

# **GHANA: THE USE OF RADIO IN THE NATIONAL LITERACY AND FUNCTIONAL SKILLS PROJECT IN THE VOLTA AND NORTHERN REGIONS**

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## **1 INTRODUCTION**

This case study examines the use of radio to support classroom teaching and learning in the Literacy and Functional Skills Project (LFSP), a project of the Non-Formal Education Division (NFED) of the Ministry of Education in Ghana.

### **1.1 Socio-economic background**

The Republic of Ghana is one of the four member countries of the Commonwealth of Nations in West Africa. It occupies a land area of approximately 238,305 sq. km on the Gulf of Guinea and has an estimated population of 18.5 million people (1998).

Ghana achieved independence from Britain in 1957 and became a republic three years later. The country experienced relative political stability until 1966 when the first republic was overthrown by a military coup. From 1966 to 1982, several military interventions brought political instability. This had serious adverse effects on the economy, whose downward trend from the 1960s worsened in the 1970s.

From 1984 the government of Ghana, with support from donors/lenders including the International Monetary Fund (IMF) and the World Bank, instituted a series of measures to halt the economic decline, improve Ghana's infrastructure and raise the standard of living. These measures were known collectively as

the Economic Recovery Programme (ERP) and the Structural Adjustment Programme (SAP). One of the measures, the Programme of Action to Mitigate the Social Cost of Adjustment (PAMSCAD), sought to cushion the harsh effects of other ERP/SAP measures on Ghana's most vulnerable people – especially poor and illiterate people and those in rural areas.

The creation of the NFED in 1986 and the launching of the National Functional Literacy Programme (NFLP) in 1991 represented attempts by the Ghanaian government to focus on the needs of poor and non-literate people. The political and economic measures taken by the government yielded good dividends. By the end of the 1980s political order had been restored, and multi-party democracy was introduced in 1992.

### **1.2 Development of functional literacy**

The promotion of literacy in the Gold Coast began in the 18th century as part of the efforts of the Christian missionaries to evangelise the local communities, in particular those along the coast. The missionary societies, led by the Wesleyan Society, set up Sunday schools where literacy was taught to a selected few. By 1870 it was estimated that at least 1,000 adult learners were enrolled in the Sunday schools. Until the 1940s, the promotion of literacy was carried out mainly by the Christian groups and a few voluntary associations.

Hagan (1979) traced the involvement of the colonial administration in literacy efforts in the Gold Coast back to the 1940s, in particular to the issuing of a report by the Colonial Office Advisory Committee on Education (1943). The report urged colonial administrations to promote literacy in the colonies in order to make the people in the colonies 'aware of the need for social and economic improvement; and more importantly make them co-operate more readily with welfare and other agencies working on these lines'.

The Department of Community Development (DCD) was given responsibility for promoting literacy from the beginning of the 1940s, and launched a pilot community education project in the Volta Region in 1948. Literacy became the main activity. Demand for literacy by women in the region was so overwhelming that the DCD was compelled to convert the pilot project into a programme prematurely.

Undoubtedly, the most significant initiative in the promotion of literacy in the Gold Coast was the 'Plan for Mass Literacy and Mass Education' initiated by the government in 1951/52, following the pledge by Nkrumah and his Convention People's Party (CPP) to eliminate illiteracy within the shortest possible time. This initiative, which lasted from 1952 to 1964, covered six local languages. The DCD estimated that three million non-literates were made literate during the period. Hagan (1979), however, considered that this figure was over-exaggerated and that the literacy campaigns did not achieve their objective of making a large illiterate population literate.

No new initiatives were taken by the government from 1964 until the creation of NFED in 1986.

## **2 THE NATIONAL FUNCTIONAL LITERACY PROGRAMME (NFLP)**

NFED was created by the Ghanaian government in 1986 to co-ordinate and direct all non-formal education activities. NFED began a functional literacy programme on a pilot basis in 1988-89 at Apam/Winneba in the Central Region and Tono/Vea in the present Upper East Region, with funding from the British Overseas Development Administration (ODA) – now the Department for International Development (DFID) – and other donors.

Following strong demands for literacy, the Head of State intervened and compelled NFED quickly to convert the pilot into a national programme in 1990. Thus the pilot could not be evaluated before the nationwide expansion took on board 15 local languages and a learner population of about one million. Literacy classes were established in all ten regions and 110 districts of the country.

### **2.1 Goals and objectives of the NFLP**

The goals of the NFLP are to:

- equip learners with knowledge, attitudes and skills that will enable them to raise the quality of life in the community
- enable learners to improve their occupational skills through functional literacy
- broaden the reading interests of learners and establish an attitude of reading
- enable participants to meet their personal or social needs.

### **2.2 Organisation of the NFLP**

The volunteer Facilitator is the key person in the teaching and learning of literacy and is selected by community or religious groups. The Facilitator undergoes an initial training course for 14 days, which focuses on how to promote discussions that can lead to social action and

social development. During the NFLP cycle, facilitators undergo refresher courses.

The NFLP runs in cycles of approximately 21 months. It begins in October/November and ends in June/July. Each cycle has a batch of learners. On average, learners meet for six hours per week. Class meeting times are decided by learners and their Facilitators. Some classes meet early in the morning while others meet in the evening.

There are usually 25 learners in a class. Classes are assessed at the end of a cycle, and learners who complete the cycle are expected to participate in the end of cycle assessment exercise. Each learner completing the literacy cycle is awarded a certificate of participation. It is estimated that between 1992 and 1998 at least one million non-literate Ghanaians became functionally literate in their mother tongue.

The District Organiser is the chief operating officer of NFED in each district. Resources for the classes, including the Primer, Facilitator's Manual and other inputs, are channelled through the District Offices from the Headquarters. Classes are directly supervised by Zonal Supervisors, who are in turn supervised by District Office staff. Officers from the Regional Office and the National Office also undertake monitoring and supervision.

### 2.3 Programme content

To be certified functionally literate, each learner must study and master 28 functional themes in a Primer in one of 15 Ghanaian languages. The Primer is based on three broad areas – life skills, occupational skills and civic awareness. The following themes that focus on national development are common to all 15 language groups:

- Family Planning
- Teenage Pregnancy

- Nutrition
- Community Empowerment
- Safe Drinking Water
- Community Development
- Safe Motherhood and Child Care
- Immunisation
- AIDS
- Environmental Hygiene
- Income Generating Activities
- Traditional and Modern Farming
- Farm Extension Services
- Borrowing Money for Work
- Food Preservation
- Animal Husbandry
- Soap Making
- Edible Oil Extraction
- Drug Abuse
- Tree Growing
- Child Labour
- Saving Energy
- Intestate Succession (PNDC Law 111, 1985)

Following demands by neo-literates to learn English, Ghana's official language, NFED began a pilot project in English for neo-literates in October 1996. This project has recently been evaluated, and it is expected that in the next phase of the literacy programme the pilot will gradually be expanded with a pilot radio component.

### 2.4 The Literacy and Functional Skills Project

The Literacy and Functional Skills Project (LFSP), launched in July 1992 and supported by the World Bank and other donors, emerged from the NFLP. The aim of the programme was to improve the quality of life of poor people in Ghana, in particular the rural poor and women, and to reduce the level of illiteracy among the then 5.6 million adult illiterates in

the country. For although Ghana spends approximately 35 per cent of its annual budget on education, less than 40 per cent of its adult population is literate in English, the official language, or one or more of the 15 local languages used in the promotion of functional literacy.

### **3 THE USE OF RADIO IN NON-FORMAL EDUCATION**

The use of radio in the non-formal education sector in Ghana is limited. The few non-formal education programmes in which radio has been used include:

- the Rural Radio Forum Programme of the Ghana Broadcasting Corporation (GBC)
- the Upper Region Agricultural Radio (URA-Radio)
- more recently, the radio component of the LFSP.

#### **3.1 GBC's Rural Radio Forum**

The Rural Radio Forum concept was imported from Canada in 1964. Aggor (1998) described the Rural Radio Forum as 'a listening-cum-discussion-cum-action group of rural dwellers devoted to improving themselves and their community through the application of immediately useful information/knowledge received through specially prepared radio programmes targeted at them'. GBC's Rural Radio Forum has been running for over 30 years and can be found in many parts of rural Ghana. It is perhaps the best example of the use of radio in non-formal education in Ghana.

#### **3.2 URA-Radio**

URA-Radio was started in 1968 as a component of the Upper Regional Development Programme (URADEP). The radio station, based at Bolgatanga, broadcast

programmes to motivate communities in Northern Ghana to understand their role, and eventually participate in the development of their communities.

The World Bank, sponsors of the URADEP, envisaged that URA-Radio would be used to educate 'both people in the field (chiefs, farmers, extension workers, officers in charge of service centres, literacy instructors) and managers of the project which needed to be aware continuously of problems being encountered, and be able to respond to questions and suggestions put to them' (World Bank, 1976). The support of the World Bank lasted for ten years, after which URA-Radio became a GBC facility. The experiment of communities using a local FM station to raise and discuss issues affecting them has, however, continued.

#### **3.3 Use of radio in the Literacy and Functional Skills Project**

The LFSP pilot project, funded by the British ODA and located at the Winneba/Apam area in the Central Region and Tono/Vea in the Upper East Region, had a radio component. The purpose of the radio component was to support classroom teaching and discussion with more detailed information that could not be provided by the Facilitator.

The pilot project ran from 1989 to 1991, using GBC's FM stations and staff at Apam and Bolgatanga to broadcast its programmes in seven languages. Staff of GBC's Rural Radio Section produced the programmes for NFED.

It was assumed from the beginning of the NFLP that radio would form an integral part of the programme. The selection of Winneba/Apam and Tono/Vea areas for the pilot appears to have been influenced by the availability of FM transmission stations at Apam and Bolgatanga. At the start of the programme, radio was exclusively a public institution owned, managed and operated by GBC, so NFED had

to use facilities and air time made available to it by GBC. Records indicate that the collaboration between GBC and NFED came to an end in 1991.

There was no radio support for the literacy programme between 1991 and 1996, partly because the administrative structures set up to manage the radio component appeared ineffective. There also appeared to be a difficulty with how to expand the radio programme to cover a wider area and to broadcast messages in 15 languages. At the time of the change from pilot to national programme, GBC simply could not make available to NFED the required air time, and did not have the trained staff to take on board literacy in the 15 national languages. Radio thus could not play a meaningful role in the promotion of literacy after 1991. However, it continued to create awareness about literacy: its news and other programmes focused on the need for literacy and the efforts that were being made to promote functional literacy throughout the country.

### **3.3.1 Use of Radio to Support Functional Literacy – pilot project**

By 1995, it was evident that radio had not made the desired impact on the literacy programme. Conscious of the importance of radio in the dissemination of information and teaching/learning, NFED decided to undertake another pilot project. This pilot, the Use of Radio to Support Functional Literacy, began in December 1996 in the Volta and Northern Regions. For the pilot, NFED obtained World Bank support to refurbish GBC's redundant rediffusion stations. By December 1996, the two stations were refurbished and an understanding was reached between GBC and NFED to jointly own, manage and operate the stations. This gave NFED access to more air time.

NFED's interest in the radio component was to investigate not only how radio could provide support for the teaching and learning of

literacy, but, more importantly, how to remedy the pitfalls in the previous project. The project sought to find out what structures had to be in place if radio was to play a more effective role in literacy work.

According to NFED's Deputy Director of Radio, Mr K. Ansre (Laflin et al, 1998), NFED expects its radio programmes to provide:

- information that will help change the lifestyle of learners
- complementary support for themes taught in the Primer
- a forum for learners to discuss issues with each other
- a medium through which learners can practise their literacy skills
- news and information for learners and the general public.

## **4 RATIONALE FOR THE STUDY**

It is evident that the use of radio in functional literacy in Ghana is new and barely explored. The concern of this study, therefore, was to investigate how radio is being used in the LFSP and whether the goals of the project as stated by NFED are being realised.

Given the newness of the use of radio in functional literacy in Ghana, and the fact that few studies have been done in the area in Ghana, this study was concerned with:

- antecedents, assumptions and objectives of the Use of Radio to Support Functional Literacy project
- characteristics of project clientele
- organisation of the project
- radio support networks: collaboration between NFED and GBC; providers and learners

- outcomes of the radio programme on learners and communities
- identification of programme bottlenecks
- suggestions for effective use of radio in functional literacy and strategies for effective expansion of the programme.

The results of the study should provide useful lessons to those involved in the current project and others who may wish to use radio to support functional literacy.

#### **4.1 Research guidelines/questions**

The following questions formed the basis of the study.

- What are the origins, assumptions and objectives of the radio component?
- What are the characteristics of the beneficiaries?
- What are the main characteristics of the project? How different is its design from the earlier pilot project?
- How is the radio component organised? What is the nature of the administrative structure? What administrative and management structures are needed for effective implementation of the radio component of a local and national literacy programme? What is the nature of the relationship between NFED and GBC?
- How is radio actually used in the literacy programme? Which learning activities are most suitable for radio support? How is the complementarity between face-to-face teaching and radio support achieved?
- To what extent do the programme planners, implementors and learners see radio as an important component of teaching/learning of literacy?
- What factors account for the success or non-achievement of the project? What lessons has NFED learnt from the project?

- What has been the effect of radio on the actual learning in terms of (a) literacy (b) development of functional skills and (c) community education?
- What is the perception of people who own radios towards the use of radio in functional literacy?
- Is ownership of radio broadcasting facilities by NFED a better option? What are the cost implications? Is it sustainable?

### **5 LITERATURE REVIEW**

Radio was introduced into the Gold Coast in 1935 to inform the population about the policies of the colonial government. Over the years, other functions were added and now radio's stated roles are to inform, educate and entertain. That radio provides education is accepted by all. As Keegan (1983) put it, the medium has the ability to 'redistribute teaching in space and time to promote self learning in a more flexible framework'.

It is recognised that radio has the advantage of transmitting information and knowledge to learners at large, but its use in non-formal education in Ghana, especially in the area of functional literacy, appears limited.

NFED's pilot project in the Winneba/Apam and Tono/Vea areas in 1989-91 was the first example of radio being used as a component of a literacy campaign. Even in this project, according to Mensah (1996), radio was not conceived as a direct delivery system; its role was to support various activities in the programme. NFED's policy document, 'Mass Literacy and Social Change Programme' (MASSLIP) (NFED, 1989), expected radio to perform the following functions:

- informing the public about the programme activities
- mobilising communities to support the programme

- supplementing the teaching of the Primer and the delivery of its messages
- providing support, training, information and the promotion of programmes aimed at facilitators and supervisors
- providing a wide range of programmes linked to post-literacy learning activities.

For these functions to be carried out effectively, certain conditions must be satisfied. According to the Report of the NFED's Rural Radio Training and Development Workshop (1991), the effectiveness of radio in functional literacy programmes depends on:

- careful planning and preparation – clearly identified audience, relevant content and structures, appropriate support and feedback system
- professional production – leading to attractive and enjoyable programmes
- effective transmissions – adequate coverage and signal strength, and access to appropriate transmission and repeat slots
- good reception – functioning radio receivers and reliable sources of power
- appropriate listening situations – which are conducive to attentive listening and which provide opportunities for active involvement, group discussion and collective activity.

In addition, there is also the important requirement of availability of air time for the broadcasts. Radio was a state monopoly in Ghana until 1987 when private FM radio stations were allowed to operate. Before then, GBC operated a national network of two short-wave stations, Radio 1 and Radio 2, and the FM stations at Apam and Bolgatanga. Radio 1 and Radio 2 broadcast 13 hours a day during week days and 17 hours daily during weekends and holidays. These included broadcasts in six local languages, usually on Radio 1. As observed by Obeng-Quaidoo et al

(1992) 'the multiplicity of local languages made it quite impossible to have enough air time for all the very important adult education programmes including programmes on health, nutrition, family planning, environmental sanitation, agriculture, etc.'

In response to this, the World Bank agreed with the Ghanaian government that the only way sufficient air time could be made available for local language broadcasts was to have a national FM network. This appears to be the necessary thing to do under the circumstances. For, as Mensah (1996) pointed out, the allocation of air time to the 15 languages was one of the structural difficulties that the radio component of the Functional Literacy Programme faced. His conclusion was that the nature of planned support from GBC appeared beyond the capacity of GBC.

The conclusion of studies conducted so far into the 1989/91 pilot phase was that the necessary conditions that radio required to make an effective contribution to a functional literacy programme were not satisfied. Yates (1996), who studied the programme for her doctoral dissertation, noted that 'production of functional radio programmes lagged significantly behind the preparation of written learning materials ... there were also considerable difficulties in scheduling the radio programmes devoted to development to overlap with classes as classes usually met at different times ...'

But as Dodds (1996) made known, in the early stages of the NFLP distance learning methods, especially radio, were crucial in publicising the programme, creating favourable attitudes and encouraging potential learners to join the classes. He stressed that the methods were not seen as teaching/learning tools.

The literature on Ghana's NFLP remained positive on the potential of radio to make the expected breakthrough in the programme. The World Bank's staff appraisal report (1991) on

the literacy skills project confirmed the support of the government of Ghana for the use of radio in the functional literacy effort to reinforce the messages being conveyed by the programme over the next several years. The main actors of the NFLP remain convinced that radio has an important role to play. Mensah (1996), like Dodds, lauded radio's ability to sell the programme, mobilise learners and sustain their interest. The expectation was that if the limitations and shortcomings identified during the pilot phase were rectified, radio could play a more effective role in future programmes.

## **6 METHODOLOGY OF THE STUDY**

### **6.1 The study area**

The project is being implemented in the Volta and Northern Regions, two of the ten administrative regions of Ghana.

The Volta Region lies along the eastern border of the country. There are 12 administrative districts in the region. Ho, the regional capital, is about 160 km from Accra. The region has many ethnic groups, the main ones being the Ewes, Akans and Guans. Ewe is the language spoken by the majority of citizens in the region, followed by Asante Twi. These two languages are used in the functional literacy activities in the region. They are also the languages used for broadcasting functional literacy and community programmes on Volta Star Radio. Programmes of Volta Star Radio are received clearly in ten out of the 12 districts. The listeners in the Krachi District in the far North and Ketu in the South experience difficulties in receiving the signals.

The Northern Region is in the Northern Savanna belt. It is the largest region in terms of land space, but one of the least populated. The region has many languages, with Dagbani, Gonja and Mampruli being the dominant ones. Only two, Dagbani and Gonja, are used for

the Functional Literacy Programme and also for radio broadcasts.

There are 13 districts in the Northern Region. Of these, only West Dagomba, East Dagomba, Savelugu Nanton, Tolon Kumbungu and parts of West Gonja and parts of East Gonja receive Radio Savana clearly. Most others receive it faintly and during freak weather conditions.

### **6.2 Data collection**

Information was collected from a variety of sources including the project designers, the implementors and the beneficiaries. A combination of methods was used to gather information, including:

- review of relevant literature
- interviews with key informants
- observations on the use of radio in various aspects of the project.

Interview guides, designed and validated in Ghana and reviewed and refined by the Project Co-ordinator, were used.

#### **6.2.1 Field data**

Field data from the Volta and Northern Regions was collected between the third week in February and the fourth week in March 1999. Mr Kwami Ansre and Ms Ruth Naa Korkoi Hughes, both Deputy Directors at NFED, helped identify sources and collect relevant materials.

### **6.3 Sampling procedure**

Purposive sampling was used to select respondents. The following people were interviewed because of the relevant knowledge they had about the project:

- the former National Co-ordinator of NFED, Mr R.J. Mettle-Nunoo. Mr Mettle-Nunoo was associated with the National Functional Literacy Programme and NFED from the

inception of the organisation in 1986 until 1994. Planning of the project was done during his tenure

- the Deputy Director, Radio, of NFED and other key officials of the organisation
- the NFED Regional Co-ordinators – Volta and Northern Regions
- the GBC Regional Directors – Volta Star Radio, Ho; and Radio Savana, Tamale
- the NFED Radio Programme Producers in the two regions – 15 at Ho and 13 in Tamale
- six Programme Officers, three from each language group, at each radio station.

On the advice of the Project Co-ordinator, information about the project was collected from one district only from each project area. Ho District in the Volta Region and Savelugu-Nanton in the Northern Region were purposively selected on the advice of NFED.

### 6.3.1 Ho District

For the Volta Region, NFED recommended Ho District because it was the only district that had been covered by the NFED Programme Officers. Ho is the capital of the Volta Region and also of the Ho District. Many of the key participants, including the regional staff of GBC and NFED and the District Officers of NFED, live and work in Ho. From the practical point of view, therefore, the selection of Ho made good sense.

The NFED District Organiser and the Facilitators and learners of two literacy classes were interviewed. Two classes were randomly selected – one at Klefe Dome and the other at the Church of Christ/Sunrise School, Ho. These represented the rural/urban dimensions of the literacy programme in the district.

Klefe Dome is about six kilometres from Ho. It has a population of around 500 people. The class had 25 learners – 17 women and eight men – and met on Mondays, Tuesdays and

Wednesdays from 7-8.30 a.m. Individual interviews were held with four women and one man. The study team also talked to the Facilitator.

The Church of Christ/Sunrise School class had 25 members – 23 women and two men – and met on Mondays, Tuesdays, Wednesdays and Thursdays from 4-5 p.m. Four female learners and one male learner as well as the Facilitator were interviewed individually.

### 6.3.2 Savelugu-Nanton District (Northern Region)

In the Northern Region, Savelugu-Nanton District was purposively selected for study on the advice of NFED. Savelugu, the capital of Savelugu-Nanton District, is 20 km from Tamale. Most of the inhabitants speak Dagbani. The literacy cycle had not began fully in the Northern Region at the time of the interviews. However, Savelugu was one of the communities that had started the cycle. Individual interviews were held with the NFED District Organiser, three female learners and the Facilitator of each of two literacy classes, Kpanma and Niessimviela.

The learners interviewed belonged to Batch Five of the literacy class. Kpanma, a mixed class which met on Mondays, Tuesdays, Thursdays and Saturdays from 7-8.30 p.m. had 25 learners. Niessimviela had 24 members, all women, and met on Mondays to Fridays from 7-8.30 p.m.

### 6.3.3 Radio Ada and Simili Radio

The attention of the In-Country Researcher was drawn to two community-based radio stations which provide some form of non-formal education in two parts of the country. These are Radio Ada in the Dangme East District of the Greater Accra Region and Simili Radio at Dalon in the Tolon-Kumbugu District of the Northern Region. The stations broadcast programmes which are specially tailored for groups in the catchment areas. Considering the

main focus of the study, it was considered useful to carry out an assessment of the activities of the two stations.

## **6.4 Data analysis**

Data collected was largely qualitative. Content and thematic analysis was therefore used to review the data generated. The themes that guided the analysis included:

- how the project was formulated and planned
- how it has developed
- what the outcomes/effects have been
- the main strengths and limitations.

To help measure the value of the project, programme implementors and participants were asked to give their perceptions about the project. In making judgements about the outcomes/effects, the analysis was guided by what NFED expected radio to accomplish on the programme, namely to provide:

- complementary support for themes taught in the Primer
- a forum for learners to discuss issues with each other
- a medium through which learners can practise their literacy skills
- news and information to learners and the general public.

## **7 PROJECT DESCRIPTION**

### **7.1 Radio equipment and coverage**

#### **7.1.1 Volta Region**

Resources for Volta Star Radio are located at two places in the region. The radio station and offices of the Regional Director of GBC are at Ho, while the transmitter is at Amedzofe, one of the highest points in the Volta Region, about 36 km from Ho. The radio station has an

effective coverage of 200 km radius. At the time of installation, however, Amedzofe was not on the national electricity grid. Thus for well over two years, up to March 1999, the transmitters were powered by an old diesel generator which was expensive to run. Therefore, the station was forced to limit its daily transmission to 5.30-9.15 a.m. and 4-10 p.m.

The generator, however, broke down frequently not only because it was old, but largely because it took on too much load. The old generator operated two TV transmitters for the national television network and one transmitter for Volta Star Radio. There was no stand-by generating facility and when the old generator broke down, Volta Star Radio was forced to go off air. Fortunately, this problem was solved in March 1999 when the Amedzofe transmission station was put on the national electricity grid, which should guarantee a more reliable and less expensive electricity supply to the station.

A minor technical problem is the micro-wave link between Ho and the station at Amedzofe. This link, although fairly reliable, also went off a few times, and during those times broadcast and transmission were affected.

#### **7.1.2 Northern Region**

All Radio Savana's equipment, including the transmitter, is located at the radio station in Tamale and powered by electricity from the national grid. The station operates for at least 15 hours a day. However, no stand-by generating equipment is available, so the station's programmes are disrupted if there is a general power outage in Tamale.

Unlike Volta Star, effective coverage of Radio Savana is only for a radius of 95 km. West Dagomba (which includes the Tamale Municipality), Tolon-Kumbugu and Savelugu-Nanton have full reception. Yendi, East Gonja, West Gonja, Gushiegu-Karaga and East Mamprusi have partial reception. The

remaining five districts do not receive any signals from Radio Savana at all.

## 7.2 Radio Programme Producers

During the first pilot project (1989-91) literacy programmes on radio were designed and broadcast by GBC Rural Radio staff. As part of the preparation for the Use of the Radio to Support Functional Literacy project, 40 Zonal Supervisors of the LFSP, 20 from each of the project areas or ten for each of the four languages, were trained in the use of radio to promote literacy. The staff were designated NFED Radio Programme Producers and posted to the two radio stations at Ho and Tamale.

The initial 40 Radio Programme Producers who had worked with the Functional Literacy Programme for a minimum of three years were given a five-week training organised by NFED. Topics covered included:

- rural radio work
- organisation of magazine programmes
- presentation of programmes on radio
- how to translate news from English to Ghanaian languages
- programme production
- how to carry out interviews
- feature programmes
- discussion programmes.

Radio programme producers have the following tasks:

- producing materials in their respective languages to support the face-to-face teaching/learning of the Primer
- monitoring the radio programmes and providing feedback on the teaching/learning and other functional literacy related activities in the area
- promoting income-generating activities through radio

- promoting discussions of issues of interest and concern to listeners in the target group.

At the time of the study, 28 of the 40 Programme Producers were in post. Volta Star had 15 Programme Producers (seven Ewe speakers and eight Twi/Akan speakers); Radio Savana had 13 Programme Producers (seven Dagbani speakers and six Gonja speakers).

## 7.3 Radio ownership

Of the 16 learners interviewed, only two – one man and a woman – owned radio sets. The rest indicated that they had access to radio sets at home. These belonged to either husbands or other members of the household. Many of the learners were living in compound houses where some residents were likely to own radio sets. It was therefore possible for most listeners, if not all, to have access to radio.

## 7.4 Radio listening groups

In 1996 NFED acquired a quantity of pre-set radios that were distributed to all regions. It was argued that learners in the other regions listened to local language broadcasts on GBC Radio One and these were deemed to be of value to such learners. Since there were more than enough sets for the two regions, it was deemed appropriate to provide the other regions with radio sets. The two project areas in the Volta and Northern Region received 976 and 986 sets respectively.

It was thought that for literacy classes to become listening groups, each class should have a radio set for use in the class whenever the radio programmes were being broadcast. It was further planned that a radio set would stay with a class for a cycle and would be retrieved and re-allocated at the end of the cycle. So far only Batch Five classes, which began the cycle in December 1996, have had the radio sets.

**Table 1: Gender of participants**

	Ho District	Savelugu-Nanton District
Male	400	920
Female	1,453	880
Total	1,853	1,800

## 7.5 Participants

The project started with learners in Batch Five. Ho District had 76 classes in Batch Five and all of them had radio sets. Savelugu-Nanton District had 71 classes, of which 60 were supplied with radio sets.

## 7.6 Organisation of the project

The project was conceived as a collaborative exercise between NFED and GBC. The Literacy Skills Project Agreement (NFED, 1992), signed by the two organisations, specified in broad terms the activities to be undertaken by either NFED or GBC or the two together.

Following the signing of the agreement, part of the World Bank funding for NFED was used to renovate the GBC studios at Ho and Tamale which later became known as Volta Star Radio, Ho and Radio Savana, Tamale. GBC was required to make available 60 per cent of air time for functional literacy and educational broadcasts at the two stations.

The agreement also specified that NFED would provide teaching materials for radio broadcasts. The Head of the radio component at NFED was to liaise with the staff of GBC in the preparation of functional literacy materials for radio. The other provisions of the agreement clearly indicated that close collaboration was expected between the two organisations in the Volta and Northern Regions.

The agreement made provision for an NFED Regional Radio Programme Co-ordinator to liaise with the staff of GBC in the preparation of materials. The Radio Programme Producers went to their respective stations without the Co-ordinators but with the understanding that GBC staff would provide the necessary supervision and on-the-job training. The Co-ordinators, now designated Heads of NFED Programmes, were appointed in August 1997. The Heads of Programmes assumed duty in May/June.

Heads of Programmes were required to provide leadership and managerial services to Radio Programme Producers within the FM stations. They were also to liaise with the regional and district staff of NFED and supervise the production of programmes to support and complement activities on the Functional Literacy Programme.

In order to give each FM station a distinct regional character, and to ensure that the stations undertake activities which reflect the interests of the region, each of the stations has an Advisory Committee under the chairmanship of the Regional Minister or his representative. Any difficulties arising out of the implementation of the collaboration were expected to be resolved by the Advisory Committee.

Although training programmes for district staff, Supervisors and Facilitators covered the use of radio in the classroom situation, no administrative structures appeared to have been put in place at the district and class level

to monitor its implementation. The Programme Producers were expected to visit classes, District and Regional Offices to generate material for their programmes.

For radio to provide effective support to the learning of literacy it was expected that:

- there would be radio lessons on the themes in the Primer arranged sequentially to follow the teaching of the themes at face-to-face meetings
- the radio programmes would be broadcast at pre-determined times known and convenient to Facilitators and learners
- the literacy programme would be organised as a participatory activity
- learners would be featured prominently in the radio programmes.

Radio Programme Officers were expected to visit classes regularly and use them as resources for programmes. To do this well, they required resources at the station and transport to commute between the station and the districts. Provision was therefore made for a cross-country vehicle and a minimum of two motor cycles for each station.

It was assumed by NFED that the Radio Programme Producers would work closely with the Regional Office of NFED and various

District Offices. It was also expected that they would liaise with the NFED District Offices in the two regions in programme planning and delivery in order to complement face-to-face teaching.

## 7.7 Cost of the project

The cost of equipment and civil works at the two FM stations was borne by the World Bank as part of its support for the National Literacy and Functional Skills Project. All other costs were expected to be borne by the government of Ghana.

### 7.7.1 Capital costs

Table 2 gives a summary of the capital costs.

### 7.7.2 Recurrent expenditure

Figures for personnel and other recurrent costs could not be obtained. It was learnt that some of the Radio Programme Producers were seconded from, and still received their salaries from, other organisations. Although the radio stations were expected to generate resources for the running of programmes at the stations, NFED regularly provided the basic consumables required such as tapes (reel to reel), cassettes and stationery. NFED also provided furniture, field recording equipment and three major training exercises for each station.

**Table 2: Capital costs**

Item	Cost (US \$)
Studio equipment	918,673.72
Transmitters	732,187.81
Civil works	116,739.30
Vehicles	40,511.67
Motor cycles	6,865.00
Microphone	33,000.00
Total	1,847,977.50

**Table 3: Monthly running costs**

Item	Cost (¢)
Salaries for 28 Programmes Officers and two Co-ordinators at an average of ¢200,000	6,000,000
Cost of electricity for running the transmitters:	
Volta Star	400,000
Radio Savana	100,000
Travel (programme staff)	350,000
Other materials and supplies	300,000
Total	7,150,000 (\$3,062.5 at ¢2,400 to US \$1)

Table 3 shows monthly running costs, taken from Laflin et al (1998): Evaluation of the Literacy and Functional Skills Radio Programme.

Discussions with NFED confirmed that funding arrangements for this project were not satisfactory. World Bank funding covered the cost of equipment for the radio stations, the civil work and transport only. The balance that was expected from the government came late, often creating bottlenecks in the implementation of the project.

## 8 OUTCOMES OF THE RADIO COMPONENT

The two radio stations were commissioned in November/December 1996 in the Volta and Northern Regions. A month later, the radio component of the LFSP was launched. This section assesses the outcomes of the project over the period December 1996 to December 1998.

### 8.1 Complementing face-to-face teaching

NFED expects its radio programmes to complement face-to-face teaching and learning by providing a more detailed study of themes discussed at class meetings.

The programmes were expected to be broadcast mainly at times when classes would be meeting. This expectation has not been fulfilled for a number of reasons.

- Apart from the supply of radio sets to Batch Five, no new supplies have been made to any of the subsequent classes. The radio sets are kept by Facilitators, some of whom consider them part of their incentive package. Those Facilitators who were not re-engaged to teach new classes kept the radio sets.
- NFED considers 7.30-9 p.m. as the prime time for literacy programmes. But class meeting hours vary, depending on what is convenient for a class and its Facilitator. One of the two classes studied at Ho, for example, met at 6.30 a.m., when radio programmes had not begun. This meant that this class could not meet as a group to listen to and discuss the contents of the programmes.
- For radio to provide effective support for face-to-face teaching, either the two must deal with the same theme at the same time, or the radio programme must follow closely what happens at literacy classes. Investigation at both Ho and Tamale revealed that the Radio Programme Producers organised their programmes on themes they deemed appropriate – not

necessarily on lessons being taught in the classes – and broadcast them at times they found convenient. There was therefore not much synchronisation between the face-to-face teaching and the radio component, and the content of the radio programmes did not complement the face-to-face teaching.

- One way of ensuring that radio and face-to-face teaching complement each other is for the Radio Programme Producers and Literacy Promoters at the district to meet at the beginning of a literacy cycle and regularly thereafter to plan programmes together. Although there was evidence that meetings took place between the Producers, Facilitators and District Office staff, it emerged that these meetings did not involve discussions concerning programme schedules and planning.

## 8.2 Classes as listening groups

NFED expected that the classes would develop into a forum for learners to discuss issues as a group. In effect, NFED was hoping that the classes would develop into listening groups similar to the Rural Farm Forum. This is yet to happen. Admittedly, learners listen to literacy programmes and share the information. However, discussions with learners at both Ho and Savelugu did not suggest that they listened as a group or held discussions after listening.

This was partly because Facilitators and learners did not generally have prior information about what was to be broadcast. The radio stations did not make their programme schedules available to the District Organisers. Volta Star Radio, for example, did not have a reliable programme schedule. On the whole, the NFED Radio Programme Producers did not appear to be systematic in their programming. They broadcast whatever programme they had without regard to what was being taught or when it was being taught. This, according to them, was because they

could not determine the themes being covered by the classes at a particular time.

There was also the feeling among Facilitators that it was not imperative for them to organise learners to listen to radio programmes. This concern was discussed with Facilitators in Ho and Savelugu Districts, and the common response was that they were trained to teach literacy and were not conversant with leading discussions on radio programmes. The impression was that Facilitators in the project areas had not been made sufficiently aware of the role that radio should play. As a consequence, most Facilitators did not make much effort to develop the classes into listening groups.

## 8.3 Quantity and quality of literacy programmes

Radio Savana broadcast more literacy programmes than Volta Star Radio. This was partly because Radio Savana had more time for transmission than Volta Star. Also, as indicated, NFED Programme Staff in Tamale had better mobility. Relatively more time was made available to them and they filled it with programmes. At Ho, the Programme Producers accepted whatever programme time was offered them and even had difficulty in filling them with literacy programmes.

On the whole, NFED literacy programmes cover about one hour on Volta Star Radio and two hours on Savana Radio each day. According to the Regional Director of GBC, Ho, the station made times available for literacy programmes but these times were not utilised due to non-availability of materials. When situations like this occurred, GBC filled the slots with programmes which provided education to the general public.

Investigations revealed that the four language groups had programmes on almost all the 28 themes in the Primer. It came to light also that, because the Radio Programme Officers,

especially those at Ho, did not go out often to make new programmes, there was a great deal of repetition of old programmes.

The study was unable to investigate fully the quality of the radio programmes and their presentation as there was not sufficient time to listen over a period. An examination of the topics, however, suggested that they dealt with the themes listed in the Primer and were therefore relevant to the learners. Learners interviewed found the topics discussed useful but felt that the duration of the programmes, 30 minutes in most cases, was too short.

#### **8.4 Influencing the lifestyle of learners**

There is no doubt that the two radio stations are giving information and news to learners and the listening public. To a large extent this is helping to change the lifestyle of learners and the general listening public. A study of the programme schedules of the stations revealed that the programmes deal with pertinent community issues and topical themes which have a bearing on the attitudes and behaviour of listeners in the programme area. The following are examples of how the radio component is influencing the lifestyle of learners.

- Female listeners at Ho mentioned *Nyornu Afedzikpolawo* (Women, the Home Makers) and *Afeame de?* (How is your Home?) as the programmes they found most useful on Volta Star Radio. The importance of the programmes to women appeared to be recognised by husbands, who called their wives to listen to the radio whenever the programmes were on air.
- Listeners of Volta Star Radio also mentioned that radio discussions on topics like the intestate succession law, bushfires, breast-feeding and teenage pregnancy provided greater understanding than that gained from the Primer.

- At Savelugu, female learners explained that discussions on family planning on Radio Savana have softened the attitude of men on that issue. Husbands no longer feel inhibited to discuss the issues raised on radio with their wives, but more importantly, some men now allow family planning in their marriages. This is an important change in a community which is predominantly Moslem and which traditionally does not encourage the use of modern family planning methods.
- The Regional Director of GBC, Tamale, explained that radio has created a large amount of awareness about the importance of literacy. It has also provided useful information on other important issues like health, agriculture and the need to modify customs and traditions.
- The Northern Region experienced ethnic conflicts between 1994 and 1996 and the Regional Director, GBC, gave credit to the NFLP, especially its radio component, for preaching peace. In his view the NFLP has helped to keep the peace among the various ethnic groups in the region.

#### **8.5 Effect of radio on enrolment on the NFLP**

The Regional Co-ordinator, Volta Region and his District Organiser for Ho, while conceding that radio had helped in creating awareness about functional literacy, said this had been achieved long before this project was launched in 1996. The two did not think the radio component by itself had done much in the Volta Region significantly to influence regularity of attendance or increase numbers of learners over the last three years.

The Regional Director of GBC, Tamale, argued that the radio component has been used effectively in promoting women's participation in the programme. He felt the discussions of women's income-generating activities on radio

had been very effective and had drawn a lot of women to the programme.

The NFED District Organiser of Savelugu-Nanton was also of the view that the use of radio had led to an increase in the enrolment of women in the literacy programme in the district. He used enrolment figures of Batches 5, 6 and 7 to support his assertion. This is interesting since, unlike Southern Ghana where more women enrolled on the programme, in Northern Ghana, the reverse was the case.

### 8.6 Community support for the radio component

Information gathered showed evidence of community support for the programme, especially in the Northern Region. The Radio Programme Producers indicated that communities and opinion leaders in the region gave them support in their work, largely due to the recognition of the important role that the radio component has played in bringing about purposeful change in their communities. According to the Radio Programme Producers, community groups and individuals regularly gave them financial support to buy fuel to enable them to visit communities in the project area. There was also support in kind.

There is evidence of similar support in the Volta Region where classes occasionally invited Producers to cover their activities. The classes provided the Producers with the means to travel to and from their locations. However,

the most common form of support came from church groups and organisations who were either celebrating an occasion or carrying out some form of dedication.

### 8.7 Learners' comments about the radio component

Comments from learners indicate that the radio programmes have different kinds of value for them.

- Grace Yawa Mordey, 75, Klefe Dome: The radio programmes *Nyornu Adedzikporlawo* and *Afeame de?* have messages for all listeners. They provide comfort for the weak and the old like me, advice for the young, especially the young girls, and encouragement for the rest. It is a pity the Radio people have not visited our class. We the students of Klefe wish to tell them our stories too.
- Grace Tsawodzi, 34, housewife, Church of Christ, Ho: The functional literacy programmes on radio have created awareness about the need to be able to read and write. Our literacy class owed its beginning to radio programmes. The Church of Christ approached NFED after listening to one such programme. The success stories on radio have motivated our class to start income-generating activities.
- Agbozo Yawo, 32, tailor, Church of Christ, Ho: I listen to Volta Star Radio at home and at work. My wife and I listen to *Nyornu Afedzikporlawo* together and discuss the

**Table 4: Enrolment by gender and batches since the introduction of radio at Savelugu**

	Male	Female
Batch 5	1,155	702
Batch 6	920	880
Batch 7	896	979

important lessons that are taught on the programme. The difficulty with radio lessons is that you cannot ask for explanation immediately, so you have to pay attention.

- Abiba Abdu-Rahamani, 38, trader, Nievesim Viella, Savelugu: Radio Savana talks about things around us. It teaches useful lessons such as how to plan your family, and how to keep your surroundings clean. Everybody who listens to the radio hears these messages. Our husbands also listen to the radio and hear discussions on family planning. That is why they now understand the importance of not having too many children. Now they follow the advice given by radio and discuss issues on family planning with us, something they did not do in the past.
- Salamatu Mahamadu, 35, farmer, Kpanma Literacy Class: No radio programme producer had visited our class and I am disappointed. We would also like to hear our voices on radio and talk about some of our needs, especially water, the main problem at Savelugu. Who knows, the authorities in Tamale might listen to such discussions and offer some help.

## **9 PROBLEMS WITH THE RADIO COMPONENT**

Several weaknesses which hindered the effective implementation of the radio component were identified. Among them were:

- implementation of the agreement between NFED and GBC in the running of the radio stations at Ho and Tamale
- resources for work
- staffing
- monitoring.

### **9.1 Implementation of the agreement between NFED and GBC**

Everything that has been said so far about the design of the project suggests that the success of the project hinged on collaboration between NFED and GBC. Sadly, the kind of relationship that developed between NFED and GBC, at Ho in particular and to a lesser extent at Tamale, has made implementation of the project difficult.

Co-operation from the Heads of GBC and NFED in the regions did not happen as envisaged, the worse scenario being at Ho. Conflict arose between the NFED Radio Programme Producers at Ho and Tamale and their GBC counterparts over ownership and control of the station and its resources. The antipathy between the two groups persisted up to the time of the field study in February/March 1999. The two sides, in separate interviews, felt the collaboration arrangement was a mistake and wished they had not entered into it.

While GBC conceded that NFED's money was used to refurbish the stations, GBC considered itself as the landlord and the organisation with the requisite experience and qualification to run a radio station. According to the NFED Radio Programme Producers, their GBC counterparts had very little regard for them. The support the two organisations should have given each other and the project was either held back or given reluctantly. This naturally had implications for the project.

The NFED Radio Programme Producers were expected to be given on-the-job training by their more experienced GBC counterparts, but this did not materialise. NFED was expected to provide each station with a cross-country vehicle as part of the package. The GBC Regional Director at Ho felt that the inability of NFED to supply the vehicles was deliberate. The situation at Radio Savana, Tamale, appeared a lot better: the two Regional Heads

appeared generally to be on good terms, met regularly, took decisions together and generally complied with the agreement. It is therefore not surprising that the literacy programmes on Radio Savana are a lot more varied.

## 9.2 Resources for work

The common and justifiable complaint of the NFED radio programme staff was that they did not have resources for work. The Radio Programme Producers were expected to visit the districts regularly and mount programmes to support teaching and learning in literacy classes. However, none of the radio stations were given any cross-country vehicles. The NFED Regional Office took delivery of the motorcycles only in February 1999. Before this they had to depend on the station to provide money for transport or the Regional Co-ordinator's vehicle.

Tamale was in a slightly different position with regard to transport. The Radio Programme Producers took to the station the motorcycles they had as Supervisors. At the time of our visit to the Tamale programme area in March 1999, Tamale had ten serviceable motorcycles. But the Tamale Programme Producers were also limited in the sense that they depended on the income from the station for the fuelling and servicing of the motorcycles and for their per diem.

For some inexplicable reason, NFED had not made any budgetary provision for the recurrent expenditure for the radio programme staff and functional literacy related activities at the radio stations. It would seem that the decision not to budget for the radio programme was based on the expectation that the stations would generate money to run both NFED and GBC activities. One is not sure whether this is a good arrangement since NFED and GBC do not necessarily have the same motivation as far as programmes are concerned. NFED, having invested

approximately 1.9 million dollars in refurbishing the stations, felt that GBC would reciprocate by providing operational funds not only from revenue generated by the station but also from the imprest provided from GBC headquarters.

## 9.3 Staffing at the radio stations

Related to the two problems outlined above is the issue of over-manning and low output of the Radio Programme Producers at Ho and Tamale. NFED trained 40 Radio Programme Officers, ten for each language group. By March 1999, there were 15 at Ho and 13 in Tamale. Ideally, the Radio Programme Producers should have made regular journeys between the radio stations and the districts. This did not happen in the case of Ho for reasons already stated. The Radio Officers' programme schedule revealed that the station carried not more than five hours of functional literacy programmes, including repeats, in a week. With the exception of Producers of *Afeame de?* and *Nyornu Afedzikpolawo*, the rest of the Radio Programme Producers produced on average not more than 30 minutes of programmes in a week.

Tamale had 13 Radio Programme Producers. Similar to the situation at Ho, the Dagbani programme staff spent more time doing the regular radio programmes for GBC than for NFED. The Gonja group, following a disagreement with GBC, decided not to carry out any assignments for GBC and instead tried to fill their slot with their own programmes.

Although the situations differed slightly from radio station to another, and from one language group to another, it is evident that the stations are over-manned and, with the exception of a few, work output of the majority of staff was low. The NFED Deputy Director of Radio indicated that the issue of staff strength at the radio stations and their work output was under review.

It also came to light that the Radio Programme Producers were not working together for programme planning with the other NFED staff at the regional capitals. Ho and Tamale have the Regional and District Offices of NFED and one would expect Radio Programme Officers to consult regularly with the District and Regional Offices for programme planning. There was also the feeling that the NFED District Officers did not consider the radio component as part of their responsibility.

## **9.4 Monitoring of the radio component**

### **9.4.1 Monitoring of class activities**

The radio project was not conceived as an independent activity. Therefore no separate machinery was set up to monitor the radio programme at class level. It was expected that NFED Supervisors, district and regional staff would supervise the use of radio by the various classes. These categories of staff, who invariably visited the classes at different times, were expected to inform the Radio Programme Producers of their observations. Both District Organisers at Savelugu and Ho indicated that they informed the Radio Programme Producers about observations made by listeners as and when such observations came to their notice. From the discussions with both the district staff and Radio Programme Producers, it would seem that monitoring of the radio component was not very systematic. This can be attributed partly to the dependence on GBC to provide supervision.

Radio Programme Producers were expected to visit classes regularly and to report on their activities. However, most of them, especially in the Volta Region, hardly visited classes, including those in and around the regional capitals. The four classes that the research team visited had not seen a Radio Programme Producer for some time. Those Producers who did not visit classes had no way of knowing at first hand how their programmes were being received by the learners. They would have to depend on letters from the classes.

### **9.4.2 Monitoring of radio programme staff**

Monitoring of the radio programme staff was planned to take place at three different levels:

- by GBC
- by the NFED Regional Co-ordinator
- from NFED Headquarters.

The GBC Regional Directors had administrative responsibility for running the radio stations and as such were expected to oversee the operations of the NFED Radio Programme Producers in the first instance. Monitoring of activities at that level was not systematically done because of the antipathy between NFED and GBC over ownership and management of the stations.

For similar reasons, and also because they felt it was GBC's responsibility, NFED Regional Co-ordinators did not monitor effectively the operations of the Radio Programme Producers.

As a result, monitoring the activities of the NFED Radio Programme Producers fell to the Deputy Director, Radio, an assignment he performed to the best of his ability, shuttling between Accra–Ho and Accra–Tamale. But even with the best intentions and efforts on his part, the arrangement was not the best. The distances were too great and the responsibilities too much for a Deputy Director with a very heavy schedule at Headquarters.

The outcome of the unsatisfactory monitoring of the project was that the implementors and managers did not regularly receive relevant information on project activities.

## **10 THE FUTURE**

### **10.1 Synchronisation of programmes**

The Regional Co-ordinators, District Organisers and the Radio Programme Officers appreciate the need for synchronisation

between the face-to-face teaching and the radio component.

Synchronisation, they believe, can be achieved in the following ways.

- Radio Programme Producers provide programme schedules to the District Officers to guide classes in determining their meeting times.
- District Officers inform Radio Programme Officers of lessons being taught.
- District Organisers and Radio Programme Officers meet regularly to plan programmes, especially at the beginning of the cycle and during the natural breaks which occur during farming periods and festive periods.
- The Radio Programme Officers become more actively involved in the field activities. This is necessary as under the present arrangement they are not seen by the Field Officers as part of the programme.

## 10.2 Deployment of Radio Programme Producers in the districts

The general feeling is that there are too many Radio Programme Producers at the radio stations doing too little work for NFED.

It is not known what decision NFED will take regarding the number of staff required to produce functional literacy programmes for radio. In anticipation that there would be greater involvement of radio at the district and class levels of the programme, deploying some of the Radio Programme Producers elsewhere is worth considering.

The evaluation report of the Literacy and Functional Skills Radio Programme (Lafin et al, 1998) indicates that three Radio Programme Producers for each language group would be adequate to carry out the activities currently being performed by at least six people at the radio stations. In that case, the rest of the

Radio Programme Producers should be deployed in the districts to produce programmes and visit the stations from time to time. If this happens, the Radio Programme Producers will be in regular contact with field activities and vice versa.

## 10.3 Radio sets

At the time of the study, only one batch of classes had been supplied with radio sets. For the radio component to be effective, radios should be made available to all classes within the project area.

## 10.4 Need to budget for the stations

The radio programme staff depended on income from the radio stations for travel to cover functional literacy activities. Thus they depended on the good will of the Regional Directors of GBC for financial resources for the performance of their duties. In a situation where a GBC Regional Director is not concerned whether functional literacy programmes are made and broadcast or not, money may not be made available. It is thus necessary for NFED to make budgetary provision for its staff and activities at the radio station.

## 10.5 Institutional arrangements

The project has confirmed NFED's belief that radio can provide effective support for the promotion of functional literacy. The concern at this stage is the type of infrastructure and institutional arrangements that are likely to guarantee better results. The joint ownership arrangement has not worked out to the satisfaction of NFED, and there is the feeling within NFED that next time it should go it alone.

NFED's Deputy Director, Radio has not ruled out the likelihood of the organisation installing radio facilities at selected parts of the country. But the thinking within NFED is that, in order

to cover the country and the 15 language groups, NFED would still have to enter into collaboration with independent radio stations that have been set up since 1996. The concern is that care should be taken with whatever arrangement is entered into so that the organisation's interests are better protected next time round. This is good thinking in the sense that it is not possible or necessary for NFED to own sufficient radio facilities for the NFLP. The Deputy Director, Radio has indicated that so far the overtures from the private radio stations have been positive.

As a first step, NFED should encourage the radio stations to focus on community problems and needs. It is believed that NFED has the capacity to help the private radio stations to gain a deeper understanding of the relationship between a literate community and national development, to the extent that these radio stations will show an interest in functional literacy programmes. Already one radio station, Radio Ada, is doing so.

### **10.6 Sustainability of the radio project**

Sustainability of the radio project is tied to the fate of the NFLP. The government of Ghana has demonstrated support for the programme in many ways, including seeking donor support from bilateral and multinational sources. It is expected that any government that is conscious of the relationship between literacy and national development will continue to extend support to the programme. It is, however,

doubtful if the government can maintain support at the current level in the face of ever increasing demands from other sectors of society. To date, the bulk of resources for the NFLP has come from external donor sources. In 1998, for example, when funding for the LFSP ceased, the Ghanaian government's funding could not fill the gap. Activities at NFED suffered as a consequence.

Thus, while the government will not abandon functional literacy altogether, its future does not look completely certain, given that donor funding will not last forever. Conscious of the situation, NFED is undertaking a major review of the structure and organisation of functional literacy in Ghana.

One idea which is being canvassed is to transfer some aspects of the programme to the District Assemblies. Planning, implementation, monitoring and evaluation are other activities that NFED would like to decentralise to the District Assembly level. If this is done, the District Assemblies will budget for and look for funding for the activities in their districts. The District Assemblies can enter into arrangements with local FM Stations for air time for literacy programmes. Localisation can also deal with the problem of lack of integration of radio and face-to-face teaching. There is a strong belief that more FM radio stations will be established, and that within the next five years there will be local radio stations in many districts.

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