



MORE QUALITY FOR LESS MONEY: THE CHALLENGE OF FUNDING TERTIARY EDUCATION IN GHANA SINCE 1992

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Abstract

Growing competition for national and global employment has lately compelled Ghanaians to demand higher quality from tertiary institutions. In spite of this expectation, tertiary students, parents and other stakeholders are often reluctant to pay for this quality. Many of these stakeholders concede that quality comes at a cost but contend that the levels of user-fees demanded are outrageous having regard to the levels of remuneration in Ghana. This paper examines secondary data from Ghana on policy reforms aimed at improving quality in the educational sector since independence. Then a review of reforms specifically on the tertiary sector since 1992 follows. It examines the roles of bodies having oversight responsibility for the tertiary sector as well as survival strategies that tertiary institutions have adapted to regain public confidence in them and their relevance for national development. The paper concludes that past neglect of the pre-tertiary sector in providing learning aids and learning environments together with frequently imposed educational reforms produced certain deficiencies difficult for tertiary institutions to rectify with increasing under-funding in them as well. The paper recommends that the solution to the perceived falling standards lies in a manifested investment in the pre-tertiary and tertiary institutions as national priorities to regain public confidence in the performance capabilities of tertiary graduates.

Keywords: Tertiary Education, Funding, Cost Sharing, Reforms, Stakeholders

Introduction

Ghana's educational system was regarded as the most effective and well developed in the West African sub region until the 1980s when it almost collapsed. This was as a result of its dysfunctional nature when assessed against the goals and aspirations of education in the country. Though education has always been a major priority since independence by successive governments it has also been bedeviled with constant changes in search of the best model that would suit the needs of the country. The structure of education currently in use is the six-three-three-four (6-3-3-4) where school starts at the age of six. Hence, six years primary education, three years Junior High School (JHS), three years Senior

High School (SHS) and four years University education or other tertiary institutions like Training Colleges and Polytechnics (Adu-Gyamfi, Donkor and Addo, 2016).

Several educational reforms initiated over time have all aimed at finding lasting solutions to the educational challenges in the country and these would be discussed as well. This study however, would concentrate on tertiary education funding since Ghana's return to constitutional rule in 1992 has been wrought with several problems. Educational reforms in the pre-tertiary sector around 1992 resulted in huge numbers of qualified candidates for tertiary programmes without adequate

physical, human resource and equipment holdings to deal with the droves of qualified applicants. At the same time, parents began to assert their constitutional right to free education and resisted attempts by succeeding constitutional governments to share costs with tertiary education beneficiaries. While resisting the cost sharing philosophy, parents and other stakeholders, nevertheless, expressed grave concern about the quality of products coming out from the tertiary institutions. This is what we call the “more for less” syndrome as part of the title for this paper.

The study examined the 1991 educational reform objectives triggered off by attempts to produce globally competitive graduates at the tertiary level. The study, however, also looked at enrolment levels at the senior high schools (SHSs) since they feed the polytechnics and universities. Also examined was the per-capita funding decline in the polytechnics and the universities heralding the onset of the cost-sharing policies. Finally, the study examined funding sources to tertiary students and the role of internally-generated funds in complementing government subventions to tertiary institutions to improve the quality.

Major Educational Reforms after Independence

This section briefly discusses the various educational policies initiated by various governments after independence in an effort to provide an effective educational system for Ghanaians. These reforms in a chronological order include The Accelerated Development Plan of 1951 and Education Act of 1961, Reforms of the National Liberation Council, The New Structure and Content of Education of 1974, the 1987 education reforms and the New Educational Reform of 2007.

The Accelerated Development Plan of 1951 and Education Act of 1961 was the first educational reform initiated when Ghana started self-governance under Dr. Kwame Nkrumah. The aim of this initiative was to quickly expand the educational system as well as acknowledge the importance of

teacher training colleges to produce well trained teachers for the schools. Meanwhile, the pupil teachers were still to be maintained until trained teachers were produced (George, 1976). One very significant aspect of this reform was also to ensure the African identity by training the teachers from the African viewpoint. In line with this idea, Nkrumah’s reforms introduced teaching in the vernacular in the lower primary while English was used in the higher classes. Subjects related to African cultural practices, values and identity were also introduced. This was probably an attempt to eliminate western views and culture from the Ghanaian minds (George, 1976). The reforms also encouraged the expansion of secondary education, technical and vocational institutions to help increase productivity.

The next reforms were by the National Liberation Council led by Major A.A. Afrifa and General E.K. Kotoka in 1966, after the overthrow of Dr. Kwame Nkrumah’s government (Buah, 1998). The new regime then appointed a new Education Review Committee to conduct a thorough review of the entire formal educational system (George, 1976). As part of the review, Nkrumah’s Seven-Year Development Plan was scrapped and the free textbook scheme was modified to allow for cost sharing between government and parents (Braithwaite et al., 2014). Again, efforts were made to reduce primary school expansion and cut down the cost of university education to help revive the economy. These reforms aimed at correcting the imbalances of the educational system, expanding the secondary, technical and teacher education, enhancing and consolidating the quality of primary education and regulating university education and structuring it to suit developmental needs. Finally, the educational system was restructured to cut down the number of years spent in school (Braithwaite et al. 2014).

Then emerged the New Structure and Content of Education reforms of 1974 by the National Redemption Council (NRC) led by Col. Ignatius Kutu Acheampong. Their reforms also tried to correct the criticisms of the existing educational

system which was said to be elitist with a structure similar to that of the British grammar schools. The Dzobo Committee of 1973 was thus formed to recommend appropriate measures to address the situation (George, 1976). The Committee published the New Structure and Content of Education (NSCE) reforms which introduced the then Junior Secondary School (JSS) and Senior Secondary School (SSS) concept. It also set up the Ghana Teaching Services (GTS) which was later changed to Ghana Education service (GES) to implement the new reforms. This change reduced the number of years spent in the pre-tertiary level from seventeen to thirteen years (Kadingdi, 2004). These reforms mainly aimed at ensuring that school leavers developed skills that could earn them jobs irrespective of the level they attained. These reforms were implemented on a pilot basis starting with the introduction of new subjects like Dressmaking, Metalwork, Technical Drawing, Masonry, Tailoring, Woodwork, Catering and Automobile Practice (Adu-Gyamfi, Donkor and Addo, 2016).

The next reform was the 1987 Educational Reforms which was by the government of Flight Lieutenant Jerry John Rawlings. A Committee led by Evans Anform was set up to review the then educational system. This reform aimed at expanding and improving the quality of education, make basic education free and compulsory and reduce the period of time on pre-tertiary education from seventeen to twelve years (Adu-Gyamfi, Donkor and Addo, 2016). Meaning basic school education would be nine years consisting three terms in a year. The JSS three pupils were to write a mandatory exam; the Basic Education Certificate Examination (BECE) while the SSS three students would write the West African Senior Secondary Certificate Examination (WASSCE). The WASSCE replaced the General Certificate Examination (G.C.E). The reforms also aimed at making the educational system vocational based, hence, shifting focus from academic based to a more practical and technological environment. This idea led to the diversification of the SSS programmes

into five (5) broad areas, namely (a) Agriculture (b) General Arts and Science (c) Business (d) Technical (e) Vocational. Students were then allowed to select three (3) or four (4) elective subjects in addition (Anum, 2007). The reforms also proposed that polytechnics be upgraded to tertiary institutions. Within the same period the National Council for Tertiary Education contributed to the establishment of the University for Development Studies (Tamale) and the University College of Education (Winneba) Ghana (Acheampong, 2010).

The Educational Reforms of 2007 came about when the New Patriotic Party won power in the 2000 general elections. President John Agyekum Kuffour inaugurated a presidential committee to review the existing education system in Ghana. The Committee was headed by Professor Josephus Anamuah-Mensah, Vice-Chancellor of University of Education, Winneba. This reform aimed at forming the human capital base for industrial growth, preserving the cultural identity/indigenous knowledge/creativity as well as enhancing science and technology (Anum, 2007). These reforms also changed the duration of the Senior High School from three to four years. This was justified with the explanation that it would allow the teachers to finish the syllabus and give students enough preparation time for the WASSCE. This was however reverted back to three years after the National Democratic Congress (NDC) won the 2008 general elections.

It is however worth noting that, even with all the anticipated changes in the educational policies of the country, one thing remained clear that all the governments acknowledged that education plays a pivotal role in the country achieving a rapid economic and social development (Adu-Gyamfi, Donkor and Addo, 2016).

Tertiary Reform Objectives

The White Paper on Government Educational Reforms in 1991 accepted to restructure the pre-tertiary reforms to align with that of the tertiary goals. In 1992, the Jerry John Rawlings government

passed PNDCL 321 elevating all polytechnics in Ghana to tertiary status. The 1991 White Paper formed the hub of Ghana's tertiary agenda captured in the following objectives:

- i. To establish an integrated and coordinated tertiary education system comprising all post-secondary pre-service training institutions under general supervision, direction and control of the Ministry of Education;
- ii. To ensure that tertiary education is coordinated with all other sub-sectors of the educational system and overall national development and education policies and priorities;
- iii. To make tertiary education more cost-effective and able to provide quality education for increasing numbers of students through increased efficiency in the utilization of space, resources and personnel;
- iv. To increase funding for tertiary education by increasing the capacity of teaching institutions for income generation and encouraging greater financial support from the private sector;
- v. To provide greater access to tertiary education for qualified people and significantly increase the proportion of women students;
- vi. To restructure enrolment and output to advise on appropriate balance in the provision of skills in science, technology, social sciences, humanities and the arts in relation to national needs;
- vii. To achieve a better balance between the supply of higher level and technician level personnel;
- viii. To introduce programmes and courses for advanced technician training in appropriate tertiary institutions;
- ix. To introduce courses and programmes geared to the essential training needs of working people for national development

- x. To ensure an overall balance between the supply of trained personnel from the tertiary institutions and labour market demand; and
- xi. To improve the internal administration of all tertiary teaching institutions.

Without doubt, reforms are often intended to infuse efficiency into any system showing signs of malfunctioning. After the reforms had been introduced, they were evaluated to see whether they had met the reform objectives. Chambers (1983:171) observes that reforms in the tertiary sector are among other things expected to prevent their degeneration into "old-fashioned factories turning out a standard third-rate, out-of-date product" He was referring to graduates who could not meet the expectations of employers. Such a poor performer from the universities becomes what Kwapong (1970) as cited in (Daniel, 1999:106) described as the "illiterate graduate". The power behind Kwapong's words those days is no longer sounding paradoxical with graduation ceremonies nowadays for crèche and kindergarten pupils complete with conferment of "certificates" and "diplomas".

To a large extent, Ghana has gone through too many educational reforms. Every time these reforms are proposed, stakeholders such as teachers, parents, employers and government engage in polemics about the need, timing, cost, preparedness and anxiety about the exercise. Even presently, the structure of basic education in Ghana and the type of certificate to be issued is about to change again. The failure of previous reforms brings to mind Seneca's observation that:

Nothing does such harm to health as the perpetual change of remedy; no wound comes to a scar if new kinds of dressings are frequently tried, and a plant never grows strong which is often transplanted (Barrow; 1976:155).

Reforms executed in haste stand a great chance of failing because extensive consultations may not have been undertaken and plans to mitigate anticipated

and unanticipated challenges may not have been put in place. Reforms must be thought through.

Enrolment in Senior High Schools and Tertiary Sector

For the purposes of this study, enrolment levels in Senior High Schools (SHSs) as feeding institutions to the tertiary sector are collated together with enrolment in the universities and polytechnics. The rationale is to ascertain SHS wastage and how the backlog and phenomenon of “massification” arose and impacted on perceived quality decline in succeeding years.

Table 1 Enrolment between 1991 -1996

Year	Senior secondary	Polytechnics/Tertiary Programmes	Universities
1991/92	225,277	N/A	11,857
1992/93	247,496	N/A	14,278
1993/94	236,530	1,689	15,185
1994/95	201,813	3,634	18,000
1995/96	194,085	5,918	-
1996/1997	188,908	7,316	23,126

Source: NCTE (1998) Evaluation of Policy Reforms to the Tertiary Education System, p.18

Table 1 shows that SHS enrolment peaked at slightly over 247,000 in the 1992/93 academic year. It then gradually began to drop for the period covered by the study. In spite of this drop in enrolment, the combined total of SHS graduates enrolling in polytechnic tertiary programmes and universities was definitely too low. Industrial action in the universities in 1995/96 academic year resulted in universities being closed for one year and consequently unable to enroll qualified SSS graduates waiting for university admission. Access to universities in particular was further exacerbated by the reduction in secondary training from seven to six years. The University Entrance Examination (UEE) introduced by the universities to screen SHS products with their own qualifying rules worsened accessibility for many suitable SHS candidates.

In the meantime, under funding the years of expansive SHS reform experimentation had resulted in a neglect and deterioration of physical infrastructure and equipment holdings at the tertiary level intended to receive the increasing products being poured out from the senior high schools.

The huge numbers seeking admission into the tertiary system resulted in overstretched resources and a fall in per-capita expenses of tertiary education. As the cost per student dropped at both the polytechnic and university levels, parents and stakeholders raised a hue and cry about quality. Table 2 shows the funding levels among universities and polytechnics (tertiary programmes) between 1991 and 1997.

Table 2: Tertiary Funding Levels between 1991/92-1997/98

Universities			Polytechnic (Tertiary)	
Year	Total Cost in Cedis	Cost per student in Dollars	Total cost in Cedis	Cost per student in Dollars
1991/92	¢12.2 billion	\$2,360.61	-	-
1992/93	¢12.4 billion	\$1,216.73	-	-
1993/94	¢17.0 billion	\$1,159.81	¢1.3 billion	\$810.59
1994/95	¢23.6 billion	\$1,081.13	¢1.5 billion	\$439.89
1995/96	¢45.3 billion	-	¢3.6 billion	\$374.53
1996/97	¢53.3 billion	\$1,114.08	¢4.9 billion	\$323.87
1997/98	¢56.8 billion	\$918.60	¢5.3 billion	\$230.31

Source: Effah P. (1998) *Evaluation of Policy reforms to the Tertiary Education System, NCTE, p. 18*

Table 2 shows that in spite of the very large numbers in tertiary enrolments, budgetary increments were significantly lower, resulting in per capita drops in funds in both cedis and dollars. The depreciating cedi made matters worse for those institutions heavily dependent on consumables procured with foreign currency. It is to be noted that there were no tertiary programmes in Ghana's polytechnics until 1992 when the Polytechnics Law was passed. The consistent decline in cost per student in dollar terms in the polytechnics and universities suggests that funds available for core businesses of the tertiary institutions increasingly became smaller and smaller. In spite of this obvious under funding, global tertiary developments required higher performance standards for competitiveness.

Student Loans Portfolio

Government eventually shifted the burden of student loans to the Social Security and National Insurance

Trust (SSNIT). When the polytechnics became tertiary institutions in 1992 under PNDCL 321, the student's loans portfolio increased considerable. The inclusion of the Institute of Professional Studies, the Ghana Institute of Languages, the National Film and Television Institute and Ghana Institute of Journalism further increased the applicants for student loans. The list of applicants for SSNIT loans was threatening to outstrip the list of contributors for social security against old age. Economic hardship and poor loan recovery did not help to sustain the revolving fund as anticipated. SSNIT was annually compelled to find extra funds for the increasing student loan applicants to mitigate their cost-sharing obligations. Actual numbers of loan beneficiaries often were beyond SSNIT's anticipation as tertiary enrolments were often far above the approved government admission ceilings. Table 3 shows the loans portfolio between 1992 and 1996.

Table 3: Projected and Actual Student Loans Beneficiaries

Year	Projected	Actual
1992	12,808	15,656
1993	13,448	16,302
1994	14,122	18,644
1995	20,508	23,644
1996	25,358	29,219

Source: SSNIT Loans Office, see also NCTE, 1998, p.40

Inflation and the necessity among university authorities to increase students' fees annually warranted bigger loans to allow students to cope well with the demands of tertiary fees.

Funding Sources in Ghana's Public Universities

An evaluation report prepared by the National Council for Tertiary Education (NCTE) in 1998 to ascertain the impact of the Tertiary Education Project (TEP1) revealed how heavily dependent universities were on government funding. Table 4 captures the sources of funding in all the public universities of Ghana for 1996/97 year in the 1998 NCTE study.

Table 4: Funding Sources in Universities – 1996/97

University	% Government Subvention	% Student Contribution	% Internally Generated Funds	Others
University of Ghana	93.11	5.14	1.15	0.59
KNUST	94.20	4.47	2.87	0.43
UCC	93.85	0.83	5.30	-
UCEW/UEW	82.06	6.74	11.12	0.08
UDS	100	-	-	-

Source: Effah, P. (ed) (1998) *Evaluating of the Policy Objective to the Reforms to the Tertiary Education System*, NCTE, pp.136-137

The statistics reveal that as at 1996, the University for Development Studies was entirely dependent on annual government subvention. No doubt, a university cannot develop entirely on government subvention. In respect of internally generated funds, only the University College of Education generated a significant 11.12% during the period covered among the universities. Much of this money came from its Distance Education Programmes for teachers. The University of Mines and Technology was not in existence at the time this data was collated. In analyzing the limited sources of funding to universities, it is noted that those universities that were overstretched in physical infrastructure and space were also limited in finding innovative ways of diversifying

their sources of funds. Although the University for Development Studies is no longer entirely dependent on government subvention, its internally generated revenue sources are still limited to only sale of admission forms and the accompanying user-fees by candidates who eventually enrol for its programmes.

Responses to Under Funding

Expanding Accessibility to Universities by Improving SHS Structures

Poorly-resourced senior high schools sprang up after 1992 in many deprived districts. Their performance at the SSSCE has been mediocre. Rather than close down the non-performing schools where quality was sacrificed for accessibility, Government rather decided to fund at least one model senior high school in each district. The publication of the BECE and SSSCE league tables for 2004 and 2005 have raised awareness on how poor the performance of the rural-based schools are. The expectation is that superb SHS results will eventually raise local admission funds for public universities. The infrastructure expenditure on the 31 selected pilot SHS as captured in 2004 and 2005 on regional basis is as follows:

Table 5: Expenditure on 31 selected Schools by Regions for 2004 & 2005

Region	2004	2005	Total
Ashanti	26,355,359,165.72	32,732,839,379.38	59,087,198,545.10
Brong Ahafo	23,141,195,289.01	26,584,671,974.71	49,725,877,263.72
Central	8,730,519,709.75	8,339,124,983.79	17,069,644,693.54
Eastern	10,321,370,483.36	11,538,268,464.61	21,859,638,947.97
GAR	14,016,689,180.09	7,366,916,478.08	21,383,605,658.17
Northern Region	10,086,450,671.18	9,168,071,397.36	19,254,522,068.58
Upper East	14,747,338,125.75	12,898,160,907.50	27,645,499,033.25
Upper West	11,899,575,404.53	12,553,320,267.54	24,452,895,672.07
Volta Region	13,251,372,482.97	18,599,308,272.89	31,850,680,755.86
Western	19,947,711,325.65	17,335,628,753.24	37,283,340,078.89
Total	152,497,581,838.01	157,115,310,879.00	309,612,892,717.17

Source: *Daily Graphic, December 19, 2005, pp.52-53*

Expansion of Non-Residential System

At the tertiary level, the non-residential system expanded. Classrooms swelled up at the universities to require the use of public address systems. A further development of the large enrolments at the

tertiary level was the delinking of admissions from the residential system; this entails no guarantee that a person offered admission will automatically be given residential status.

The Rise of Private Universities

Government accepted the concept of private universities and colleges to allow private entrepreneurs willing to invest in the higher educational sector to invest therein. Private universities were expected to expand access to qualified applicants who otherwise would not have obtained admission into the public universities. As at March 2006, there were twelve such private university colleges and universities in Ghana augmenting tertiary programmes by the six public universities and 10 public polytechnics. There is no private polytechnic yet in Ghana. The National Accreditation Board has, however, accredited other tertiary institutions which are neither universities nor polytechnics.

Affordability

Capping of Fees

Government has been sensitive to managements of public tertiary institutions raising academic and residential facilities user-fees beyond the reach of ordinary folks. The practice defeats efforts at expanding access to tertiary programmes. Accepting the necessity for tertiary institutions to charge fees to generate internal funds, government has since 1992 monitored fee increases since almost every annual increase tends to start running battles between student leadership and university authorities over the reasonableness of fees against remuneration levels in the Ghanaian economy. Universities have gone round this problem by developing fee-paying options where capable candidates pay the full cost, including tuition.

Payment of Rebates

On pain of sacrificing quality, public universities have succumbed to government-controlled rates for students as long as government is willing to pay the difference between the actual cost of training and the capped fees imposed by government for the students. This rebate is often long in coming but the arrangement has brought some peace to most public university campuses.

Students Loans Trust

Students' loans in 2005/2006 academic year have now reached the threshold of ₵1.5 million cedis a semester per student in the universities. Government has further gone ahead to create a Students Loans Trust separately from SSNIT to arrange complementary funding for students in tertiary institutions. Proposals are being discussed to students in private tertiary institutions to benefit from loans from public funds as well. The GETFund Law currently limits the benefits from it to only public tertiary institutions.

Funds for Needy Students

Under the GETFund, provision has been made for brilliant but needy students in tertiary institutions to be identified and supported to cope with the financial demands of tertiary institutions. University administrations are expected to consult extensively with student leaderships to identify vulnerable students for financial support under the GETFund facility. The difficulty has been on coming to agreement as to who is needy in an economy that almost nobody agrees to be well-off (Appiah, 2017).

Financial Support under MPs Common Fund

Parliament in its wisdom, has created a window under the District Assemblies Common Fund to provide funds for constituency development. Funds provided under the Common Fund here are used to provide services and projects not only to help their constituencies but also establish the presence of members of parliament in the promotion of democracy. Under this facility, members of parliament can decide to support brilliant but needy students in tertiary institutions or the pursuit of professions whose presence in their constituencies can contribute immensely to the alleviation of suffering.

District Assemblies Support

District Assemblies themselves can support the funding of brilliant but needy tertiary students to build human resources capacity in their districts. They do this by budgeting to use part of their

Common Fund or the revenue mobilized locally in their districts to support students in professions where their districts lack staff to operate effectively. Such beneficiaries can be bonded to return after successful completion to their sponsoring districts to serve their bonds.

Relevance

Education is not a purposeless adhoc pursuit. It is planned to serve certain political, economic and social needs among others. There should therefore be a constant search for a fit between what is taught or learnt and what tasks lie ahead for national development.

Curriculum Reviews

Teachers seek to marry job market demands with the skills required to perform them. When the gap between what is required to work and what is learned is wide, then it can be said that there is a crisis of relevance. Such a picture will call for a curriculum review. The search for such fits calls for

collaboration between teachers, researchers, government and industry. Persistent disappointment by universities to meet stakeholders' expectations can lead also to crises of confidence for the universities and polytechnics.

Research Pursuits

Every nation needs to plan, engage in research and use its research findings to improve upon its competitive advantages. Knowledge is important to staying competitive, innovative and for research activities, as such should be supported with public funding. One such facility to promote discourses in intellectual circles was the Teaching and Learning Innovation Fund (TALIF). This has made a tremendous impact on the revitalization of teaching and research as well as the provision of equipment, infrastructure and modern information transmission modes to enable most graduates fit into the global economy. Table 6 gives the level of support available from the results of calls for TALIF proposals by the NCTE.

Table 6: Funds Approved by 3rd Call for Proposals under TALIF

Category	1 st Call	2 nd Call	3 rd Call
Polytechnics	\$1,237,516.00	\$1,383,374.97	2,060,130.00
Postgraduate	\$1,352,906.00	\$4,179,045.49	2,471,002.00
Leadership Mgt.	\$413,588.00	\$695,650.00	1,309,877.00
HIV/AIDS	\$255,277.00	36,135.00	723,502.00
Distance Edu.	\$182,250.00	-	395,317.00
UDS	\$1,304,029.00	927,500.00	397,590.00

Source: *Daily Graphic March 16, 2005, pp 27-28*

The Table shows a conscious effort by the World Bank to raise the quality of teaching, learning and learning environments in Ghana's ailing tertiary sector. It is hoped that research findings sponsored with such funding will not be left to gather dust as in

the past. The admonition of Chambers (1983:53) may be instructive here:

... research materials remain unprocessed, or if processed, unanalyzed, or if analyzed not written up, or if written up, not read, or if

read not remembered, or if remembered not used up or acted upon.

Preparation of Strategic Plans for Tertiary Institutions

Universities should be thoroughly planned and not just drift in any direction. Since strategic planning entails prioritizing and deciding what to do, when to do it, who will do it and how it will be done, the process necessarily allows the players to think through what needs to be achieved over the planning period. The availability of such a plan informs its stakeholders to log on where their strengths lie among the activities. The dissemination of the broad range of prioritized activities not only court stakeholder friendship and sympathy but ensures that failure is more remote than success.

Institutional Support Development

No organization is an island. It depends on, or others are dependent on its outputs and resources to improve their goals and ends. There is, therefore, the need for building capacity for members of the governing councils of tertiary institutions as well as the subordinate structures which carry on their actual businesses. The need for continual training sessions for members of academic boards, faculty boards, departmental boards which pursue the goals of any university is paramount (Effah & Mensah-Bonsu, 2001).

Additionally, it is important to develop capacity for the institutions expected to exercise oversight responsibility for universities and polytechnics. These are the National Council for Tertiary Education, (NCTE), the National Accreditation Board (NAB) and the National Board for Professional Technical Examinations (NABPTEX). There is also the need to strengthen linkages with ancillary bodies like the Vice-Chancellors, Ghana (VCG), the Association of African Universities (AAU) and the Association of Commonwealth Universities (ACU). These are associations which

can share and adapt experiences and best practices to suit individual peculiarities.

Funding tertiary education became a problem in Ghana soon after independence (Kwapong, 1970). Formalizing collaboration and linkages for infrastructural development with agencies like the Ghana Education Trust Fund (GETFund) and decentralized district, municipal and metropolitan authorities can result in complementary funding which could improve the funding bases of the highly-indebted public universities. Such collaboration could also result in some agencies sponsoring students who are brilliant but needy, thereby enabling the institutions to improve their performance in the collection of user-fees. There is no doubt that if the human resources capacity of tertiary institutions is improved, many of them will be better prepared to submit winning proposals for accessing funds for teaching and learning under TALIF.

Reducing Social Inequalities

Increasing accessibility and affordability for university education have helped to reduce gender inequality over the years. Many countries have adopted the view that increasing the education of the more vulnerable female group is the panacea to reducing rural poverty. Consequently, universities and polytechnics have resorted to giving concessions to disadvantaged secondary schools to reduce the urban elite school dominance in admissions.

In countries like Nigeria, universities and polytechnics use the quota system where admission officers must give a certain percentage of candidates to states outside the state where an institution is sited. Identifying truly needy students has bedeviled the policy of supporting vulnerable students at the tertiary level. Those who averagely are economically better off want more funds and will never agree that they are not needy.

Selection of Candidates for Tertiary Admissions

An earlier study conducted by Addae-Mensah (2000) revealed that more than 70% of those enrolled in all

the public universities come from only 18 of the elite schools in Ghana. This showed that rural-based senior high schools which are not properly resourced in terms of teachers, equipment and hostel facilities are losing out in their desire to receive tertiary education. The 2005 computer-based selection and placement system is designed to allow children everywhere in Ghana with ability to enroll in these elite SHS and not be limited to schools in their geographic areas which may be non-performing. Although the first year of trial was wrought with problems, it has afforded fairly equal opportunity to all children to change their educational future through hard work at the basic level. This is an important step in reducing or eliminating social inequality in Ghana.

Disability Allowance

Government has placed before Parliament a bill which seeks to compel all subvented organisations to provide certain basic facilities such as special access routes for physically-challenged persons and special allowances to support their education. This is intended to make use of all physically-challenged persons with ability for the development of the country. It is intended to give them a fair chance to be competitive and beneficial to society.

Gender in the Tertiary Sector

There has been a conscious effort to increase the enrolment of females at all levels from the basic level to the university. At the tertiary level, preference is given to females in the cut off points to compensate for distractions in domestic chores which affect their school grades. The policy seeks to give meaning to Kwegyir-Aggrey's (1875-1927) dictum as cited in APSS (1999) that: "if you educate a man, you educate an individual, if you educate a woman, you educate a nation". The ruling NPP Government in Ghana has set up a Ministry of Women and Children Affairs to deal with bottlenecks which impede adult women empowerment and girl-child continued stay in school, including higher education. So far, there

is a manifest increase in female enrolments as well as a fall in female drop-out rate.

Quality Improvement

Ghana has sought funding from the World Bank for improving facilities at the tertiary level in lecture rooms, laboratories, libraries, ICT and capacity development for lectures in the polytechnics and universities. Government has improved upon salaries of tertiary institutions but there is the need to raise these further to attract younger people into academia. To motivate staff in the tertiary sector, it is necessary for the government to introduce mouth – watering best teacher/worker prizes in the tertiary sector as pertains to teachers under the Ghana Education Service. What is good for a teacher at the pre-tertiary level is good for a professor at the tertiary level. The academic is no fool. He will spend his time where it will pay most. If preparing graduates and postgraduates for national development and global competitiveness is important, then government must invest adequately in the preparation of quality products in the tertiary sector.

Motivating Tertiary Leadership

Higher education management is stressful by nature. The pay has to be good to attract the best candidates. On 18th January, 2006, The Chronicle, p.15 carried a story that suggested that professors at the University of Ghana, Legon were dodging the position of Vice-Chancellor of that university. The University had advertised to replace Prof. Kwadwo Asenso-Okyere who had to resign because his son had been neck deep in examinations malpractices. Why are professors running away? In pointing to the need to pay any chief executive well, Copeland (1951-220) observed that:

Any business enterprise which cannot afford competent management has no justification to be in existence. Poor management is dear at any price and good management may be cheap at a high salary.

From the foregoing, it can be stated that no amount may be too small to promote excellence in a tertiary institution that moulds the youth professionals and future politicians of that nation. Sight should not be lost of the fact that, at least in Ghana, the once glamorous professions of professor in a university with its prestigious trappings are lost, perhaps forever.

Conference and Consultancies

Attendances at conferences are not only opportunities to share experiences; they also serve as platforms for peer encouragement upon discovering that one's problems are more serious elsewhere than one's backyard. Yet too frequently, not too much budgetary provision is made to allow for this kind of useful sharing of experiences in education. Secondly, consultancies which could serve as internally generated income for dons in tertiary institutions are outsourced to donor agency nationals, not better qualified than home-grown experts who know the backgrounds, historical, political and cultural contexts of the issues outsourced. Yet it is familiarity with inner realities of theory, research and practice which lecturers are supposed to use to prepare curriculum objectives to make graduates relevant.

Building Administrative Capacity

A university administration is the one that shares any funds available for its core business. Where there is no money, it must also lead the way on how to raise money from either internal or external sources of the University. Fundraising skills have lately become a vital requirement for the position of Chief Executive Officer for almost every university. The administrator must additionally have capacity to market the programmes so that stakeholders will invest in an institution's growth. Since administrative inefficiencies constitute a waste of scarce resources, it is important for the leaderships of universities to be transparent, accountable and dependable. Poor filing systems, poor retrieval of information and inability to meet deadlines all

contribute to the rundown of an institution. Admission irregularities, poor invigilation and compilation of examination results, discriminatory disciplinary practices and unfair recruitment of staff are all administrative issues which can bring untold costs to a tertiary institution. An inefficient administrative system directly and indirectly can impede research, learning and service engagements that take place in a tertiary institution. A chief executive officer whose duty is to design an efficient administrative system must, therefore, have some knowledge and foresight of what lies ahead. It is in respect of such challenges that Copeland (1951:45) observed that;

... Many an eminent scholar has failed to achieve success as a college president, likewise, a great scholar does not necessarily make a great dean. The academic world furnishes abundant and frequently unhappy evidence of these statements. Scholarly ability does not necessarily translate into administrative ability or proficiency in developing administrative ability in others.

This may also appear obvious but many CEOs take motivation for granted and push too hard for performance goals without caring how staff are feeling. No doubt, it is important to examine the work itself, give due recognition to star performers, match staff responsibility with authority and promote staff's quest for advancement on their jobs. The CEO who balances performance standards with concern for the welfare of people creates a congenial climate where staff would be willing to make sacrifices for the reputations of their institutions.

Conclusion

The research examined the changing fortunes of tertiary education in Ghana since 1992 and how frequent educational reforms have hurt rather than improved pre-tertiary educational delivery. It also evaluated the tertiary reform objectives since the 1991 White Paper pointing out how budgetary

constraints and inadequate stakeholders' participation have not allowed for maximum results. Then it looked at infrastructural improvement at the secondary school level as well as funding arrangements to allow tertiary students cope with the cost-sharing, delinking and privatization of the hall management systems. Again, there was a discussion on the attempts to expand tertiary access, reduce gender inequality, create relevance, build institutional capacity and make tertiary education relevant. Universities have been compelled by progressively smaller subventions to explore ways of increasing internally generated incomes as well as sharpening fundraising or marketing skills to raise money through linkages and the goodwill of individuals and corporate entities. The plight of universities in Ghana can only be better when the economy thrives, the economy is still doing poorly in spite of tremendous debt relief to the country.

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