The Status of Coordination and Supervision of Early Childhood Education in Ghana

by

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ABSTRACT

This study on the coordination and supervision of early childhood development programs in Ghana was conducted in the Greater Accra and Eastern regions from August to December 2003. The main objective of the study was to identify the factors that have engendered the current problems militating against the successful implementation of early childhood education in Ghana. Specifically, the study examined concepts such as early childhood care and development (ECCD), surveyed types of ECD programs in the country and presented a general framework for the subsequent discussion.

The emphasis in the study was on coordination and supervision of ECD programs. The study discussed the evidence and rationale for coordination and supervision, types of coordination and some guiding principles for effective coordination, how it has worked successfully in some other countries and the lessons learnt from those countries.

A qualitative research method was employed. The sample was selected according to rural and urban location. The research was based on the data collected from a total of 22 respondents, comprised of 10 divisional directors, six ECD coordinators from the six districts and six head teachers from selected schools within the districts/regions.

The main instrument used for the collection of data was an interview guide, which was supplemented with classroom/outdoor observations in six schools.

The main findings of the study were that planning of activities at all levels was very minimal. The research revealed that the minimal degree of implementation and coordination of programs could be attributed to the following factors:

- Insufficient knowledge on the concept of ECD at all levels.
• No comprehensive operational guidelines for the ECD sector.
• Inadequate trained personnel.
• No budget allocation except for salaries of teachers.
• Inadequate supply of teaching learning materials.
• Lack of policy on ECD (draft policy exists but has not been approved).
• Lack of awareness on the ECD policy at all levels.

In the light of these findings, suggestions for improving the implementation, coordination and supervision of ECD programs were made. Areas for further research were recommended.

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CHAPTER 1: INTRODUCTION

This study set out to identify the factors which militate against the successful implementation of early childhood education in Ghana. Information and insights are provided into the coordination and implementation of ECD programs and activities, and the study attempts to identify the basis for improving such programs in Ghana. The findings will provide inputs for initial in-service training for ECD organizers and educators, and will throw light on the structures that need to be put into place for effective program management.

The study is made up of seven chapters. The first chapter introduces the research problem. It begins with a presentation of the historical perspective on early childhood care and development (ECCD) programs in Ghana. Next, it provides a situation analysis and defines and discusses terms and concepts. The research problem is stated along with its scope, and the study’s objectives are outlined.

Chapter 2 reviews relevant literature, Chapter 3 tackles methodology and Chapter 4 presents the results of the study and a summary of the key findings. Chapter 5 discusses the study’s findings, while Chapter 6 attempts to draw conclusions based on those findings. The seventh and final chapter offers recommendations for improving the coordination and supervision of ECD programs in Ghana and suggests areas for further research.

Background to the Study: What is Early Childhood Care and Development?

Early childhood education in Ghana dates back over 160 years to 1843, when the Basel missionaries attached kindergartens to some primary schools. The objective was to prepare children for entry into primary schools. By 1920, this type of preschool care had
been embraced by other missions as well as by private individuals (Brief on Early Childhood Development, 1990).

It was not until 1961, however, that institutions were put in place to formalise this service to young children. Since then, major changes and activities have taken place. These include formulation of policy guidelines for nursery education, research and studies, absorption of nurseries and kindergartens into the public system through attachment of kindergarten to primary schools, and encouragement of private participation (Education Act, 1961). The Dzobo Report (1974) spelt out that every child should have 18-24 months of kindergarten education before formal education.

In 1989, the international community adopted the United Nations Convention on the Rights of the Child, which Ghana was the first to ratify in 1990. By that ratification, in Article 18, Ghana reaffirmed its commitment to the optimum care and development of children (World Summit for Children, 1990). The legal framework for ECCD has been put into place in the form of the Draft Policy on ECCD (Republic of Ghana, 2003). A major achievement is that unlike the Education Act of 1961, which emphasised preschool education, the Draft Policy is in tune with the holistic approach to ECCD. The holistic approach, which informs this study, includes early socialization, education and readiness for school, as well as the provision of basic health care, adequate nutrition, nurturing and stimulation within an enabling environment.

In the 1990s the term “care” took on a new meaning. UNICEF began using the term in relation to nutrition programs to emphasize that good nutrition requires more than simply providing children with food. Evans, Myers & Ilfeld (2000, p. 2) quoting Engle and Lhotska, 1998; Zeitlin et al., 1990 in an article in Early Childhood Counts referred to
care as a key element in an active feeding process that promotes healthy growth and
development. It stated further that children with consistent, caring attention are generally
better nourished, less apt to be sick, and learn better than children who do not receive
such care. Conversely, neglected children are prone to sickness and malnutrition and are
less equipped and motivated to learn. Development is defined as the process of change in
which a child comes to master more complex levels of thinking, moving, feeling and
interacting with people and objects in the environment. Child development involves both
gradual unfolding of biologically determined characteristics and traits that arise as the
child learns from experiences. Both physical growth and mental and emotional growth
are crucial in a child’s overall development (Myers, 1995). Learning is also crucial to
development, which Myers (1995) defines as the process of acquiring knowledge, skills,
habits and values through experience, experimentation, observation, reflections and/or
study and instruction. According to Levinger (1992), learning is a key part of the
development process, and the outcome of development is greatly affected by the quality
of care that a child receives.

The definition of care has evolved further. Care is now defined as a process that
results in the creation of an “enabling environment” that can support the child’s optimal
development. In practical terms, care is embedded in the culture. Among other things, it
includes what the adults and significant others in the child’s life are able to provide, such
as a healthy and safe environment, supportive and affectionate interactions, appropriate
modelling, stimulation, protection and time, which are all components of respect for the
child’s rights (Engle & Lhotska, 1997).
The international definition of early childhood now includes prenatal development and continues through the early primary school years, emphasising the importance for children’s development of the continuity of experiences. If what is learnt prior to school is to be sustained, and if the child is to do well in school and in later life, the child’s transition into primary schools (age six through eight) is critical.

In Early Childhood Counts, Evans, Myers and Ilfeld (2000) define ECCD as including all the supports necessary for every child to realize his or her right to survival, protection and care that will ensure optimal development from birth to age eight.

The Draft Policy on ECCD (Republic of Ghana, 2003) provides the legal framework for this holistic approach to early childhood services, which has been on the agenda of agencies connected to ECCD activities for a long time.

Unfortunately, however, more than five years after the enactment of the legislation in 1998, the accompanying legislative instruments for enforcement of the law have not been passed. Since 1989, there has been a ban by the Ghana Education Service on absorption of new nursery schools and kindergartens because of resource constraints especially lack of trained nursery teachers. The policy has not been passed due to a number of factors such as, indecision over coordinating body. It took a long time before it was decided that the Ghana National Commission on Children, which was the main governmental agency established for the coordinating of services for children should assume the responsibility to coordinate ECD issues. Another reason is that changes and reshuffles in the appointment of Ministers especially Ministers of Education in the last government has also affected the adoption of the policy. Again, it took several years to review the draft policy.
In light of the current understanding of child development, in our task of providing appropriate care to children, we must go beyond sectoral concerns and provide the kind of care that leads to the survival and maximum development and protection of the young child. There should be a clear understanding that healthy, holistic development is the child’s first and chief right. We must also understand what constitutes care and how it occurs in different settings. This understanding will then guide us in creating, coordinating and supervising child-friendly, family-focused, community-based programs that support the child’s development.

Organization of ECCD Programs in Ghana

Institutionally, various ministries, departments and agencies have been responsible for different aspects of ECCD programs. This is seen in the establishment of crèches, day care centres, nurseries and kindergartens by the government and private operators to take care of children whilst their parents are at work.

The Department of Social Welfare under the Ministry of Employment and Manpower Development.

This Ministry takes care of children from 0-3 years through the day care centres and crèches that are operated in the country. This approach focuses directly on the child from the time the child is born. The immediate goal of this approach is to enhance child development by attending to the immediate needs of the child in centres outside the child’s home. The objectives of these programs include child survival, childcare, socialization and overall child development.
Ministry of Health, Ghana Health Services.

According to the Draft Policy on ECCD (Republic of Ghana, 2003) the Ministry of Health, Ghana Health Services shall play a leading role and provide technical inputs in the health and nutrition aspects of all ECCD programs, including the following:

- safe motherhood and HIV issues;
- immunization and growth promotion services;
- prevention and management of common childhood illnesses;
- infant and young child feeding (intensify existing programs);
- set nutritional and health standards and monitor same;
- provide facilities for early detection and management of abnormalities and disabilities in children aged 0-8 years; and,
- develop and implement parent education.

Non-governmental organizations and religious bodies.

These bodies, especially the churches, have been involved in ECCD programs for years. They have built ECD centres, recruited and trained teachers and paid personnel to run these centres, provided resources for the centres and played advocacy roles for ECD. Their more flexible approach allows them to develop and establish alternative models of care including home-based and parent education programs. This makes it possible for ECD services to reach children who otherwise might not be reached by conventional ECD programs.
Private individuals.

Some private individuals are offering the Montessori concept of preschool education in the country. These programs are guided by the Montessori principles and philosophy of a child’s growth and rationale for guiding that growth. The Montessori concept recognises that, unlike an adult, a child is in a constant state of growth and change, and the ways in which they can change can be attributed to their environment. Opportunities must therefore be created for learning.

Guided by professionally trained Montessori teachers, four major areas are emphasised:

- **Practical Life Exercises**

These are exercises in which children use familiar objects that they recognise from their home experiences. Children perform such tasks as washing dishes, polishing shoes and gardening, and derive great pleasure from these activities.

- **Sensorial Exercises**

With these exercises children learn through their five senses. Through manipulation and concentration on a variety of materials, they refine and sharpen their discriminating capabilities.

- **Mathematical Activities**

Through the use of the Montessori mathematical apparatus, children are exposed to a wide variety of concrete materials.

- **Language Activities**

These exercises are carried out to develop children’s spoken and written language abilities as well as their reading comprehension.
Ministry of Education, Youth and Sports, Ghana Education Service.

Through its relevant ministries and implementing bodies, such as the Ghana Education Service (GES), the government of Ghana coordinates and supervises about 7,000 ECD centres (kindergarten classes, 4-5 years) attached to the public primary schools. There are about 3,000 private ECD centres mostly found in the urban centres. These public ECD centres are being managed at the national, regional and district levels where personnel are engaged to coordinate and supervise the activities of children in the centre-based programs. The government pays the salaries of the teachers and attendants. Access to ECCD Services in Ghana studies have revealed that children between 0-14 years of age in Ghana make up almost half of the population at 44%. Children aged 0-8 make up about 20% of the population of about 20 million (2000 Population & Housing Census).

Out of the total population of school-aged children 79% are able to enter primary school (82% boys and 72 % girls). However, only 27 % of children between 0-6 years of age gain admission to ECCD centres (ECCD in Ghana, BUPL, 2001, p.1). The same study found out that approximately 94 % of children aged between 0-2 years do not have access to early childhood services (approximately 75 % aged 3 years from rural areas and 65% from urban areas in the same situation. (BUPL, 2001). More recently a comprehensive study evaluating the Free Compulsory Universal Basic Education (FCUBE) program found out that only 14 % of children are being served by early childhood education (ECE) centres across the country (Ministry of Education, 2002).

These structured programs deliver services to children directly. The objectives of these programs include child survival, childcare, socialization, overall development and
programs that prepare children for school or childcare centres. These programs are found in schools, but they may also be found in a neighbour’s home, in a community centre, in the market place and under trees. In other words these programs can exist anywhere children are brought together in a group.

It is the responsibility of the GES to develop curriculum and programs for ECD and help train caregivers. The Ministry of Education is supposed to support the National Nursery Teachers’ Training Centre both financially and materially to offer qualitative training to ECD attendants and caregivers.

Although the GES has set up ECD units at its headquarters, regional and district education offices to play supervisory roles and coordinate activities, the officers in charge do not have the necessary logistical support to discharge their duties to the best of their abilities.

Unlike the formal education system, preschools do not have a centralized curriculum and therefore most of them use school-based curricula where children are introduced to rigid rote learning. It has also been observed that most preschools lack the appropriate inputs, such as teaching and learning materials and equipment and toys for play that are necessary for children’s physical development. It is interesting to note that while the GES organizes the development of inputs such as instructional materials for first and second cycle institutions through the Curriculum Research and Development Division (CRDD), preschools are completely neglected. For these reasons the preschools are forced to look for instructional materials elsewhere.
This underscores the lack of a clear-cut overall policy that takes into account the organization and administration of preschools in Ghana. This is an area that was overlooked in the educational reforms that took place between 1987 and 1996.

Investigations have also revealed that most preschool teachers do not have the requisite training. They do not have the Pre-service Teacher Training Certificate and have also not benefited from the in-service training organized by the National Nursery Teachers’ Training Centre. The low calibre of such teachers, coupled with a lack of curriculum content and methodology, make the coordination and supervision of activities very difficult.

Perhaps the GES and its Training Division should propose and implement a pre-service training program for exposing teachers to ECD. Teachers then could have the option of being responsible for the education of children aged 0-8, which is a crucial period of their development.

**Key Concepts Defined**

The main concern of this paper is to critically examine how ECCD activities are coordinated and supervised. Having given the above overview of ECCD programs in Ghana, the researcher now brings to bear some definitions that will guide in looking at the topic under discussion.

*Management.*

Brech (1965) defines management as:

A social process of responsibility for planning, motivating and regulating the activities of groups of people associated in given tasks to fulfil known objectives.
The description is accurate, because management is an individual action combining mental and behavioural elements. The notion of ‘responsibility’ implies judgement of relevant facts and factors, leading to decisions as the inspiration of action; authority to decide and initiate is therefore inherent – a very important and fundamental principle in regard to delegation (pp. 14-15).

Management is the crucial function of project or program implementation. It consists of coordinating the application of means with a view to achieving established objectives. Program implementation is accompanied by supervision or, to be precise, monitoring and evaluating activities that will provide information about actual results. It is said that to manage is to have certain tasks carried out by others in order to achieve a common goal. More precisely, program management consists of coordinating the activities of different departments, groups or individuals who contribute to the achievements of the established objectives.

In summary, management is seen as a process leading to the achievement of set goals in an organization.

Coordination.

Coordination is seen as a situation where two or more organizations work together through a formal or informal arrangement to achieve goals such as improving the effectiveness and/or cost effectiveness of programs, avoiding unnecessary services and improving performance (Pindus, Koralek, Martinson, & Trutko, 1999; Holcomb et al., 1993).
According to Brech (1965), “coordination is balancing and keeping the team together, by ensuring a suitable allocation of working activities to the various members and seeing that these are performed with harmony among members themselves” (p. 14). Brech (1965) went further to define motivation as:

getting members of the teams to pull their weight effectively, to give their loyalty to the group and to the task, to carry out properly the activities allocated, and generally to play an effective part in the purpose or task that the organization has undertaken; with this general ‘inspiration’ goes a process of supervision to ensure that the working teams are keeping to the plans and attaining an adequate level of effectiveness and economy of the work (p. 14).

This process is popularly labelled ‘leadership.’

Coordination is seen as the well-ordered state of a network of organizations or services that arise from this activity. Coordination draws the different participants into a shared network or system, and so begins to meet the Oxford English Dictionary definition of integration: combining parts into a whole.

Coordination can occur across ministries and government structures as well as between and within departmental structures. Thus, coordination can be vertical or horizontal.

In Management of Organizations, Wright and Noe (1996) define coordination as an integration of the organization’s parts (such as employees and departments) to achieve desired outcomes. Coordinating the work of individuals, teams, functional groups and so on includes encouraging communication and fostering cooperation. The organization does this by establishing a variety of interdependent relationships among individuals and
groups. Wright and Noe (1996) argue that the size of a group influences the type of coordination.

In an unpublished article, Amuzu-Kpeglo (2002) cited Fayol (1916) as saying coordination refers to all efforts concerned with building together, unifying and harmonizing all activity and effort. Fayol recommends regular meetings of departmental managers as a prerequisite for effective coordination.

**Supervision.**

Musaazi (1982) regards supervision as being primarily concerned with activities geared toward ensuring instructional objectives are achieved. To him, “all actions taken to improve or ensure the achievement of instructional objectives, when teaching and learning are in progress” (p.73) constitute supervision. Rue and Byars (1996, p.3) look at supervision as “the first level management activity in an organization” (p. 3). They see supervision as being concerned with encouraging the members of a work unit to contribute positively toward accomplishing the organization’s goals and objectives. Glickman (1990) uses the word process in apt reference to how supervision is viewed. In supervision there is a process that is initiated and aims at providing a link between a teacher’s needs and the goals of the teaching organization.

Glickman (1990) wrote that it is the “function in schools that draw together the discrete elements of instructional effectiveness into whole school action” (pp. 4-5). He regards supervision, in broad terms, as “the glue of a successful school” and adds that this glue represents “the process by which some person or group of people is responsible for providing a link between individual teacher needs and organizational goals so that individuals within the school can work in harmony toward their vision of what the school
should be” (pp. 4-5). This definition sees supervision as including teacher evaluation as well as teacher development (Duke, 1987).

In educational organization circles today, supervision is considered as an integral dimension of educational administration. Its most common definition is associated with the “improvement of instruction” (Ayar, 1954, p. 3) or with “improving instructional effectiveness” (Okumbe, 1999, p. 175), especially when applied to teaching activities in education.

Okumbe (1999) looks at the following three things that must be present to hold together any kind of group:

- a common objective that members of the group must be committed to;
- a direction to channel the diverse and often disorganized efforts of individuals into a purposeful stream of productivity to achieve the common objective; and,
- newer and better supervisory techniques to be developed through research efforts and applied in order to release the maximum potentials of the teachers (pp. 175-176).

Supervision also involves training, observation, monitoring or keeping track of the way that each worker performs his or her tasks and functions, guidance/teaching through modelling, demonstration, consultation and the provision of resources.

Shantz and Ward (2000) observe that for teachers to improve instructional delivery, they mostly rely on feedback given them by their supervisors. Therefore, it is very urgent and important to give constructive criticism and guidance to supervising teachers to enable them to develop their teaching proficiency.
Coordination Within Ministries

Coordination of early childhood care and education among sector ministries such as Ministry of Health, Department of Social Welfare and Ministry of Education has always been a very critical issue that the country has faced in addressing the issue of integration of childcare services. However, in 1993 the scene was set for a relatively high level of coordination in the administration of early childhood services. It was the very first time in the country where professionals and educators on early childhood development were brought together for an international seminar and the theme was “The Child Cannot Wait.” There were several recommendations that led to the formation of a Task Force to look at policy on ECD. All the line ministries, departments and agencies were represented on the task force. This seminar really gave birth to new dimension of Early Childhood Development in the country. The 1993 National Seminar on ECD was the major activity which led to The Accra Declaration.

A New Approach to ECD

The new approach to ECD is to formulate comprehensive policies and programs for children (aged 0-8), their parents and caretakers. This approach aims to protect the child’s rights to develop his or her full cognitive, emotional, social and physical potential. It is in this vein that the Constitution of the Republic of Ghana and other instruments have assigned roles to relevant sector ministries, District Assemblies, communities, families, the private sector, non-governmental organizations (NGOs) and development partners for investment in and effective implementation of ECD programs (Republic of Ghana, 1992).
The government of Ghana has initiated a number of policies and programs that directly or indirectly impact young children’s welfare. These include policies and strategies on the promotion and extension of preschool education and on improving the health of children under 5 years, as well as national AIDS policy, street children policy, gender and children policy, disability policy, child protection and promotion policy, population policy and a poverty reduction strategy framework.

The Draft ECCD Policy (Republic of Ghana, 2003) seeks to develop guidelines, establish institutional frameworks to guide stakeholders, and assign responsibilities. It also seeks to put in place coordinating and monitoring mechanisms for promoting early childhood development in Ghana.

Problem Statement

Despite the various interventions by several stakeholders to bring about holistic child development, very little attention has been paid to the Early Childhood Unit of the GES, which is supposed to coordinate all ECD activities in the country. The education reform programs of 1987 never included the ECD sector, although teachers staffing these centres were catered to in terms of salaries. Most of the preschools have poor infrastructure and lack toys, play equipment and furniture. Most centres are being operated under sheds and trees in the remote areas. In the urban centres some of the private crèches and day care centres are operating in garages in homes, with no spacious playground for outdoor activities and free movement.

For a very long time, the GES has not come out with specific programs to bring about quality ECD service delivery in the country. Due to financial constraints, there are no specific directions for the unit’s operation as advocated by policy makers. It is against
this background that the issue of coordination and supervision of ECD programs has not been properly focused. There has not been any documentation on the topic under study.

The only legal instrument that could be used by implementers, the Draft Policy on ECCD, spells out the various stakeholders and their roles and responsibilities as regards coordination and supervision of ECD programs. However, the policy is still in its draft state and has not received parliamentary approval.

In view of this situation, this study focuses on coordination and supervision of early childhood education and childcare services within the Ministry of Education, Youth and Sports, Ghana Education Service. To date, very little has been done in terms of coordinating activities, right from the national level to the community level. Consequently, the need for research into this topic and efforts to effect change is great.

Rationale for the Study

Several governments and international agencies have come to recognise the vast importance of early childhood education and have integrated it into all their educational programs. Early childhood education is of vital importance to societies in the process of development. Children have a right to get the best start to life, since therein lies the foundation and guarantee for human development. Early childhood education assures great economic returns in the future with savings on such services as remedial education, health care and rehabilitation. Early childhood education reduces social, economic and gender disparities, and offers countries the best opportunity to compete in the global economy by improving the competencies of their people.
Objectives of the Study

Specifically, the study will focus on identifying the factors that have engendered the current problems militating against the successful coordination and supervision of ECD programs in Ghana. Thus the specific objectives are to:

1. Assess the level of awareness of the existence of ECD policies by program implementers.
2. Assess the level of involvement of program implementers in the policy-making process.
3. Identify the strategies and mechanisms involved for coordination and supervision of ECD programs.
4. Suggest strategies for promoting effective and efficient coordination and supervision of ECD programs.
CHAPTER 2: LITERATURE REVIEW

An exhaustive search for relevant documents pertaining to this study made it abundantly clear that no researcher has ventured into this area. Very little information exists on coordination and supervision of ECD programs in Ghana, and policy statements on coordination which contributed to the Draft Policy on ECCD (Republic of Ghana, 2003) are difficult to trace. Thus, the need to explore this area is brought sharply into focus.

Much can be learned from ECCD programs outside Ghana. Haddad (2001), for example, discusses the ECCD situation in Sweden in a report prepared for UNESCO. According to Haddad, Sweden is the only OECD (Organisation for Economic Co-operation and Development) country that has fully integrated all its early childhood services and compulsory schools into the educational system under the auspices of the Ministry of Education.

According to the Swedish background report (in Haddad, 2001), the transfer of services to the educational sector has not altered the Swedish early childhood education and care policy at its foundations. It continues to be an important part of the family support system, along with parental leave insurance and child allowance systems. The overall goals are the same: fostering democracy, equality, solidarity and responsibility. The 1998 National Curriculum has reinforced the dual focus on education and care set by the 1998 National Commission on Child Care.

The transfer has also raised new issues, such as “the right of all children from an early age to take part in preschool, irrespective of if parents work or not” (Gunnarsson et al., 1999, p. 11). A good step has been taken: The government is proposing a free
By contrast, these childcare and child education services in Ghana have been provided by various sector ministries and private individuals; there are no clear policies on how ECD programs are to be implemented, and no national curriculum. In the Education Sector Plan (2003), fee-free tuition is advocated for all, but there are no clear guidelines by the Ministry of Education on how to effect these policies. Some private individuals charge very high fees, especially in urban areas, and it is very difficult for parents to afford these services. Therefore, it is crucial to learn from the Swedish example. The relative success of the ECEC systems in Denmark, Norway and Sweden can, in great part, be attributed to the peculiar way in which these countries have been dealing with conflicting issues involving the care and education of the young child, such as family–state responsibility for the child’s socialization, the reconciliation between work and family responsibility, and also the dichotomy between education and care.

Brazil has had its early childhood education and care system unified under the educational sector since 1996. Beyond the continuing inconsistencies among the services, the transfer to education has meant an abrupt introduction of segmentation of the services by age (crèches for ages 0-3 and preschools for ages 4-6).

In Denmark and Norway, efforts toward integration started in the mid-1960s when all services under the auspices of the welfare sector were unified as a means of providing education and care for children.

Features of Integrated Policies and Implementation Process

The following are features of integrated policies and implementation process:
• Highly professional and state-funded ECEC systems (as in the Scandinavian countries).

• Early childhood socialization is ideologically grounded in a common philosophy.

• ECEC policies are universal, meant for all children and families.

• All day care centres and kindergartens have the same social and educational objectives and employ the same kind of professionals.

• All day care centres and kindergartens target the same clientele and develop a program of pedagogical activities based on the same principles.

• Trained teachers work with all age groups, including very young children.

• There is private participation, but no market for profit scheme has been accepted by any of the countries.

The development of a unified policy aims at achieving:

• Diversity.

• A unity of principles and philosophy so as to meet the needs of children and families in a changing society.

• A comprehensive concept of preschool age range, covering the period from birth to age 7 (starting primary school).

• Policies on parental leave.

• A shift in pedagogical approach to ECEC programs, moving from a situation in which adults control and take decisions related to the child’s everyday life to a situation in which children are considered as thinking and autonomous subjects who can give their opinion on issues related to them.
• Changes in physical space, that is a gradual shift from standardised and stratified structures to an interactive and personalized approach, often referred to as “home like.”

• An increase in parental involvement in ECEC programs, which will entail a great deal of discussion and negotiation among public authorities, families and professionals.

• Willingness and efforts to review basic ECEC concepts and redefine the services.

• A public network of ECEC services, which give support to working families and provide an important resource for lifelong learning.

Having discussed some features of effective ECD program coordination in some European and Scandinavian countries, it is necessary to discuss some guiding principles which other authors advocate that are to be present to ensure smooth integration and coordination of activities of children and their parents.

As observed by Peretomode (1992), Follet (1924) believed that the fundamental problem of any enterprise, whether it be local or national government, a business organization or an education system, is the building and maintenance of dynamic and harmonious human relationships. To achieve harmonious human relationships there is a need for coordination of activities in the organization. Hence the principles of organization, which Follet (1924, in Peretomode, 1992) collectively called “coordination.”
Coordination by Direct Contact of the People Concerned

By this, Follet (1924, in Peretomode, 1992) meant horizontal control between unit heads instead of classical or traditional notion of control up and down the hierarchy of authority. For example, the control of the organization can be between the production manager and marketing manager. Though they are heads of different units, these officers are of similar rank. For the smooth running of the organization, these officers need direct contact because together they can informally contribute to the organization in achieving its goals. Follet (1924, in Peretomode, 1992) therefore recommends horizontal control, instead of only top down control.

Coordination in the Early Stages

This means that direct contact should be made as policy is being formulated rather than after it has been formed. By this it means that the head of the organization does not only have to inform his subordinates, such as unit heads, after he has formulated a policy, rather he should allow them to have direct contact with one another and come out with ideas that will serve as inputs for decision making. The output or the policy that will eventually be formulated will thus be seen as a collective lot.

Coordination as the Reciprocal Relating to all the Factors in a Situation

Peretomode (1992) explains that coordination should take into account parts and their interactions in the situation being handled. Therefore, the individuals and informal groupings in the organization will be expected to be concerned about whatever situation in which the organization finds itself. So the head of the organization must take
cognisance of the feelings, concerns, and potential contributions of the individuals and informal groups in the organization.

Coordination as a Continuous Process

This principle means that horizontal control between unit heads; involvement of unit heads in the initial formulation of policy, and consideration of the sentiments of individuals and informal groupings in the organization should be an established tradition of every organization. The process should become the culture and climate of the administrative process and management function of the institution.

Development of the Individual

In an unpublished work, Amuzu-Kpeglo (2002) cited Follet (1924, in Peretomode, 1992), saying it is very important to develop the individual. She holds the view that no one could be a whole person except as a member in a group and agrees with Frederick Taylor (1911, in Peretomode, 1992, cited in Amuzu-Kpeglo, 2002), that “management and labour shared a common purpose as a member of the same organization.”

According to Follet (1924, in Peretomode, 1992, cited in Amuzu-Kpeglo, 2002), the distinction between managers and subordinates as order-givers and order-takers is quite artificial and this hindered or obscured natural partnership, instead she thought leadership should emanate from greater knowledge and expertise to head a group. Like Elton Mayo, Follet (1924, in Peretomode, 1992, cited in Amuzu-Kpeglo, 2002) also believed that managers could motivate employees by acknowledging their social needs and by making them useful and important. Employees have the opportunity to make their
own decisions on the job. Unlike the traditional model, a human relation sought to treat workers with consideration and was attentive to their needs and welfare. Follet (1924, in Peretomode, 1992, cited in Amuzu-Kpeglo, 2002) was strongly against institutional structures that constitute the bureaucracy and the use of force. Her view of society was based on an interlocking hierarchy of membership groups beginning at the neighbourhood level. To her, ideal democracy is integration of the individual personality and she believed that “democracy does not register various opinions, democracy is an attempt to create unity” (Follet, 1918, in Peretomode, 1992, cited in Amuzu-Kpeglo, 2002).

*Implications to Educational Administration*

In summary, the first principle of coordination means that there should be direct contact between and among people in the organization. The implication of this to education is that the administrator does not need always to be the sole director of affairs. He/she should ensure that teachers work with relative autonomy. The administrator should encourage subject heads and teachers to liaise with one another and map out strategies for ensuring the achievement of the organization’s goals. In other words both vertical and horizontal control of educational institution is necessary.

The second principle of coordination also means that direct contact should begin when policy is formulated rather than after it has been formed. The educational implication of this principle is that the head of an institution should always involve his or her subordinates in decision making rather than just informing them after the decision has been made. School heads who only announce already formulated policies and issue
directives to staff during staff meetings are clearly not adhering to Follet’s principle of coordination.

The third principle of coordination calls for the administrator to take into account the various parties and their interactions in the situation being handled. This implies that a school administrator works with teachers and other workers, both as individuals and in informal groups. These individuals and informal groups have their particular feelings that can influence their work. In coordinating the activities of the various sectors of the school or centre, the administrator must bear in mind the feelings of individuals and informal groups.

The fourth principle also throws more light on the fact that coordination should be a continuous process. This implies that an educational administrator should consider all three processes described above as an established administrative tradition and comply with it to institute a culture of cooperation. An ECD program coordinator who applies these principles in day-to-day activities will not find him or herself wanting.

According to this theory, the administrator should always consider the feelings of individuals in the organization. However, if the administrator is not firm and strong, he or she may be tempted to sacrifice the organization’s goals to the sentiments and feelings of individuals and informal groups. The leadership style of the administrator becomes a major factor in achieving the management approach, which Follet (1924, in Peretomode, 1992, cited in Amuzu-Kpeglo, 2002) advocates.

In the same vein, Kipkorir and Njenga (1993), writing on ECEC in Kenya, see preschool institutions as an alternative childcare provider. Because parents place a lot of trust in the preschool teachers, these institutions serve a custodial and socialization
function. The teachers are expected to provide custodial care to the children and also to socialize them so that they can acquire acceptable social norms and values.

Kipkorir and Njenga (1993) looked at coordination of ECCE activities with a primary focus on monitoring and supervising the activities of ECCE programs. The activities involved in monitoring and supervision include the assessment of preschool teachers undergoing training, inspecting preschool facilities to ensure they are safe, adequate and suitable for the children, inspecting the records kept by the teachers to ensure they are available and have been appropriately filled out, giving professional guidance and support to teachers, and advising sponsors and other interested parties on issues related to ECCE. Furthermore, it was mentioned that the team at the national level also monitors the program regularly, through annual reports, visits, and meetings held between the officers and trainers.

Excellent supervisory systems have been designed and implemented in developing nations that include the preparation of supervisors to be in-service teacher trainers with frequent and regular scheduled sessions with teachers, head teachers and parents. This approach could be considered as an extension of the “guidance” aspect of supervision. The system of coordinating center tutors (who provide guidance for parents and school staff to develop annual plans of action, give in-service training sessions, supervise headmasters and teachers, and collect key data) was developed in Uganda for primary grades. This program demonstrates that a British-based system such as Ghana’s can develop effective supervisory systems that include in-service training activities.
Current Policies and Programs in Ghana

Presently in Ghana the issue of coordination has been catered for in the Draft Policy on ECCD (Republic of Ghana, 2003), and some suggested structures have been put in place for its implementation. There is a policy objective that states the need to strengthen the institutional capabilities of those delivering ECD services at the national, regional and district levels. The policy also talks about establishing mechanisms for collaboration and coordination of services for children in the country.

There are attempts to mainstream ECD, which is featured in the Annual Education Sector Operational Plan (AESOP) 2003-2005. AESOP is a three-year rolling work plan in which activities and costs within the Strategic Framework and Work Program of the Education Strategic Plan (ESP) have been set against medium term sector targets for the period 2003 to 2005. The effective implementation depends on resource allocation, support, dedicated and committed personnel who should perform the task as in the letter and spirit of AESOP throughout the organization.

It is important to note that partnership and collaboration are necessary for effective delivery and expansion of ECD services. As the experience of Scandinavian countries indicates, coordination facilitates the development of a shared vision, understanding of roles and better utilization of resources. Coordination seems to work well when a government ministry provides the lead and creates a coordinating unit and an intersectoral committee involving all key stakeholders. The committee should have well defined terms and responsibilities and the authority to implement its decisions. The plan can provide the flexibility required to engage in:
1) ongoing consultation with all of the levels:
   teachers/headteachers/Regional/District ECD coordinators;
2) outlining precise roles and responsibilities for each level;
3) outlining and providing forms for reports;
4) disseminating reports vertically (both upward and downward) and horizontally.

Since many partners provide ECD, the government should ensure proper coordination of all the efforts for effective utilization of resources and linkage to broaden social and economic development policies. Increased commitment of government resources is essential for policy implementation. Other essential ingredients include capacity building through creation and strengthening of coordinating structures and through staff training.

However, with the implementation of ECD program in Ghana the situation is quite different. The general perception is that departments and agencies prefer to carry out their own activities without collaborating with other organizations that might be working along the same issues. Even stakeholders in the same organization sometimes refuse to acknowledge and share information on children’s issues because there are no defined guiding principles and philosophy to meet the needs of children and families in a changing society.

*Roles of the ECD Unit*

The ECD Unit of the GES, which is an implementing body of the Ministry of Education, is supposed to work through 10 regional coordinators and 110 district ECD coordinators. This is supposed to be a nation-wide network of facilitators for the
implementation of ECD programs. These officers are appointed by the Regional and District Directors of Education and are supposed to be trained from time to time to carry out specific tasks in the implementation of ECD programs in the country. They are supposed to coordinate all preschool activities in the regions and districts. It is also their duty to ensure that all the centres work according to approved guidelines, which was developed by the ECD Unit. The Unit is to facilitate registration, control and evaluation of the centres. It also plans training programs for personnel of nurseries and kindergartens. The Unit head promotes in-service training for caregivers at all levels but a lot depends on availability of funds by the central government and its decentralized systems.

To ensure that the ECD coordinators perform their duties efficiently, some parameters should be put in place to monitor their performance. These include the submission of quarterly reports to the office of the ECD Unit, which should include all activities carried out within the quarter, problems encountered and how they were solved, and statistical data on enrolment.

Types of Coordination

Horizontal coordination.

The first step in designing an effective structure is to focus on the various activities required to reach the company’s objectives. Henri Fayol (1916) described the essential principles for achieving coordination as division of work, unity of direction, and subordination of individual interest to general interest. In any event organizational structure begins when jobs are created with specific sets of activities assigned to them. Once jobs are created, managers must establish unity of direction by coordinating
jobs with one another. Unity of direction means providing for necessary communication, eliminating duplication of activities, and ensuring that all employees will work towards the same objectives.

*Vertical coordination.*

While a good deal of coordination is achieved by grouping activities and jobs into departments, conflicts, disagreements and confusion will often occur. This is especially true when department objectives differ or when employees and managers disagree about objectives and how to achieve them. It is true also when there are a great many different jobs, departments and divisions. Vertical coordination is achieved by assigning increasing levels of authority going from the bottom to the top of the organization. Fayol (1916) in an unpublished article of Amuzu-Kpeglo (2000) called this system the chain of command and referred to the principles of authority, responsibility, discipline and unity of command.

We can see, then, that a key objective in organizational structure is coordination. Coordination must be achieved both horizontally and vertically within the company. Although horizontal and vertical coordination may seem like entirely different issues, managers most often consider them together as they design effective structures.

*Delegation of Authority*

Delegation of authority is the process of assigning authority to someone else. In other words, the manager delegates by assigning not only the responsibility to carry out the tasks but also the authority needed to carry out the task more effectively. Authority is one of the basic means of achieving coordination between jobs and departments, and it is
a major factor in an organizational structure. Yukl (2002) defines delegation as “a distinct type of power sharing process that occurs when a manager gives subordinates the responsibility and authority for making some types of decisions formerly made by the manager” (p. 98).

Delegation of authority flows along chains, communication and coordination follow the chain, and disagreements are resolved according to the authority points in the chain. In coordinating ECD programs there is also a need to delegate authority from the top management level down to the grassroots level, and people must be made accountable to whatever decisions are taken.

In the United States, managers have liked centralization because the control it gives them reduces uncertainty. In addition, limiting the number of people involved can speed up the process of making some kinds of decisions. However, it can be said that there is quite a great benefit with the decentralized system since managers can share the burden of gathering and interpreting the enormous amounts of information required to manage a modern organization; employees do not have to wait for approval for action.

Central to the process of supervision are the three supervisor responsibilities of carrying out observation, giving guidance and support, and giving feedback to the supervisees. Observation provides the supervisor with an opportunity to gain information about a wide range of teaching skills (Knoll, 1987). Information gathered during classroom observation may be used for different purposes by supervisors. Guidance and support in teaching is expected, and should be part of the general supervision that teachers receive.
Odell (1986) listed five categories of support needed by new teachers or teachers in a new school:

- System information
- Finding resources and materials
- Instructional strategies
- Emotional support
- Help in classroom management and discipline

In addition to Odell’s category of support, there is also an urgent need for activities of in-service training of teachers and other ECD administrators.

*The Process of Appointing Instructional Supervisors in the Ghana Education Service*

The personnel function of appointing staff in the GES is performed by the Manpower and Training Directorate newly designated as Human Resource Management and Development Directorate (HRMD) within the framework of the Republic of Ghana’s policy of decentralizing educational administration. The directorate undertakes manpower planning, recruitment of qualified personnel, selection, placement, staff development, appraisal and other responsibilities it may have to share with other directorates of the service at the national, regional and district/circuit levels. Like other formalised personnel departments, HRMD aims at hiring, retaining and motivating its personnel to ensure they achieve its objective. It also strives to assist individual members of staff to reach the highest level of achievement and maximize their career development (Rebore, 1982, p. 12).
CHAPTER 3: PROJECT DESCRIPTION

The project seeks to better understand the principles and practices of effective coordination of ECCD services, as well as the roles, responsibilities, objectives to be achieved and activities to be carried out, including whether these are viable and sustainable. The study looks at the various steps or procedures engaged in by government in the implementation of ECCD programs, investigates the views of program implementers and identifies strategies to address implementation challenges.

The Ghana Education Service (GES), which is the implementing body, includes several units that are supposed to coordinate activities of children aged 3-5 years right from the national level through to the community levels. This project:

- Analysed all policy documents with regard to the issue of activity coordination. This enabled the researcher to be abreast of current coordination issues, which served as the basis for the study.
- Visited a sample of organizers in the field and found out how they went about their day-to-day activities. This involved discussions, analysis and interpretation of ideas regarding activity coordination and supervision.
- Reviewed literature to provide written evidence related to work done by others in the field of research.
- Designed interview guides and individually conducted interviews with the participants. The first step was to conduct personal interviews with Divisional Directors/Unit Heads at the national level of the GES headquarters in the Ministry of Education, Youth and Sports. (See Appendix I for the interview guide.)
Enough information was gathered at this level to give a clearer picture of the issue of coordination at the national level among implementers of various Ministry of Education policies with regard to implementation. This information helped to focus attention on the issues of coordination and supervision of children’s activities at the national level, and how they relate to the ECD unit at the national level.

Limitations

The number of ECD coordinators, teachers/head teachers and communities involved in the study was limited due to time constraints. The number of respondents would have been larger and thus more varied, but resource constraints did not make such coverage possible. The small number of respondents notwithstanding, care was taken in their selection to represent the different categories of ECD organizers and head teachers. Therefore the findings can be used as pointers for future research, and will also give hints for possible directions for educational policy.

The Sample and Sampling

The target population of the study comprised divisional heads at the national level, ECD coordinators at the regional and district levels and head teachers of the preschools in the selected regions/districts.

The sample was carefully selected and restricted to the Greater Accra and the Eastern regions due to time constraints and financial implications. These two regions are closer to the researcher. Schools selected were of different categories in terms of facilities, quality of staff and even the availability of qualified personnel in those schools. Sampling occurred at various levels. In each of the two regions, three districts were
selected and further divided up into urban, semi-urban and rural settlements. For reasons of confidentiality, the selected schools were assigned letters (A-F) in no specific order. A purposive sampling technique was employed based upon these criteria: good school (in terms of facilities and trained staff), average and poor.

A total of six schools were sampled out of about twenty schools in each of the three districts. The selected schools were as follows: in the Greater Accra region, Ga (School A; semi-urban), Accra Metropolis (School B; urban) and Dodowa (School C; rural); in the Eastern region, New Juaben Municipality (School D; urban), which was sampled because it was easily accessible, Akwapim South (School E; semi urban) and Suhum-Kraboa-Coaltar Districts (School F; rural).

A total of six ECD organizers were selected for the study, along with 10 divisional/unit heads at the national level. In all, six districts were selected using purposive sampling techniques. One head teacher from each district was also selected using simple random sampling. Names of the schools in the various districts were written on pieces of paper and one name was picked to represent the head teacher. The entire sample size for the study was 22.

Table 3.1 Sample structure showing the number of people interviewed

<table>
<thead>
<tr>
<th>REGIONS</th>
<th>DISTRICTS</th>
<th>No. of ECD Coord.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Greater Accra</td>
<td>Accra Metropolis</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Ga</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Dodowa</td>
<td>1</td>
</tr>
<tr>
<td>REGIONS</td>
<td>DISTRICTS</td>
<td>No. of ECD Coord.</td>
</tr>
<tr>
<td>-------------</td>
<td>-------------------</td>
<td>-------------------</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>Eastern</td>
<td>New Juaben</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Akwapim South</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Suhum</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>Preschool head teachers</td>
<td>Accra Metropolis</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Ga District</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Dodowa</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>New Juaben</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Akwapim South</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Suhum</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>6</td>
</tr>
<tr>
<td>Divisional Directors</td>
<td>Girls’ Education Unit</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Private School’s Unit</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Special Education Division</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Teacher Education Division</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>School Health Education Program</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Inspectorate Division</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Guidance &amp; Counselling Unit</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Basic Education Division</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Logistics &amp; Supplies Unit</td>
<td>1</td>
</tr>
<tr>
<td>REGIONS</td>
<td>DISTRICTS</td>
<td>No. of ECD Coord.</td>
</tr>
<tr>
<td>-----------------</td>
<td>----------------------------------</td>
<td>-------------------</td>
</tr>
<tr>
<td>Human &amp; Resource Management Development Unit</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>10</strong></td>
</tr>
</tbody>
</table>

*Source: Field Survey 2003*

*Selection of Respondents at the National Level/Divisional Directors*

Divisional directors/heads of units were interviewed. After introductions, the objectives of the research were outlined to the divisional heads.

*Instruments and Data Collection Process*

The instruments included interview guides, which were developed for three groups: heads of units (national level), ECD coordinators (district level) and head teachers/teachers of the six selected schools in the six selected districts. Other methods used included analysis of educational policy documents and observation of classroom teaching and learning processes and children’s outdoors activities.

The researcher made the interview guides available to all the participants individually and explained the objectives of the study to them. Their cooperation was solicited and the confidentiality of the whole process was taken into consideration. The researcher sought information on the following: whether they consult other units when planning and implementing activities; how often they work with other units already mentioned; whether they set performance targets for their staff; what are some of the monitoring exercises they have in place for the various activities; suggestions for
improving coordination of activities; and reporting arrangements. (See Appendices I-III for interview guides.)

**Classroom Observation**

Supervision is essentially a development-focused process designed to enhance instruction and curriculum. It primarily uses results from feedback based on classroom observation to inform the process for continuous improvements in teaching and learning. The researcher therefore focused the classroom observation on four major areas to verify the responses given by head teachers already interviewed. This observation was carried out to cross check some of the information given by head teachers on how they supervise the children’s activities, for example, setting up the learning environment for group activities and to allow free movement of children; providing enough teaching and learning materials for effective class activities; creating opportunities for children to interact with objects around them.

In the classroom, the researcher explained the objectives of the study to the head teachers/teachers. The class was told to be free and take part in the normal activities as they have been doing. An observation guide for this activity is attached as Appendix IV.

The results of the observation were rated in percentage for the six schools, represented by letters A-F. This observation was intended to find out whether both coordinators and head teachers supervise the children’s activities.

The information collected was based on the following headings:

- Physical environment
- Classroom arrangement
- Equipment and materials
- Outside activities

*Physical environment.*

These facilities play a vital role in the child’s total as well as the setting of the classrooms for effective teaching and learning.

*Outdoor observation.*

Children were observed in a free play activity to find out whether they were provided with a variety of playthings. Play opens up opportunities for children to manipulate materials in their environment and discern shapes, texture, size, colour and weight.

The outdoor activities were observed during this study to examine what children do to exploit the play-based situation for their educative values. Very young children naturally live a life of creativity. They enjoy singing, dancing, climbing and jumping, and, as they do these things, they gather a wealth of information about the world. The observation was carried out to find out whether caregivers allow children to learn through play as well as create opportunities for children to interact with objects in the environment. Children were also observed during these free activities to find out what facilities were available, what outdoor play equipment children use often, their most preferred games, whether children are supervised, whether they initiate their own activities, and whether children play in groups, in pairs or alone.

These free play outdoor activities performed by children aged 4-5 years were observed using an observation guide (see Appendix V).
CHAPTER 4: FINDINGS

This chapter presents the results and findings of the study on the status of coordination and supervision of ECCD programs in Ghana. The discussions that follow are based on information collected from the various participants in the study. Levels of awareness of policies on ECCD by divisional heads are presented, as well as discussions on information collected from some head teachers on their awareness of ECCD policy issues.

Policy Statements on the Coordination and Supervision of ECCD Programs

To assess the level of awareness of policies on ECCD by implementers at the national level, 10 educational authorities (directors/divisional heads) were interviewed. The majority of them, 70%, were not aware of the policies on ECCD, as shown in Table 4.1.

Table 4.1 Divisional Directors Level of Awareness of ECCD Policy

<table>
<thead>
<tr>
<th>RESPONSE</th>
<th>NUMBER</th>
<th>PERCENTAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aware</td>
<td>3</td>
<td>30</td>
</tr>
<tr>
<td>Not Aware</td>
<td>7</td>
<td>70</td>
</tr>
<tr>
<td>Total</td>
<td>10</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: Field Survey 2003

From the interview conducted with the ECD coordinators, of the six respondents only two, representing 33.3%, were aware of the policy on ECCD (see Table 4.2). Those two had not been part of the formulation process. The other four coordinators,
representing 66.7%, were not aware of the policy and had never had the opportunity to take part in any kind of discussion with regard to the development of the policy.

*Table 4.2 ECD Coordinators Level of Awareness of the Policy*

<table>
<thead>
<tr>
<th>RESPONSE</th>
<th>NUMBER</th>
<th>PERCENTAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aware</td>
<td>2</td>
<td>33.3</td>
</tr>
<tr>
<td>Not Aware</td>
<td>4</td>
<td>66.7</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100.0</td>
</tr>
</tbody>
</table>

*Source: Field Survey 2003*

Two thirds of the head teachers, who are the implementers of the policy issue at the grassroots level, were not aware of the policy (See Table 4.3).

*Table 4.3 Head Teachers Level of Awareness of ECD Policy*

<table>
<thead>
<tr>
<th>RESPONSE</th>
<th>NUMBER</th>
<th>PERCENTAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aware</td>
<td>2</td>
<td>33.3</td>
</tr>
<tr>
<td>Not Aware</td>
<td>4</td>
<td>66.7</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100.0</td>
</tr>
</tbody>
</table>

*Source: Field Survey 2003*

From the interviews conducted with divisional directors on the issue of whether or not they relate to other units/divisions in the performance of their duties, eight of 10 respondents said that they do so, while two respondents indicated that they do not relate directly but when the need arises they always consult specific divisions to carry out certain activities. Table 4.4 shows the findings.
Table 4.4 Divisional Directors involving other divisions in carrying out their duties.

<table>
<thead>
<tr>
<th>RESPONSE</th>
<th>NUMBER</th>
<th>PERCENTAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>YES</td>
<td>8</td>
<td>80%</td>
</tr>
<tr>
<td>NO</td>
<td>2</td>
<td>20%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>10</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: Field Survey 2003

Four out of the six respondents, consisting of 66.7%, said they plan and implement activities together whilst two, representing 33.3%, answered in the negative. Table 4.5 represents the findings.

Table 4.5: ECD Coordinators Plan and Implement Activities Together

<table>
<thead>
<tr>
<th>RESPONSE</th>
<th>NUMBER</th>
<th>PERCENTAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>YES</td>
<td>4</td>
<td>66.7</td>
</tr>
<tr>
<td>NO</td>
<td>2</td>
<td>33.3</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Source: Field Survey 2003

In the case of reporting arrangements of activities carried out by ECD coordinators from Table 4.6, only one respondent out of the six people interviewed (16.7%) said reports are collated and submitted to regional and national offices for attention and feedback. The other five of the respondents (83.3%) did not have specific reporting channels of activities carried out. They admitted that sometimes reports were sent but not on regular basis.

Table 4.6: Coordinators Reporting Channels
<table>
<thead>
<tr>
<th>Variables</th>
<th>Responses</th>
<th>Number</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Do you send regular reports to the regional and national offices?</td>
<td>YES</td>
<td>1</td>
<td>16.7</td>
</tr>
<tr>
<td></td>
<td>NO</td>
<td>5</td>
<td>83.3</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td>6</td>
<td>100.0</td>
</tr>
<tr>
<td>Is it necessary to have regular meetings?</td>
<td>YES</td>
<td>6</td>
<td>100.0</td>
</tr>
<tr>
<td></td>
<td>NO</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td>6</td>
<td>100.0</td>
</tr>
</tbody>
</table>

In Table 4.7 there is a presentation of setting of performance targets by divisional directors. When asked whether they set performance targets for their staff, seven out of the 10 respondents (70%) answered in the affirmative; two respondents (20%) said that they did not set such targets. One respondent (10%) was not sure whether he or she sets performance targets or not.

*Table 4.7: Setting of Performance Targets by Divisional Directors*

<table>
<thead>
<tr>
<th>RESPONSE</th>
<th>NUMBER</th>
<th>PERCENTAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>YES</td>
<td>7</td>
<td>70</td>
</tr>
<tr>
<td>NO</td>
<td>2</td>
<td>20</td>
</tr>
<tr>
<td>NOT SURE</td>
<td>1</td>
<td>10</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>10</td>
<td>100</td>
</tr>
</tbody>
</table>

*Source: Field Survey 2003*
From the interviews conducted with ECD coordinators, it became evident that about half of the respondents (50%) set performance targets (see Table 4.8). Two respondents answered in the negative and, when probed further, it came up that for several years when they had drawn up action plans to be implemented in the districts, funds and material allocations had not been made available. One respondent was not very sure whether he or she sets performance targets. It was revealed that this was the case because even when action plans are drawn, financial constraints prohibit their implementation, so there is no need to set targets.

*Table 4.8: ECD Coordinators Set Performance Targets*

<table>
<thead>
<tr>
<th>RESPONSE</th>
<th>NUMBER</th>
<th>PERCENTAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>YES</td>
<td>3</td>
<td>50.0</td>
</tr>
<tr>
<td>NO</td>
<td>2</td>
<td>33.3</td>
</tr>
<tr>
<td>NOT SURE</td>
<td>1</td>
<td>16.7</td>
</tr>
<tr>
<td>TOTAL</td>
<td>6</td>
<td>100.0</td>
</tr>
</tbody>
</table>

*Source: Field Survey 2003*

Although 50% of the respondents indicated that they set performance targets, when asked further how these targets are set, most of them could not describe the process. The researcher was not surprised because implementation of early childhood activities is not done systematically. No planning goes on anywhere due to the fact that activities are not budgeted for.

Table 4.9 presents findings from school and classroom observation.
### Table 4.9: School/Classroom Observation

<table>
<thead>
<tr>
<th>Physical Environment</th>
<th>A</th>
<th>B</th>
<th>C</th>
<th>D</th>
<th>E</th>
<th>F</th>
<th>Number of schools responded positive</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Are the buildings solid and appropriate?</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>6</td>
<td>100</td>
</tr>
<tr>
<td>Do the Schools have playground?</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>6</td>
<td>100</td>
</tr>
<tr>
<td>Are the playgrounds spacious and appropriate?</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>-</td>
<td>-</td>
<td>4</td>
<td>66.6</td>
</tr>
<tr>
<td>Are walls of the buildings illustrated?</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>-</td>
<td>5</td>
<td>83.3</td>
</tr>
</tbody>
</table>

**Source: Field Survey 2003**

The physical environment includes the basic structures, that is, the building together with the surrounding compound. All six schools observed (100%) had solid buildings with clean and sanitary playgrounds. Five out of the six, representing 83.3% of
the schools, had their walls illustrated. This will go a long way to enhance the learning process in the school.

In Table 4.10 it is possible to see that four out of the six schools have comfortable furniture for children. This means that the remaining two, representing 33.3% of the schools, do not have comfortable chairs; therefore children get tired easily and cannot be attentive in class.

Table 4.10: Classroom Arrangement

<table>
<thead>
<tr>
<th>Classroom Arrangement</th>
<th>A</th>
<th>B</th>
<th>C</th>
<th>D</th>
<th>E</th>
<th>F</th>
<th>Number of schools (positive)</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Is classroom furniture appropriate and comfortable for children?</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>-</td>
<td>-</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>Is sitting arrangement convenient? Does it allow free and easy movement?</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>-</td>
<td>-</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>Does the teacher arrange classroom to suit free and easy movement?</td>
<td>+</td>
<td>+</td>
<td>-</td>
<td>+</td>
<td>+</td>
<td>-</td>
<td>4</td>
<td></td>
</tr>
</tbody>
</table>
Table 4.11 presents information on equipment and materials. In four of the six schools, children were sitting on chairs and were writing on tables, which allows free and easy movement for working in groups around tables joined together. This shows that seating arrangement is convenient in 66.7% of the schools observed. This group seating arrangement enables each group to share materials and encourages child-to-child communication (socialization).

In four of the schools, or 66.7%, of the teachers arranged tables and chairs to suit various learning activities. Teachers created more space by separating activity areas and putting children in appropriate places.

*Table 4.11 Equipment/Materials*

<table>
<thead>
<tr>
<th>Equipment/ Materials</th>
<th>A</th>
<th>B</th>
<th>C</th>
<th>D</th>
<th>E</th>
<th>F</th>
<th>No of Schools positive</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Are the following teaching and learning materials available in class?</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>6</td>
<td>100</td>
</tr>
<tr>
<td>Chalk/chalkboard</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>6</td>
<td>100</td>
</tr>
<tr>
<td>Slate/counters</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>4</td>
<td>66.7</td>
</tr>
<tr>
<td>Exercise books and crayons</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>-</td>
<td>5</td>
<td>83.3</td>
</tr>
<tr>
<td>Templates</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>-</td>
<td>-</td>
<td>4</td>
<td>66.7</td>
</tr>
<tr>
<td>Manila cards</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>-</td>
<td>-</td>
<td>4</td>
<td>66.7</td>
</tr>
</tbody>
</table>
In all the schools observed, it was noted that the materials available were not enough for children to work with.

In all six schools teachers used basic materials (e.g., alphabets/numerals, charts, cards, flash cards and picture books). Four of the six schools have jigsaw puzzles and matching games such as word lotto and dominoes. This means that at two of the schools observed, children are not getting the benefit that such teaching/learning materials offer.

Outdoor activities performed by children (4-5 years) at free play were observed using an observation guide (refer to Appendix V). Results are presented in Table 4.12.
Table 4.12 Outdoor Observation

<table>
<thead>
<tr>
<th>Outside Activities</th>
<th>A</th>
<th>B</th>
<th>C</th>
<th>D</th>
<th>E</th>
<th>F</th>
<th>Number of schools positive</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Is outdoor play equipment available on the playground?</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>-</td>
<td>-</td>
<td>4</td>
<td>66.7</td>
</tr>
<tr>
<td>Seesaw</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>-</td>
<td>-</td>
<td>4</td>
<td>66.7</td>
</tr>
<tr>
<td>Swings</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>-</td>
<td>-</td>
<td>4</td>
<td>66.7</td>
</tr>
<tr>
<td>Slide</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>-</td>
<td>-</td>
<td>+</td>
<td>4</td>
<td>66.7</td>
</tr>
<tr>
<td>Climbers</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>6</td>
<td>100.0</td>
</tr>
<tr>
<td>Old car tires</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>6</td>
<td>100.0</td>
</tr>
<tr>
<td>Does teacher provide opportunity for children to use the equipment?</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>+</td>
<td>-</td>
<td>-</td>
<td>4</td>
<td>66.7</td>
</tr>
<tr>
<td>Does teacher</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2</td>
<td>33.3</td>
</tr>
<tr>
<td>Outside Activities</td>
<td>A</td>
<td>B</td>
<td>C</td>
<td>D</td>
<td>E</td>
<td>F</td>
<td>Number of schools positive</td>
<td>%</td>
</tr>
<tr>
<td>--------------------</td>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
<td>-----------------------------</td>
<td>---</td>
</tr>
<tr>
<td>supervise children when they are at play?</td>
<td>+</td>
<td>+</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Of the six schools, four are equipped with a seesaw, four have slides and four have swings. All the schools have other equipment such as car tires. The majority of the schools have all the equipment listed and each school has at least one or two items of play equipment.

Two thirds of the schools observed provide opportunities for all children to use the play equipment. Only about 33.3% of teachers supervise children when they are at play; most of the teachers do not supervise the children when they are at play.

The key findings are as follows:

- No policy document on early childhood and development existed within the GES until the year 2003.
- No operational plan exists and therefore coordination and supervision are not properly organized.
- Staff lack training in ECD. The majority of staff is untrained.
- No proper channels are in place for reporting and feedback.
• Teaching/learning materials for both teachers and children are inadequate.

• No integrated planning takes place among divisions and units at the top management levels.

From my own experiences related to but not the focus of the study, the following findings were made:

• There is insufficient knowledge on the concept of ECD among stakeholders.

• Coordinators, head teachers and teachers lack motivation.

• There is inadequate logistical support in terms of resource allocations to unit and other officers in the districts and regions to perform their functions.

• There is no operational budget but for salaries paid to teachers and other officers.

• No comprehensive, uniform curriculum exists for the GES sector.

• There is a lack of well-established structures for coordination and supervision within the education sector.
CHAPTER 5: DISCUSSION

Level of Awareness on the ECCD Policy

From the data presented on levels of awareness of the ECCD policy (Tables 4.1-4.4), it can clearly be seen that all three categories of respondents indicated a very low awareness of the policy. The majority of respondents were not aware of the policy, and the reasons given were that they had not seen the document before and that they are not directly involved with the activities of children aged 0-8 years. Moreover, the policy document is not even available to have access to it. Those who were aware and knew the content of the draft policy indicated that the absence of a comprehensive operational plan makes it difficult to implement certain activities even though they are mentioned in the policy document.

While roles have been assigned in the policy, there should be a budget line for the implementation of activities. Since many partners provide ECD services, the government should ensure proper coordination of all the efforts for effective utilization of resources and linkages to broaden social and economic development policies. Increased commitment of government resources is essential for policy implementation. Other essential ingredients include capacity building through creation and strengthening of coordinating structures and through staff training. It is important to note that partnership and collaboration are necessary for effective delivery and expansion of ECD services. It is also very important to create awareness of the policy so that the implementers know the specific roles they are to play.

Again, it must be noted that current development theories on policy making emphasize that policy is more meaningful to stakeholders when they see themselves as
part of the policy- and decision-making processes. Stakeholders tend to accept the policy and work with it better than when it is initiated from the top. This presupposes that the ECD policy formulation should have involved people at the grassroots level who are the implementers of the policy.

*Divisional Directors Involvement with Other Divisions in the Performance of Their Duties*

The study brought to light that 80% of the divisional directors interviewed indicated that they involve other units and divisions in the performance of their duties, while 20% of the total number said they sometimes do. This indicates a good planning strategy since activities planned together with other units can be implemented together. Joint planning allows the possibility of sharing ideas, information and methodologies from others and brings about transparency as well as external monitoring. This confirms Alter and Hage’s (1993) proposal that there should be mutual understanding, shared goals and values, and an ability to work together on common tasks. Alter and Hage (1993) see coordination as the well ordered state of a network of organization or services. However, although coordination can have a positive impact such as effective participation and achievement of objectives, there is always a need to look at the other side of the coin. A typical example could be a lack of understanding of the benefits of a program or even agreeing to work together on common tasks. Sometimes it is difficult to rally people for a meeting.

The outcome of the interviews showed that two divisional directors sometimes involve other units/divisions in planning their programs or activities. In this case there is no sharing of ideas and information, and there would be few opportunities to tap
innovative ideas and experiences from others. This lack of coordination could be attributed to the following factors:

- Poor communication links
- Transportation difficulties
- Apathy
- Lack of skills in specialized areas

In conclusion, sharing is key to coordination because it helps the organization to move forward. Working alone is like working in the dark. When there is teamwork, it brings about dynamism, development and progress. Furthermore, teamwork results in organizational ownership rather than individualism.

Team building brings about organizational effectiveness. It makes people knowledgeable and allows everybody in the organization to realize where they have come from and where the organization is heading. Teamwork results in qualitative delivery because people assess the performance of the organization time and again.

ECD Coordinators Plan and Implement Activities Together

Though the survey indicates that ECD coordinators plan and implement their activities with other organizations, a close observation of what pertains on the ground reveals that this assertion is not true. Reports reaching the national office of the GES reflect no networking.

Formal and informal interactions at workshops and seminars with coordinators have not revealed any networking among them. This could be traced to a lack of support from development partners as a result of the fact that ECD was not part of the Free Compulsory Universal Basic Education Program (1996-2000). Moreover, the GES does
not factor ECD programs into its annual budget apart from the salaries paid to teachers teaching in the preschools.

With such a situation, networking or coordinating activities among members and other organizations is very difficult.

*Coordinators’ Reporting Channels*

From the analysis made on the findings, it can be confidently deduced that the majority of the respondents did not have any reporting arrangement system of informing other stakeholders about activities carried out in their districts and regions, and this shows a deficiency in the system of operation. Most people within the same districts are not made aware of what goes on in a particular district. Some respondents attributed this to a lack of funds and logistical support. In some cases, personnel do not even go round to be abreast of what goes on in the communities or think of writing reports to the head office.

A close observation on this issue has proved that the few reports submitted are not comprehensive enough. There could be regular meetings of regional and district coordinators to exchange and share ideas and plans for the effective implementation of ECD programs. There could even be exchange of quarterly/annual reports. This would go a long way to encouraging others who do not send reports to regional and national offices so that other coordinators can emulate their examples and learn from their success stories. This would also create an opportunity for a free flow of information from top to bottom and vice versa.
Setting of Performance Targets by Divisional Directors and ECD Coordinators

From the analysis made on the findings in regard to the setting of performance targets, it can be seen that the majority of the divisional directors set targets for their staff to track the performance of the divisions. This is a key coordination and supervision strategy. Performance target setting is also done to ascertain the use of available resources and to measure outcomes. In the process of setting and assessing performance targets, one can observe, offer guidance and give feedback and support.

Many business mission statements mention human relations because managers know that good people are essential to the company’s success. Motivation is also key in achieving effective performance. Employees tend to be more willing to work hard if they believe that their work is important and appreciated by their employers. When employees receive feedback that they have reached the goals, they feel good.

The interviews revealed that most of the respondents, especially the ECD coordinators, are not using performance goals effectively. Coordinators need to be skillful enough in the area to be able to set targets and work towards achieving them. Participative goal setting should be encouraged for two reasons: first, when involved in goal setting, staff feel obligated to achieve the goals and are more committed to them than they would be to goals assigned by the employer or manager; second, feedback on progress towards performance goals helps employees assess how much effort is needed to reach them. Early feedback permits adjustments in effort. Feedback is necessary to feelings of achievement.
Observations of Outdoor and Classroom Activities

The observations of outdoor activities revealed that four of the six schools under study had spacious playgrounds. This means that two other schools, representing 33.3%, cannot offer many beneficial outdoor activities. Provision of such facilities is recommended for children to develop their muscles. In four of the schools (66.7%) the teachers arranged tables and chairs to suit various activities. Teachers create more space by separating activity areas and putting children in appropriate places. This means that the remaining 33.3% are somehow restricted and it is not possible to involve children in activities that require a lot of space. It is necessary for all preschool administrators to provide sizable classrooms and comfortable and movable chairs to allow free and easy movement by children.

About 30% of teachers supervised children when they were at play. During the observation it was noticed that most of the children were not under direct supervision of teachers and caregivers. It is therefore recommended that head teachers and teachers should intensify their supervision when children are at free play.

In all six schools teachers used basic materials such as alphabets/numerals, charts, cards, flash cards and picture books. Teachers should endeavour to prepare the best teaching/learning materials so that the right concepts will be formed at an early stage of learning.

In all the schools observed, it was noted that the materials available were not enough for children to work with. This means that children had to share materials and sometimes wait for one child to finish using an item before they could use it. Much time is wasted as a result.
Clearly, the benefits of quality childcare must be promoted to ECD coordinators and teachers. Lazar and Darlington (1982) and Weikart (1982) both provide evidence of the benefits of early childhood education in Meade and Podmore (2002). They demonstrate that ECD pays dividends because of its preventive powers. And, to realize the potential of quality ECD, issues such as inequalities in ECD programs, transfer of childcare administration to a specific department (for example, to Education in recognition that education and care in settings for children are inseparable and that educational emphasis results in better outcomes for children) and improving and strengthening the training of all early childhood educators must be addressed.
CHAPTER 6: CONCLUSIONS

This chapter of the report captures the main findings of the research and draws conclusions from them. The conclusions will form the basis for developing suggestions for improving the coordination and supervision of current ECCD program in Ghana.

The main findings of this research confirm an important gap, that is, the absence of policy statements on the coordination and supervision of ECCD programs. This gap exists in Ghana despite the fact that there have been several attempts to implement interventions to promote coordination and supervision of programs in the educational system and moreover with other stakeholders.

The consequence of this gap is the absence of a comprehensive operational plan and a systematic training program for ECD coordinators, head teachers and teachers of preschools, which would support them in handling the issues of ECD program coordination and supervision.

Some of the divisional directors at the national level were not able to relate to the Draft Policy on ECCD or even to the structures put in place for effective coordination of programs. Some of them did not see the need for collaboration and planning of activities together to achieve set goals. However, most were of the opinion that there is always a need for regular meetings to ensure integrated planning that avoids duplication of activities.

There is also a need to bring the ECD coordinators to understand some of the issues raised in the policy document with regard to coordination and supervision of children’s activities as well as collaborating with other divisions and units in the implementation of some policy statements. The draft policy must also be made available
to personnel in the field to read and be abreast of developments. It is very important to share information all the time since the ECD coordinators are the front-liners of program implementation in the districts and regions.

Through awareness creation, and with some motivation and support from the district directors, most implementers at the grassroots level will adopt more positive ways of coordinating and supervising ECD programs.

The GES has to define specific roles and job descriptions of ECD coordinators. Because ECD was relegated to the background some years back, most of the regional coordinators were withdrawn and reassigned to handle other schedules, which has also impeded the smooth running of the program within the public sector.

Data collection on ECD enrolments on the part of coordinators was revealed to be a difficult task, yet one needs these figures to plan each year’s activities. It would have been a very welcome idea for the GES to put a budget line for these coordinators to reach out to these schools in the collection of data for better planning.

Networking is an important strategy that can be used to move forward an ECD agenda. Linkages should be built at community, district, regional, national and international levels with clearly defined horizontal and vertical information flow systems to facilitate dialogue, information exchange and feedback. Through sharing and discussions one is able to identify his or her weaknesses and strengths, which can enable one to discontinue activities that do not yield results and focus instead on project activities that are workable.

Clear action plans should be developed at various levels with stated objectives, implementation strategies, monitoring systems and budgets. All key partners who
participate in the holistic child development should be involved. ECD networks should link with other development networks in and outside the country.
CHAPTER 7: RECOMMENDATIONS

Recommendations were based on the key findings of the study. To ensure effectiveness of this research, it is suggested that:

1. The government, as has been projected in the Education Sector Plan (2003), should take full control of the preschool system in order to come out with policy guidelines on how preschools should be run and activities coordinated and supervised.

2. There is the need to lobby for the immediate adoption of the Draft Policy on ECCD for use in the country. There should be sensitization on the Draft Policy for the various sectors dealing with children aged 0-8 years so that each sector knows its specific roles on issues of coordination.

3. Awareness creation should take place among divisional directors and other stakeholders on the concept of ECD. This will also offer an opportunity for dialogue to glean their ideas and build their commitment.

4. A comprehensive curriculum should be developed together with other information, education and communication materials. This will serve as a framework for regions/ districts to adopt to suit their local conditions and resources available in their localities.

5. In-service training on managerial/communication skills should be provided for all ECD coordinators. This may help coordinators to acquire leadership skills.

6. A network should be formed of all the 110 district ECD coordinators and 10 regional coordinators.
7. The Training Division of GES should make a better attempt at teacher preparation at both pre- and in-service levels as well as in-service training for supervisors.

8. Action plans must be prepared and targets set each year by coordinators and ECD personnel at all levels. These Action Plans should contribute to and be linked to the Annual National Operational Plan.

9. Quarterly and annual reports should be submitted to national headquarters to provide a fair knowledge of what goes on in the regions/ districts. These reports should have flexible, brief formats and should be provided to all personnel who should submit reports.

10. As a follow-up on coordination activities, a special project could be developed to expand and improve activities for making educational materials from local resources. This material resource Unit/ Centre when established could be linked to curriculum development and in-service training.

11. Networks among implementers should be formed for the purpose of sharing ideas, knowledge, skills and success stories, including what has worked very well in some communities, what has not worked well, and what new strategies should be adopted. This network should work to strengthen collaboration with NGOs within the districts.

12. There is the need to outline the roles of the ministry, coordinating unit and intersectoral committee involving key stakeholders and detailing their roles and responsibilities.
In conclusion, then, it can be said that it is of paramount importance to improve instructional supervision in ECD centres or structured ECD programs. The next step is to train and equip the ECD organizers and head teachers. It is vital to coordinate services for children both horizontally and vertically, and this will require raising the consciousness levels of both policy makers and implementers. Consciousness raising can only be effective if the needed resources are made available. Coordination must be a continuous process as has been recommended by researchers. Coordinating the work of individuals, teams, functional groups and so on includes encouraging communication and fostering cooperation among ECD service deliverers. Establishing a variety of interdependent relationships among individuals and groups, building together and unifying and harmonizing activities and efforts through regular meetings of departmental managers are seen as a prerequisite for effective coordination.

**Area for Further Research**

This study should be replicated to confirm the validity and reliability of the results. The sample size was not large due to time constraints. The researcher was compelled to restrict the research to only two regions and six selected districts within those regions.

Although some research has been conducted on ECCD programs, especially on policy development, the results have not been adequately disseminated. Better dissemination would help avoid duplication and waste of resources. Some of the academic research needs to be made more accessible to policy and decision makers as well as practitioners.
This study has opened up new areas for investigation. The topic can be investigated on a national basis to make findings generalizable instead of being limited to selected districts.

It is being suggested that in future there will be a restudy with the same sample to assess the impact of coordination and planning efforts.
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APPENDIX I: INTERVIEW GUIDE TO HEADS OF UNITS/DIVISIONS OF GHANA EDUCATION SERVICE

This interview guide is designed to gather information on an ongoing research to seek your opinion on the status of coordination and supervision of early childhood care and development programs in Ghana.

Your response shall be treated confidentially and your anonymity is assured. The information given is to be used purely for academic purposes.

UNIT/DIVISION

1. Are you aware of an ECD policy in Ghana? Yes or No

2. If yes, is it comprehensive enough? Yes or No

3. Does it have an operational plan? Yes or No

4. Were you consulted during the process of the ECD policy development? Yes or No

5. If yes, what aspect of the policy talks about coordination of children’s activities?

6. Do you have Desk Officers at the regional/district levels?

7. How do they relate to other units/divisions in the performance of their duties?

8. Do you involve other units/divisions in planning and implementing your activities?

9. How often do you work with the units and divisions already mentioned?

10. What kind of activity do you involve them in?

11. Do you set performance targets for your staff?
12. If yes, do they meet those targets set for the unit/division?

13. What are some of the monitoring exercises you have in place for your various activities?

14. Could you suggest what should be done to improve the coordination of activities between your unit/division and across to other units/divisions.

I highly appreciate your patience and cooperation.

Thank you very much.
APPENDIX II: INTERVIEW GUIDE TO ECD COORDINATORS AT THE DISTRICT LEVELS OF THE GHANA EDUCATION SERVICE

This interview guide is designed to gather information on an ongoing research to seek your opinion on the status of coordination and supervision of early childhood care and development programs in Ghana.

Your response shall be treated confidentially and your anonymity is assured. The information given is to be used purely for academic purposes.

1. As an ECD coordinator, are you aware of an Early Childhood Care and Development Policy in Ghana?
2. If yes, have you ever read it? Yes or No
3. Do you know the content of the policy?
4. Were you involved in the policy formulation?
5. As an implementer for ECD activities, what are some of the duties you perform?
6. Do you set performance targets in carrying out your activities?
7. If yes, kindly give me an example of how you do it.
8. Do you know of other organizations working with children in the districts?
9. If yes, what do you do in common?
10. Could you please tell me whether you are satisfied with the implementation of ECD activities? Give reasons why you are satisfied or not.
11. What support do you get from the District Director of Education under whom you work directly?
12. What reporting arrangements do you have so that activities carried out in the districts are forwarded to the national office?

13. Are reports sent regularly to the regional and national offices? Yes or No

14. Are there things that could be done to ensure greater coordination and collaboration at both district and national levels?

15. What suggestions can you give to improve your work as an ECD organizer?

I highly appreciate your patience and cooperation.

Thank you very much.
APPENDIX III: INTERVIEW GUIDE TO HEAD TEACHERS/TEACHERS OF THE SELECTED SCHOOLS IN THE DISTRICTS

This interview guide is designed to gather information on an ongoing research to seek your opinion on the status of coordination and supervision of early childhood care and development programs in Ghana.

Your response shall be treated confidentially and your anonymity is assured. The information given is to be used purely for academic purposes.

1. Are you aware of a policy on early childhood care and development? Yes or No
2. If yes, have you ever read it?
3. As the head of an ECD centre, can you please describe a typical day’s work you undertake in your preschool.
4. What are some of the areas you look out for when you visit the teachers in the class?
5. How often do you visit the teachers under your care?
6. What do you do when you visit the teachers?
7. What reporting arrangements do you have so that activities carried out in your school can be communicated?
8. Do you hold meetings with your staff?
9. If yes, how often do you hold these meetings per term? And if no, why?
10. How do you involve teachers in the solution of problems of the school?
11. What recognition do you give to your staff in the performance of their duties as teachers?
12. How do you measure the performance of your staff by the close of the year?

13. Are there things that could be done to improve supervision and coordination of ECD activities in your school?

14. What suggestions can you give to improve your work as a head teacher?

I highly appreciate your patience and cooperation.

Thank you very much.
## APPENDIX IV: OBSERVATION GUIDES

### School/Classroom Observation

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## APPENDIX V: OBSERVATION GUIDE – CLASSROOM ARRANGEMENT

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1. Are the following teaching and learning materials available in class?

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2. Does the teacher use a variety of teaching and learning materials such as:
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