

UNIVERSITY OF GHANA

**ASSESSING STAKEHOLDER PARTICIPATION IN POLICY FORMULATION AND
IMPLEMENTATION: THE CASE STUDY OF THE FREE SENIOR HIGH SCHOOL**

POLICY IN GHANA

BY

HARRIET KYEREMANTENG

(10202559)

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PARTIAL FULFILLMENT OF THE REQUIREMENT FOR THE AWARD OF
MASTER OF PUBLIC ADMINISTRATION.**

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DECLARATION

I do hereby declare that this study is the result of my own research and that no part of this work has been presented for another degree in the University of Ghana or elsewhere. All references have been duly acknowledged.

I bear sole responsibility for any shortcomings.

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.....

HARRIET KYEREMANTENG

DATE

(10202559)

CERTIFICATION

I hereby certify that this thesis was supervised in accordance with the procedures laid down by the University of Ghana.

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PROF. JUSTICE NYIGMAH BAWOLE

DATE

(SUPERVISOR)

DEDICATION

I dedicated this work to the Almighty GOD, my dear husband Mr George Oppong, my late mum, my daddy, my sweet daughters; Nhyiraba Maame Frimpomaa Oppong-Ampaw, Nana Yaa Serwaa Oppong-Ampaw, Nana Amia Nyarkomah Oppong and also to all individuals whose influence has made my studies possible.

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LIST OF ABBREVIATIONS

CHASS	Conference of Heads of Assisted Secondary Schools
CSO	Civil Society Organizations
DPAHSM	Department of Public Administration and Health Services Management
FSHS	Free Senior High School
GES	Ghana Education Service
GETFund	Ghana Education Trust Fund
MDAs	Ministries, Departments and Agencies (MDAs)
MoE	Ministry of Education
NaCCA	National Council for Curriculum and Assessment
NGOs	Non-Governmental Organizations
NPP	New Patriotic Party
PRA	Participatory Rural Appraisal
SDGs	Sustainable Development Goals
SHS	Senior High School
TLM	Teaching, Learning Materials
TVET	National Technical and Vocational Education and Training
UNESCO	United Nations Educational, Scientific and Cultural Organization
USAID	United States Agency for International Development

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ABSTRACT

The study sought to examine stakeholder participation in the formulation and implementation of FSHS policy by assessing the stakeholder dynamics and implications on formulation and implementation of the policy. The study observed that various stakeholders engaged in the formulation and implementation of the Free Senior High School (FSHS) policy in Ghana entails relevant Ministries, Departments and Agencies, FSHS implementation Committee, CHASS, Religious groups, significant NGOs and CSO, Heads of various SHS and management of the various SHS among other key parties. The study reveals that roles played by key stakeholders throughout the formulation and implementation of the FSHS policy was to translate relevant concerns of stakeholders into the policy process, create shared motivation for smooth policy process and to assist in discovering critical factors required in the policy formulation and implementation process. The study posits that stakeholder engagement holds numerous implications on the FSHS policy process. The study shows that stakeholder participation allows for a comprehensive approach towards considering key policy gaps and strengths which ensures sustainable policy implementation. The study contends that stakeholder participation enhances commitment, fair representation, ownership and the sustainability of the FSHS policy. The study asserts that the formulation and implementation of the FSHS policy was not immune to major operational obstacles. The study acknowledges the existence of insufficient stakeholder engagement in the policy formulation process, limited nature of commitment by some hidden stakeholders, Unproductive criticism driven by competitive motives/witch hunting/sabotage, Poor capacity in terms of resources, knowledge and skills by key stakeholders to contribute adequately towards the formulation and implementation of the FSHS policy as the main setback preventing effective stakeholder engagement.

The study recommends that continuous training for key stakeholders on the core mandate of the FSHS policy, development of strategic ways of motivating key stakeholders and proactive ways of engaging of key stakeholders are highly uncompromising. The study concludes that instead of the leading stakeholders managing other key stakeholder in the policy process, it will be very worthwhile and more strategic for all key stakeholders to be fully engaged throughout the policy.

CHAPTER ONE

INTRODUCTION

1.0 Introduction

The study seeks to examine the role of stakeholder engagement in the implementation of the Free Senior High Policy (FSHS) in Ghana. This chapter therefore introduces the main study. Specifically, the chapter starts with the background to the study and the statement of the problem. It also contains the objectives of the study, the research questions, significance of the study, limitations of the study, justification of the study in field of public administration and the chapter disposition.

1.1 Background to the study

Traditionally, the role of secondary education has proven to be a necessary avenue through which the citizenry acquire knowledge to advance development within every country. Arguably, both developing and developed country perspectives points to the direction that a powerful case can be made for the expansion of secondary education on the grounds of growth, poverty reduction, equity, and social cohesion. In developing countries like Ghana, the provision of secondary education tends to serve as a useful platform both for individuals and for society as a whole.

Boyer (1983) posits that there is a positive relationship between secondary education and growth of a country. This is predicated on the fact that secondary education tends to cause increases in the individual productivity therefore resulting in an enhanced personal earning for citizens. At the national level, secondary education plays an important role in

fostering economic growth through the creation, acquisition, distribution, and use of knowledge.

Blakemore & Cooksey (2017) contend that developed countries perspective suggest that the education and training that children receive during their teenage years has long been recognized as crucial to the development of job skills and other attributes that affect the ability to function productively as members of society. In developing countries like Ghana, economic pressures typically force children into the workforce at a much earlier age. Consequently, fewer individuals are well educated at the teenage years to make significant contributions to the economic and social development of the country. Considering the significance of education towards development, Ghana after attaining independence has instituted numerous policy reforms to engender socio-economic development.

Over the past decades there have been a number of educational policies and programmes to improve education access and participation in Ghana such as the Accelerated Development Plan of 1951 and Education Act of 1961, Reforms of the National Liberation Council, One New Structure and Content of Education of 1974, the 1987 education reforms, New Educational Reform of 2007. Capitation Grant, School Feeding Programme, access to functional literacy programmes, education and training for employability for the educational development and sustainability, and national development and recently the free senior high school (FSHS) are all policy perspectives for enhancing education within Ghana.

In order to attain the full aspirations of these policy interventions within the educational sector, it is imperative for the targets to be monitored and assessed through a collaborated manner. The argument is that the role of stakeholders cannot be disregarded as they play a vital role in ensuring accountability in education (Mandina & Chiheve, 2013). For instance, stakeholders have significant impact in education financing (Oseni, 2012), play significant roles in ensuring quality education through promoting effectiveness and efficiency of procedures for quality improvement (Brussels, 2011), improving quality of decision making (Mualuko et al. 2009), improving the quality of educational system (Kamba, 2010) and above all have impact in the design and execution of government education policies (Chinelo, 2011; Odufowokan, 2011).

In light of seemingly intractable and complex nature of the educational challenges, public administrators have shifted toward governance activities that allow citizens and stakeholders to have deeper involvement in the policy making process and the work of government (Bingham, Nabatchi & O'Leary, 2005). Governance models which focus on collaboration and consensus building such as participatory budgeting, citizen juries, focus groups, roundtables or town meetings (Bingham et al., 2005; Fishkin, 1995) create opportunities for citizens and stakeholders to envision their future growth (Myers & Kitsuse, 2000), clarify their own policy preferences, engage in dialogue on policy choices, or bring various groups to consensus on proposals (McAfee, 2004).

In Nigerian context, the 2013 revised edition of the national education policy stated that in order to ensure rapid implementation of education policies for quality education, relevant stakeholders should be involved. This is due to the fact that stakeholders in education sector are individuals who are concerned with education (Adebayo, 2013), and

as such they play many roles of ensuring that the school system accomplish its specified goals and objectives that are directed at ensuring quality education. In Ghana, the role played by education in economic development is enormous as it serves as a boost to citizens' capacity to contribute their quota through other sectors of the economy. Consequently, Ghana has introduced an educational policy that seeks to offer Free Senior High School for all secondary school students.

Mensah & Badu-Shayar (2016) argues that in order for a public policy to deliver up to expectation, there is the need for all stakeholders to be involved in the entire policy implementation process. Therefore, it is imperative for research to establish the role of stakeholder agreement in the policy formulation and implementation. It is against this backdrop that this study seeks to examine the role played by relevant stakeholders in the formulation and implementation of FSHS in Ghana.

1.2 Problem statement

There is compelling evidence in the literature that reducing considerably the costs to parents of sending children to school greatly increases access (Appleton et al. 1996; Mehrotra 1998; Watkins 2000; Deininger 2003; UNESCO 2007; de Kemp 2008). The benefits of attending school are mainly long-term and accrue mainly to the child, and not immediately and directly to parents who shoulder the responsibility.

The role of educated citizens in economic development is well documented in the literature as the more educated citizens are, the better the quality of engagement in national development (Rehkopf et al., 2017). Recognizing this within the broader context

of the financial constraints some children face in accessing education, the Free Senior High School policy has been formulated and undergoing implementation.

In the same way, the need for concerted effort by various stakeholder in managing public sector initiatives has come to the fore in both research and practice in contemporary times. Reed et al. (2010) indicate that, this is against the backdrop that effective collaboration among all stakeholders tends to engender effective, prudent and sustainable management. Owing to the actual and potential benefits of stakeholder engagement in development, various industries have consequently adopted a very good collaborative governance intervention in their endeavours (Oketch & Rolleston, 2007; Wexler, 2017).

In most advanced countries, the impact of stakeholder engagement in the formulation and implementation of public policies has been well acknowledged for the past five decades. However, developing countries like Ghana have passively concentrated on the need for stakeholder collaboration and engagement in the management of public policies and programmes. Also as a public organization, the Ministry of Education exist to project the welfare of all stakeholders including the immediate and remote environment in which they operate by means of ensuring efficient and effective implementation of educational policies in Ghana. In this regard, stakeholder engagement enhances capacity for resource mobilization, sensitization, policy legitimization and the acceptance of the Free Senior High School among the citizenry. Moreover, it tends to engender smooth understanding among implementation agencies and beneficiaries of the policy at hand (Weber, 2008). Therefore, to achieve optimum support towards attaining this core mandate, numerous stakeholders such as Teachers Associations, Parents, NGOs, para-statal institutions and a broad range of players on participatory and or consultative implementation of the Free

Senior High School is very imperative. Put succinctly, Armitage et al. (2008) contend that a very good stakeholder engagement tend to encourage accountability, transparency, smooth implementation, participation and ownership of the implementation of a policy.

Notwithstanding the overwhelming need for broader stakeholder engagement in policy implementation, studies in Ghana appears to be limited on this subject matter. The existing studies concentrated on other areas such as budgeting, sanitation and waste management, water supply, duration, infrastructure etc. and not specifically on FSHS as an educational policy. This study therefore seeks to examine the role of stakeholder engagement in the implementation of the Free Senior High School policy in Ghana.

1.3 Research objectives

The general objective of this research is to find out the role of stakeholder engagement in FSHS policy implementation in Ghana. To achieve such a broader goal, the study was underpinned by the following specific objectives:

- ✚ To examine the role of stakeholder engagement in the implementation of the FSHS policy in Ghana.
- ✚ To identify and assess the various stakeholders that play an important role in implementing FSHS policy in Ghana.
- ✚ To explore the extent to which stakeholder engagement has impacted on the implementation of the FSHS policy in Ghana.
- ✚ To investigate the implementation challenges faced by FSHS policy as a result of stakeholder engagement.

1.4 Research questions

In an attempt to address the above objectives, the study shall be guided by the following useful research questions.

- ✚ What is the role of stakeholder engagement in the implementation of the FSHS policy in Ghana?
- ✚ What are the various stakeholders that play significant role in implementing FSHS policy in Ghana?
- ✚ How does stakeholder engagement impact on the implementation of the FSHS policy in Ghana?
- ✚ What are the implementation challenges faced by FSHS policy as a result of stakeholder engagement?

1.5 Justification of the study and its relevance to the field of Public Administration

The field of Public Administration is concerned with the implementation of public policies and programs. How best a policy is implemented determines the kind of support it elicits from all stakeholders and the nature of impact it offers to the citizenry. Therefore if a policy has the requisite institutional and structural arrangement to champion it at all levels, there is the greatest tendency that all actors and stakeholders shall play active role in the implementation process. Also, the involvement of beneficiaries at all levels of the policy process will propel a smooth implementation process and enhance required support from all stakeholders.

Therefore, this study is relevant to the field of Public Administration in two ways: thus both in theory and in practice. In terms of theory, the study contributes to the already

existing literature on policy implementation in developing countries. Specifically, the study fills a gap in secondary educational policy implementation as most of the related studies look at implementation of educational policy as a whole. In terms of practice, the study illuminates the need for policy makers, professionals, technocrats and other actors within the educational fraternity to adopt broader consultation and stakeholder engagement throughout the policy implementation process. The research, therefore, has a deep foundation in the field of Public Administration and the results would be relevant to public administrators, policy makers, the general public and other people in authority on best practices for policy implementation.

1.6 Scope and Limitation of the Study

In terms of space and geography, the study covers secondary school education of Ghana. The institutional scope entails the Ministry of Education, Ghana Education Service, CHASS, the various interest groups, media houses, relevant civil society organizations (CSOs) in the field of education. The Free Senior High School Policy among other related legal and policy frameworks shall be subjected to rigorous analysis and review. This is to allow for proper understanding of stakeholder engagement in the implementation of the Free Senior High School Policy in Ghana.

Notwithstanding, the study is limited in some aspects which is very common to qualitative studies; the limitations of the study emanate from its scope and the methodology. In terms of scope the study shall use a case study approach which shall take into account only secondary school education to generate findings that will be generalized to the other sector of education in development countries. To an extent, this

may not be a true reflection of other situations in other sectors of the educational sector and several other countries that may not be consciously studied. The study shall also be constrained as public servants conduct demands workers to uphold the confidentiality clause and the oath of secrecy. The idea is that interviewees are more likely to withhold information such as financing stakeholder engagements among others from the researcher. In the presence of all these challenges, this study shall maintain reliability and validity in the study by documenting the exact information gathered from respondents. In terms of methodology, the study shall use qualitative research paradigm. Even though the study shall device the right instrument to solicit for responses with extensive cross-examination of responses given by informants, not many people can be sampled for the purposes of data collection.

In spite of these few challenges, the study shall be conducted in a standard way as pertains to all Social Science research process and so the conclusions and findings will be highly reliable to the extent that several data sources will be resorted to. Juxtaposing such cross-examined responses to the literature; the researcher shall make useful inferences and conclusions that will be significant in examining the role of Ghana's Free Senior High School Policy.

1.7 Significance of the study

The study holds numerous significance and its implications thereof cannot be overemphasized both in research and in practice. In terms of research and theory, the study proposes a conceptual framework, which entrenches the collaborative governance concept, and the stakeholder engagement framework to consider broader engagement for

the implementation of the FSHS policy. The study shall highlight the urgency for more actors to be considered in terms of building strong collaboration towards FSHS policy implementation discussion in Ghana's educational framework. Moreover, the practical implications of the study lie in the fact that the study provides practitioners with a theoretically inspired understanding of integrating stakeholder engagement in educational policy planning and implementation. Practitioners such as the Teachers, technocrats, school administrators, investors etc. will come to terms with the dynamics to be considered in stakeholder engagement in policy planning and implementation.

1.8 Chapter Disposition

This study is organized into five main chapters. The First Chapter provides a general introduction to the study touching on the background, problem statement, objectives of the study, research questions and scope of the study as well as definition of key concepts. Chapter Two deals with a review of relevant literature and categorized into both theoretical and empirical literature. Theoretical literature attempts to elaborate on the definitional complexities of the concept 'stakeholder engagement' as well as its key indicators. It also discusses the concept of policy implementation as well as Ghana's experience in the implementation process. Empirical literature shall also explore and analyze previous studies that relate to the topic with the view of identifying research gaps. The chapter shall conclude by discussing the theoretical framework within which the study was positioned. Chapter Three shall deal with methodology of the study, as well as a brief description of the study area. The chapter basically present the research paradigm and design; sources of data, sampling techniques and instruments of data collection. Chapter Four shall deal with data analysis and discussion of findings from the

field. Chapter Five finalizes the study by presenting the summary of key findings, conclusions as well as recommendations.

CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

This chapter entails the review of literature for both stakeholder engagement theory and organizational collaboration in order to understand the complexities of stakeholder participation in the formulation and implementation of the Free Senior High School Policy (FSHSP) in Ghana. The first section explores the concept stakeholder and introduce stakeholder theory as the theoretical orientation for this research. This section is followed by an overview of inter-stakeholder collaboration, with an emphasis on how the various stakeholders participate in order to navigate through the formulation and implementation of the FSHSP in Ghana. The section further examines policy formulation and implementation dynamics and constraints in developing countries such as Ghana. The section also projects a conceptual framework underpinning the study for better understanding.

2.1 Definitional perspectives of Stakeholder

The concept of “stakeholder” emerged in the 1960s at the Stanford Research Institute, where it was used in place of the more limiting “stockholder” to describe other groups that an organization was dependent on for survival. Freeman’s (1984) is generally credited with formalizing the approach to stakeholder management that gained traction in the 1980s and 90s. Public participation is widely recognized by public land management agencies, academics, politicians, and citizens as an integral part of environmental analysis (Webler et al. 2001). Although this recognition is widespread, beliefs about what

constitute an effective, successful, and legitimate process for involving the public vary. A stakeholder is defined as any group or individual who can affect the performance of an organization or be affected by achievement of the organization's objectives (Freeman, 1984). The inherent idea from this definition is that stakeholders allow for a number of different entities to claim interest in an organization including customers, suppliers, the financial community, employees, advocates, international agencies, NGOs, CSOs and others. The argument for a broader stakeholder engagement is to allow for much involvement in the entire value chain. Mitchell et al., (1997) contend that the variety of groups covered in the definition is too broad to be helpful in identifying stakeholders in every activity. In much the same way, Lewis (2011) defined stakeholder simply as those who have a stake in an organization's process and or outputs. As a major deficiency in this definition, the view hardly narrows down the number of people or entities that should form part of the stakeholder to be considered as Lewis (2011) acknowledged that those stakes may be classified as financial, environmental, physical or symbolic. Though the term "stakeholder" may appear to be a catch-all term, Freeman (1984) observed that it important for managers to consider all these groups as stakeholders, and in more recent work, acknowledged that scholars were unlikely to agree on the same definition for stakeholder (Freeman, Harrison, Wicks, Parmar, & DeColle, 2010).

According to Boakye-Agyei (2009), stakeholders may include locally affected communities or individuals and their formal and informal representatives, national or local government authorities, politicians, religious leaders, civil society organizations and groups with special interests. Put succinctly, Bryson & Crosby (1992) define stakeholder as any person, group, or organization that is affected either directly or indirectly by the

causes or consequences of an issue, a policy, a decision among others. Golder (2005) on the other hand sees stakeholder as any individual, group, or institution who has a vested interest in the natural resources of the project area and/or who potentially will be affected by project activities and have something to gain or lose if conditions change or stay the same. Despite these relatively straightforward definitions, Freeman (1984) acknowledged that the stakeholder view of a firm or an organization appears to be enormously oversimplified since each stakeholder group can be broken down, and all within each stakeholder category may have differences. An example can be made of Donald and Preston (1995) who argued that managers should enter into a mutually supportive relationship with their stakeholders because it is morally right and a social contract between business and society for the entire lifespan of the organization.

2.1.1 Types of Stakeholders

There exist numerous forms and varieties of stakeholders which can be grouped into a number of categories based on the core purpose of the organization in question and the focus of the stakeholder. Grimble and Wellard (1997) categorize stakeholders as key stakeholders, primary stakeholder, secondary stakeholder, active stakeholder and passive stakeholders. First and foremost, key stakeholders refer to those actors who are considered to have significant influence on the success of a particular course of action either within an organization, policy process or a societal activity. This is to say that key stakeholders are those who can significantly influence or are important to the success of an activity. Secondly, primary stakeholders are referred to as the intended beneficiaries of a given project. That is primary stakeholders are those individuals and groups who are ultimately affected by an activity, either as beneficiaries (positively impacted) or

disbeneficiaries (adversely impacted). Also, secondary stakeholders are those who perform as intermediaries within a particular intervention in order to attain the successful completion of a project lifecycle. The secondary stakeholders refer to all other individuals or institutions with a stake, interest or intermediary role in the activity. Moreover, active stakeholders are those who affect or determine a decision or action in the system or project. Lastly, passive stakeholders are those who are affected by decisions or actions of others but do not directly influence the direction of the decision process.

Peelle (1995), however, observes that these categories may overlap. Phillips (2003a) cited in Fassin (2008) distinguishes normative stakeholders, derivative stakeholders and dangerous or dormant stakeholders. Normative stakeholders are those stakeholders to whom the organization has a moral obligation: an obligation of stakeholder fairness (Phillips, 2003). Derivative stakeholders are those groups or individuals who can either harm or benefit the organization but to whom the organization has no direct moral obligation as stakeholders: these include competitors, activists, terrorists and the media (Phillips et al., 2003), and also dangerous or dormant stakeholders such as blackmailers or thieves (Jensen, 2002). These final categories can affect the corporation but have no legitimate relationship with it (Mitchell et al., 1997; Savage et al., 1991; Phillips, 2003). For the purposes of this research, the typology of stakeholders given by Grimble and Wellard (2009) as key, primary, secondary, active and passive stakeholders would be adopted.

2.2 The concept of Participation

Globally, the concept of participation has grown from a less considered concept perspective into some level of prominence. Participation has currently surfaced as an apex terminology for a new development intervention method. The term participation is generally operationalized differently depending on the context and field in which it is studied which makes it uneasy to be conceptualized (Samad, 2002). For instance in ancient Greece participation was viewed as a matter of voting, holding offices, attending public meetings, paying taxes and defending the state. However, in contemporary times participation has become synonymous to the concept of ‘sharing’ and joining forces by various actors in the daily activities of an organization, a project or a policy process (Kaler, 1999). Equally, Oakley and Marsden (1984) put forward that participation is closely linked with the concept of empowerment. The idea is that without empowerment participation may be meaningless and useless in every activity or policy process. People’s participation is the process of empowerment of the deprived, marginalized and the excluded in order to add meaning to their contributions and also to solidify the extent to which the contribution from these actors could be relevant in the daily process of an organization or a project (Samad, 2002). Mohammad (2010) defines participation as the active involvement of the local people and actors in the planning and implementation of development projects. It is further argued that for effective plan formulation, control of projects and sharing of benefits of development to actualize, participation is necessary. The World Bank (1992) defines participation as a process through which stakeholder’s influence and share control over their own development initiatives, decisions and resources which affect them. It is evident from this definition that the World Bank has

clubbed together all stakeholders, ignoring inequalities which affect the different stakeholders, particularly those who are poor and marginalized, to take part effectively in decision making (Tandon & Cordeiro, 1998). The USAID (1995) on the other hand, defines participation as an active engagement of partners and customers in sharing ideas, committing time and resources, making decisions and taking action to bring about a desired development objective. This is to say that participation is a basic democratic right that should be promoted in all development interventions considering the means of increasing efficiency, effectiveness and sustainability in development interventions. The purpose of participation is to ensure an organized effort for increasing controls over resources and regulation of key institutions through the policy formulation and implementation. It also entails people's involvement in decision-making, implementation, benefit sharing and in evaluation of programmes in all facets of development.

Moreover, participation engenders the development of stakeholders capacity to take initiative in development, to become "subjects" rather than "objects" of their own destiny; this can only be achieved through a deprofessionalization in all domains of life in order to make "ordinary people" responsible for their own well-being. Again participation involves a reversal of role playing: people should be the primary actors and government agencies and outsiders should "participate" in people's activities. From the above discussion, it can be concluded that stakeholder participation can be used to achieve an effective stakeholder management to benefits or facilitate the social development processes of the people toward empowerment and sustained engagement in development activities (Boakye-Agyei, 2009).

2.3 Reasons for Stakeholder participation

Participation among stakeholders has numerous goals. Boakye-Agyei, (2009) indicate that the goals for participation includes informing, consulting, engaging, collaborating and empowering citizens. These goals of participation shows the possible kinds of engagement with stakeholders and communities and depicting the rising degree of public impact as one moves from “inform” through to “empower”. In spite of the dimensions highlighted, it does not give direction as to how the goals can be attained.

	Inform	Consult	Engage	Collaborate	Empower
GOALS	Provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities, and/or solutions	Obtain public feedback on analysis, alternatives, and/or decisions	Work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered	Partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution	Place final Decision making authority in the hands of citizens

Authors Contract, (2019)

2.4 Policy formulation and implementation within the educational sector

Policy refers to intents of government followed through in a careful and strategic manner with the involvement of relevant stakeholders in order to get the agenda of government well instituted. Within the educational sector, policy processes remain a cardinal element and also a necessary condition which results in an effective planning and implementation of educational strategies capable of meeting the changing trends on the international scenes. Every educational policy reflects an explicit and implicit view of managers of the educational system in a country initiated for future decision purposes. Policy formulation refers to the conscious efforts made by various actors towards determining the possible ways of dealing with a societal challenge. Dye (2005) argues that policy formulation describes the development of policy alternatives for dealing with problems on the public agenda. Within the education sector, policy formulation is concerned with decision-making involving the use of involves power to bring about some changes in the behaviour of other people. Ghana's Free Senior High School policy involves the development of pertinent and acceptable proposed courses of action for dealing with public educational problems particularly within the senior secondary school levels of Ghana. It is worth mentioning that policy formulation does not always result in a proposed law on the issue at stake. Policy implementation on the other hand entails the decision to adopt or make a choice out of the numerous alternatives available for policy makers. In policy implementation, a particular course of action is adopted for successful implementation. Thus implementation can be referred to as the directed change that follows a policy adoption. Jones (1979) posited that policy implementation entails a set of activities directed towards actualizing a particular policy option or putting a program into

effect after carefully studying the available options. Put succinctly, Aryee (1994) refer to policy implementation as the actions taken by governments and institutions directed towards the achievement of prior policy objectives defined by policy makers. This means that all activities geared towards putting a policy into action. Within the educational sector of Ghana, policy implementation includes the process of marshaling resources to turn policy ideas into action by government, institutions and the bureaucracy. Inherently, there appears to be numerous policy dynamics that play out at the policy implementation stages of the educational sector. In most developing democracies, the process is usually characterized by serious tension, confusion and protracted conflict as compared to the developed countries.

2.5 Ghana's Free Senior High School Policy in Perspective

In most developing countries such as Ghana, constraints to secondary education remain inherent and very visible (Abdul-Rahaman et. al., 2018). In order to overcome these challenges numerous efforts continue to be scaled up by various governments. In terms of constitutional provisions, Article 25(1b) of Ghana's Constitution highlights that "Secondary education in its different forms including technical and vocational education, shall be made generally available and accessible to all by every appropriate means, and in particular, by the progressive introduction of free education. In order to fulfill this constitutional mandate, Former President of Ghana, His Excellency John Dramani Mahamah and the NDC government prepared a report which was geared towards a road map for progressive introduction of free secondary education in Ghana as stipulated in the 1992 Constitution. Regarding the commitment by His Excellency Nana Nana Akufo-Addo and the NPP government, a clear manifesto promise was made both in 2008, 2012

and 2016 campaign manifestos for the implementation of the Universal Secondary Education by making secondary education free for every Ghanaian child which was to be delivered through free tuition, free admission, free textbook, free science center, free computer, free utility, free library among others (Adu-Ababio & Osei, 2018). The idea was to bring relief to parents and to build a strong and formidable human resource base for Ghanaian children. The argument here is that, in terms of political commitment, both leading political parties agreed on a national consensus that secondary education for all qualified Ghanaians must be free.

The delivery of Free Senior High School was also consistent with the Sustainable Development Goals. Specifically, the Goal (4) highlights that by 2030 children should complete free equitable and quality primary and secondary education with effective and relevant learning outcomes (Adu-Ababio & Osei, 2018). The urgency for Free Senior High School Policy in Ghana was against the backdrop that the delivery of secondary education was characterized by numerous constraints such as limited infrastructure, inequitable access to secondary education, limited teaching and learning materials and inadequate government funding. These challenges necessitated the introduction of Free Senior High School in Ghana in order to reduce the occurrence of these challenges. The introduction of this policy intervention appears to be a building block to the past efforts and interventions made by previous governments. The argument here is that interventions by past Governments to increase access and participation in secondary school appear to be visible in Ghana. This is traceable to the Free Secondary Education Policy for students of Northern extraction, the Coco Board scholarship/bursaries, and Merit scholarship for Secondary Schools, Hardship scholarship, Senior High School Subsidy among many

others. This highlights the view that Free Senior High School existed for some sections of the population in various shades and forms. Clearly, the Free Senior High School Policy serves and a comprehensive approach towards universalizing free secondary education for all citizens as revealed in both the 1992 Constitution and the SDGs.

2.6 The Imperatives for Free Senior High School Policy in Ghana

Ghana's Free Senior High School policy holds importance for almost all citizenry hence the justification for the formulation and implementation of the policy. Arguably, the Free Senior High School Policy solves the inequality challenge that continues to characterize access to secondary education in Ghana (MOE. 2017). By addressing the inequality constraint, the Free Senior High School policy ensures equal opportunities for all students through the removal of cost barriers facing parents and children of school going age in Ghana. In order to attain this objective, the Free Senior High School policy absorbs all approved fees by the Ghana Education Service (GES) Council. More importantly, the policy allows for the absorption of all recurrent fee items such as, feeding fees that allows for three (3) meals for borders and one (1) hot meal for all day students among many others. Another important justification for the introduction of the Free Senior High School policy is that, it enables students who otherwise would have terminated their education at the Junior High School (JHS) level to attain functional and employable skills through the acquisition of secondary education under the Free Senior High School policy of Ghana (World Bank, 2017). The argument here is that the Free Senior High School policy offers the required knowledge to Ghana's human resource base who hitherto would have been denied access to employable skills and befitting education at the secondary school level. This means that Free Senior High School policy stand to enhance

human capital development through making secondary education the minimum academic qualification in Ghana. The argument here is that human resources appears to be the most relevant resources in every country and requires the attention of all government's. Adu-Ababio and Osei, (2018) posits that Free Senior High School policy allows for an improved quality of secondary education through reforms by ensuring systems improvement, accountability for performance and leadership in the entire school management process. This is attained by enhancing infrastructural enhancement, timely provision of teaching and learning materials among others. Equally important for the formulation and implementation of the Free Senior High School policy is to engender competitiveness of Ghanaian students on the global level through an improved human capital development among many others.

2.7 Stakeholder participation in educational Policy formulation and implementation

Education remains the key determinant of human resource development in every country. Globally, the role of stakeholders' engagement towards maximizing the core tenets of educational policies continue to be a major issue for both developed and developing countries. This is predicated on the argument that education takes place not only in schools but also within a plethora of stakeholders including, state organizations, para-statal institutions, Traditional authority system, families, communities, international space, and society among others (Ayee, 2008). Despite the various degrees of responsibilities taken by each stakeholder group, none can be the sole agent towards claiming total responsibility for educating children in every country. Quite instructively, parents and families cannot be the only group of people for children's education as long as their children interact with and learn from the world outside their families. Crawford,

(2009) averred that communities, society, para-statal institutions, government organizations, traditional councils, religious groups among others must support parents and families in the upbringing, socializing, and educating of their children. In other to attain the levels of education required in every country, there must be the existence of requisite policy environment that can prepare children to contribute to the betterment of the society in which they operate in a more comprehensive manner.

Berner, (2001) argue that since each group plays a different role in contributing to education, there must be efforts to make a bridge between them in order to maximize the contributions for the attainment of a more sustainable educational system through the formulation and implementation of useful educational policies (Ayee, 2008). Education takes place most efficiently and effectively when these different groups of people collaborate through the formulation and implementation of an educational policy that is able to engender a productive educational landscape for all citizens. Accordingly, it is important to establish and continuously attempt to develop partnerships between policy-making institutions, para-statal organizations, school managers, parents, and communities among others. Crawford, (2009) averred that many research studies have identified various ways of stakeholder participation in education, providing specific channels through which various stakeholders can be involved in the formulation and implementation of educational policies. Colletta and Perkins (1995) illustrate various forms of stakeholder participation to include research and data collection; dialogue with policymakers; school management; curriculum design; development of teaching learning materials and infrastructural development in schools. Heneveld and Craig (1996)

recognized stakeholder engagement continue to be one of the main parameters through which parents, school administrators, state institutions and the entire community support in ensuring effectiveness in education service provision in Sub-Saharan Africa. They identify five categories through which stakeholders support for educational policies could ensure effectiveness in the provision of quality and accessible education to all citizenry. These areas include, engendering adequate preparation for an enhanced access to education for all students at school going age, improving (ensuring) communication between the school managers, parents, and community is frequent; providing meaningful school governance regime for all stakeholders and an enhanced provision of teaching, learning materials and infrastructure among many others.

2.8 Imperatives for stakeholder participation education in Ghana

The goal of any kind of activity that attempts to involve more state institutions, organized groups within the educational set-up, community and families/parents and other stakeholder groups in education is to improve the delivery system of that activity. In the Ghana educational system, the need for a broader stakeholder engagement is to better the educational system in order to open up access to education system as pertains in most developed countries in contemporary times. Berner, (2001) argue that there are various reasons to support the idea of stakeholder participation in the educational landscape.

2.8.1 Maximizing Limited Resources

Brinkerhoff and Goldsmith, (2003) intimated that most governments all over the world have been committed to delivering education for children who have reached school going age. However, governments have found themselves incompetent to do so because

of lack of resources and capacities. Mostly, Teaching, Learning Materials (TLM) as well as human resources are limited everywhere, particularly in developing countries like Ghana.

The focus has shifted to finding efficient and effective ways to utilize existing limited resources. Although some stakeholders have historically been involved in educational policy formulation and implementation, it is yet to fully recognize that stakeholders themselves have resources to contribute to education, and they can be resources by providing local knowledge for policy formulation and implementation. For instance involving NGO, CSO, school managers, parents, families, and communities in the process of research, data collection and policy formulation and implementation can reveal some important factors that contribute to lower enrollment and attendance, and poor academic performance in various schools. Furthermore, some stakeholders are usually concerned about quality of education, and often are willing to provide assistance that can improve the quality of educational delivery among many others. In some instances, teacher absenteeism and poor performance are critical issues therefore engaging stakeholders in the policy formulation and implementation part of the system of monitoring and supervising teachers, ensuring that teachers arrive at classrooms on time and perform effectively in the classrooms. Ahwoi, (2010) posits that stakeholders are powerful resources to be utilized not only in contributing to the improvement of educational delivery but also in becoming the core agent of the educational policy formulation and implementation.

2.8.2 Identifying and addressing sensitive Problems

Every policy formulation and implementation process are bound to have problems and constraints. Engaging stakeholders assists in identifying these constraints in a timely manner for solutions to be leveled towards curtailing such constraints. That is stakeholders help in identifying and addressing factors that contribute to educational problems, such as low participation of school going children and poor academic performance. This is well illustrated in the case of the Gambia, in which the techniques of Participatory Rural Appraisal (PRA) were adapted to education. The work was carried out in order to understand why girls do not attend schools, to mobilize communities around these problems, and to assist them in organizing their own solutions (World Bank 1995). The research revealed that key disincentives to educating girls were related to: (a) inadequate supply of schools, particularly middle schools; (b) high costs of schooling; (c) higher risk of early pregnancy; (d) loss of respect for traditional values, particularly obedience and humility towards husbands; and (e) perceptions, particularly among men, that girls will be less successful in life generally. Clearly, all these teething challenges could have been addressed through a broader stakeholder network system.

2.8.3 Creating and Nourishing School-stakeholder Partnerships

There are various ways in bringing stakeholders such as policy makers, school managers, traditional authorities, parents, and community members among others closer to schools which they serve. Berner, (2001) argue that some of the approach that could be devised is by minimizing discontinuities between policy makers, schools and school administrators among others. Crawford, (2009) averred that there is also the option of minimizing conflicts between policy makers, school administrators, schools and communities,

teachers and parents, can be encouraged through strong stakeholder collaboration. Another opportunity for stakeholder participation in policy formulation and implementation is by minimizing cultural shock that could emerge whenever there are changes in school systems (Cariño & Valismo, 1994). Within communities where schools are located, stakeholders can contribute to schools by sending respected community members, such as religious leaders or tribe heads, to the classrooms and talk about community history, traditions, customs, and culture, which have been historically celebrated in the community. Ahwoi, (2010) posited that schools themselves can contribute to policy implementation and formulation by developing sustainable solutions that are indicated as local problems.

2.8.4 Increasing Accountability

Stakeholder involvement in educational policies, particularly in school governance, is seen as a means of making schools and educational policy makers more accountable to the populace whom they serve. This has been witnessed in some places such as England and Wales, Canada and the United States. Boon et al., (2012) stated that the notion of parental involvement for accountability derives from a more market-oriented concept in which school-family partnerships are viewed rather like business partnership, through which the two parties receive mutual and complementary benefits which enable them to operate more effectively. Cleuren, (2008) highlighted that within the Ghanaian educational framework, it is also very clear that stakeholder engagement enhances accountability and transparency in financial reporting and financial commitments. The argument is that accountability is developed through routine parent meetings and reporting systems on student progress. Crawford, (2009) averred that when parents

contribute their time, labor, materials, land, and funds, they tend to be more involved in school activities, including participating in meetings with teachers and monitoring teachers' performance. Brinkerhoff and Goldsmith, (2003) intimated that teachers and school staff, in turn, feel more obliged to deliver better education for the students in order to respond to the needs of parents and communities. Berner, (2001) argue that participation can greatly help develop accountability, which contributes to improving the education delivery.

2.8.5 Ensuring Sustainability

Ahwoi, (2010) posited that one of the major factors to ensure sustainability of programs is the availability of funds, whether from governments, private institutions, or donor organizations. In this regard, stakeholder participation in education cannot ensure the sustainability of schools by itself since communities oftentimes have to rely on external funding to keep the program sustained. However, Brinkerhoff and Goldsmith, (2003) intimated that involving community is a way to ensure that the benefits brought by a development program will be maintained after the external interventions are stopped. Thus, sustainability is dependent on the degree of self-reliance developed in target communities and on the social and political commitment in the wider society to the development of programs that support the sustainability of communities (Lovell, 1992). Boon et al., (2012) stated that stakeholders are expected to be actively involved in the process of planning, implementing, monitoring and evaluating projects and policies. Furthermore, they are expected to acquire skills and knowledge that will later enable them to take over the project or program.

2.9 Challenges of stakeholder collaboration

Involving stakeholders in education delivery requires facing and tackling a number of challenges. In general, as Crewe and Harrison (1998) articulate, participatory approaches tend to overlook complexities and questions of power and conflict within communities. They are designed based on the false assumption that the community, group, or household is homogeneous, or has mutually compatible interests. Differences occur with respect to age, gender, wealth, ethnicity, language, culture, race and so on. (Ahwoi, 2010) posited that even though marginalized or minority groups (such as female, landless, or lower-caste people) may be physically present during discussion, they are not necessarily given a chance to express their views to the same degree as others.

In attempts to understand factors that prevent communities from being involved in formal education, Shaeffer (1992) found that the degree of community participation is particularly low in socially and economically marginal regions. This is because such regions tend to have the following elements: (a) a lack of appreciation of the overall objectives of education; (b) a mismatch between what parents expect of education and what the school is seen as providing; (c) the belief that education is essentially the task of the State; (d) the length of time required to realize the benefits of better schooling; and (e) ignorance of the structure, functions, and constraints of the school. Cleuren, (2008) highlighted that challenges vary from one stakeholder to another because each group has its own vision to achieve the common goal of increasing educational access and improving its quality. For instance not all teachers welcome stakeholder participation in education. Crawford, (2009) averred that they tend to feel that they are losing authority within schools, as other stakeholders take power. At the same time, they are encouraged

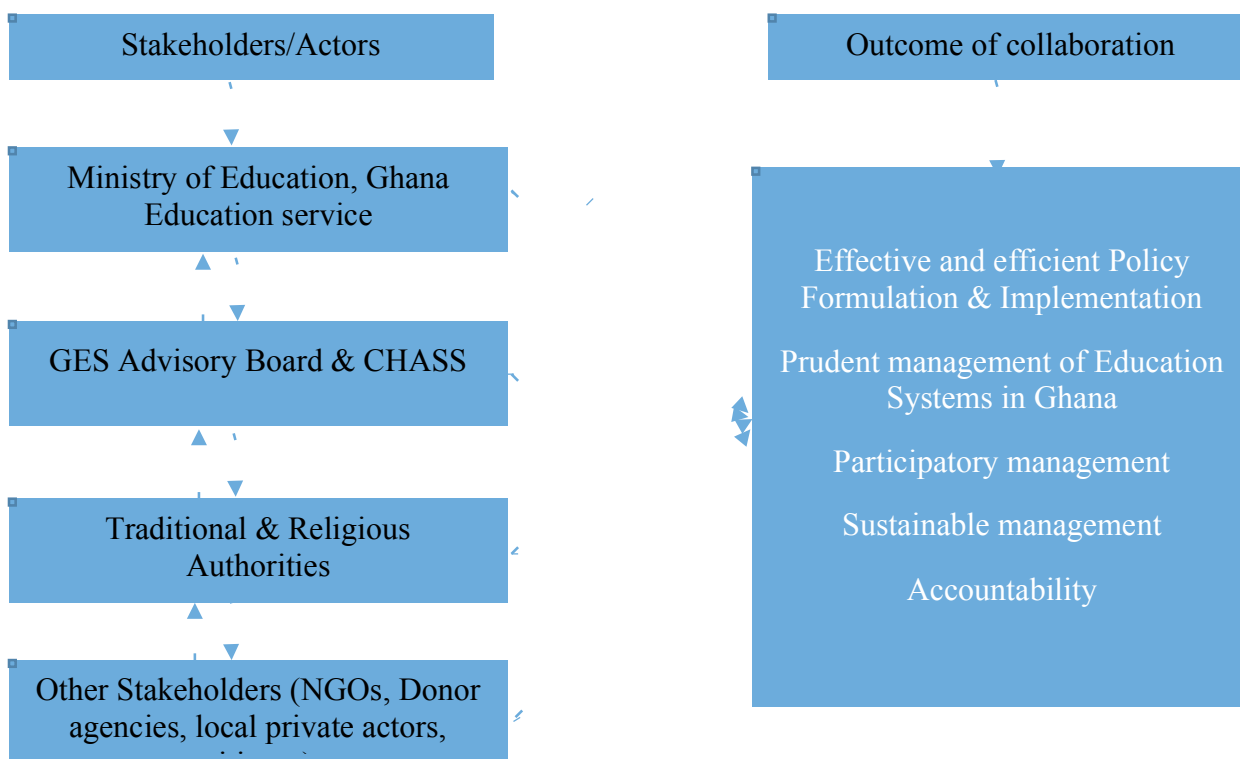
to involve community members who sometimes are not willing to get involved in any school activities (Ahwoi, 2010). Also not all parents and community members are willing to get involved in school activities. Some have had negative schooling experiences themselves, some are illiterates and don't feel comfortable talking to teachers, and getting involved in any kind of school activities (Agger & Löfgren, 2008). Boon et al., (2012) stated that they feel they do not have control over the school. Some parents and families are not willing to collaborate with schools because they cannot afford to lose their economical labor by sending their children. Cleuren, (2008) highlighted that even though they see the benefits to send children to schools, opportunity costs are oftentimes too high to pay.

2.10 Theoretical underpinnings: the collaborative model perspective

Williams (1994) argues that there are three models of Education and Community. The first one is *traditional community-based education*, in which communities provide new generations of young people with the education necessary for transmitting local norms and economic skills. In this model, education is deeply embedded in local social relations, and school and community are closely linked. The government, being of little use in meeting the specialized training needs of industrialized economies, plays a minor role, providing little basis for political integration at the national level. The second model is *government-provided education*, in which governments have assumed responsibility for providing and regulating education. The content of education has been largely standardized within and across countries, and governments have diminished the role of the community. However, a lack of resources and management incapability have proven that governments cannot provide the community with adequate educational delivery,

fully-equipped school buildings, and a full range of grades, teachers and instructional materials (Agger & Löfgren, 2008). This triggers the emergence of the *collaborative model*, in which community plays a supportive role in government provision of education. Williams further presents a model that shows the relations between the role of community and local demand. The study is therefore underpinned by the collaborative model as it identify and integrate resources as well as services from the community in order to strengthen school programs, family practices, and student learning.

2.11 Conceptual Framework: Stakeholder participation in educational policy formulation and implementation in Ghana



Source: Authors conceptualization, (2019)

CHAPTER THREE

METHODOLOGY

3.0 Introduction

This chapter highlights the methodological techniques employed in the study and it is structured in two main sections. The first part of the chapter presents a summary of the profile of the study area, while the second serves to highlight the method and instruments of data collection used in conducting this study. The research approach, research design as well as the sources of data are well explained. The chapter also presents the sampling techniques as well as instruments of data collection and rationale; ethical considerations and concept of reliability are treated in the chapter. Besides, the relevant protocols and guidelines that were observed throughout the entire process of field activities (before, during, and after) have been explained as well as the justification for the adoption of the qualitative approach for data collection and analysis of the study.

3.1 Profile of the study area

The study employs relevant stakeholders in educational policy formulation and implementation in Ghana as the main study components. Specifically, the study adopts the Free Senior High School Policy which depicts significant step in contemporary senior high school education in Ghana. The study interacts with relevant officers in the Ministry of Education, Ghana Education Service, the various interest groups, media houses, relevant civil society organizations (CSOs) which shall make the qualitative approach most appropriate. The choice of qualitative approach is to enable the researcher have a deeper information on how stakeholder engagement significantly impact on the

implementation of the FSHS policy. The study largely adopts a case study design. By employing a case study approach, the study collected information in a comprehensive and systematic manner from all respondents. The study area bothers on the Ministry of Education which remains the main policy formulating organization in the education fraternity and all relevant stakeholders within the Ghanaian education sector. The study obtained in-depth information about each objective by interviewing respondents from the Ministry of Education, Ghana Education Service, GES council, CHASS, the various interest groups, media houses, relevant civil society organizations (CSOs) among other relevant stakeholders in the policy implementation framework.

3.2 Methodology of the study

3.2.1 Research approach

To examine stakeholder participation in policy formulation and implementation of Ghana's Free Senior High School Policy, there is the need for an understanding of the experiences of managers and other stakeholders within the educational sector of Ghana. To adequately gather these experiences, this study employs a qualitative approach because of its suitability with regard to studying people's experiences, priorities and current insights about relevant phenomena. Different stakeholders are involved in the policy formulation and implementation in Ghana, therefore there is the need to elicit information from all necessary stakeholders in order to facilitate the achievement of the research objectives. The qualitative paradigm therefore offers a useful platform in such situations where explanations, descriptions and interpretations of events by actors with different roles in a particular context are needed (Patton, 2002). Creswell, (2012) argues

that qualitative approach serves as a means for exploring and understanding the meanings individuals or groups assigned to a social or human problem. This approach serves as a potent tool for allowing a researcher to have an in-depth understanding of the phenomenon under discussion. As further indicated by Newman (2007), qualitative research involves the use of soft data in the form of gestures, impressions, symbols of the respondents. With such unique attributes of the approach, the researcher is able to make very strong interpretations during interaction with the respondents.

Besides, qualitative approach examines phenomena with regard to specific contexts, and ensures a deeper appreciation of important concepts regarding particular phenomena such as stakeholder participation in the formulation and implementation of the Free Senior High School Policy in Ghana. Also, there is an increasing demand for qualitative methods by researchers and policy makers in recent years towards examining stakeholder participation in the formulation and implementation of the Free Senior High School Policy in Ghana. This is due to the flexibility that qualitative methods allow for the researcher to better investigate the multi-dimensional and multifaceted issues that characterize the discourse under investigation (Babbie, 2013).

In the study, the researcher seeks to interact with stakeholders within the formulation and implementation of the Free Senior High School Policy in Ghana who have different and distinct interest which therefore makes the use of qualitative approach most appropriate and more convenient. By adopting this approach, the researcher shall interact with relevant stakeholders, the various agents who have direct and indirect interest which makes the qualitative approach most appropriate.

Also, the choice of qualitative approach is to enable the researcher have a deeper information on how stakeholder participation approach provide a congenial framework for integrating other aspects of the formulation and implementation of the Free Senior High School Policy in Ghana. Moreover, the approach is very appropriate in answering the questions ‘how’ and ‘why’, therefore it is very suitable to achieve the research objectives and to answer the research questions for the study (Berg, 2004). The choice of the qualitative approach shall also enable respondents to speak broadly on the major and specific objectives underpinning this study and also clearly bring out the experiences and understanding of respondents. The qualitative approach is ideal for this study since stakeholder participation issues are largely descriptive in nature therefore, perceptions and experience of people with regard to the formulation and implementation of the Free Senior High School Policy in Ghana are very pertinent. The overarching justification for this approach is that the emotions, sentiments, frustrations as well as gestures could be interpreted to give more meanings to the study by using the qualitative approach. The concerns of the study is not focused on making generalizations but to explore other stakeholder participation systems. Therefore, it is appropriate to adopt the qualitative approach.

3.2.2 Research design

The choice of the case study design and anchoring it on the qualitative research approach seek to elicit key information relating to the research problem and objectives from stakeholder participation in the formulation and implementation of the Free Senior High School Policy in Ghana. The case study design enables the researcher to collect information in a comprehensive and systematic manner. The researcher is therefore, able

to obtain in-depth information relating to each research objective because the method gives more room for participants to describe their thoughts in their own words and language, rather than that of the researcher. As Newman (2007) contends, the case study design also offers the platform to learn about complex instances based on a comprehensive examination of issues which are obtained through extensive description and analysis. Babbie (2013) further observed that the case study research design is appropriate for studies that require in-depth information about a phenomenon within a limited period where a large-scale survey may not produce the true results. These unique qualities of the case study design make it more ideal for the analysis of stakeholder participation in the formulation and implementation of the Free Senior High School Policy in Ghana. The use of this method facilitates an in-depth analysis of initiatives such as stakeholder participation in the formulation and implementation of the Free Senior High School Policy in Ghana and how these initiatives could enhance educational governance system.

Moreover, since the study involves an in-depth analysis of an intervention and the context in which it takes place; a case study design is more supportive as it works in tandem with the objectives of the study. According to Berg (2004), case study design is appropriate in explaining causal links in stakeholder participation in the formulation and implementation of the Free Senior High School Policy in Ghana. Since this study assesses stakeholder participation in the formulation and implementation of the Free Senior High School Policy in Ghana, the case study design is deemed more appropriate.

3.2.3 Sources of data

The study uses both secondary and primary data. The combination of these data sources is to provide enough empiricism to the work and to enable the researcher to cross examine each information or data gathered throughout the study. Such cross-checking is to increase the reliability of findings. Primary sources of data shall include in-depth interviews and semi-structured interviews of key informants. The data from primary sources shall mainly comprise of data collected from participants through in-depth interviews which will be followed up by the semi-structured approach and allow participants to be greatly involved in the study process.

- **Primary sources of data**

In-depth interviews were conducted with key informants in order to uncover stakeholder participation initiatives manifest in the formulation and implementation of the Free Senior High School Policy in Ghana. In-depth interviews enables the researcher to use a flexible topic guide with a loose frame of open-ended questions to explore experiences regarding the subject under consideration. This tool was used owing to the flexibility it offers in data collection since not all questions were framed ahead of time and allowed the majority of questions to be created during the interview process. This phenomenon enabled the researcher to probe for more details from interviewees depending on the responses given. Also, the in-depth interviews were used because they afforded the researcher the opportunity to seek the views and experiences of key informants who understands the management dynamics of the formulation and implementation of the Free Senior High School Policy in Ghana as well as the role of other important stakeholders in the policy process. Moreover, since this is a comprehensive investigation,

depth of information is required, hence, in-depth interviews were deemed very appropriate. These interviews offered a good platform for in-depth data collection since interview times were longer and extensive probes were equally employed.

- **Secondary sources of data**

Secondary data for the study was sourced from annual report of GES, Reports from the Ministry of Education and other documents as well as monitoring/progress reports, and Free SHS implementation manual among many others. Other sources of secondary data used includes books, journals and internet archives. These documents were adequately perused and used in order to aid in an effective comparison of the findings gathered from the field data. Data collation from the field interviews were further juxtaposed with the existing secondary data to check for consistencies and variations with the existing data on the formulation and implementation of the Free Senior High School Policy in Ghana.

3.2.4 Study population

The study population consisted of stakeholder participation in the formulation and implementation of the Free Senior High School Policy in Ghana. That is the total number of stakeholders within the governance framework formed the study population.

3.2.5 Sampling Design and Sampling Procedure

Sampling design denotes the approach, methods, processes and procedures engaged in selecting respondents in order to achieve the objectives of the study. Kumar et al. (1999) argues that there are three main sampling designs which includes, random sampling, non-random sampling and mixed sampling techniques. Random sampling design is distinct from the other techniques, as each element in the population must have an equal and

independent chance of selection in order to engage in the study. Kumar et al. (1999) further indicates that the use of the random sampling design is largely dependent on the extent to which the researcher has access to information about the study population. Conversely, purposive sampling designs do not follow the theory of randomized sampling in the choice of respondents in the sampling population. Purposive sampling is used when the number of elements in a population is either unknown or cannot be individually identified (Kumar et al., 1999).

In line with the qualitative approach and the case study design chosen for the study, purposive sampling technique were used for selecting respondents for the study. The justification for purposive sampling in this study is to select very informative and a difficult-to-reach population in order to attain the objectives of the study (Newman, 2007). This allowed for the involvement of stakeholders who have relevant information on the formulation and implementation of the Free Senior High School Policy in Ghana.

3.2.6 Research Instruments

A research instrument refers to the means or technique deployed in eliciting the data required for a study. The credibility of a research depends on the instruments or tools of data collection employed. Therefore, it is very important that the instrument deployed for the study in question becomes more appropriate and well suited for the study. The main instrument of data collection used by this study involved in-depth interviews which was anchored on a semi-structured interview guide.

3.2.6.1 In-depth interviews

As argued by Babbie (2013), in-depth interviews are very appropriate when researchers intend avoiding a leading on situation. By deploying an in-depth interview, respondents were expected to reply as freely as possible and as extensively as they wish. This allowed the interviewer to probe further for details by asking follow-up questions where necessary after interacting with respondents. This instrument was very appropriate to get detailed information from informants' point of view at the individual level. The in-depth interviews were guided by a semi-structured interview guide which captured the main objectives of the study. The semi-structured interview guide enabled the researcher to ask probing questions to elicit detailed responses from informants. The researcher selected a total of thirty-seven (37) respondents from the study population to be interviewed individually and in groups. Specifically, the study interviewed four (4) officials from the Ministry of Education, four (4) officials from the Ghana Education Service, Eight (8) executives from the various Teacher Unions, four (4) members of CHASS, three (3) selected NGOs, two (2) selected CSOs, two (2) Media, two (2) members in Academia, two (2) officials from Donor Partners, three (3) Traditional Authorities and three (3) religious leaders, etc. The selection of these respondents is to offer an in-depth interview process for the study. The use of in-depth interviews is to enable the researcher to obtain qualitative data on respondents' knowledge, perceptions and experiences about stakeholder participation in the formulation and implementation of the Free Senior High School Policy in Ghana. Table 2 offers a summary to the respondent groupings and the number of respondents for each group.

Table 2: Summary Respondent groups and number of respondents

NO	RESPONDENT GROUPS	NUMBER OF RESPONDENTS
1.	Ministry of Education Free SHS Secretariat	4
2.	Ghana Education Service GES Council	4
3	Various Teacher Unions	8
4	CHASS	4
5	NGOs	3
6	CSOs	2
7	Media	2
8	Academia,	2
9	Donor Partners	2
10	Traditional Authorities	3
11	Religious leaders	3
	TOTAL	37

Source: Authors Construct (2019)

3.2.6.2 Direct Observation

Aside interviews, a field observation of stakeholder participation in the formulation and implementation of the Free Senior High School Policy in Ghana was also utilized in order to achieve the objectives of the study. Direct observation was used to obtain data on the sensitivity of stakeholder participation. The researcher was able to observe the

participatory interventions among the various stakeholders in the formulation and implementation of the Free Senior High School Policy in Ghana. Also, direct observation was used in the field to gather first-hand information about stakeholder participation. The justification for engaging in direct observation was to corroborate the interviews with direct observation to allow for more realistic findings for the study.

3.2.7 Data Management

Interviews were conducted with the help of an interview guide which was categorized in various themes capturing the main objectives of the study or the various research questions. Proceedings of the in-depth interviews were transcribed, sorted out and reviewed thematically; in a way that clearly answers the research questions. Thematically implies that the researcher drew a table for each objective of the study; each table was then divided into five main columns. The first column had the designation of the informant, whilst the second column was dedicated for the responses given, the third column was dubbed agreements, followed by disagreements whilst the last column was used to identify the emerging themes in the responses. The subsequent row was given to other informant using the same headings for the columns.

Similarly, tables were drawn for all the objectives and the researcher critically interpreted each response to elicit the main theme for the emerging trend and cross check with other themes from other respondents. Findings were subsequently juxtaposed with the literature in order to better understand the dynamics of stakeholder participation in policy formulation and implementation. Each theme or unit was analyzed qualitatively, to determine which themes occur most frequently, in what contexts, and how they are related to each other. In addition, relevant verbatim statements were quoted in the study

where necessary under the themes for the sake of emphasis on the formulation and implementation of the Free Senior High School Policy in Ghana.

3.2.8 Reliability and Validity

Reliability and validity in research are very important components of every study since they underscore the strength of data upon which final conclusions were drawn (Babbie, 2013). To ensure validity and reliability of findings, data was collected in two time periods after gaps were identified in the initial findings. In the second part of the data collection process, the researcher contacted some of the informants that were interviewed initially and asked questions which were asked earlier even though some new questions were added. Even though some respondents proved hesitant as they felt they had already answered such questions, the researcher managed to convince them by highlighting the need to ask other relevant questions again because they formed the basis upon which some few new questions could be asked. This enabled the researcher to check whether there could be some differences in the responses of the same respondents at different time periods.

Moreover, data was collected from a wide variety of stakeholders to reflect the varied interests on stakeholder participation in the formulation and implementation of the Free Senior High School Policy in Ghana. The study ensured that comparing responses of different stakeholders for similarities and differences where necessary collects quality data. Again, the final interpretation and conclusion were juxtaposed with the literature and other empirical studies relevant to the study to either verify or falsify the findings. This is to provide a firm literature foundation for the findings and to build on existing literature of knowledge.

3.2.9 Ethical Consideration

Recognizing the role of ethics in social science research, the researcher was very careful observing and acknowledging all protocols (Babbie, 2013). The study was firmly grounded in ethical procedures before arriving at the findings. First and foremost, the researcher obtained an introductory letter duly signed by the Supervisor from the Department of Public Administration and Health Services Management (DPAHSM) to the various respondents and other stakeholders forming part of the study population. This letter facilitated the data gathering processes of the researcher through diverse means as it smoothed access to the respondents.

Moreover, the main heading on the interview guide which safeguards the confidentiality of responses were read variously to all informants before any interview session. In order to honour ethical considerations, the researcher also stressed that the study was used for academic purposes only. This to an extent cleared the doubts in the minds of respondents as most of them cooperated with the researcher by giving out relevant information. Also, interviews were conducted in confidentiality and privacy at a time fixed by respondents. Participants were also encouraged to freely give data without fear or favour since respondents were assured of anonymity throughout the entire research enterprise.

3.3. Conclusion

This chapter has adequately discussed the methodology adopted for the study. It started with a description of the study area, the research approach and design. It also described the methods of data collection and the justification for the choice of such methods.

Besides, data management and analysis, measures to ensure reliability as well as ethical compliance were all addressed in this chapter.

CHAPTER FOUR

DATA ANALYSIS AND DISCUSSION OF FINDINGS

4.0 Introduction

Stakeholder participation offers the required climate for a comprehensive and all-encompassing policy formulation and implementation in almost all developed and developing countries. Over the years, the educational sector of Ghana has experienced numerous policies reforms and in some instances new policies have been formulated and implemented. The intention for these policy actions is to enhance effective delivery outcomes, performance of school children and to strengthen the active involvement of all educational players in their respective roles. The general objective of this research is to examine the role of stakeholder engagement in the formulation and implementation Free Senior High School in Ghana. This chapter is organized into two parts. The first part entails the data presentation and analysis of the findings gathered from respondents on the field. The second part contains the discussions from the field data.

4.1 Demographic characteristic of respondents

The demographic features of respondents were variously examined to better understand the respondents gathered from the field. Demographic characteristics explored include gender, age ranges, institutional background and designation, level of education among others. In all, thirty-seven (37) respondents were involved in the studies out of which twenty (20) were males and seventeen (17) were females. The findings of the study further reveal that almost all respondents had attained tertiary education with some

possessing various postgraduate degrees. This suggests that respondents have a very good idea on how stakeholder affects policy formulation and implementation since they have attained an appreciable level of tertiary education. The few others respondents who had relatively low level of education were parents who also possess the required experience regarding stakeholder engagement by virtue of the association of their children in various beneficiary schools. On the designation of the various respondents in the organization they represented, the study uncovered that almost all respondents were the head of their respective institutions. For instance respondents from both the Ministry of Education and the Ghana Education Service were all directors or heads of department of the various relevant departments. Regarding the executives from the various Teacher Unions, the various Chairpersons were targeted and drawn for the interviews. With respect to CHASS, selected NGOs, targeted CSOs all respondents were the head of the groups targeted by the study as found in the case of the selected Media houses and members in Academia. The officials drawn from the donor partners' category, traditional authorities and religious leaders were also well accorded individuals within their respective field of endeavor. The rationale for this broad respondent base was to allow for a comprehensive insight into the urgency for stakeholder engagement into policy formulation and implementation in developing countries such as Ghana. This reinforces the view for an all-encompassing and holistic approach towards policy formulation and implementation in Ghana. The idea for ensuring broader respondent base in policy studies such as this appears to be consistent with the views expressed by Osei-Kojo and Andrews, (2016) who contend that in order to facilitate a broader understanding of policy formulation and implementation, target respondent needs to be very representative.

4.2 Role of stakeholder engagement in FSHS policy in Ghana.

Ghana's Free Senior High School policy has been formulated and undergoing smooth implementation after a clear political commitment was made during the 2016 electioneering campaign promise. The main objectives of the Free Senior High School policy was for the removal of cost barriers, expansion of infrastructure, improvement of quality and equity of senior high school education and to provide the requisite support for technical vocational education training (TVET) at the senior secondary level. Stakeholder engagement remains cardinal in efforts towards achieving these prime objectives of the policy. More importantly, provision of education continues to be a collective responsibility which is strengthened through relevant stakeholder engagement.

According to the Deputy Director General of GES:

“Stakeholder involvement in the education sector can never be over-emphasized since the provision of education remains a shared task”.

The necessity in engendering broader stakeholder engagement within the education sector is due to the implications of stakeholder participation on education policy formulation and implementation. Relevant stakeholder engagement allows for the provision of quality and sound education without any resort to public outcry. Effective stakeholder engagement also impact on the management and funding of education issues in Ghana. The study indicates that in terms of management dynamics, the role of stakeholder engagement is highly indispensable. Management of the FSHS policy includes varied stakeholders who assisted in the preparation of the FSHS policy and strategic documents.

4.2.1 Stakeholder engagement and concerns of key stakeholders

Stakeholder engagement played significant role in the translation of key concerns by stakeholder into the formulation and implementation of the FSHS policy and strategic documents. The study observed that by involving key stakeholders, critical needs of the various stakeholders such as opening up of elite schools for entrants from public junior high schools were captured into the eligibility criteria for beneficiaries. This allowed for student who hitherto would have found it extremely difficult to enter into these elite schools to have access without any constraints.

The national coordinator of the FSHS initiative emphasized that:

“As a result of broader stakeholder engagement, the FSHS policy was able to reserve 30% in elite schools for entrants from public junior high school to enhance equitable access which never existed previously”.

Effective stakeholder engagement creates a congenial atmosphere where stakeholders are able to reveal relevant needs and suggest possible ways of engendering efficient policy formulation and implementation regime in addressing pressing issues. Paramount amount the issues raised in most stakeholder meetings for the FSHS policy was the already existing fees systems for senior high school students. Even though the resolution was to change the pre-existing fee system, the key components to be changed were very problematic and difficult to reach a consensus between key stakeholders. In redefining this paradigm, stakeholders examined the fees to be absorbed and items to be funded in order to attain the key objectives of the policy. Through effective stakeholder engagement, the one-time fee items, recurrent fee items and feeding fees were all

absorbed by government including the provision of core textbooks, teacher's motivation and subsidies. Practically, all recurrent fee items such as utilities, examination fees, library fees, practical fees, entertainment fees, science development, and teacher motivation among others have been abolished under the new FSHS policy. The argument here is that through effective stakeholder engagement, these key stakeholders needs were captured in the formulation and implementation of the FSHS policy.

4.2.2 Stakeholder engagement and shared motivation for FSHS policies

Another significant role played through stakeholder engagement was the need to enhance shared motivation towards the smooth implementation of the FSHS policy. Various stakeholders have diverse demands which motivates them to actively contribute towards the formulation and implementation of a policy or otherwise. The study indicates that a major concern by most parents towards the realization of the core objectives of the FSHS policy was the one-time fee items which was usually applicable in the first year of senior secondary education. Stakeholder engagement played a major role for parents to contribute towards the scrapping of these cost items therefore motivating parents support for the implementation of the policy. The findings of the study shows that major cost items have been removed due to support from various stakeholders through the policy formulation and implementation process. The participation of the Ministry of Education through the Free Senior High School secretariat, the Ghana Education Service, various teacher unions, GES council, parents among other key stakeholders created the required motivation for the removal of cost items such as the admission fees, maintenance fees, cumulative records fees, medical examination fees among many others.

As highlighted by a member of the GES Council, that:

“Stakeholder engagement created the needed motivation for the removal of other cost items such as the school uniforms fees, house dress fees, charges for P.E kits, school cloths, supplementary core readers among others usually chargeable in the first year of the secondary education period”.

Clearly effective stakeholder engagement enhances strategic management of the entire policy implementation processes and further motivates all stakeholders to contribute significantly towards the realization of the policy objectives. The finding findings of the study points to the direction of stakeholder participation enhancing smooth policy implementation throughout the entire policy process. These findings appear to be consistent with the views expressed by Freeman (1984) who contend that stakeholder involvement in policy formulation and implementation appears to be cardinal and highly indispensable. Policies such as the FSHS tend to be social interventions which offer public goods to all citizens in a fair and equitable manner. Both individuals and groups within a nation-state have remarkable interest in issues affecting the educational sector and more importantly national policies affecting the delivery of effective education at all levels. This basically explains the urgency for an efficient stakeholder framework throughout the entire policy processes.

4.2.3 Stakeholder engagement and critical factors for consideration in FSHS policy

Through stakeholder engagement, key individuals and groups confer in agreeing on common grounds for a uniform action to be made on critical policy areas. Effective stakeholder engagement in educational policy issues brings to the fore key issues of cost

barrier, physical expansion of school infrastructure, improvement in the quality of secondary education, enhancing equity and the acquisition of relevant skills for employment purposes. Regarding the formulation and implementation of the FSHS policy in Ghana, infrastructure remained critical causing further decisions such as semester system and the double-tract school calendar for senior high students in their first year. Developing prudent policy strategies for engendering smooth implementation of educational policies such as FSHS policy comes with numerous critical considerations. The study indicates that prominent among the critical factors espoused by almost all heads of public senior high schools were the infrastructural deficit and the challenges that come with the increase in enrolment considering the implementation of the FSHS policy.

In the view of a member of the Conference of Heads of Assisted Secondary School (CHASS), she observed that:

“Effective stakeholder engagement was critical in revealing the infrastructure needs of the various stakeholders. Through diverse engagement with all stakeholders, proposed options geared towards closing the gap was reached ”

Effective stakeholder engagement in the formulation and implementation of the FSHS policy allowed for the collaboration with development partners, partial securitization of GETFund receivables for infrastructure development, transition to semester systems and the double-tract calendar system for first year students. These critical factors were proposed due to time factors and access to funds during the time of the 2018 entrants.

In the words of the FSHS coordinator, he expressed that:

“The intense nature of stakeholder engagement allowed for the required cooperation throughout the formulation and implementation of the FSHS policy, the initiation and execution of the double-track school calendar among other ”.

The study argues that effective stakeholder collaboration throughout the policy process allows for the accomplishment of educational outputs such as attaining quality and equitable educational system where all beneficiaries are well included as suggested by Bawole (2013).

4.3 Stakeholder categories engaged

Education remains the main instrument par excellence with regards to the development of human capacity of citizens. The idea is that human resource continues to be the most relevant resources required for effective development of a nation-state. Consequently, the development of human intellect and technical skills is required for a self-reliance and national development of every country. Ghana’s FSHS policy is formulated and implemented to engender an enhanced human capital development aimed at facilitating national development. In doing so, a broader stakeholder engagement is very essential. The study indicates that the FSHS policy was formulated and implemented with the involvement of key stakeholders such as the Ministry of Education, Ghana Education Service, Ministry of Food and Agriculture, Ministry of Finance, Ministry of Information, Ministry of State in charge of Public Procurement, GES Council, CHASS, Scholarship Secretariat, WAEC among many others. The quest for an improved educational system underscores the resort to various stakeholders throughout the formulation and

implementation of the policy. Equally important among the key stakeholders identified by the study to have keenly be involved in the formulation and implementation of the FSHS policy includes the Regional and District Directors of Education, Domestic bursars, Matrons Association of Ghana, Storekeepers among many others.

The Deputy Minister of Education opined that:

“In terms of the Stakeholder categories engaged in the formulation and implementing FSHS policy of Ghana, various relevant Ministries, Departments and Agencies, FSHS implementation Committee, CHASS, Religious groups, significant NGOs and CSO, Heads of various SHS and management of the various SHS among other key parties were included in the formulation and implementation of the policy up until now”.

Broader stakeholder engagement is very relevant in every policy approach in both developing and developed countries. The main contention is that a broader stakeholder approach is required for every policy as it generates wider consensus among key stakeholders for smooth implementation. Regarding the imperative nature of stakeholder engagement in policy formulation and implementation, Boon et al., (2013) appears to be in support of this approach by highlighting that effective stakeholder engagement enhances project success. Contrary to this well accepted notion of stakeholder engagement encouraging effective policy implementation, Lewis and Naidoo, (2004) suggests that stakeholder engagement despite its relevance causes delay in policy implementation and slows down the process of decision making. Notwithstanding these

contending viewpoints, this study amplifies the need for a broader stakeholder engagement in policy formulation and implementation.

4.4 Implications of stakeholder engagement on the implementation of the FSHS policy in Ghana

Effective collaboration throughout the policy process is observed to be cardinal for the smooth execution of the key objectives of a policy. This is even more imperative in issues of public policies hence the engagement of key stakeholder in the formulation and implementation of the FSHS policy in Ghana. The involvement of various relevant Ministries, Departments and Agencies, FSHS implementation Committee, CHASS, Religious groups, significant NGOs and CSO, Heads of various SHS and management of the various SHS among other key parties played a very relevant role in the formulation and implementation of the FSHS policy of Ghana. Effective stakeholder engagement affords the entire policy regime with the relevant support needed for successful implementation.

4.4.1 Stakeholder engagement and a comprehensive approach for FSHS policy

Policy formulation and implementation requires a holistic effort where all critical issues are carefully considered and explored throughout the policy process. To attain the level of inclusiveness in the policy process, the collaboration of various stakeholder groups remain cardinal. The study identified that in terms of the FSHS policy, key stakeholder engagement offered a comprehensive approach where all critical issues were mainstreamed in the policy. The study uncovered that pertinent among the involvement

of key stakeholders in the policy formulation and implementation is to allow diverse viewpoints to be well represented in the policy.

As opined by a Member of the Head of Public SHS that:

“The involvement of relevant stakeholders allowed for a strong case to be made for the confirmation of all heads of SHS to continue in the management of the day-to-day affairs of the schools”.

The involvement of key stakeholders allowed for a detailed guideline for implementation to be issued to all heads of schools. The study reveals that aside the confirmation of all heads of schools to continue with the daily management of affairs of the school, another procedure which was clearly arrived at from the stakeholder engagement process was the placement of students in two fundamental stages. As part of the placement procedure, the Computerized School Selection and Placement System (CSSPS) made the first placement, whilst students themselves made the second phase constituting the self-placement. Another critical issue which emanated as a result of the comprehensive engagement of key stakeholders in the formulation and implementation of the FSHS policy was the establishment of an IT based student information System aimed at facilitating the placement, enrolment and submission of returns to school heads.

Another important issue which emanated as a result of broad stakeholder engagement in the policy formulation and implementation of the FSHS policy was the issue of procurement. Procurement continues to be a major issue in almost all-public organization in developing countries. This is due to the incidence of corruption scandals in the initiation and completion of all procurement issues. The study realized that the

involvement of key stakeholders ensured a consensus between CHASS and the office of the Minister of State in charge of Public Procurement to undertake procurement in a centralized manner.

In the view of the secretary of CHASS, he emphasized that:

“The consultation between CHASS and the office of the Minister of State in charge of Public Procurement about four main issues on procurement which involved centralized procurement, school level procurement paid by central authority, school level procurement paid at the school level and food procurement by both schools and Buffer Stock”

The agreement on key issues regarding procurement enhanced the involvement of stakeholders on issues such as the procurement of supplementary readers, exercise books, technical drawing instruments, school cloths, school uniforms, school dresses, procurement of perishable food items among many others. The idea on centralizing procurement of items under the FSHS policy is to eliminate the incidence of numerous procurement related facades from the entire value chain as contended by Ibrahim et al., (2017). The critical issue with public procurement remains compliance which have resulted in numerous procurement related scandals. Therefore the centralization of procurement under the FSHS policy is geared towards reducing such complications that come along with issues of procurement. Put succinctly, Ibrahim et al., (2017) posits that legal compliance and adherence to regulatory mandates alone does not immune or ipso facto guarantees absolute compliance to procurement rules. Therefore the centralization

of these issues brings a close eye to the possibility of procurement related scandals in the FSHS policy.

4.4.2 Stakeholder engagement enhances commitment of key stakeholders for FSHS policy

Stakeholders entail all individuals, groups, institutions and parties who have both direct and indirect interest in the functioning and improvement of an activity. Within the educational sector of Ghana, stakeholders in the policy framework entail all citizens, MDA, private and public institutions, education related groups, NGOs and CSOs among others. This clearly shows that the stakeholder bracket remains huge and requires the active engagement of all in arriving at a decision. This is due to the varied vested interests of all key stakeholders in critical policy issues such as the FSHS policy. In order to obtain requisite commitment from all these broad categories of stakeholder, there is the need to comprehensively involve all key stakeholders through every stage of the policy process. The study observes that stakeholder commitment towards the policy process create a congenial environment for the successful formulation and implementation of the FSHS policy. The argument here is that stakeholder commitment creates a policy climate where stakeholders agree on relevant issues that are critical to the success of the policy. In much the same way, stakeholder commitment to policy issues allows for the creation of strong alliance towards the pursuit of key policy objectives.

The study highlights that through the involvement of key stakeholders, values are fostered through a strong and principled commitment towards attaining the main objectives of the FSHS policy.

A member of the National Council for Curriculum and Assessment (NaCCA) asserted that:

“The introduction of the Double-Track School Calendar is a measure required temporarily due to the infrastructure deficit within the education sector until the needed infrastructure gap is bridged. All stakeholders are therefore entreated to show the required commitment to the intervention”.

Commitment is necessary from all relevant stakeholders in a critical citizen-centered intervention such as the FSHS policy. The imperative nature of stakeholder commitment in the formulation and implementation of the FSHS policy is to build the necessary trust for smooth implementation of the policy. The study suggests that in the situation where stakeholder commitment is overlooked, a fertile ground is created for implementation challenges through delayed implementation or possible cancellation. This underscores the necessity in creating strong stakeholder commitment among all relevant agencies and parties to the FSHS policy. Quite consistently, Agyepong and Adjei (2008) posit that stakeholder commitment in the policy process remains integral to the success of every public policy. Contrary to this viewpoint, Lewis and Naidoo (2004) observed that building a broader stakeholder commitment has the tendency of slowing down the entire policy process. However, active involvement and commitment by stakeholders offers numerous advantages to the implementation process and needs to be nurtured in all policy climates. For the FSHS policy of Ghana, commitment by the various stakeholders has impacted significantly on the policy process.

4.4.3 Stakeholder Participation enhances fair representation

Education remains a public good hence the imperative for fair representation of all stakeholders in formulating and implementing policies towards making education accessible to all. Fair representation of all stakeholders allows for the required support to be elicited throughout the policy process. The study shows that stakeholder engagement throughout the policy process engenders regime where all relevant stakeholders are fairly represented in the policy landscape. The study further reveals that the all relevant individuals, groups and organizations which influence the practices, policies, goals, actions and decisions of the FSHS were fairly represented to elicit the needed support towards the policy formulation and implementation. The main rationale for the encouraging fair representation of stakeholders was to create a community of common interest where issues are thought through dispassionately for smooth policy formulation and implementation.

The PRO of the Ministry of Education mentioned that:

“The stakeholder consultation as it were was very broad and fairly constituted. The Cabinet, Regional Ministers, Eminent Educationist in Ghana, various Teachers Unions, National Council of Curriculum and Assessment, Ghana Education Service, GES Management at the headquarters, Heads of Faith Based Organizations, various Ministries, Department and Agencies among others were fairly represented in the formulation and implementation of the FSHS policy”.

The involvement of all these relevant stakeholders provided a very authentic way of formulating and implementing a policy of this sort in Ghana. The need for this strategic engagement is the fact that the FSHS policy is a major policy which transcends generations and has the tendency of affecting the structure and process of human capital development permanently. Through fair representation, stakeholder support through the policy lifeline is well received for successful implementation. Necessary partnership remains the driving force for successful policy formulation and implementation (Bawole, 2013). This kind of partnership is received in the FSHS policy through the involvement of all key stakeholders in the policy process with the aim of enhancing successful implementation. This facilitates the realization of the key policy objectives and ensures sustainability in the entire policy.

4.4.4 Stakeholder participation creates a sense of ownership

Another relevant observation that is noteworthy is the impact that stakeholder participation has on participants in the policy process, as they tend to have a sense of ownership of change initiatives and eventually extend stronger support in order to realize the goals of such efforts.

According to a Member of Parliamentary Select Committee on Education, he reiterated that:

“Not only does participation of stakeholders engender the achievement of vision and goals in FSHS policy but also create a sense of ownership among stakeholders who participate in the management of Secondary schools in Ghana”.

Ownership of public policy contributes significantly towards the realization of the tenets of the policy. In the FSHS policy, stakeholders who participated in the policy developed some sense of ownership for the policy and held the dictates on the policy dear to their hearts. The idea is that policy ownership is very instrumental in attaining the aims and objective of every policy. This unquestionable sense of ownership sustains and enhances the achievement of the core tenets of the FSHS policy.

4.4.5 Stakeholder participation engenders the sustainability of the FSHS policy

Sustainability of every public policy such as the FSHS policy is needed to enhance perpetual impact on all citizenries across generations. Achieving such levels of sustainability is hinged on the active participation of all stakeholders. Stakeholder participation in the FSHS policy tends to create requisite trust between stakeholders for the purposes of thorough formulation and implementation. Policies such as the FSHS need to live beyond generations in order to benefit all current and future generations. Multiplicity of stakeholder participation in the policy process enhances the initiation of structures needed to engender sustainable policy regime for the FSHS policy. The study reveals that the participation of all key stakeholders creates the systems for the realization essential legitimacy capable of enabling the sustainable enforcement of the core objectives of the FSHS policy. Participants of the stakeholder consultation process make solid commitments through the formulation and implementation of the policy process and track the implementation of the core project milestones. This engenders sustainable impacts of the policy on the current and future beneficiaries. The study observes that broader engagement of key stakeholders create the needed enabling environment for

ensure sustainable implementation of the FSHS policy towards effective delivery of education in Ghana.

4.5 Operational challenges in FSHS policy

Stakeholder engagement throughout the formulation and implementation of the FSHS create some operational challenges as stakeholders remain vast and strategically huge. Consequently, the study sought to uncover the operational and prevailing challenges that are faced by stakeholder engagement process in the formulation and implementation of the FSHS policy. The study shows that issues of limited capacity in terms of resources, knowledge and skills by key stakeholders to contribute adequately towards the formulation and implementation of the FSHS policy, poor nature of commitment by some hidden stakeholders, unproductive criticism driven by competitive motives/witch hunting/sabotage and insufficient stakeholder engagement in the policy formulation process remains the constraining factors fighting against the formulation and implementation of the FSHS policy in Ghana.

4.5.1 Insufficient stakeholder engagement

Stakeholder engagement is required throughout the policy lifecycle of every public policy such as the FSHS policy and more importantly in the policy formulation process. The study reveals that in terms of the formulation of the FSHS policy, limited stakeholder engagement was carried out as the whole initiative emanated from a political campaign promised. The FSHS policy was purely in fulfilment of a political campaign of the New Patriotic Party (NPP) and adequately captured in the 2008, 2012 and 2016 political manifesto of the party. Issues of adequate stakeholder engagement accounted for the low

level of participation by other stakeholders who held different political ideology from that viewpoint of the NPP. Various political parties who hold contrary view from the NPP have failed to strategically contribute towards the formulation of the FSHS policy. This constraining factor tends to raise issues about the sustainability of the policy in situations where other political parties emerge as winner in subsequent elections. This challenge is consistent with the opinion of Freeman (1984) who contends that public policy can be adversely affected when stakeholder engagement is limited. The study argues that this limited stakeholder engagement is only reflected in terms of the formulation of the FSHS and not the policy implementation as the implementation engaged varied stakeholders. The urgency for future public polices to consider strategic stakeholder engagement is necessary at all the levels of policy process to engender sustainable public policy regime.

4.5.2 Limited nature of commitment by some hidden stakeholders

Hidden stakeholders remain part and parcel of public policy process, as some key stakeholders tend to portray lackadaisical attitude towards the policy formulation and implementation process. With the FSHS policy, the unwillingness of some political motivated groups to remain uncommitted towards the formulation and implementation of the FSHS policy was clear from the study. The findings of the study suggests that the operationalization of the FSHS policy was faced by limited commitment as seen in the reluctant nature of some Teacher Unions in supporting and remaining committed to the core tenets of the FSHS policy. The study uncovered that the attitude of some Headmasters sacking some first year student home for teachers motivation fess among others points to the low commitment of some hidden stakeholders. Some teachers and headmasters have been transferred as a result of their low commitment to the core tenets

of the policy and have had to receive sanctions as such. These levels of commitment by some stakeholders are not peculiar to the FSHS policy alone but in all policies in development countries. Quite consistent with this position, Bawole, (2013) concedes that limited commitment tends to choke the smooth formulation and implementation of almost every public policy in development country perspective. Even though stakeholder engagement could be very expensive, all policy processes needs to create the required atmosphere for broad stakeholder engagement.

4.5.3 Unproductive criticism driven by competitive motives/witch hunting/sabotage

Engendering stakeholder participation throughout the formulation and implementation of the FSHS policy has also been faced with some unhealthy criticisms due to the unjustified want for competition. As noticed from the findings of the study, most private schools had challenges on the cost barrier nature of secondary school in Ghana which necessitated the introduction of the FSHS. This led to the unnecessary witch hunting and sabotage of the smooth formulation and implementation of the FSHS policy. The study further indicate that in most situations, this unproductive criticisms from some stakeholders constrained the stakeholder relations and caused lower confidence in collaboration with other stakeholders. In much the same manner, the unproductive criticisms on the FSHS policy brought unwillingness by all stakeholders to fully cooperate. That is to highlight the position that all stakeholder groups tend to see themselves as competitors who require maximizing their interests in the entire policy process.

4.5.4 Limited capacity in terms of resources, knowledge and skills for FSHS policy

The study indicates that another challenge facing stakeholder participation in the formulation and implementation of the FSHS policy is the limited capacity by some stakeholders. That is to say that limited capacity in terms of the resources available to key stakeholders and the requisite knowledge and skills needed for a successful contribution of the formulation and implementation of the FSHS policy. The study shows that due to the limited capacity of some stakeholder, team success and sustainability appear not be assured throughout the policy formulation and implementation process. In a classical situation, some stakeholders are unable to effectively play their role as key stakeholders due to limited knowledge on the core tenets of the FSHS such as the semester systems, double track, centralized procurement among many others. This creates a priority deficit due to lack of understanding of the true value of policy objectives.

The study further shows that some key stakeholders such as private senior high schools pull back in the process of implementation due to entrenched positions, beliefs and practices. Also, stakeholder participation delays impact due to poor institutional memory of the core objectives of the FSHS policy.

4.6 Conclusion

This chapter sought to present and analyze the findings gathered from the field interviews. The chapter started with the presentation of findings and ended with an in-depth analysis of the findings gathered from the field. The chapter also examines the consistence or otherwise of the findings with other existing studies for the purposes of engendering proper recommendation and conclusions.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.0 Introduction

This chapter presents a summary of the research findings and conclusions drawn from the study. The final part of the chapter makes recommendations based on the findings of the study.

5.1 Summary of major findings

The summary of the key findings of the study is geared towards presenting the relevant findings of the study to purposes of decision making and consideration by policy makers in subsequent policy formulations and implementation in both developing and developed countries.

5.1.1 The role of stakeholder engagement in the formulation and implementation of the FSHS policy in Ghana.

In order to attain the main objectives of the study, the study sought to investigate the role of stakeholder engagement in the formulation and implementation of the FSHS policy in Ghana. The idea is that stakeholder participation in the formulation and implementation of the FSHS policy occupy a very enviable position as it creates the requisite congenial atmosphere for the successful achievement of the main objectives of the policy. Key stakeholders through the formulation and implementation of the FSHS policy makes decisions in respect to quality utilization of resources for the realization of quality education, measured through pupils' performance in public senior high schools. Hence,

supporting the participation of key stakeholders is very necessary for the formulation and implementation of the FSHS policy.

The studies further contend that stakeholder engagement played significant role in the translation of key concerns by stakeholder into the formulation and implementation of the FSHS policy and strategic documents. The study observed that by involving key stakeholders, critical needs of the various stakeholders such as opening up of elite schools for entrants from public junior high schools were captured into the eligibility criteria for beneficiaries. That is, effective stakeholder engagement creates a congenial atmosphere where stakeholders are able to reveal relevant needs and suggest possible ways of engendering efficient policy formulation and implementation regime in addressing pressing issues.

Another significant role played through stakeholder engagement was the need to enhance shared motivation towards the smooth implementation of the FSHS policy. The study indicates that a major concern by most parents towards the realization of the core objectives of the FSHS policy was the one-time fee items which was usually applicable in the first year of senior secondary education. Clearly, effective stakeholder engagement enhances strategic management of the entire policy implementation processes and further motivates all stakeholders to contribute significantly towards the realization of the policy objectives.

The study further observed that through stakeholder engagement, key individuals and groups confer in agreeing on common grounds for a uniform action to be made on critical policy areas. The study contend that effective stakeholder engagement in

educational policy issues brings to the fore key issues of cost barrier, physical expansion of school infrastructure, improvement in the quality of secondary education, enhancing equity and the acquisition of relevant skills for employment purposes. The study argues that effective stakeholder collaboration throughout the policy process allows for the accomplishment of educational outputs such as attaining quality and equitable educational system where all beneficiaries are well included.

5.2 Stakeholder categories engaged

In order to facilitate good understanding about the formulation and implementation of FSHS policy, the study sought to examine the stakeholder categories engaged in the formulation and implementing of the policy.

Ghana's FSHS policy is formulated and implemented to engender an enhanced human capital development aimed at facilitating national development. In doing so, a broader stakeholder engagement is very essential. The study indicates that the FSHS policy was formulated and implemented with the involvement of key stakeholders such as the Ministry of Education, Ghana Education Service, Ministry of Food and Agriculture, Ministry of Finance, Ministry of Information, Ministry of State in charge of Public Procurement, GES Council, CHASS, Scholarship Secretariat, WAEC among many others. That is to say that various relevant Ministries, Departments and Agencies, FSHS implementation Committee, CHASS, Religious groups, significant NGOs and CSO, Heads of various SHS and management of the various SHS among other key parties were included in the formulation and implementation of the policy up until now.

5.3 Implications of stakeholder engagement

Examining the implications of stakeholder engagement on the formulation and implementation of the FSHS policy in Ghana remains cardinal therefore the study aimed at assessing the effects of key stakeholder participation. The study revealed that stakeholder engagement allows for a comprehensive approach for consideration of critical issues towards the formulation and implantation of the FSHS policy. The study uncovered that pertinent among the involvement of key stakeholders in the policy formulation and implementation is to allow diverse viewpoints to be well represented in the policy. Another important issue which emanated as a result of broad stakeholder engagement in the policy formulation and implementation of the FSHS policy was the issue of procurement. The study realized that the involvement of key stakeholders ensured a consensus between CHASS and the office of the Minister of State in charge of Public Procurement to undertake procurement in a centralized manner.

The study further shows that the involvement of key stakeholders in the policy process ensures the total commitment of stakeholders throughout the formulation and implementation of the FSHS policy. The study observes that stakeholder commitment towards the policy process create a congenial environment for the successful formulation and implementation of the FSHS policy. The study highlights the position that through the involvement of key stakeholders, values are fostered through a strong and principled commitment towards attaining the main objectives of the FSHS policy. The study suggests that in the situation where stakeholder commitment is overlooked, a fertile ground is created for implementation challenges through delayed implementation or possible cancellation.

The found out that stakeholder participation enhances fair representation and provides requisite support for successful formulation and implementation of the FSHS policy. The study further reveals that the all relevant individuals, groups and organizations which influence the practices, policies, goals, actions and decisions of the FSHS were fairly represented to elicit the needed support towards the policy formulation and implementation. The main rationale for the encouraging fair representation of stakeholders was to create a community of common interest where issues are thought through dispassionately for smooth policy formulation and implementation.

The study also shows that stakeholder participation tends to create a sense of ownership throughout the policy process. The rationale is that ownership of public policy contributes significantly towards the realization of the tenets of the policy. The study contend that in the FSHS policy, stakeholders who participated in the policy developed some sense of ownership for the policy and held the dictates on the policy dear to their hearts.

The study further uncover that stakeholder participation engenders the sustainability of the FSHS policy. The study reveals that the participation of all key stakeholders creates the systems for the realization essential legitimacy capable of enabling the sustainable enforcement of the core objectives of the FSHS policy. The study further contends that the participants of the stakeholder consultation process make solid commitments through the formulation and implementation of the policy process and track the implementation of the core project milestones.

5.4 Operational challenges in the formulation and implementation of FSHS policy

The study also set out to investigate the operational challenges that are being faced by key stakeholders in the formulation and implementation of FSHS policy. The finding of the study points to the fact that insufficient stakeholder engagement in the policy formulation process tends to choke the FSHS policy process. The findings of the study further suggests that the operationalization of the FSHS policy was faced by limited commitment as seen in the reluctant nature of some Teacher Unions in supporting and remaining committed to the core tenets of the FSHS policy. Another challenge obstructing the policy formulation and implementation process of the FSHS policy is the unproductive criticism driven by competitive motives, witch hunting and sabotage of some key stakeholders.

The Limited capacity in terms of resources, knowledge and skills by key stakeholders to contribute adequately towards the formulation and implementation of the FSHS policy also continue to constrain the policy process. The study shows that due to the limited capacity of some stakeholder, team success and sustainability appear not be assured throughout the policy formulation and implementation process. The study further shows that some key stakeholders such as private senior high schools pull back in the process of implementation due to entrenched positions, beliefs and practices among many others.

5.2 Conclusion

The study sought to examine stakeholder participation in the formulation and implementation of FSHS policy by assessing the stakeholder dynamics and implications on formulation and implementation of the policy. The findings of the show that stakeholders various relevant stakeholders such as relevant Ministries, Departments and Agencies, FSHS implementation Committee, CHASS, Religious groups, significant NGOs and CSO, Heads of various SHS and management of the various SHS among other key parties were fully involved in the formulation and implementation of the FSHS policy. The study concludes that participation by key stakeholder can be seen in parameters such as the provision of essential services, funding, provision of equipment, materials, food items, logistics among other services throughout the formulation and implementation of FSHS policies.

By way of assessing the importance of stakeholder participation, the study indicate that allowing stakeholders to take part in decision-making in the formulation and implementation of the FSHS policy yields salutary results in the policy process. The study also conclude that stakeholder participation tend to enhance a sense of ownership of policy initiatives and eventually extend stronger support in order to realize the goals of such efforts towards the successful implementation of the FSHS policies.

The study contends further that through key stakeholder participation, the FSHS implementation Committee together with heads of the various SHS are able to makes decisions in respect to procurement, accessibility, equity, and quality utilization of resources in the various schools for the realization of quality and accessible education for

all students. The study highlights that stakeholder participation engenders the development of constructive, productive relationships over a long term to enhance the progress of the education system.

The study also argue that regarding operational complexities, the existence of differences in political ideology causes delays in decision making process, lowers commitment to full contribution all due to operational complexities resulting from broader stakeholder participation systems. The study shows that issues of limited capacity in terms of resources, knowledge and skills by key stakeholders to contribute adequately towards the formulation and implementation of the FSHS policy, poor nature of commitment by some hidden stakeholders, unproductive criticism driven by competitive motives/witch hunting/sabotage and insufficient stakeholder engagement in the FSHS policy process.

5.3 Recommendations

This sub-section provides recommendations based on the findings and conclusions of the study. The study recommends that continuous training for key stakeholders on the core mandate of the FSHS policy, development of strategic ways of motivating key stakeholders and proactive ways of engaging of key stakeholders are very instructive.

5.3.1 Continuous training for key stakeholders on the core mandate of the FSHS policy

Stakeholder engagement remains cardinal towards the formulation and implementation of the FSHS policy. In order to enjoy the best from stakeholder engagement, the study recommends for a comprehensive straining for key stakeholders. The study recommends that the FSHS secretariat should consider organizing sensitization and continuous

workshops for all stakeholders. That must be done jointly and separately with the aim of building team work/synergy for the effective contribution towards the implementation of the policy. This idea is to help foster a congenial relationship between all stakeholders.

5.3.2 Developing strategic ways of motivating stakeholders

The study further suggests that the Ministry of Education together with other leading players should consider the development of robust and viable strategies geared at motivating all the stakeholders for active participation in the policy process. This is to enhance quality output of the various stakeholder groups towards the implementation of the FSHS policy.

5.3.3 Proactive engagement of key stakeholders

Moreover, it is recommended that more and more opportunities for stakeholder engagement be instituted in a very proactive manner to forestall every instances of stakeholder resentment in the implementation of the FSHS policy. That is to say that the FSHS implementation committee must consider creating forums or more opportunities for key stakeholders to exchange ideas on the challenges and successful implementation of the FSHS policy. Proactive engagement of key stakeholders contributes significantly towards the achievement of the key mandate on the FSHS policy. The study recommends that instead of Ministry of Education, the FSHS Secretariat and other leading stakeholders managing key stakeholder in the policy process, it will be very prudent and more beneficial to fully engage all key stakeholders.

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APPENDIX I



Interview Guide

TOPIC: ASSESSING STAKEHOLDER PARTICIPATION IN POLICY FORMULATION AND IMPLEMENTATION OF THE FREE SENIOR HIGH SCHOOL POLICY IN GHANA.

Dear respondent, please lend me few minutes of your time to fill out this interview guide. It is strictly for academic purpose and therefore all information provided shall be treated with maximum caution and confidentiality. All personal data provided shall be treated collectively and not on personal levels.

A. Background Information of Respondent

1. Institution of Respondent.....
2. Designation of Respondent.....

B. The role of stakeholder engagement in the implementation of the FSHS policy in Ghana.

3. How do you understand stakeholder participation/engagement?

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4. Briefly explain your understanding of stakeholder participation in policy formulation and implementation?

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4. In what manner do you/your organization participate in policy formulation and implementation in Ghana?

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5. How do you understand the Free Senior High School Policy of Ghana?

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6. At what stage of the policy process were you engaged?

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6. How does stakeholder participation manifest itself in the Free Senior High School Policy of Ghana in these areas?

a. Provision of essential services (eg: training for teachers and school management)

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b. Funding

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c. Terminal duration for each track

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d. Material, equipment and logistics provision

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6. Enumerate some of the key Stakeholders that have keenly participated in the formulation and Implementation of Free Senior High School Policy of Ghana.

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7. In your view, what are the contributions of the various stakeholders in the formulation and Implementation of the Free Senior High School Policy of Ghana?

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8. Mention some of the benefits of Stakeholder participatory in the formulation and Implementation of the Free Senior High School Policy of Ghana.

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C. Existing management dynamics among stakeholders in the Formulation and Implementation of the Free Senior High School Policy of Ghana.

9. Elaborate on how stakeholder participation is ensured through the following key stakeholder groups in the Free Senior High School Policy of Ghana?

a. Ministry of Education

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b. Ghana Education Service

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c. Various Teacher Unions

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d. CHASS

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- e. Other Stakeholders (NGOs, Donor agencies, local private actors, Traditional authorities, citizens)

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10. How does participation among these stakeholders create some complexities in the formulation and Implementation of the Free Senior High School Policy of Ghana?

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11. In what ways can stakeholder participation engender sustainable implementation of the Free Senior High School Policy of Ghana?

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D. Challenges faced by the FSHS policy as a result of stakeholder engagement

12. Explain how stakeholder participation causes a delay in the decision-making, consensus building and policy implementation of the Free Senior High School Policy of Ghana?

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13. What are some of the challenges encountered in the process of enhancing stakeholder participation in the policy formulation and implementation of the Free Senior High School Policy?

- a. Financial.....
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- b. Socio-cultural.....
- c. Environmental.....
- d. Institutional and administrative.....

F. Recommendation

14. What will be your suggestion for a workable stakeholder participation in the implementation of the Free Senior High School Policy of Ghana?

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Thank You