



Research Article

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Donor Contribution to Non-Formal Education in Ghana: The Case of World Bank Support to Upper West RegionCletus Chevure*¹, Maxwell Tengolzor Ba-an¹, & Anamoo Albert Yembilla¹¹Millar Institute for Transdisciplinary and Development Studies (MITDS), Millar Open University (MOU), Bolgatanga, Upper East Region, Ghana**Article History**

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Abstract: Education plays a pivotal role in the socio-economic transformation of every human society. Ghana is not an exception to this. Due to lack of sufficient financial resources, governments of Ghana have not been able to provide adequate educational facilities to meet the needs of all Ghanaians. This has led to the search for an alternative way to ensuring that majority of Ghanaians especially the rural poor including women have access to basic education. This brought about the introduction of the concept of Non-Formal Education which aims at ensuring that the human resources of the country are efficiently harnessed. The implementation process of Non-Formal Education in Ghana was strongly supported by the World Bank from 1991 to 2006. The study therefore assessed the contributions of the World Bank to the development of Non-Formal Education in Ghana with particular reference to the Upper West Region of Ghana. The study revealed that enrolment and graduation rates of learners were very remarkable from 1991-2006. Generally, the performance of NFE programme under the support of the World Bank was highly significant. It further discovered that lack of funds and political will led to the abysmal performance of the programme between 2007 and 2014. The study makes policy recommendations aimed at revamping Non-Formal Education in the study area and the nation at large. Notable among them including: government's commitment to the programme in making financial resources available for the programme's implementation, seeking for donors to partner and complement the efforts of governments.

Keywords: Non-Formal Education, Transformation, Financial Resources, Support, Donor.

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INTRODUCTION

The Adult Literacy Programme started in Ghana in 1948 under the patronage of voluntary organizations and churches. It was first introduced and experimented by the British colonial government in four regions namely; Volta, Ashanti, Western, and Central Regions of the then Gold Coast. In 1951, the Legislative Assembly approved a plan for Mass Literacy and Mass education with the Department of Social Welfare and Community Development as the executing agency. The Programme was later replicated throughout the country with fifteen (15) Ghanaian local languages being used as the medium of instruction with the ultimate goal of ensuring mass literacy and education for all (GLFSP Phase 11, 1998).

In the period from 1951 to 1966, some 22,500 new literates were turned out each year. During the late 1970s and early 1980s, Ghana suffered severe economic decline which seriously affected the education sector. According to the 1984 Census, 65% of adults in Ghana had never been to school. In total, there were 5.6 million illiterates at the time. To prevent the economy from near collapse, the country in 1983 embraced the Structural Adjustment Programme (SAP) of the World Bank (GLFSP Phase 11, 1998).

In 1986, the erstwhile Provisional National Defence Council (PNDC) government launched the

Education Reform Programme (ERP) with a view to utilise all human resources, both literates and illiterates, young and old for the development of the country. As part of the ERP, the Adult and Non-Formal Education Programme were reactivated. The Non-Formal Education Division programme was created under the Ministry of Education (MOE) to coordinate and direct all non-formal education activities.

The Research Problem

Non-Formal Education plays a principal role in the intellectual development and living standards of Ghanaians especially the rural dwellers who suffered exclusions from formal education. Through the introduction of Non-Formal Education, many adults in rural areas most especially women have been empowered through the acquisition of basic reading and writing skills which has enabled them to live meaningful lives with some of them moving up to join the formal system of education.

In order to meet the phenomenal demand from the estimated 6 million illiterates, the government launched the expanded phase of functional literacy programme in January, 1991. The government committed itself to reduce the number of illiterates in Ghana by 10% annually. In 1991, the NFED and Non-Governmental Organizations (NGOs) enrolled 290,000 learners offering them literacy in 15 Ghanaian

languages. In 1997, the NFED programme had 17,060 classes, 443,465 learners, 17,060 facilitators and 1199 supervisors throughout the country (NFED, 1997).

Given the initial success story of NFE, the World Bank partnered Government of Ghana to further deepen the gains of the policy between 1991 and 2006. During this period, NFE programme enabled many more people to gain access to formal education of which the researcher was a beneficiary. With the subsequent withdrawal of World Bank support in 2006, the programme suffered some difficulties including inadequate funding, basic teaching and learning materials, lack of supervision at the district levels as well as remunerations/ rewards to supervisors and facilitators. The study therefore aims at assessing the contributions of the World Bank to the development of NFE in the Upper West Region from 1991 to 2006 as against the state of NFE from 2007 to 2014 when the World Bank support had been withdrawn. This comparative analysis between the contributions of the World Bank on one hand and that of Government of Ghana on the other will bring to bear the extent of contributions by the World Bank.

Research Objective

To assess the performance of NFE in the Upper West Region between 1991 and 2014.

THEORETICAL FRAMEWORK

This chapter reviews related literature on the contributions of the World Bank to the development of Non-Formal Education (NFE) in Ghana with particular reference to the Upper West Region. The objective of the literature review is to acknowledge previous works and put the study in context or in the right perspective. Therefore, scholarly work carried out on NFE by previous researchers geared towards improving the programme has been reviewed. The review looks at the contemporary world view, the African perspectives, and the Ghanaian situation with particular reference to the Upper West Region.

Literacy as a skill, in its totality explains the ability to read, write and perform simple arithmetic. It is the ability of a person to read, write, and understand what she/he reads or writes, and is able to perform basic arithmetic or calculations. The United Nations Educational, Scientific and Cultural Organization (UNESCO) defines a functionally literate person as any person who is 15 years or older and who can read and write a simple statement in the course of his or her everyday life (UNESCO, 1993).

Education could be defined as the wealth of knowledge acquired by an individual after studying particular subject matters or experiencing life lessons that provide an understanding of what has been studied or experienced. Education is derived from a Latin word

'educere, educare and educatum' which means 'to learn', 'to know' and 'to lead out' (Noman, 2012).

There are basically three types of Education in Ghana and the world over. These include formal, informal and non-formal types of education.

Formal Education

This is the type of education that is delivered based on well-structured teaching and learning methodology. There are usually laid down syllabus to be followed and tutors are often taken through rigorous training programmes before handling learners. It relates to a systematic, organised system of education, structured and administered in accordance with a given set of laws and norms, presenting a rather rigid curriculum as regards objectives, content and teaching methodology (OECD, 1948).

Informal Education

This is the type of education that takes place in our everyday lives, be it at the market place, on the farm or in the kitchen. Indeed, teaching and learning are not well organised and do not take place in a well-structured learning environment. Parents, uncles, aunts, nephews as well as all members of society with sound minds play the role of teachers in the informal system of education. Traditions, customs and cultures of particular environments are passed on from generation to generation orally. Learning is done by observation, listening and participation.

Non-Formal Education

Non-formal education is an organized, but not an entirely and formally institutionalized education organization. It is systematic but not formally structured as in the case of the formal system. Learning does not take place in a structured environment. Even though there may be some organisations with the sole responsibility of providing Non-Formal Education, these are relatively much less formalized in terms of content, method and form of instruction than formal education.

Very importantly, Non-Formal Education is not the monopoly of educational institutions; it is best undertaken by a variety of economic, social and political institutions. Among them are government establishments or agencies responsible for agriculture and health, businesses, factories, trade unions, co-operatives, political parties, the army, the courts, churches and a whole lot of institutions. The teaching methodologies are often differed and sometimes innovative; and the objectives of instruction are both utilitarian and immediate. Ideally, these objectives emerge within the dialectics of individual learning needs and the national developmental agenda (GGCR, 2006).

Unlike the formal system, classes are held based purely on an agreement between facilitators and learners in structures like churches, marketplaces, community centres and classrooms usually in the evenings after the hard day's work. Teaching and learning requirement is based on the needs of the community and the participants concerned. Because of its flexibility, different names have been given to it such as Night School, Shepherd School, Para-Formal Education or Popular Education (MOE, 2008).

Targets of the Programme

The programme targeted at achieving the following results by the close of 2015:

- Coverage of 15 Ghanaian languages for instruction
- Enrolment of 200,000 learners per cycle, totalling one million learners over five years of implementation.
- Out of the 1,000,000 learners, 40% of the classes should be in the Northern, Upper East and West Regions which were the most deprived areas.
- Out of the 1,000,000 learners, 60 % should be women.

The 15 Ghanaian languages in which the programme is taught are Asante Twi, Akwapem Twi, Buli, Dagaare, Dagbani, Dangme, Ewe, Fante, Ga, Gonja, Gurune, Kasem, Kusaal, Nzema and Sissali (NFLP Report, 2006).

The Basis for Non-Formal Education in Ghana

The need for the establishment of Non-Formal Education is originated from the constitution of the Republic of Ghana. It stipulates the basis for all governments to continue to provide the people of Ghana with some basic educational needs. Owusu-Mensah (2007) argues that the implementation of literacy activities in Ghana has its root from the 1992 Constitution of the Republic of Ghana that makes education a basic right. He indicates that Non-Formal Education in Ghana is the responsibility of Non-Formal Education Division of the Ministry of Education (NFED). Eradication of illiteracy, poverty, ignorance and marginalization among the rural poor most especially among women in Ghana were some of the problems that the programme was established to address.

Implementation Periods of Non-Formal Education in Ghana

The provision of Non-Formal Education in Ghana took place at different periods of time in the history of Ghana and this has been acknowledged by different schools of thoughts. According to Aryeetey & Kwakye (2005), Non-Formal Education operated by the NFED commenced in Ghana at two periods. Period I of the program called 'Functional Literacy Skills Project' (FLSP) lasted between 1991 and 1997 with the sole objective to improving the quality of lives of the poor people in rural Ghana. Period II referred to as 'National

Functional Literacy Program' (NFLP) also spanned from 1998 to 2006. The two phases of the program were both supported strongly by the World Bank as the major financier. The aim of National Functional Literacy Programme was to educate about one million illiterate adults in Ghana, with much emphasis on the rural poor and women. Both phases of the program (FLSP & NFLP) had their classes ran in all the districts across the country.

In terms of content, Owusu-Mensah (2007) states that NFE in Ghana encapsulates literacy life-skills training, income generating activities and civic education. In a related development, Aryeetey & Kwakye (2005) have indicated that participants in the NFLP obtain functional literacy in Ghanaian language numeracy skills and participation in development and income generating activities, all at no cost. A literacy cycle lasts for 21-months and the classes are usually held in batches. All residents in a community in which a literacy class is who are non-literate are eligible to enrol.

Modes of Facilitation and Time for Classes

The methods and modes of teaching and learning at the non-Formal classes differ from that of the formal system. Classes are held in the evenings at a time that is most convenient to both learners and the facilitators. The teaching method used by the facilitators is based on simple methodologies such as describing an object or situation, stories, proverbs, role-play and drama, sing songs as ways of relieving boredom, and use of syllabication to form meaningful words and sentences. The instructors of the literacy classes are volunteer facilitators and the programme assistants (Owusu-Mensah, 2007).

Motivational and Incentive Packages for Facilitators

It is significant to indicate that facilitators unlike other staff of Non-Formal Education in Ghana do not receive pay of any kind. They are recruited on voluntary basis and therefore are not given monthly salary to compensate them for the work they do. The only form of remuneration used to come in the form of bicycles, sewing machines, radio cassette recorders, roofing sheet and wellington boots at the end of each literacy cycle of 21-months period. With the current financial challenge faced by the programme, facilitators are no longer motivated as the case used to be. They have all withdrawn their services with their roles now being played by the programme assistants (Country profile report on NFE, 2007).

Sources of Funding of Non-Formal Education Activities in Ghana

Non-Formal education in Ghana is supported by a variety of sources, the largest of which are the World Bank and the Ghanaian government. 60% of the program's overall cost was funded by the World Bank, 30% by Ghana's government, and 10% by communities

and non-governmental organisations (NGOs), with the remaining 20% coming from other sources (Aryeetey & Kwakye, 2005). International contributors funded the first phase of the initiative.

As well as providing logistical support, the IMF and the UK's Department for International Development (DFID) supported the program's pilot projects by sponsoring training sessions and giving financial support. This helped build the program's institutional capacity (Blunch & Portner, 2004). There was also a grant from the Norwegian government for the program's overall implementation, as well as cash for training facilitators, training in the use of radio, Management Information Systems (MIS), and income-generation groups (UNICEF). For educational purposes, the Canadian government also provided paper (Blunch & Portner, 2004).

Implementers of Non-Formal Education

In addition to the donor institutions, other organisations played crucial roles in the implementation of NFE in Ghana. "Ghana Institute of Linguistic, Literacy and Bible Translation" (GILLBT), World Vision International, the Salvation Army, the Adventist Relief Agency, Techno Serve, and the Ghana Conference on Evangelization Women's Ministry are some of these organisations. Occasionally, they engaged in additional community development activities in rural Ghanaian areas using non-formal education strategies.

They coordinated and pooled resources to ensure the program's successful execution (Blunch and Portner, 2004). Others include the Ghana Broadcasting Corporation (GBC), the Ghana Institute of Linguistics, Literacy, and Bible Translation (GILLBT), and the Bureau of Ghana Languages (BGL), all of which contributed to the growth and development of the programme in various ways. World Vision International was especially devoted to the creation of educational resources. Also, the University of Ghana's Institute of Adult Education helped with the program's research and training of resource workers.

NFE in Africa and the Developing World

According to Ballara, referenced in Delali (2010), one-third of women in East Asia and sub-Saharan Africa are illiterate, compared to one-fifth of men (Ballara, 1991). Moreover, he hypothesises that 45 percent of women in industrialised countries are illiterate, compared to 79 per cent of the same populations in Africa's least developed nations (Ballara, 1991). The 2006 global monitoring report says that for every 100-literate people in sub-Saharan Africa, there are around 76 illiterate women (EFA Global Monitoring Report, 2006).

Numerous reasons contribute to the high rates of illiteracy in Africa, particularly among women.

These include cultural and customary elements. In Africa, a male youngster is generally viewed as the future family leader, and when he could receive an education, he is frequently encouraged to do so with the expectation that he will return to his family to assume a leadership position. Female children are always viewed as domestic servants and field labourers who do not require formal schooling to fulfil their responsibilities.

Brief Historical Development of NFE in Ghana

Literacy work in Ghana began with missionary activity in the colonial era. The focus was on how to read and translate the Bible into Ghanaian languages to spread the Gospel. In the beginning, each missionary society focused on a fragmented literacy programme.

Studies show that women in Ghana are treated unfairly when it comes to getting an education and being able to read and write.

Ghanaians believe that an educated woman's marriage boosts her husband's family's employment. Educating a girl who will leave her father's home to marry is a waste of resources. This researcher disputes these claims.

According to Dr. James Emmanuel Kwegyir-Aggrey (1875–1927), educating a man educates an individual, but educating a woman educates a nation. This remark suggests that women are nation-builders and that educating one woman will benefit society. Women are sometimes so busy with responsibilities that they miss out on educational opportunities. Domestic tasks include childcare, household maintenance, elderly care, recurrent pregnancies, agriculture, and culture. Lack of self-confidence, timidity, and submissiveness to male authority also hinder women's education (Ballara, 1991). These and other factors explain why men and women have unequal access to education, a high school dropout rate among women, and a high illiteracy rate among women.

Non-formal education is vital for satisfying the basic needs of Ghanaian women. The programme solves most socioeconomic issues.

Non-Formal Education and the Vulnerable Groups in Society

Non-Formal Education is Crucial for Satisfying the Demands of Ghanaians. NFE builds the capacity of the least privileged, especially women. The programme encourages them to improve their lives. It's a complex programme that encourages vulnerable groups to be independent. Fairness and personal fulfilment result. NFE can make people feel free, more informed, and more confident; community leadership; better decisions; higher status; respected; productive; and less reliant. NFE helps people "come out of darkness into light," which is an actual development (Bhola, 1994).

Women's contributions to Ghana's social and economic growth are lauded. Therefore, their social and economic participation must be improved. Since time immemorial, women have often done unpaid farm, home, and domestic work for the family.

Women are marginalised in Ghana's social and economic growth. Non-formal education should be emphasised to improve health, productivity, security, and longevity. Lack of education is women's biggest social and economic handicap. According to Malik *et al.* (2010); & Paulucci *et al.* (1976), access to information allows people to make educated decisions that affect their wellbeing. Women are more likely than men to be illiterate. NFE is needed to help women contribute to the country's growth.

Jarquín (2004) describes how NFE enhanced Indian women's confidence. She said many women no longer see themselves as "housewives," but as "women who own projects, earn money, and now have the confidence to talk openly in public." NFE and literacy programmes provide vital social and economic benefits. Real freedom is when people know their own skills and can control their fate.

Location and Access to Education in Ghana

In fact, the idea behind the need to look at the geographic location is to bring home the need for the establishment of Non-Formal Education in the Northern Sector of this country most especially in the Upper West Region.

It is relevant to appreciate the geographical location and access to formal education in Ghana before recent time and its contribution to the acquisition of education in the Northern part of the country as a whole. Location is a key determinant at all levels in the access to, and the acquisition of quality education in Ghana. There are varied factors that come to mind in this debate. The major and most prominent among them is the intense poverty nature that has engulfed Northern Ghana over the years. Poverty is prevalent in the North which has resulted in lower school attendance, lack of employment opportunities, higher child labour, and less investment in education.

All these factors are direct opposite in the South which is blessed with favourable climatic conditions and fertile soil for agricultural activities. But for the timely establishment of the Northern Scholarship Scheme by Dr. Kwame Nkrumah, the situation would have been worse. To some extent, the geographic divide is a remnant of the colonial bequest. The South was purposively developed industrially and educationally to perpetuate and facilitate the exploitation of the country's resources. This has had a profound effect on the trends seen in the disparities in development in the country. Less attention was paid to the Northern part of

the country due in part to its bad weather conditions and the fact that it was not endowed with the needed natural resources such as gold, cocoa, bauxite, timber etc to be exploited.

The first ever primary school in the Upper West was opened in Wa in 1917, followed by one at Lawra in 1919. At independence in 1957, there was only one secondary school in Northern Ghana, Gbewah Secondary School in Tamale, whilst the Southern part had 37 secondary schools at the time. With these challenges confronted by the region, Non-Formal Education was embraced and regarded as a major policy intervention that would take the people out of their predicaments (World Development Report, 2006).

World Bank's Support for Literacy Work in Ghana

The economic decline that Ghana suffered from the early 1970s to the mid-1980s adversely draws back the country's development, particularly within the education sector. The situation necessitated the prompt intervention by the IMF, the World Bank, and other donors to become involved in an Economic Recovery to stabilize the economy. In 1989, the Ghana Living Standards Survey (GLSS) found that only 32 percent of people aged 15 and older were literate. Primary school enrolments went down from 80 percent in 1980 to 74 percent in 1989 as a result of the economic decline.

In 1998, 43 percent of the Ministry of Education's budget was allocated to primary schools, 22.4 percent was allocated to junior secondary schools, 16.4 percent was allocated to senior secondary schools, 12.1 percent was allocated to tertiary education, and 0.58 percent was allocated to non-formal education, which includes adult literacy. The inadequate funding of NFE by the Government of Ghana (GOG), thus called for alternative funding sources (Rojo and Hilditch).

METHODOLOGY

Location and Size of Upper West Region

The Region covers a geographical area of about 18,487 square kilometres, constituting about 12.7 per cent of the total land area of Ghana. It is located in the North-Western corner of Ghana. It bordered on the North by Burkina Faso, on the East by Upper East Region, to the South by Northern Region and on the West by Cote D'Ivoire. It is one of the poorest and least developed Regions in the country. The population of the Region, according to the 2010 census, stands at 702,110 people representing 2.8% of the total population of Ghana (PHC, 2010).

The Economy of the Upper West Region

This is the system that mobilizes and allocates scarce resources to satisfy numerous competing needs and wants of the people in the region. It includes the production, exchange, distribution and consumption of goods and services of the area and how it is linked to

other sectors. The major economic activities of the region include farming, weaving, shea butter extraction, and trading. These can also be grouped into agriculture, manufacturing and service economic activities. Some of the major crops cultivated in the region include: maize, guinea corn, millet, rice, sorghum, yam, groundnuts and cotton, whilst goats, sheep, cattle, pigs, ducks and fowls are some of the livestock that are produced and consumed in the region. Small scale farming, rearing of ruminants, petty trading and traditional mode of poultry keeping constitute the main occupation and serve as the major source of income of the people (MOFA, 2014).

In general, the main occupation of the people in the region is agriculture as about 72.2 per cent of the economically active group are engaged in it. They are largely subsistence food crop producers with most of the populace living in rural areas. From the 2011 production data gathered from the upper west regional directorate of Agriculture, yam was the highest produced crop representing about 49.1%, followed by groundnut (16.9%), cowpea (8.8%), maize (8.6%), sorghum (8.4%), millet (5.6%), soybean (1.8%) and rice (0.7%), of the total production of the region.

Table 1. Districts of Upper West Region, Capitals and Population (UWR)

Name of District	District Capital	Population
Wa Municipal	Wa	107,214
Jirapa District	Jirapa	88,402
Lawra District	Lawra	54,889
NadowliKaleo District	Nadowli	63,141
Wa West District	Wechiau	81,348
Wa East District	Funsi	72,074
Sissala East District	Tumu	56,528
Sissala West District	Gwollu	49,573
Nandom District	Nandom	46,040
Daffiema/ Bussie/ Issa District	Issa	31,247
LambussieKarni District	Lambussie	51,654
Total	11	702, 110

Source: Population and Housing Census (2010)

Information Gathering Procedure

As indicated earlier on, the study was purely desk-based. Therefore, only documentary sources of information obtained from the National Headquarters, the Regional and the six (6) sampled districts were used. The first sources of information on enrolment and graduation figures were obtained at the Regional Office of NFED, Upper West Region. Purposive sampling method was deemed appropriate because it targets a particular group of people within the population who could provide the needed information concerning the implementation of NFE. The next source of information was some documents I obtained from the Headquarters of NFED, Accra which provided me with an insight about the source of funds and logistics provided for the implementation of the programme. Time series data was gathered from 1991 to 2014. The period from 1991-2006 is when NFE was under the support of the World Bank in collaboration with Government of Ghana, whilst from 2007-2014 marked the era of Government sole support of the programme. Comparing the two

periods provided an insight into the extent of the contributions of the 'Bank' to the development of NFE in the Upper West Region.

Sampling Procedure

Purposive sampling method was used to select the six district Coordinators in the Upper West Region for the study. Even though there were eleven districts in the region with functional offices of NFE, three of them are newly created and therefore may not be in a position to provide up to date information. These include Daffiema-Bussie-Issa, Nandom and Lambussie-Karni Districts. Also, all the three districts were carved out of the six districts purposively selected, hence they would be representative enough of the region and the programme as well.

Sources of Data

Data has been collected from various during the time of the research. Table 2 below shows data used and their sources.

Table 2. Sources of Data

Data Required	Source of Data	Mode of Collection
Enrolment and graduation figures from 1991-2006, and 2007-2014 of the UWR	Regional office, NFED -Wa	Documentary verification
Logistical support for the implementation of the programme	Regional office, NFED-Wa and six district offices	Documentary verification
Staff strength of the programme between the two periods in the region	Regional office, NFED and the six district offices	Documentary evidence
Practical Challenges faced in the	Both Regional Director and the six	Unstructured interview

ANALYSIS AND DISCUSSION OF FINDINGS

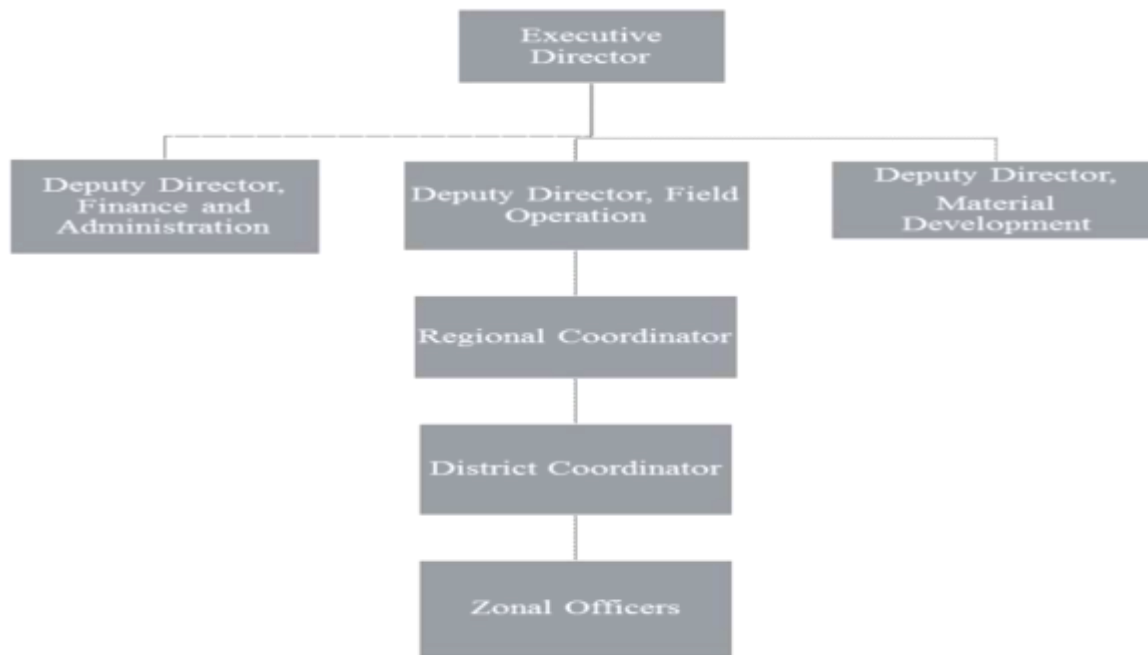


Figure 1: Structure of NFE

As indicated in fig. 1 above, the Executive Director is assisted by three Deputy Directors in-charge of Finance and Administration, Material development and Field Operation. Each of the ten administrative regions across the country has a Regional Coordinator of NFE to whom all the district coordinators report.

At the community level are the supervisors also known as the zonal officers who live with the learners in their various communities. Each supervisor is responsible for 1,200 zones with each zone having an average of 15 classes during the period 1991-2002 and then rising to 20 or more classes after the year 2002 (Blunch & Portner, 2004). The last but most important personalities under the implementation structure of the programme are the facilitators who are under the direct supervision of the zonal officers. The organogram in fig. 1 shows the channel of communication and how logistics in the form of funds, teaching and learning materials and incentive packages are disbursed from the National level through the regional offices of NFED to the district levels for implementation of the programme.

Achievements NFE (National Statistics)

Figure 2 shows that NFE enrollment has declined considerably since 2006. The programme was transitioning from the first to the second phase, which

led to this tragic occurrence. The World Bank stopped supporting the initiative in 2006 and handed it over to Ghana, which has fewer financial resources. NFED had fewer resources to implement the program's activities.

According to the UN in 2009, quoted by BBC News, Ghana's population was 23,800,000 and the literacy rate was 54%. (2006). According to the above, 46 percent of Ghana's 10,948,000 people are illiterate. NFE aimed to teach many Ghanaians reading and life skills. Since 1991, it has recruited 2,821,973 non-literates for adult literacy programmes, representing 26% of Ghana's non-literate population, along with World Vision International and the Hunger Project.

Total adult learners recruited vs. graduated varies. Some students may have dropped out, causing the differences. This may be due to illnesses, deaths, migration, loss of interest, time limits, and other factors.

From 1992 to 2006 and part of 2007, the chart below shows that females outnumbered men in recruiting. Male and female graduation rates are similar. The NFE's principal goal of "getting the poorest Ghanaians, especially those living in rural communities, functionally literate with a focus on women" (NFED 1999, cited in Blunch & Porter, 2004) has been realised.

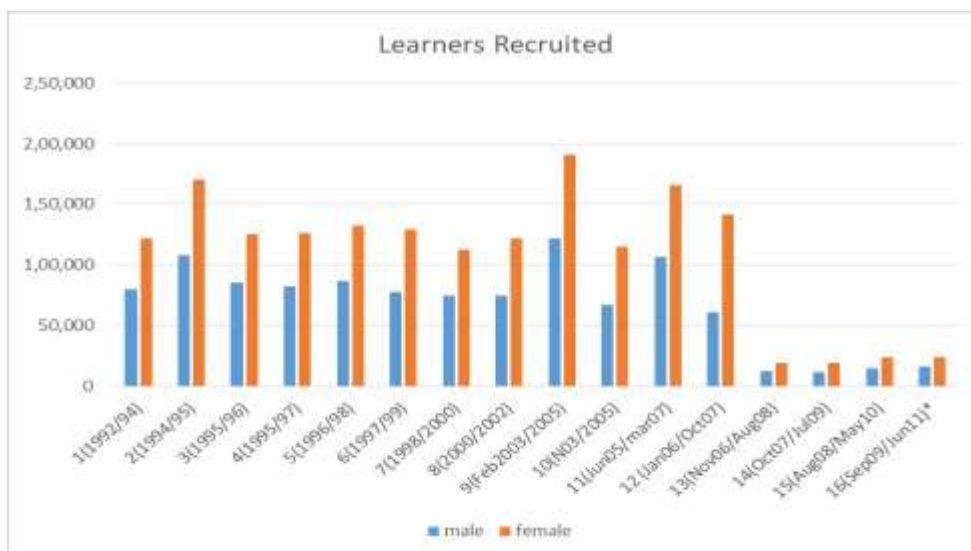


Figure 2: NFE Enrolment

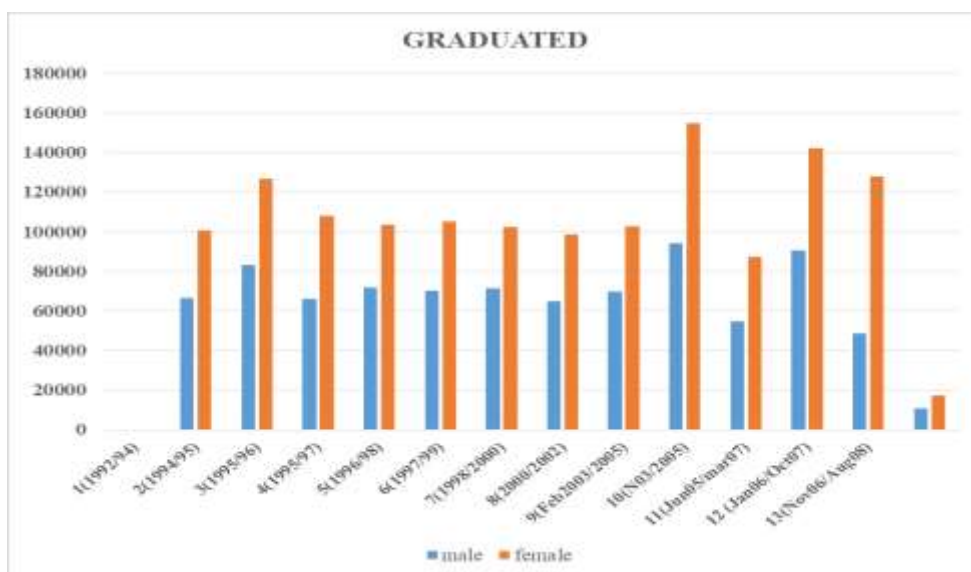


Figure 3: NFE Graduates

Achievements NFE in Upper West Region

Table 3. Achievement in Terms of Enrolment

Year	Enrolments/ Graduates	No. of Learners	Male	Female	Classes Established
1991-1993	Enrolled	2,756	1,188	1,568	110
	Graduated	2,453	1,167	1,286	
1994-1996	Enrolled	2,865	1,533	1332	150
	Graduated	2,112	1,654	458	
1997-1999	Enrolled	2,987	1,002	1,985	200
	Graduated	2,765	1,587	1,178	
2000-2002	Enrolled	2,987	1,312	1,675	200
	Graduated	2,765	1,586	1,179	
2003-2006	Enrolled	3,007	1,020	1,987	200
	Graduated	2,896	1,543	1,353	
2007-2009	Enrolled	1,789	802	987	90
	Graduated	1,098	201	897	
2010-2012	Enrolled	1,987	879	1,108	85
	Graduated	908	420	488	
2013-2014	Enrolled	987	378	609	50
	Graduated	508	206	302	

Source: UWR.2014

Table 4. Achievement in Terms of Incentives

No.	Year	Form of Incentive Received	Quantity/ Amount Received
1	1991-2006		
	Year: 1991-1993	Sewing machines	209
		Lantern	500
		Rain coat	500
		Bicycle	110
		Roofing sheet	100 packets
		-Wellington Boat	450
		Vehicle	11
	1994-1996	Radio	100
		Sewing Machines	200
		Lantern	500
		Rain Coat	634
		Bicycle	200
		Roofing sheet	110 packets
		Wellington Boat	500
		Vehicle	-
	1997-1999	Radio	200
		Sewing Machines	300
		Lantern	500
		Rain Coat	700
		Bicycle	-
		Roofing sheet	120 Packets
		Wellington Boat	450
	2000-2002	Radio	200
		Sewing Machines	205
		Lantern	450
		Rain Coat	600
		Bicycle	150
		Roofing sheet	130
		Wellington Boat	500
	2003-2006	Radio	200
		Sewing Machines	305
		Lantern	550
		Rain Coat	600
		Bicycle	150
		Roofing sheet	130
		Wellington Boat	500
		Radio	200
2	2007-2014		
	2007-2009	Sewing Machines	-
		Lantern	-
		Rain Coat	-
		Bicycle	-
		Roofing sheet	-
		Wellington Boat	-
	2010-2012	Sewing Machine	-
		Lantern	-
		Rain Coat	-
		Bicycle	-

2013-2014	Roofing sheet	-
	Wellington Boat	-
	Sewing Machine	-
	Lantern	-
	Bicycle	-
	Rain coat	-
	Roofing sheet	-
	Wellington Boat	-

Table 5. Achievement in Terms of Staff

No	Calibre of Staff	1991-2006	2007-2014	Remarks
<u>1</u>	Core Staff including Supervisors who are paid from Consolidated fund	305	105	200 officers left the programme for better jobs
<u>2</u>	Facilitators and other volunteers who are not on salary	200	----	All the Facilitators and other volunteers who used to teach have resigned due to lack of motivational packages. Programme assistants play the role of the facilitators since they are on salary
<u>3</u>	other information Chalk and other teaching and learning materials were provided within the period to facilitate the implementation of the programme			

Source: UWR NFED, 2014

Table 5. Summary of Achievement

	1997-1999		2000-2002		2003-2006	
Total Enrolment	2,987		2,987		3,007	
Male	1,002	33.55%	1,312	43.92%	1,020	33.92%
Female	1,985	66.45%	1,675	56.08%	1,987	66.08%
Total Graduation	2,765	92.57%	2,765	92.57%	2,896	96.31%
	2007-2009		2010-2012		2013-2014	
Total Enrolment	1,789		1,987		987	
Male	802	44.83%	879	44.24%	378	38.30%
Female	987	55.17%	1,108	55.76%	609	61.70%
Total Graduation	1,098	61.38%	908	45.70%	508	51.47%

Equal Period Comparison

Conventionally, comparison can only successfully be made on performance on a sector when equal numbers of years are compared. Therefore, seven years implementation period is compared between World Bank Intervention period (1997-2006) and Government of Ghana support period (2007-2014). It is relevant to indicate that there was a break of implementation of the programme between 2004 and 2005 according to the regional director of NFE and therefore data could not be obtained on enrolment and graduation figures in the Upper West Region between the periods. Looking closely at both the enrolment and graduation records from 1997 to 2006 revealed a significant improvement in the performance of the programme.

With a total enrolment of 2,987 between 1997 and 1999, 2,765 graduated from the programme, representing 92.57% of the number. The trend continued to improve up to 2006 when 96.31% of learners graduated out of 3,007 that were enrolled. Also, from 1997 to 2014, a total of 13,744 learners were enrolled in the programme out of which 65.34% represent those who were enrolled during the Bank's support period. Generally, there was a decline of about 47% in total enrolment between the two periods with a sharp fall in graduation rate of 70.2%.

Taking and comparing the statistics from 2007 to 2014 shows retrogression in both enrolment and

graduation figures from 61.38% in 2007-2009 to 51.47% in 2013-2014.

Enrolment Statistics of World Bank and Government of Ghana compared

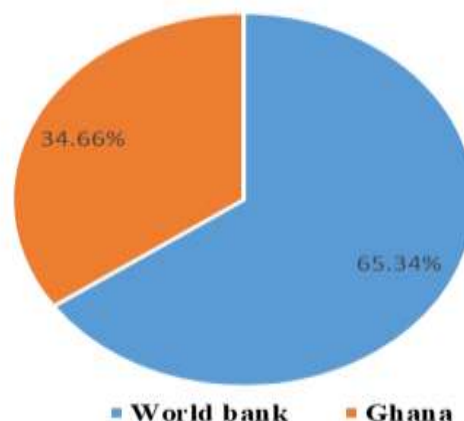


Figure 4. Pie chart for Comparison

General Comparative Analysis

The statistics obtained from the annual and quarterly reports of the Upper West Regional Head of NFED revealed a sustained increase in enrolment of learners onto the programme from 1991 onwards to 2006. Within the period 1991-2006, a total of 14,602 learners were recruited comprising 6,055 males and 8,547 females. A total of 12,991 of this figure made up of 7,537 males and 5,454 successfully graduated from the programme with only 1,611 dropping.

The impressive performance of the programme at the time could be attributed to a timely provision of the needed logistics as well as motivational packages that were made available to attract and retain facilitators and other stakeholders who were directly involved in the implementation of NFE activities in the region. The drop in the number of female graduates as compared to their male counterparts is in part due to the fact that majority of them were young ladies and therefore got married before graduation, whilst others also travelled out of the region. Even though male learners of the programme also migrated during the period under review, they usually returned to continue with the programme and eventually graduated. This accounts for the increase in the number of male graduates than female graduates in the period under consideration.

The period between 2007 and 2014 however presents a disappointing picture. The performance of the NFE in the Upper West Region was poor and unsatisfactory. As could be seen in Table 5a, the total number of enrolment of learners in the region dropped from 14,602 (1991-2006) to 4,763 (2007-20014) while the number of graduates declined from 12,991 (1991-2006) to 2,514 (2007-2014). Also, 2,249 learners in the region dropped from the programme within a period of 7 years compared to 1,611 over a period of 15 years.

Challenges facing NFE in the Upper West Region

Several factors are responsible for the abysmal performance of the NFE from the period 2007 to 2014. Paramount among them according to the six district coordinators, the regional director and the three deputy directors at the headquarters of NFE is attributed to the withdrawal of the World Bank in support of the NFE activities in the region. During the Bank support period (1991-2006), much attention was paid to the implementation of the programme. The 32.0 million US dollar grant provided by the Bank facilitated the smooth implementation of the programme.

With the needed funds available, facilitators, supervisors and other stakeholders involved in the programme implementation process were adequately motivated to offer their best. Supervision, monitoring and research on NFE activities used to be carried out effectively while incentive packages in the form of bicycles, radio cassette, roofing sheets, wellington boots, and other logistics were given to facilitators and other volunteers. Table 4 indicates the various logistics and motivational packages that were provided to aid in the implementation of the NFE activities in the region during the World Bank's support era. Also, table 5c also provides information on logistical provision after the withdrawal of the Bank's support.

The second challenge that accounts for the poor performance of the programme after the withdrawal of Bank was accordingly attributed to lack of political will. All the six District Coordinators of NFE in the Upper West Region, the Regional Director of NFE and the three Deputy Directors at the Headquarters bemoaned about the lack of interest and willingness on the part of government to provide resources for the implementation of the programme. Due to lack of incentives to motivate facilitators, the programme

currently relies on National Service personnel to teach the few classes that are formed and run in the region.

Furthermore, it has also been observed that the programme is being politicised. This is so because all the district coordinators including the regional director who were on the programme during Bank support period were removed and transferred after the 2008 general elections. This, coupled with the issue of insufficient financial resources at the disposal of government, has led to the near collapse of the NFE programme not only in Upper West Region, but across the country as whole.

Benefits of Non-Formal Education to the Region and the Participants

Since its inception, non-formal education has made a substantial contribution to the development of human resources in the Upper West region. Some of the lessons and themes addressed community development activities and strategies to contribute to the establishment of a robust and healthy community. It gives the students a sense of patriotism and encourages them to get involved in community improvement projects in their different towns and cities around the region.

Contacted District Coordinators reported that NFE has developed a place for community people to collaborate on communal tasks such as clearing and sweeping their local surroundings, de-silting clogged drains, and cleaning around their wells and water sources. Also, they do things to help themselves, like filling in potholes on their feeder roads to make them driveable and make it easier for people and goods to move around. They also help build schools, health posts, markets, and other places where people can go, and they dig water wells.

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

This study looked at the contributions of the World Bank to the development of Non-Formal Education in the Upper West Region from 1991- 2014. 1991 to 2006 was used as a period when the Bank was sponsoring Non-Formal Education activities across the country. 2007 to 2014 looks at the performance of the programme when it was solely supported by government of Ghana. The findings revealed a lot of successes chalked by the programme in the region and possibly extending to other regions during the Bank support period. Some of the learners of the programme in the region graduated and eventually joined the formal system of education and have risen so high to hold key and sensitive positions not only in the region but in other parts of the country.

The devolution of financial resources and other incentive packages to the regions during the Bank support period resulted in a very effective literacy work culminating in an increase in enrolment of 14,602 between 1991 and 2006. This shows that the programme's objective of delivering literacy (reading, writing and calculation) was achieved during the period. Also, learners' awareness in taking part in community development issues has been increased and their willingness to contribute their quota to the development of the region as a whole deepened.

The study found that the programme in the region suffered considerably in its implementation efforts in the hands of the Government of Ghana after the withdrawal of the World Bank. As could be seen in Table 5a, the total the number of enrolment of learners in the region dropped from 14,602 (1991-2006) to 4,763 (2007-2014), while the number of graduates declined from 12,991 (1991-2006) to 2,514 (2007-2014). Also, 2,249 learners in the region dropped from the programme within a period of 7 years (2007-2014) compared to 1,611 over a period of 15 years (1991-2006).

It has also been revealed by the study that the programme under Government of Ghana support received no incentives and has resulted in the resignation of all the facilitators in the region who used to handle the classes and their role being played by the programme assistants.

Lack of political will to support the programme is reported to be impacting negatively on the progress of NFE in the region and the country at large. Teaching and learning materials as well as motivational packages to key implementers of the NFE are no longer supplied, whilst resources to embark on monitoring and supervision by officials have been seized. The last monitoring exercise undertaken was done in 2008

Recommendations

Literacy, education and development are undoubtedly key to attaining the MDGs. Non-Formal Education is a panacea to ensuring that majority of the Ghanaian populace especially the rural folk including women have basic reading and writing skills (Project Implementation Completion Report, July, 1992-Dec., 1997). To achieve the MDGs, the above problems currently militating against the smooth implementation of the programme in the Upper West Region need to be tackled comprehensively.

Literacy provision involves a huge financial commitment. Without adequate funding, the programme will eventually die. Therefore, government's commitment to make financial resources available to the sub-sector to rejuvenate the implementation success of the programme is urgently recommended. This will

intensify monitoring and supervision of the programme's activities.

It is evident that the government of Ghana is finding it extremely difficult to finance the implementation of the programme after the World Bank's withdrawal. Other donors therefore need to be sought for to complement the efforts of government. This calls for repackaging of the programme to make it attractive enough to meet donors' expectations. The study also revealed that the programme has been politicized over the years in the region resulting in the removal and transfer of District Coordinators as well as the Regional Director, usually after any change of government. This often disrupts the pace of implementation of the programme in the region since it usually takes a considerable period of time for new appointees to learn and begin to play their respective and assigned roles.

The programme should therefore be allowed to operate independently without much political interference from the central government.

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