX C: QUESTIONNAIRE FOR ACADEMIC BOARD MEMBERS

QUESTIONNAIRE

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Please follow strictly the instructions given under each section in this questionnaire and thank you for participating in the study.

SECTION 1: ACADEMIC AUTONOMY FOR ACADEMIC BOARD MEMBERS ONLY.

(Please circle the appropriate response attached to each question)

(1) Does your new status grant you the independence to evaluate the content of the curriculum without consulting the government?

D. A Yes
E. B No
F. Other (Please Specify)...........................................................................................................

(2) Has there been an evaluation of the curriculum to respond after the elevation of your status?

D. A Yes
E. B No
F. Other (Please Specify)...........................................................................................................

(3) Which area of the curriculum saw some changes after the evaluation if any?

Please Specify...................................................................................................................................

(4) Have/has there been an introduction of new programme(s) in the college after the elevation to tertiary status?

D. Yes
E. No
F. Please Specify..............................................................................................................................
In the next set of questions, you are presented with a statement. You are being asked to indicate your level of agreement or disagreement with each statement by indicating whether you: Strongly Agree (SA), Agree (A), Undecided (U), Disagree (D), or Strongly Disagree (SD).

(Please indicate your level of agreement by circling the appropriate response)

(5) The teaching method in the college seems to have not changed after the elevation.

SA  D
A  SD
U

(6) Basic research teaching has been made integral of the curriculum after the elevation.

SA  D
A  SD
U

(7) High quality research is expected from colleges after the elevation.

SA  D
A  SD
U

(8) Research production by the college's teachers has not changed.

SA  D  U
A  SD

(9) The role of the Institute of Education as assessor and certifier of the products of Colleges of Education remains intact even after the elevation of your status.

SA  D
A  SD
(10) The teaching methods in the college have been maintained.

SA  D
A  SD

(11) Programmes taught in the college remain the same.

SA  D
A  SD

(12) Courses taught in the college are still the same.

SA  D
A  SD

(13) Admission requirements for prospective students have remained the same even after the elevation of the institution to tertiary institution.

SA  D
A  SD

(14) The monthly maintenance allowance paid to teacher trainees limited the number of students the college could admit.

SA  D
A  SD
(15) Enrolment in the College after the abolishment of the monthly maintenance allowance has not changed much.

SA D
A SD

U

(16) The College is expected to strictly abide by the admission criteria set by the NCTE and NAB.

SA D
A SD

U

(17) Despite the elevation to tertiary status, the College is still not attractive to most academically qualified students.

SA D
A SD

U

(18) The college does not have much control of the admission of teacher trainee students?

SA D
A SD

U

(19) Protocol list are always part of the admission process of teacher trainee students in the college.

SA D
A SD
(20) Most students in the College who are admitted based on protocol would ordinarily not have qualified for admission.

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(22) Colleges affiliation to the University of Cape Coast through the Institute of Education for supervision and assessment of their students limits the college’s status as tertiary institutions.

**SECTION 5: CHALLENGES COLLEGES ARE FACING IN CONSOLIDATING THEIR NEW STATUS**

Which among these pose(s) as a threat to the College in consolidating its new status as a tertiary institution? *(Please circle as many as applicable to your field)*

**Academic Challenges**

- □ GES' appointment of the staff of the college
- □ GES' promotion of staff of the college
- □ The preparedness of NCTE to take over the functions of the Teacher Education Division(formerly responsible for designing academic programmes for colleges)
The Institute of Education's assessment of the products of Colleges
The Institute of Education's certification of the products of Colleges.
College's inability to determine the number of students to admit
The admission entry requirements set by NAB and NCTE
The inclusion of basic and action research as part of teacher education

SECTION 2: DEMOGRAPHIC INFORMATION

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A Male
B Female

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B 30-35 years
C 40-45 years
D 50-55 years
E 60+

(3) What is your position in the College?

A Principal
B Vice Principal
C Lecturer
D Registrar
E Administrator
F Accountant
G Other (Please Specify).............................................................................................................................

(4) How many years have you taught or worked in the college?
A 0-5 year
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C 11-20 years
D 21-30 years
E Other (Please Specify)...................................................................

Thank you very much for participating in this study. By this, you have made important contributions towards enhancing quality teacher education in Ghana. The findings of the study would be made available to your college for reference. The researcher would therefore be grateful if the established contact is maintained. You can reach the researcher through:

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+47973703706/+4797392
APPENDIX D: QUESTIONNAIRE FOR COLLEGE ACCOUNTANTS

QUESTIONNAIRE

The researcher who is pursuing a Masters of Philosophy programme in Comparative and International Education at the University of Oslo, Norway is currently working on a thesis. The thesis, which is on the topic, "The Degree of Autonomy in Colleges of Education in Ghana: A Comparative Study of Before and After their Elevation to Tertiary Status" generally aims to find out from respondents how autonomous Colleges of Education have become in Ghana after their elevation to tertiary institutions. Specifically, the research will find out the rationale(s) assigned for the elevation of Colleges status to tertiary, the extent to which colleges are independent in deciding on academic matters and finally the challenges Colleges of Education face in consolidating their new status as tertiary institutions.

The study which is purely for academic purpose, randomly sampled this College as part of the study and will rely on the core staff of the College in responding to questions asked in this study. By assisting in this study, you will be making an important contribution to the future of teacher education and, ultimately, the future of teaching and learning. The researcher would therefore be grateful if respondents candidly respond to the questions ask in the study. Confidentiality and anonymity of responses and respondents' personal information will be highly guaranteed and protected in this study therefore respondents are encouraged to freely express their opinion.

The questionnaire which is in three sections; Academic autonomy for college Principals and academic board members, Organizational autonomy for Registrars/Human Resource Managers and financial autonomy for College Accountants are mostly close ended questions. Respondents will be asked to select either a YES or NO answer for such questions. Whenever respondents are being asked to indicate their level of agreement or disagreement to a statement in this study, they are only required to indicate whether they: Strongly Agree (SA), Agree (A), Undecided (U), Disagree (D) or Strongly Disagree (SD). Few of the questions are open ended where respondents will be asked to express their own views about certain matters in short writing.

Please follow strictly the instructions given under each section in this questionnaire and thank you for participating in the study.
SECTION 1: FINANCIAL AUTONOMY FOR ACCOUNTANTS

(Please indicate your level of agreement by circling the appropriate response)

(1) Apart from government, are there other sources revenues are generated for the school?

A Yes

B. No

(2) If yes can you list them?

1...............................................................

2...............................................................

3...............................................................

(3). What percentage do these external revenue if any contribute to the total budget needed to run the College's activities?

A 0-10%

B 20-30%

C 40-50%

D 60-70%

E 80-90%

F 100%

(4). What percentage of your total budget is funded by government?

A 0-10%

B 20-30%
C 40-50%
D 60-70%
E 80-90%
F 100%

(5). Has the government financial support reduced after the elevation of your status?

A Yes
B No

6 If yes by what percentage has it reduced? Please specify.........................................................

(7). Has the college become more financially accountable (required to justify actions or decisions) to government after the elevation?

A Yes
B No

(8). Is the College allowed by its new status as tertiary to secure support (financial or kind) from external organizations without government approval?

A Yes
B No

(9). Is the NCTE still responsible for coordinating the budgets of the College after the elevation of your status?

A Yes
B No

(10) How will you describe this situation in question 9 above if yes?
Please explain..............................................................................................................................................
................................................................................................................................................................
................................................................................................................................................................

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(11) Is the Ghana Education Service still supervising the pay-roll of the College after the elevation?

A Yes  
B No

(12) How will you describe this situation in question 11 above if yes?

Please explain.................................................................................................................................
....................................................................................................................................................
....................................................................................................................................................

(13) Has the requirement of being a college accountant raised after the elevation of your status?

A Yes  
B No

(14) If yes what was the requirement before and the requirement now?

Please Specify.................................................................................................................................
....................................................................................................................................................
....................................................................................................................................................

(15) Regular capacity building programmes organized by stakeholders will help to improve the knowledge of the staff at the financial department?

SA D

A SD

U

(16) What do you think of the NCTE's responsibility of controlling budgets of the College?

Please Specify.................................................................................................................................

(17) What do you think of the Ghana Education Service's (GES) role of supervising pay-rolls of the college? ........................................................................................................................................

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SECTION 2: CHALLENGES COLLEGES ARE FACING IN CONSOLIDATING THEIR NEW STATUS

Which among these pose(s) as a threat to the College in consolidating its new status as a tertiary institution? (Please circle as many as applicable to your field)

Administrative Challenges

☐ The coordination of College budget by NCTE
☐ The supervision of pay-roll of colleges by GES
☐ Lack of clearly defined statues
☐ Lack of clearly defined scheme of service
☐ Lack of clearly defined conditions of service
☐ The need for the Minister of Education's approval of statutes enacted by Colleges
☐ Inadequate equipment for provision of quality education
☐ Inadequate infrastructure in the College
☐ Lack of qualified staff

SECTION 3: DEMOGRAPHIC INFORMATION

Please kindly provide these few information about yourself. This is only for the purpose of the research.

(1). Please select your gender

A Male
B Female

(2). How old are you?

A 20-25 years
B 30-35 years
C 40-45 years
D 50-55 years
E 60+
(3) What is your position in the College?

A Principal
B Vice Principal
C Lecturer
D Registrar
E Administrator
F Accountant
G Other (Please Specify)........................................................................................................

(4) How many years have you taught or worked in the college?

A 0-5 year
B 6-10 years
C 11-20 years
D 21-30 years
E Other (Please Specify)........................................................................................................

Thank you very much for participating in this study. By this, you have made important contributions towards enhancing quality teacher education in Ghana. The findings of the study would be made available to your college for reference. The researcher would therefore be grateful if the established contact is maintained. You can reach the researcher through:

Enoch Nyarkoh

Olav M. Troviks Vei 36 H0313

0864-Oslo, Norway

enyarkoh08@gmail.com

+47973703706/+4797392
TO WHOM IT MAY CONCERN

Dear Sir,

PERMISSION TO CONDUCT MY FIELDWORK IN YOUR SCHOOL

The researcher who is pursuing his Masters of Philosophy programme in Comparative and International Education at the University of Oslo, Norway is currently working on his thesis. The thesis, which is on the topic, "The Degree of Autonomy in Colleges of Education in Ghana: A Comparative Study of Before and After their Elevation to Tertiary Status" generally aims to find out from respondents how autonomous Colleges of Education have become in Ghana after their elevation to tertiary institutions. Specifically, the research will find out the rationales assigned for the elevation of Colleges status to tertiary, the extent to which colleges are independent in deciding on academic matters and finally the challenges Colleges of Education face in consolidating their new status as tertiary institutions.

The study which is purely for academic purpose, randomly sampled this College as part of the study and will rely on the core staff (Principal/vice, academic board members, accountant, Registrar or Human Resource Director) of the College in responding to questions asked in this study. By approval of this letter, you will be making an important contribution to the future of teacher education and, ultimately, the future of teaching and learning in Ghana.

The researcher would therefore be grateful if permission is granted for the study to be conducted.

Please find attached an introductory letter from the University of Oslo, Department of Comparative and International Education.

I hope to enjoy your co-operation.

Yours faithful,

..............................
Enoch Nyarkoh
# APPENDIX F: LIST OF COLLEGES OF EDUCATION IN GHANA

<table>
<thead>
<tr>
<th>NAME OF COLLEGE</th>
<th>LOCATION</th>
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