The Effect of Parent-Teacher Associations Reviewed Policy Guidelines on the Status of Infrastructure in Ghana's Rural basic Schools

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ABSTRACT

This study looks at the adequacy of basic school infrastructure in the milieu of reviewed parent-teacher association policy guidelines in managing and administrating basic schools in Ghana. The study focused on nine deprived community basic schools in the Upper West region of Ghana. A purposive sampling technique was adopted to select the schools. The study adopted a qualitative approach, which encompassed the implementation of interviews, focus group discussions and observation. Findings from the study revealed that the review of the Parents-Teacher Association policy has decreased the rate at which parents assisted in the provision of infrastructure in many rural schools; pupils and teachers adopted their own ways of coping with the available limited infrastructure and most parents were no more willingly determined to support the schools with infrastructure. These were caused mainly by the following four components of the reviewed policy guidelines. Firstly, no student should be sent home, given any punishment or prevented from school activity for nonpayment of PA levies or dues. Again, the school system should not be used for the purpose of collecting PA levies or dues. More so, PAs should liaise with Boards of Governors and Heads of Schools to determine projects to be undertaken in the schools based on the priority needs of the schools. Lastly, heads/teachers of schools are not required to be signatories and front liners to PA activities and accounts unless so decided by PAs themselves. The study suggests that PTA members should be given much education on educational policies. They should be consulted in the formulation of educational policies. Finally, there should be existence of clear public regulations and measures that will motivate and explicitly indicate the roles of PA's in the provision of basic school infrastructure. These will further prompt their willingness to assist basic schools with infrastructure.

Keywords: Infrastructure, basic Schools, Parents Teacher Association (PTA)

INTRODUCTION

In contemporary times, policies on parents' participation in schools seek to accord them with the need to assist in provision of school infrastructure (Ackah-Jnr, 2022), as infrastructure in schools has been noticed to be a key base for effective teaching and learning. In Ghana, the establishment of school infrastructure is the prime responsibility of the central government through its Ministry of Education, departments and agencies (Ghana Education Service, 2021). The eagerness of previous central governments to improve school infrastructure and acquire effective teaching and learning in schools enabled them to embrace all-encompassing educational policies and programmes (Osei-Owusu & Sam, 2012). That is expected to create a sound avenue for the formation of alliances such as the School Management Committee and Parents Teacher Associations in Ghana (Ackah-Jnr, 2022).

The 1996 Educational reforms in Ghana further consolidated the operations of these educational stakeholders. These stakeholders consciously come together to mobilize resources either actively or inactively to enhance the achievement of goals and objectives in schools (Jnr et al., 2022). Many scholars agree that parent-teacher associations in the educational sector contribute in diverse ways to the entire development and growth of basic schools in the country (Mekonnen, 2017). As maintained by some scholars, in most African countries the School Management Committee (SMC) and Parents Teachers Association (PTA) immeasurably contribute to the provision of basic school infrastructure like mud-school blocks, mudteachers' bungalows, school furniture, school kitchen and schools' places of convenience (Osei-Owusu & Sam, 2012; Mekonnen, 2017; Ballang, 2021). In essence, the availability of adequate school infrastructure spontaneously predicts the standards of performance in schools. The scholars further suggest that the general performance of schools with wellendowed infrastructure was far better than schools without adequate school infrastructure (Li et al., 2022). The government of Ghana through the

Ministry of Education and the Ghana Education Service in its recent educational policies has reviewed the ways that Parents Teachers Association (PTA) and School Management Committees (SMC) are expected to operate in basic schools (Ghana Education Service, 2020). As such, the Ghana Education Service has changed the name of this association to Parents Association (P.A). This has consequently lowered the routine activities of the various stakeholders especially teachers and headmasters in basic schools management and administration in the country (Tudagbe-Obour, 2022).

This is due to the fact that teachers and heads of basic schools have been directly exempted from active participation in the activities of the Parents Association (PA) by the new policy reform guidelines. Unlike the previous Parents Teacher Association (PTA) where teachers were guaranteed by the policy to spear-head the activities of parents and teacher associations. This has generated a very serious infrastructural slit and further, detracting the overall performance of schools in deprived communities (Amoako et al., 2023). This in perpetuation have compelled teachers and other school authorities to compromise quality teaching and learning due to limited availability of school infrastructure, utmost in rural communities (Ackah-Jnr et al., 2022). Coincidentally, exacerbating the already existing unequal infrastructural gap among urban and rural schools and its corresponding cascading consequences on school management and pupils' academic performance. It is based on this shortfall that this study sought to establish the state of basic schools' infrastructure in rural communities after the implementation of the new Parents-Teacher Association Reviewed Policy Guidelines.

Educational Value of School Infrastructure

Infrastructure in schools is the concrete observable equipment or structures found in any teaching and learning environment (UNICEF, 2005). This may include conducive classrooms, places of convenience, access to portable water, computer laboratories, kitchen, libraries and play grounds (Li et al., 2022). As held by the UNICEF (2002), the attainment of better performance in schools are informed by the persisting school infrastructure. The agency

further entreated that among the five general dimensions in enhancing effectiveness and efficiency in the performance of schools, adequate infrastructure is the most required key indicator (UNICEF, 2005). Similarly, many scholars have empirically affirmed that the relationship between infrastructural endowment and school performance is reciprocally inclusive (Nzoka & Orodho, 2014; Muthoni 2015; Msila & Netshitangani 2015; Mekonnen, 2017; Ackah-Jnr, 2022). The availability of adequate school infrastructure put much ease on teaching and learning, as it makes the school environment involving for realization of educational objectives and goals (Barret et al., 2019; Byrne et al., 2020).

Some scholars emphasized that the existence of school infrastructure like library and Information and Communication Technology centers improves the ability of students to do their own research and studies after the usual teacher-student interaction in the classroom (Lediga & Fombad, 2018; Memon & Tunio, 2023). Literature suggests that pupils' punctuality and academic performance in schools are informed by the adequacy of infrastructure in the schools. Also, the rate of pupil absenteeism, truancy, school dropout and high retention in schools are also influenced by the absence and poor state of school infrastructure (Barret et al., 2019). Similarly, Awortwe et al., (2022) advocate that schools with limited infrastructure, dilapidated structures and temporal buildings recorded lower student turnout than schools endowed with ample and well-conditioned school infrastructure. This suggests that teaching and learning are effectively carried out when the necessary infrastructure is available (Shibuya, 2022). Thus, all educational policies must keenly maintain and consolidate stakeholders or agencies that provide infrastructure to enhance the development of schools (Memon & Tunio, 2023).

PTA Reform Policy Guidelines

The government of Ghana in its current Free Senior High School Policy, reviewed the then-existing mode of operations of PTA in all schools. This involved all basic and senior high schools across the country. The policy guidelines emphasized that the name Parent Teacher Association (PTA) be changed to Parent Association (PA) to give parents the opportunity to deliberate on issues pertinent to schools and make contributions without the

interference of school authorities (teachers, head teachers and headmasters/mistresses). It further indicated that the management of Ghana Education Service recognizes and appreciates the roles and contributions of Parent Associations (PA) in the entire development and management of schools. Also, the policy guideline suggested that the Ghana Education Service must be very conscious of the significant contributions PTAs have over the years made towards the infrastructural development of several basic schools (Ackah-Jnr, 2022; Tudagbe-Obour, 2022). The policy was hugely premised on the notion that Ghana Education Service and the Ministry of Education were not convinced with situations, where students are barred from taking part in school programmes due to a parent's inability to pay any agreed PTA dues or levy (Tudagbe-Obour, 2022).

Hence, the management of the Ghana Education Service rebirthed some new policy guidelines for the operations of PTAs/SMCs in basic schools. These policy guidelines proclaimed that, PTA/SMC now Parents Association (P.A) should adopt more innovative and strategic ways of collecting levies and dues from their members without school authorities' involvement. Again, no student should be sent home or prevented from school activity for non-payment of PA levies or dues. Similarly, the director-general's approval is no longer required in the determination and imposition of PA levies and dues. Also, PAs should always liaise with boards of governors and heads of schools to determine projects to be undertaken in the schools based on the priority needs of the schools and apportioned PTA levy from the central government. Finally, the heads of schools are not required to be signatories to P.A accounts unless so decided by parents themselves (Ghana Education Service, 2021). These guidelines from the Ghana Education Service have been the locus for the operation of all the activities of PA in schools since its implementation (Tudagbe-Obour, 2022). Parents in adjusting to this newly reviewed policy guideline are embattled with some challenges in infrastructural provision and development in basic rural schools (Shibuya, 2022). As already held by scholars like Mutinda (2013) and Muthoni (2015), the desire of parents to willingly contribute any resources to the development of basic schools without any form of cohesion is usually faced by low commitment, as they are not compelled by any reinforcement to do so (Ackah-Jnr, 2022). Jnr et al. (2022) noted that PTA dues were the main source of resources for PA activities in schools; teachers and head teachers have to put pressure on both parents and students before most parents willingly contribute. On a similar note, Ackah-Jnr (2022) argued that parental apathy and laxity towards the payments of PTA levies obliged the management of PTAs to adopt teacher-induced strategic measures, such as continuous reminding of students to alert parents and punishments. Such measures, especially the punitive measures on defaulters' wards in schools, served as a compelling instigator for them to pay (Jnr et al., 2022). In ascertaining resource assurances from parents, teachers must play vital roles in its collection (Byrne et al., 2020).

Context and Problem

The Upper West region is one of the mid-aged administrative regions in Ghana. It comprises of eleven (11) districts/municipals. The Regional Education Directorate supervise and control all the other eleven (11) Municipal/District Educational Directorates. The prime vision of the entire educational directorate is to deliver quality education that meets the needs and aspirations of all stakeholders, so as to promote accelerated socioeconomic development of the region and the country as a whole. In achieving this, a holistic approach of all stakeholders of education in the administration and management of schools, need to serve as facilitators to the attainment of such vision. As a mid-aged region in Ghana, the Upper West region is suffering from infrastructural and developmental deficits (Amoako et al., 2023). This is due to the fact that the total internally generated Funds from the region is usually the second lowest, amongst the sixteen regions in the country (Ghana Revenue Authority, 2020). This generally deprives the region of undertaking infrastructural development with its Internally Generated Funds, though the region lacks basic infrastructure. This together with the already meagre central government allocated funds to the development of educational infrastructure, has put the state of infrastructure in the region at a midpoint (Awortwe et al., 2022). The general economic outlook of parents in this region pre-positions them to be economically vulnerable hence, their unwillingness to contribute funds to assist government programmes (Addo, 2020). Furthermore, the fact

that most of these parents engage in subsistence agriculture with less yield (Ministry of Food and Agriculture, 2019), it also subjects them to inability to contribute funds willingly. All these, coupled with their limited understanding of the reviewed PTA policy guidelines and the Free Education Policy, make it difficult for them to easily pay any levy to support schools in their wards (Ghana Education Service, 2021). This has put most schools and staff into dilemma, especially on the roles and responsibilities of P.A in the infrastructural development of basic schools, though the governments limited educational resources are not able to cater for all the infrastructural needs of basic schools (Amoako et al., 2023).

Methodology

The study adopted qualitative approach. This involved the collection of data through interviews, focus group discussions and observation. The participants included former PTA/SMC executives, head teachers, teachers and parents. PTA/SMC executives, head teachers and teachers were interviewed whereas, parents in groups of seven (7) went through a focus group discussion. Teachers were purposively selected based on number of years served in the school and parents were selected through the snow ball technique. These techniques were adopted to aid the researchers identify respondents who were well-informed about the issues the study sought to address. The observation was guided by a check list; note book and camera helped to record the data. Schools under study were purposively selected from seven circuits in the region based on how basic-school's deprivation was categorized by the Regional Directorate of Education in the region of study. Guided by anonymity and confidentiality of responses from respondents, in-depth interviews and focus group discussions were organized.

Collection and Analysis Procedure for Data Data Collection and Analysis

A structured interview guide, with prime focus on the availability and provision of infrastructure and, teaching and learning materials in basic schools by PTA were used to solicit responses from the interviewees (key informants) and focus group discussants. The interview guide contained

target and probing questions while the voice recorder was used to record the voices from interviews and discussions upon their consent. This process took place in two main languages/dialects. All the focus group discussions were conducted in Dagaare as was requested by participants whereas, the interview sessions were accomplished by both English and Dagaare depending on the interest of the interviewee. This enabled the acquiring of in-depth responses from both focus group discussions and interviews. Before analysis, the collected data were transcribed and those from Dagaare were translated into English. Data were analyzed manually by using thematic analysis. With the aid of the checklist and a camera, existing infrastructure was observed and captured upon consent from school authorities.

Results and Discussions

As noted in the introduction section, this study sought to establish the state of basic school infrastructure in rural communities after the implementation of the new Parents-Teacher Association Reviewed Policy Guidelines. This section discusses the findings of this study. The findings of this study suggest that before the review of the Parents-Teacher Association policy guidelines, parents contributed to the construction of school infrastructure and repairs and maintenance of deplorable and dilapidated schools' facilities. This finding is in consistent with existing studies (Barret et al., 2019; Ackah-Jnr, 2022; Shibuya, 2022). However, the contributions were very low and insufficient to take care of the growing population in the schools, this revelation is in agreement with the discovery of Amoako et al. (2023). In achieving these, parents made some payments after a budget was drawn by the PTA executives. This helped to sustain the little existing government infrastructure in basic schools. However, now parents cannot be obliged by any stringent and or motivational measures to contribute any funds to schools; most parents and PA executives are no longer willing to contribute any resources for the activities and operations of basic schools, which are in uniformity with the study of Tudagbe-Obour (2022). Consequently, most of the existing infrastructure facilities in schools become inadequate, old and deplorable in nature.

This was what a P.A executive had to say during an interview:

Hmmm...... you see!!! my community members are not ready to contribute a penny to the development of infrastructure of our own school, unlike those days I was the assembly man. They have allowed the new policy guide line to sway them off from their own communal duty of providing infrastructural assistance to the school. This is so because you cannot penalize anybody for default of P.A dues. You just look at the nature of school roofing sheets and walls, yet my people are still waiting for intervention from the central government. In fact, this is a shame to the entire community and a disservice to our own children. (key informant, Chaassie, December, 2022)

This quotation corroborates with the report of Ghana Education Service (2021) that, parents were not in any position to contribute any resource after the implementation of the Free Senior High School Policy in Ghana. It further suggests that until the issuance of the new PTA policy, the existence of compelling measures for contributions positioned parents to be willingly prepared to take part in any contributions for the maintenance and repairs of deplorable school infrastructure without any regret, which complements the findings of Jnr et al. (2022). It was also found that many teachers were not regular at school because they did not stay nearby the communities' schools where they are located, this is in support with the findings of Ballang (2020). This problem can be addressed if teachers' quarters are provided. During an interview session this is what one of the former PTA executives said:

There are insufficient teachers' accommodation facilities. This leads them to stay at distant places while coming to school. The teachers' accommodation we started is now deserted because parents are no longer contributing in any form to its completion. Consequently, many teachers transferred to this community pay exorbitant money as rent for rooms themselves. For example, a single room in Dorimon is between GHS600-GHS700 a year which makes it difficult for many teachers to stay in the community to work, especially those having abodes in Wa (Key informant, Dorimon, January, 2023).

Most of the focus group discussions established that the majority of the basic schools' teachers have neither an office nor teachers' staff common

room, this is in consistent with the findings of Awortwe et al. (2022). This exposed them to the usage of shades (under trees) as offices/staff common rooms as was earlier revealed in the study of Amoako et al. (2023). With this, majority of the participants were of the view that such a problem is not beyond the control of the P. A as its core mandate is to assist the central government to undertake better education for all citizens. Hence, PA executives should be proactive in seeking infrastructural support from NGOs and other developmental partners, which is consistent with findings of Ballang (2020). It was also discovered that the PA executives could solicit resources from parents through contributions with strict payment terms.

However, this was hampered by the government's policy of free education, which did not allow the association to operate effectively in terms of funds acquisition. This revelation consolidates the reports of Ghana Education Service (2021) that, parents were not in any position to contribute any resource after the implementation of the Free Senior High School Policy in Ghana. Also, the study affirmed from an interview that schools have problems in meeting maintenance cost of the schools due to limited available resources and funds at their disposal, leading to the poor states of some of the schools' infrastructure. This is in affirmation with the findings of Barrett et al. (2019) that, maintenance culture in schools were jeopardized by insufficient resources at school authorities' disposal. The head teacher elaborated that the shortage and deplorable nature of necessary facilities and resources in schools are due to inadequate funds at parents and school management's disposal posing critical challenges that further affect parents' involvement in the implementation of quality education in the country. This finding supplements the assertion of Shibuya (2022) that, quality teaching and learning were compromised by inadequate teaching and learning resources in schools.

In a similar dimension;

As you can see my son, all the tables and chairs are broken, they are not of good quality. The government is also adamant to provide us...you ask my secretary the number of times we have visited the District Education Office on pupils' chairs and

tables. Most of the P.A members are also farmers and are not ready to provide chairs and tables for their children as they claim is free education. So, we should all wait for the government to assist us. However sometimes back we the P.T.A paid dues and further collaborated with the school to farm and get funds to supplement other available funds in the running of the school but now because of the new P.A policy guidelines complementing the Free Education Policy of central government, parents are now resistant at contributing for basic schools (Key informant; Kojoperi, November, 2022).

The quotes above suggest that the unavailability of teachers' houses in the communities compelled some teachers to commute from the regional capital to the community (school). This affected the punctuality and efficiency of teachers' output in the school, as teaching and learning were sometimes conceded to fatigue and or absenteeism of teachers in the basic schools. These are consistent with the results of previous studies (Nzoka & Orodho, 2014; Ballang, 2020; Li et al., 2022; Shibuya, 2022; Amoako et al., 2023). Similarly, during a focus group discussion, one participant commented:

The most common contribution from P.T.A in most basic schools' development was the donation of various resources to school infrastructural projects. Funds acquired by P.T.A through varied avenues were mostly channelled towards the development of infrastructure and other teaching and learning resources to enhance effectiveness and efficiency in the activities of basic schools. They provided support through the provision of technical support, volunteering, and donations among others during infrastructural development in basic schools. In-kind supports included free parents manual labour in the construction of school infrastructure, communal farming for the development of infrastructure and acquisition of other pertinent resources for teaching and learning, provision of land for construction, provision of building materials for school construction and foodstuffs for labourers during construction

activities in basic schools (Focus Group Discussant, Konwob, December 2022)

He further noted:

Such assistance from the P.T.A to basic schools in effect promoted accountability and a sense of ownership on the part of the parents however, this time our colleagues are no longer interested in contributing any resource towards infrastructural development in basic schools because they assert that everything is supposed to be provided by the central government, since the P.A has alienated school authorities from steering the affairs of P.As' (Focus Group Discussant, Konwob, December 2022).

In addition, the researchers' observation in some schools exposed that some of the schools actually lacked maintenance. A typical example was the deplorable state of a classroom block furnished with destroyed and inadequate pupils and teachers' tables, desks, and chairs at Ping Baazu and Tenganpare below;



Ping Baazu and Tenganpare D/A Primary School Block; 2023

From the picture above it is clear that the classroom block is in a deplorable condition and needs renovation. However, both the school authorities and parents have not put any effort or plans to deal with that. When the headmaster and the current P.A executives were interviewed they said that they were expecting the government or any benevolent person or agency to come to their aid. This finding is in agreement with the revelations of Shibuya (2022) that, the adamant of most parents towards school resources contribution is partly caused by central government's flagship policies and programs. Further, affirming that parents are not in any position to contribute in any form to renovate the structure irrespective of the dangers and health hazards (dust) it possesses to pupils, a teacher commented:

The dusty nature of the classroom coupled with insufficient

furniture has relegated some of the students to sit on the floor. This most of the time lead to conflict over desk, absenteeism and drop out with the excuse of no furniture if followed up. Parents themselves complain of regular dirty uniforms of their kids, costing them to wash every day. This a serious problem we have complained to the Circuit Supervisor but till now no intervention my brother. There are instances that the overcrowding nature of the class made group work difficult, absence of pupil's concentration in mobile classrooms with no air conditioners, pupils throwing things out of broken windows during lessons, high rate of theft of teaching and learning support materials and frequent pupils running to the village for drinking water during teaching and learning periods (key informant, Ping Baazu and Tenganpare, November 2022).

The participants in a focus group discussion revealed that schools lacked computer laboratories for ICT lessons. Most schools in the area have converted their classrooms for that purpose; though, the place posed many forms of inconveniences during lessons, this finding is in consistence with the results of Li et al. (2022). It was further confirmed that most of the schools lacked ICT equipment making it very difficult to teach the subject in the schools irrespective of how inclusively technological the world is at the moment, this corresponds the findings of (Muthoni, 2015; Msila & Netshitangani, 2015; Mekonnen, 2017; Ackah-Jnr, 2022; Li et al., 2022). Most of the communities did not have well-structured blocks for the nursery and kindergarten which is the foundation of learning, they had rather converted old classroom blocks as nurseries and Kindergartens. Similarly, most of the head teachers interviewed also emphasized that there were inadequate tables and chairs for the teachers, this revelation is in line with findings of studies by (Awortwe et al. 2022; Amoako et al. 2023). Making it very difficult to undertake classroom activities on the school premises. They have to sometimes carry exercise books home for marking. The researchers also observed that, in most cases, there were a few teachers' tables and chairs in the schools; most of them were not in good condition, this is in consistent with the findings of Amoako et al. (2023). In a focus group discussion, it was noted that most kitchens in the schools were in bad condition, these findings are also consistent with existing studies (Nzoka & Orodho, 2014; Muthoni 2015; Msila & Netshitangani 2015; Mekonnen, 2017; Ackah-Jnr, 2022; Li et al., 2022). Parents were not willing to contribute anything towards the development of any school infrastructure. This could be solved by the P.A, through the provision of temporal structures from communal engagements. However, parents were of the opinion that the central government should establish a well-built structure (kitchen) to enable the preparation of hygienic food for pupils' consumption in basic schools. While on the field, the researchers observed the below deplorable school kitchen in a community at the Wa-East district as the image below indicates:



A School Kitchen at Chaasiee, (2022)

Conclusion

Generally, it can be concluded that the state of basic schools' infrastructure in rural communities are in terrible conditions. This observation is arguably contributed by limited PA resources as many parents were not willing to provide any form of resources to support school infrastructure. Owing to the absence of punitive measures to defaulters of P.A levies and activities,

limited knowledge on the new PA policy guidelines, school authorities' limited roles in the new policy guidelines and ineffectiveness of the existing PA executives in rural communities. This has distorted the initial enthusiasm and ability of PTA to support school infrastructure, which is usually manifested in the forms of physical labour, provision of teaching and learning resources, payment of maintenance costs, as well as dues/donations to support infrastructural projects in schools. The new PTA policy guideline has enormously distorted the collaborative working relationship that existed earlier between PTA executives and key rural folks. Currently, parents and teachers cannot work jointly to lob organizations and educational authorities for infrastructural projects for basic schools. Hence, compromising the quality of teaching and learning due to inadequate of school infrastructure. The study suggests that in order to manage these problems, parents who are members of P.A should be given much education on the need to enthusiastically assist basic schools with infrastructure resources.

Recommendation

Public Education

The Ministry of Education through its subordinate institutions should organize public education for parents to understand the rudiments and constraints of the Free Education Policy and the guidelines of the reviewed P.A policy. This will help reduce the perception of most parents that these policies have out rightly put all the burden of basic education on the central government. As this will position parents on the stance to continue contributing to the entire development and performance of basic schools when the need arises. As the present state of infrastructure in most rural communities requires aggressive holistic intervention.

Inclusive Educational Policies Formulation

The government through the Ministry of Education should formulate and implement policies that are all stakeholders inclusive, giving P.A enough power to freely and openly operate within the framework of the educational laws. Creating special desk at the various District Education Directorates to be coordinating activities of the P.A. The association should therefore be

part of decision-making process for basic schools at all levels. These will help eradicate or reduce, some schools' resistant to the full participation of P.A in school activities, re-consolidate the existing P.A participation in basic schools' policies, enhance cooperation and coordination among the agents of P.A as echoed by the findings of this study.

Establishment of Resources Regulatory Framework for Managing P.A

Here, the Ministry of Education should put in mechanisms to increase and have some level of control over the resources of the P.A. This should include the opening of standard accounts to aid auditing and accountability, frequent training of P.A executive on resources acquisition, budgeting and financial management. This should be done through the formation of a P.A mobilization and accountability unit in the various education offices under the Finance and Monitoring units to play this role. The availability of such a framework will solve problems like poor state of infrastructure, improper/lack of budget and lukewarm attitudes towards financial fulfilment amongst others, as envisaged in the findings of this study.

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