

# THE ORGANIZATIONAL LIFE

## OF THE GHANA NATIONAL ASSOCIATION OF TEACHERS

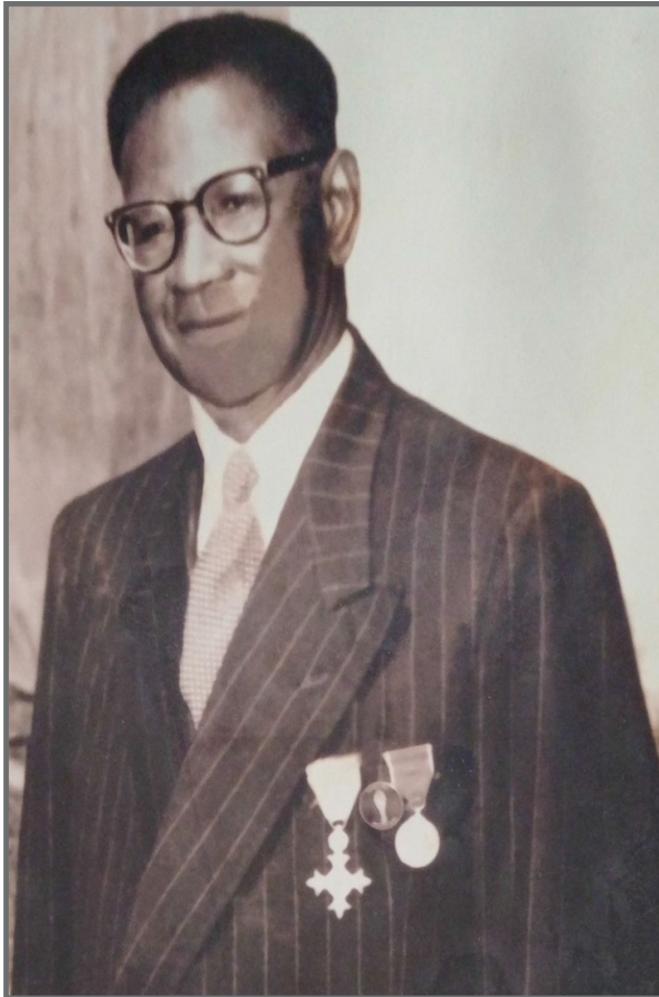


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MARCH, 2021

**THE ORGANIZATIONAL LIFE OF THE GHANA  
NATIONAL ASSOCIATION OF TEACHERS**





**J.T.N. YANKAH**  
**The Father of Teacher Unionism In Ghana**





**MS. PHILIPPA LARSEN**  
**The Current National President**



## TABLE OF CONTENTS

<b>FOREWORD</b>	<b>v</b>
<b>ACKNOWLEDGEMENTS</b>	<b>xvii</b>
<b>INTRODUCTION</b>	<b>xxi</b>
<b>CHAPTER ONE</b>	
THE YEARS OF FORMATION OF TEACHER UNIONS IN THE GOLD COAST BEFORE INDEPENDENCE	1
<b>CHAPTER TWO</b>	
THE INTENSE RIVALRY BETWEEN THE NATIONAL UNION OF TEACHERS AND THE GOLD COAST TEACHERS UNION	7
<b>CHAPTER THREE</b>	
THE GNAT AND ANTECEDENTS TO THE ESTABLISHMENT OF GHANA EDUCATION SERVICE AND ITS AFTERMATH	11
<b>CHAPTER FOUR</b>	
THE YEARS OF CONSOLIDATION	31
<b>CHAPTER FIVE</b>	
GNAT AS AN ORGANIZATION	35
<b>CHAPTER SIX</b>	
POLICIES OF THE GHANA NATIONAL ASSOCIATION OF TEACHERS	41
<b>CHAPTER SEVEN</b>	
AFFIRMATIVE ACTION: WOMEN AND YOUTH PROGRAMMES	53

<b>CHAPTER EIGHT</b>	
STRUCTURE AND FUNCTIONS IN GNAT	61
<b>CHAPTER NINE</b>	
ADMINISTRATIVE PRACTICES IN GNAT	65
<b>CHAPTER TEN</b>	
MANAGEMENT AND ADMINISTRATION OF GNAT FINANCES	75
<b>CHAPTER ELEVEN</b>	
DIVERSIFIED ACTIVITIES OF GNAT	85
<b>CHAPTER TWELVE</b>	
OVERVIEW OF THE LABOUR ACT 2003, (ACT 651)	95
<b>CHAPTER THIRTEEN</b>	
MAKING THE LABOUR ACT 2003, (ACT 651) WORK	99
<b>CHAPTER FOURTEEN</b>	
UNION-MANAGEMENT RELATIONS	107
<b>CHAPTER FIFTEEN</b>	
POLITICAL PROCESS WITHIN TRADE UNIONS	113
<b>CHAPTER SIXTEEN</b>	
SOME DEFINING FEATURES OF MODERN ORGANIZATIONS AND TRADE UNIONS	119
<b>CHAPTER SEVENTEEN</b>	
FORMULATING SUSTAINABLE NATIONAL EDUCATION POLICIES	125

<b>CHAPTER EIGHTEEN</b>	
TRADE UNIONS AND POLITICAL DEVELOPMENT IN AFRICA	135
<b>CHAPTER NINETEEN</b>	
A CALL FOR NEW IDEOLOGY FOR TRADE UNIONS IN AFRICA	143
<b>CHAPTER TWENTY</b>	
THE PUBLIC IMAGE OF GNAT	149
<b>REFERENCES</b>	151



## **FOREWORD**

### **THE ORGANIZATIONAL LIFE OF THE GHANA NATIONAL ASSOCIATION OF TEACHERS**

The nineteen-chapter book, “The Organizational Life of the Ghana National Association of Teachers” is a well-researched scholarly book which chronicles the organizational life of the Ghana National Association of Teachers (GNAT), as a vibrant Teacher Trade Union in Ghana.

GNAT, as a Teacher Trade Union, has since its inception, functioned as a union with strong interest in working to continuously improve upon the Conditions of Service of its members, by getting the best for its members. It has therefore built structures and systems which have enabled it to focus on its goals and established itself as a strong stakeholder in the provision of quality pre-tertiary education in Ghana.

GNAT has, among other things, developed strong working cooperation and working relationship with successive governments, the Ministry of Education and the Ghana Education Service and has carried out its functions as a Teacher Trade Union in a responsible manner.

The Book traces the origins of Teacher Unionism in Ghana to 1931 even though the first teacher Union in Ghana was formed in 1925. The Book states that even though formal education was introduced in the then Gold Coast through private initiatives, by 1887, the Government had gotten involved in the provision and management of education through policy initiatives like the Education Ordinance of 1852, the Education Ordinance of 1882 and the Education Ordinance of 1887. Through these policy initiatives, the Government offered assistance to churches which were involved in the provision of education and also established its own schools and regulated the conduct of formal education in the Gold Coast. The Government in the 1870s established the Department of Education as a government agency responsible for advising the Government on education policy formulation and undertaking inspection of schools, to ensure quality pre-tertiary education in the Gold Coast.

In an attempt at improving quality of teaching and learning in the Schools, the then Director of Education, Mr. D. J. Oman organised teachers in government schools into a Union in 1925. In 1948, the union membership was expanded to include teachers in the Local Government Schools and the Union became known as the Gold Coast Teachers Union and later changed its name to National Union of Teachers with its first President as Mr. Victor Christian Aggrey-Fynn.

In response to the Government's decision to cut down the salaries of teachers by 29% in the 1930s as a result of economic recession, teachers in Assisted Schools also formed the Assisted School Teachers Association which was later renamed Gold Coast Teachers Union, to resist Government's decision on the pay cut and also to seek for improved conditions for teachers in the mission schools. The Gold Coast Teachers Union then became the First Teacher Union voluntarily formed by teachers themselves in the Gold Coast.

As evident in the Book, it is for this reason that the origins of Teacher Trade Unionism in the Gold Coast is traced to 1931 and not 1925, as the National Union of Teachers formed in 1925 was at the instance and behest of the then Director of Education, a practice which was deemed as an unfair labour practice.

The Book also describes the intense rivalry between the then two existing Teacher Trade Unions: National Union of Teachers and the Gold Coast Teachers Union. The rivalry which was underscored by the ideological differences between the two unions existed until the passage of the Industrial Relations Act in 1958 by the Convention People's Party (CPP) Government. With the passage of the Act, the Government forcefully placed the two Teacher Unions under the Ghana Trades Union Congress (GTUC) and named them as the Union of Teachers and Educational Institutional Workers (UTEIW). The UTEIW which consisted of teachers, cultural service workers and non-teaching personnel changed its name to Teachers and Education Workers' Union and in 1962, pre-tertiary education teachers broke away from the union to form the Ghana National Association of Teachers (GNAT) with the following as its first principal officers:

- Mr. H. O. Donkor                      National Chairman
- Mr. A. B. K. Kumah                 National Vice Chairman
- Mr. E. B. Caulley                     General Secretary



Even though the Government accepted the recommendations and set up the Council for Higher Education to oversee the running and management of tertiary education in Ghana within a reasonable time frame, the Council for Pre-tertiary Education was never set up.

Realising that both the Mills-Odoi Commission and the Kwapong Committee had made recommendations for the setting up of Education Councils for Pre-tertiary and Higher education but the Government had failed to set up the Council for the Pre-tertiary Education even though it had set up the Council for Higher Education, (GNAT) set itself up for the setting up of the Teaching Service, with a Council.

By dint of hard work, lobbying and negotiations, GNAT and other stakeholders succeeded in getting the National Redemption Council (NRC) to establish the Ghana Teaching Council in 1974, under the National Redemption Council Degree (NRCD 247). The name was later changed to Ghana Education Service with its Governing Council, whose membership included a representative of GNAT, under the Supreme Military Council Decree 63 (SMCD 63).

The Ghana Education Service was established because, among other things, education was of utmost importance and therefore there was the need to provide opportunity for a broad section of the population, to shape its policies and therefore its management and delivery were deemed not appropriate to be left in the hands of only the politicians and the public officials.

It was therefore necessary to have a body that would advise the Government on educational policies in Ghana. To play its role effectively, employees of this body were to be insulated from undue political interferences and be provided with career progression, based on merit.

The establishment of the Ghana Education Service and its Council provided an opportunity for the establishment of a clear career path for the classroom teacher, who, hitherto, could only rise to a Headmaster of a Secondary School, or a Principal of a Teacher Training College, or a Technical Institution.

The Book states that, now in Ghana, through the efforts of GNAT and other stakeholders, a teacher without a first degree can rise up to Deputy Director, while a teacher with a first degree can rise through the ranks to Director 1, before retiring from the Service.

The establishment of the Ghana Education Service has also led to the streamlining of promotion procedures for teachers and the obligatory professional development in the form of in-service education and training, as well as study leave for serving teachers; a new conditions of service and a code of conduct for teachers.

The Ghana Education Service Council was dissolved in 1982 by the PNDC Law 42 and its functions placed under the Minister for Education. Despite the persistent demands and agitations by GNAT and other stakeholders for the restoration of the GES Council, the restoration was only effected after the 1992 Constitution was promulgated.

The Book indicates that one of the areas of Ghana's education system that has been of great concern to GNAT as a teacher trade union, has been the education system itself. Ghana's education system has gone through a number of reforms, running through the Education Ordinance of 1852, which aimed at ensuring better education for children in and around the Forts and the Castles, the 1951 Accelerated Development Plan for Education, which aimed at expanding primary, middle, secondary and teacher training colleges; the Dzobo Committee which led to the introduction of the New Structure and Content of Education in Ghana; the Evans-Anfom Education Commission of 1982 to the Anamuah-Mensah Education Commission of 2002.

The Book re-emphasises the point that at the initial stages of education in Ghana, the emphasis was on the 3 Rs: Reading, Writing and Arithmetic. The Accelerated Development Plan and the 1961 Education Act led to a great expansion in educational facilities, without much change in the content of education. The expansion also brought in its wake the employment of a large number of pupil teachers. The cumulative effect of these was that soon after independence, it became clear that the Ghanaian education system at the time, was unsuitable for nation building. Attempts were therefore

made by successive governments to change the structure and content of the Ghanaian education system.

For example, the Dzobo Education Reform Committee proposed a new structure and content of education based on the philosophy that an educational system of a country must aim at serving the needs of the individuals, the society in which they live and the country as a whole. Thus, education should aim at instilling in the individuals an appreciation of the need for change, directed towards the development of human and material resources of the country. Thus, education must generate in the beneficiaries, the awareness of the ability of man to use the power derived from science and technology to transform his environment and improve the quality of life. Education should therefore include practical programmes at all levels, which should lead to acquisition of skills.

With the coming into force of the 1992 Constitution, the Government introduced the Free, Compulsory, Universal Basic Education (FCUBE) in 1995-1996 as a way of improving the quality of education; diversifying the content of education and improving the management of education in Ghana.

In the quest to improve the management of education, the FCUBE programme established bodies such as the District Education Oversight Committee, School Management Committee and School Performance Appraisal Management. In all these, GNAT took key interest in educating teachers on the various reforms. However, due to the fact that the greater majority of GNAT's membership were non-graduate teachers, in spite of the cogency of GNAT's views, a section of graduate teachers within the Association, held the view that GNAT was against the advancement of graduate teachers. This led to the breakaway of some graduate teachers to form the National Association of Graduate Teachers (NAGRAT) in 1995.

From the Book's perspective, over the years, GNAT has played a key role in the development and delivery of quality pre-tertiary education in Ghana. This, among other things, has gained the Association a representation on some major institutions, including the West African Examinations Council, the National Media Commission, the Ghana

Education Service Council and the Social Security and National Insurance Trust (SSNIT).

In addition, GNAT has gained affiliation to two major International Teacher Organisations: The World Confederation of Organisations of the Teaching Profession (WCOTP) and the International Federation of Free Teacher Unions (IFFTU). GNAT has also established bilateral and working relationships with a number of international teacher unions such as the Canadian Teachers Federation (CTF), the Danish Teachers Union (DFL), the Swedish Teachers Association and a number of African Teacher Unions.

At the local level, GNAT has established a number of Teacher Credit Unions throughout the country, a printing press, and a state-of-the-art teachers' resource centre. In addition, through the Annual Project Overseas, GNAT supports its members to acquire skills in teaching and educational leadership and management by organizing workshops and seminars for its members.

GNAT also supports its representatives at the second cycle institutions with mobilization, organization and leadership skills in order to make them responsive and attractive members of GNAT.

The Book discusses how GNAT as an organization of teachers, has succeeded in creating an organizational structure which is categorized into political and administrative classes, with well-defined roles and responsibilities. While the political class consists of elected non-full time position holders who are vested with political decision-making authority, and operate at the Local, District, Regional and National levels, the administrative class consists of full-time appointive position holders with terms and conditions of service determined by the political class, in accordance with the GNAT's Constitution and the Labour Act, 2003 (Act 651). However, unlike other organizations, GNAT as an organization does not practise separation of powers, where there is a complete separation of functions with each function being performed by different persons. GNAT's structure rather copies that of the legislature in Great Britain and Ghana where in all their dealings, the political class endeavour to subordinate their personal interests to that of the group interest.

The elected members of GNAT hold offices on behalf of those who elected them and therefore work in their interest. The administrative class, on the other hand, also have it at the back of their minds, that they are at the service of the Association. This ensures that GNAT continues to exist, grow and promote the interests of its members.

The Book emphasises that in terms of administrative practices, GNAT is guided and influenced by the Traditional theory, the Human Relations theory, and the Systems theory. By this, the political leadership of GNAT determines the broad policies and objectives of the Association and allocates resources for the execution of the policies and decisions by the management and administrative class, while the administrative and management class responds flexibly and obediently to the demands of the political class.

As a teacher trade union, GNAT has many activities to contend with. These include the main trade union activities, social and welfare activities, and collaborations with both local and external organizations and institutions.

From the point of view of the Book, GNAT operates a transparent financial system in order to gain the commitment of its members to be involved in its activities and to support the funding of these activities. To be able to fund its activities effectively, Article 35(1) of the GNAT's Constitution has spelt out the various sources of the Association's funds which include:

- i) Annual Subscription or membership dues;
- ii) Special Levies imposed at various levels of the Association;
- iii) Proceeds from investments;
- iv) Grants or donations from sister unions and organizations; and
- v) Grants from the public funds of Ghana.

To remain relevant in order to achieve its core mandate, GNAT has been involved in a lot of activities which have enhanced the position and status of its members.

GNAT has over the years constructed national and regional office spaces in all the traditional regional capitals of Ghana. GNAT also has ten regional offices and hostels which serve as accommodation for teachers who visit the regional capitals to transact businesses.

In addition, GNAT has established the Teachers Village at Abankro near Ejisu in the Ashanti Region for its national activities, such as National Delegates Conferences, National Council Meetings, Workshops and Seminars. The Village also has a Centre for Research and Further Education and Training for Teachers.

The Book is of the view that to contribute to the financial independence of its members, GNAT in 1998 established the Teachers Fund as a separate legal entity with its own Board of Trustees. The Fund has become very viable and has built a 1,000 bed Hostel on the University of Ghana campus and has also built an office complex (the GNAT Heights) in Accra.

GNAT has also supported the professional and academic development of its members. For example, GNAT provides assistance for teachers who are into book production. In addition, GNAT has in the past organised General Certificate of Education (GCE) classes for teachers who wanted to write the examinations in order to further their education at the tertiary education institutions. It has also supported the Teacher Education Division of the Ghana Education Service to implement in-service teacher education for untrained teachers to acquire Cert 'A' professional certificate. GNAT has also been very instrumental in the upgrading of Cert 'B' Teachers to Cert 'A', upgrade of the Cert 'A' Teachers to Diploma, and Degree holding teachers.

GNAT has collaborated with the GES and the University of Cape Coast in the running of Post-Graduate Certificate (PGCE) and later Post-Graduate Diploma (PGDE) programmes through the Sandwich and Distance Education modules, for serving teachers who could not leave their classrooms to upgrade themselves and to gain further professional competence in the performance of their responsibilities.

Another significant activity of GNAT is the purchase and running of the Sweden Ghana Medical Centre. This is the state-of-the-art comprehensive private cancer treatment centre, with the mission of reducing the burden of cancer in Ghana in particular, and the West African sub-region as a whole. The Centre provides members of GNAT and their dependants free and immediate access to cancer treatment and better chance to fight and cure it.

GNAT has relentlessly worked as a teacher union to ensure not only the welfare of teachers, but the Ghanaian public servants. After coming out of the Trade Union Congress (TUC) in 1962, GNAT sought and gained alliance with other Worker Unions outside the TUC. GNAT, together with the Civil Servants Association of Ghana, the Ghana Registered Nurses Association and the Judicial Service Staff Association of Ghana, GNAT, formed the Consultative Forum of Labour referred to as the Forum, in the late 1980s, to organise workers who work for the state. The Forum succeeded in getting the then Provisional National Defence Council (PNDC) government to promulgate the PNDC Law 309, which provided the mechanism for the non-unionised workers to negotiate with the Government for wages and conditions of service for their members.

After the promulgation of the Labour Act, 2003 (Act 651), the PNDC Law 309 was repealed and GNAT became a registered Trade Union. Currently, GNAT is the most representative union in the Ghana Education Service which holds Collective Bargaining Certificate on behalf of all teachers in the Ghana Education Service.

The Book “The Organizational Life of the Ghana National Association of Teachers”, besides highlighting the role of and activities of GNAT, has discussed in detail, the overview of the Labour Act, 2003 (Act 651), the roles that the Government of Ghana, Organized Labour and the Civil Society Organizations must play in ensuring that the Labour Act, 2003 (Act 651) works, Union-Management relationships, as well as the factors which affect the performance of Trade Unions.

The Book has successfully integrated the issues of political processes within trade unions, placing emphasis on the need for bureaucracy in Trade Unions, monopolization of political skills, social status of Union Leaders, membership participation, among others.

As a key player in the management and delivery of quality pre-tertiary education in Ghana, the Book discusses GNAT's viewpoint on the formulation of sustainable national education policies. The Book has taken pains to discuss the concept of public policy, education policies in Ghana between 1529 and 1951, the Colonial

Education policies from 1850 to 1951, as well as education policies since 1951. In addition, the Book discusses the Ministry of Education's Strategic Plan (2010 – 2020) and the purpose of education in Ghana and makes a case, that for the attainment of sustainable national education policy, Ghana must aim at reaching consensus on the direction of issues such as the curricula for each level of the educational system, specific objectives of each level of the educational system, residential and non-residential school system, remuneration and status of teachers, private participation, technical and vocational education training, among others.

As a reformist teacher trade union which wants to remain relevant to its members and the society in general, GNAT through the Book "The Organizational Life of the Ghana National Association of Teachers" calls for a new ideology for trade unions in Africa. The call is based on the fact that over the years, trade unions in Africa have adopted the ideologies and strategies of trade unions in Europe and the Americas whose ideologies and strategies are fashioned, based on the structure of their economies. The main weapons of these trade unions have been, Collective Bargaining and strikes.

The Book is of the view that based on the structures of the African economies, as handed over by the colonial masters, which have virtually remained the same, these tools of engagement have not yielded much benefits to the African Trade Unions and their members. GNAT, through the Book, therefore calls for a re-think of the mission, vision, ideology and strategies adopted by the African trade unions and consider adopting new ones which will help African trade unions to speak not only for their members, but also the larger, emaciated informal sectors, both of who provide the bulk of the products and services which support the members of the African trade unions.

The Book proposes that African Trade Unions must lead a crusade for the transformation of the African political and economic systems, as well as the institutions which have become obstacles to the African forward march. African Trade Unions must begin to mobilize their members to engage in income generation ventures on co-operative basis and begin to persuade their governments to develop the informal sectors of their economies, To this end, African Trade

Unions must begin standing up, fight against social injustice, corruption in public life at the workplaces and educate their members to adopt positive attitudes to work and hold public office holders accountable for their stewardship.

For all intents and purposes, this Book, which concludes with the public image that GNAT has over the years created for itself since its inception, is a MUST READ Book by all members of GNAT, all Trade Union practitioners, as well as all up and coming teacher trade unionists who want to make a difference.

**Rev. Prof. Emmanuel Adow Obeng.**  
**President**  
**Presbyterian University College**  
**Abetifi**  
**Eastern Region**

## ACKNOWLEDGEMENTS

On assuming office as General Secretary, Mr. Thomas Tanko Musah persistently urged me to chronicle the established conventions in the Ghana National Association of Teachers (GNAT), as a source of reference to guide Leadership in its administration, and material for academic research and education.

Though initially hesitant, I took up the challenge, having been General Secretary of the Association myself for two decades, and seen its growth over the years. Upon the suggestion of the General Secretary, I brought on board Mr. Sampson W. Yenu, retired staff, Headquarters, to assist me, in undertaking the task, dispassionately and candidly; the result is this book, *The Organizational Life of the Ghana National Association of Teachers*.

I owe much gratitude to Mr. Musah for his confidence in me, and inspiring me to undertake the assignment, and the National Officers, for making the financial resources required available, to execute the assignment.

Mr. Sampson W. Yenu by his immense technical knowledge and skills in the book industry rendered considerable assistance to me. I salute him for making my task much easier.

I wish to recognize and appreciate my colleague Mr. John Nyoagbe, for his suggestions and advice, which considerably improved this work and his write-up titled *Some defining features of Modern Organizations and Trade Unions*, which gives some insight into the kind of trade union GNAT has been, all these years.

I have included write-ups of Mr. M.V.V.K. Demanya, Mis Helena Awurusa and Dr. Kofi Bako of the University of Ghana I found relevant and necessary for my purpose and wish to thank them. Mr. Kwame Dagbandow, Deputy General Secretary of Education and Professional Development read the manuscript and made useful suggestions, Mr. Kwadwo Awotwe-Nkansah also made some suggestions and I am most grateful to them.

I also acknowledge Mr. E.K. Ansah, retired Administrative Officer, GNAT Headquarters, for assisting me with files and documents from the GNAT archives, for more information.

My thanks also go to Ms. Elizabeth Opare of the GNAT Print Shop, for typing all the chapters in both the draft and final forms, and all who assisted me in diverse ways, to make this project a reality.

I hope this book, *The Organizational Life of the Ghana National Association of Teachers* would meet the expectation of, first, the General Secretary, and second, all who would come by it, as material for research. It is mysincere hope again, that it would serve other desirable purposes for GNAT as an Organization.

**PAULOSEI-MENSAH**  
**ACCRA**





**THOMAS TANKO MUSAH**  
**General Secretary**



## INTRODUCTION

The Ghana National Association of Teachers (GNAT) is a modern organization which began as a protest movement against a specific matter, with a rather long-term vision of continuous improvement in the conditions of service of its members at the workplace, by having “a hand on the knife which cuts the bread, rather than accepting the crumbs which fall from the master's table”.

It will be evident through the succeeding pages of this book that over the years, the GNAT continuously develops a succession of goals which makes it relevant in contemporary times. Also with time, it has built some organizational cultures which serve as guidelines for its actions and operations. One of these organizational cultures may be described as “Role Culture” which is more concerned with the rules, regulations and methods which govern its actions and conduct. The other culture may also be referred to as “Task Culture” and is concerned with the delivery of its mission or mandate i.e. the provision of services for its members and articulation of views on national and global issues. It has developed a convention of co-operating with Governments, the Ministry of Education (MoE) and the Ghana Education Service (GES), as well as conventions of carrying out its functions always in a responsible manner.

The organizational structures and systems serve as the vehicles for co-ordinating GNAT's actions and activities.

The structures are:

- a) The Authorities who fit the GNAT to its environment and shape its future, by providing it strategic and tactical policies i.e. doing the right things always. These are the decision making bodies at all levels of the Association, which come into office through election.
  
- b) The body which is concerned with its daily operations, its health, as well as providing the facts and figures for decision-making and dissemination of information to members and always doing things in the right manner. This is the administrative class who come into office through appointment.

The organizational cultures and structures provide the mirror for evaluating the performance of the GNAT; of course, taking also into consideration such factors as the State, the economy, the market and globalization, all of which affect the GNAT as a human institution. The structures are guided by the beliefs, values, norms and conventions of doing things.

*The Organizational Life* simply looks at the objectives for which the Association was set up to achieve, and the structures and systems it has put in place to achieve them, by providing some benefits for its members for sacrificing some of their personal rights which make the continued existence of the Association possible.

We believe that from this work, it would be evident to the Reader, that the Association has succeeded in undertaking activities which have enabled it to achieve substantially, the objectives for which it was set up.

## CHAPTER ONE

### THE YEARS OF FORMATION OF TEACHER UNIONS IN THE GOLD COAST BEFORE INDEPENDENCE

Formal education in the Gold Coast was introduced through private initiative along the coast of the Gold Coast by the Portuguese around 1529, during the reign of King John III of Portugal, followed in rapid succession by other European nations such as Denmark, England and the Netherlands. Later, it was popularized by the Churches. The Government began to take interest in it by first establishing a partnership with the Churches, by offering them financial assistance in the form of grants-in-aid.

In addition to offering the Churches the financial assistance, Government started establishing its own schools and finally began regulating the conduct of formal education, through these initial policy initiatives:

- a) The Education Ordinance of 1852, which was to provide better education for the children in and around Her Majesty's forts and castles along the coast.
- b) The Education Ordinance of 1882 which established the partnership between the Government and the Churches, through which financial assistance in the form of grants-in-aid was paid to the Churches, and finally.
- c) The Education Ordinance of 1887, which strengthened and improved upon the Education Ordinance of 1882, in terms of teacher qualification, the curriculum and the universality of pupil enrolment.

These initial policy initiatives led to the establishment of the Department of Education around the 1870s. The Department of Education was responsible for advising education policy formulation and undertaking inspection of schools, among others.

Around 1925 the then Director of Education Mr. D.J. Oman in the attempt to ensure improvement in teaching and learning decided to organize teachers into a Union.

The main purpose of organizing the teachers into the Union was the improvement in the work of teachers. Membership of the Union was open to teachers in the Government's own schools and in 1948, included teachers in the Local Government Schools.

This Union was known and called The Gold Coast Teachers Association and after 1948 when the local government school teachers became members, changed its name to the National Union of Teachers. Its first president was Mr. Victor Christian Aggrey-Fynn – a retired Government school teacher and strong-willed, fiery orator who was genuinely committed to the cause of teachers, but exceptionally uncompromising in his stance.

Around the 1930s, the country began to experience economic recession and as part of the effort by Government to arrest or deal with it, Government decided to cut the salaries of teachers by 29%, and this was opposed vehemently by the teachers.

This protest culminated in the formation of a Teachers Association known as the Assisted School Teachers Association, and later became the Gold Coast Teachers Union. It was led by Mr. James Topp Nelson Yankah, sober-minded, moderate in disposition Headteacher of the Anglican Bishop Boys School, Accra. Membership was made up of teachers in the Mission Schools.

In addition to protesting the cut in teachers' salaries, the other major aim of the Gold Coast Teachers Union was to seek improvement in the conditions of service of the Mission School teachers. For instance, whereas teachers in the Government Schools were entitled to pension and gratuity on retirement, the Mission School teachers were not.

Though the first Union i.e. the National Union of Teachers was established in 1925 and the Gold Coast Teachers Union in 1931, in tracing the origins of Teacher Trade Unionism in Ghana, it is dated from 1931 and not 1925, because the Union of 1925 was formed at the instance and behest of the Director of Education as stated earlier on, and this is against labour practice, an act which in labour parlance

is known as *unfair labour practice*, since Unions should be formed by workers themselves and not by the employer, as was in the case of 1925.

This time-tested industrial relations principle has been given currency in Section 128 of the Labour Act, 2003, (Act 651).

The Union of 1931 was formed by classroom teachers out of their own volition. This is why the origins of Teacher Unionism in this country is traced to 1931 and not 1925.



# LEADERSHIP OF THE ASSOCIATION: National Presidents 1931 - 2016



# General Secretaries 1931 - 2019





## CHAPTER TWO

### THE INTENSE RIVALRY BETWEEN THE NATIONAL UNION OF TEACHERS AND THE GOLD COAST TEACHERS UNION

Since the formation of the two teacher unions – the National Union of Teachers (NUT, 1925) and the Gold Coast Teachers Union (GCTU, 1931), the two never saw eye-to-eye with each other, and this developed into an intense rivalry between them, with the passage of time.

The rivalry was underscored by the 'ideological' differences between them:

- a) Whereas the NUT was intensely pre-occupied with bread and butter issues, the GCTU, though interested in the conditions of service of its members, was more pre-occupied with the quality of service its members rendered to its clients.
- b) Whereas the NUT was a registered trade union, the GCTU considered it improper for a Teachers Union to register as a trade union
- c) While the NUT comprised teachers in the Government Schools and the Local Authority Schools, the GCTU was made up of teachers in the Mission Schools
- d) Each of them (the NUT and GCTU) claimed leadership of the entire teachers in the country

The differences continued to the extent that all attempts to bring them together proved futile.

With the adoption of the Accelerated Development Plan for Education in 1951, during the period of Internal Self-government, Government was eager to ensure that teachers bore the sacrifices needed for its smooth implementation. Government was thus anxious to get the two Unions to merge.

Several attempts were made towards this merger but proved futile, until 1958 when the Industrial Relations Act was passed. Government compelled the two Unions to come under the Ghana Trades Union Congress (GTUC) with the name Union of Teachers and Educational Institution Workers (UTEIW). The principal officers of the UTEIW were:

- Mr E. N. Anipare - President
- Mr N. O. Blessyn - Vice President
- Mr E. B. Caulley - General Secretary.

The GTUC adopted the organizational structure of the Histadrut of Israel, which classified national unions under occupational and trade groupings. The UTEIW consisted of teachers, cultural service workers and non-teaching personnel. This Union had to change its name to Teachers and Educational Workers' Union (TEWU) before what became later known as GNAT was formed, after the teachers exited the GTUC in 1962, leaving their Collective Bargaining Certificate behind in the Hall of Trade Unions

The principal officers of the GNAT were:

- Mr. H.O. Donkor - National Chairman
- Mr. A.B.K. Kumah - National Vice Chairman
- Mr. E.B. Caulley - General Secretary
- Mr. J.F. Kotei - Treasurer
- Mr. J.D. Derkyi - 1<sup>st</sup> Trustee
- Mr. J.A. Tagoe - 2<sup>nd</sup> Trustee

To beef up the financial position of the Association, Government directed that its dues be collected by check-off from all members.

A good number of teachers since the days of the Gold Coast Teachers Union (GCTU), wanted to see their Association become as independent as possible. As an integral part of the GTUC, there were fears that this independence would be compromised. To begin with, the Industrial Relations Act, 1958 excluded workers who were earning £680 per annum and above at the time of membership and this prevented a number of teachers in secondary schools and teacher training colleges on technical grounds, from belonging to the new teachers Union, born out of the merger of the two rival unions cited earlier, ie -the GCTU and NUT.

At the time the Teachers Union became part of the GTUC, the TUC was an integral part of the ruling Convention People's Party (CPP) and its Secretary General was appointed Ambassador Extraordinary and Plenipotentiary. Since not all Ghanaians belonged to the CPP, naturally, a section of those teachers conscripted into the GTUC felt some discomfort.

There were others too who doubted the capacity of their Union negotiating with the full force of a trade union when their Association was literally part of the Government, an institution they could hardly win a fight against.

Finally there were also those teachers who, on grounds of status and social class, believed they could not combine with blue-collar workers of various kinds, under the umbrella of the GTUC.

In anticipation of a possible agitation by the teachers in the GTUC, President Nkrumah himself being a trained teacher, by Government fiat, allowed the teachers to leave the TEWU and form their own association--the Ghana National Association of Teachers (GNAT). The GNAT was formally inaugurated by the Minister for Education on 14th July, 1962.

Shortly after the Accelerated Development Plan for Education, Government appointed the J.B. Erzuah Committee to review the salaries and conditions of service of the non-Government school teachers. The Committee made important recommendations, among them:

- a) Grant of pension and gratuity to the non-Government school teachers
- b) A Unified Teaching Service
- c) Teachers should have higher pay than workers with similar qualifications in other fields of employment
- d) Central Government should cease employing teachers directly
- e) Establishment of a Teaching Service

Some of these recommendations were fulfilled in 1956. In effect, the formation of the Gold Coast Teachers Union under the leadership of J.T.N Yankah and his colleagues yielded some benefits to teachers. From 1962 until 1995, there was only one Teacher Union – the Ghana National Association of Teachers.



## CHAPTER THREE

### THE GNAT AND ANTECEDENTS TO THE ESTABLISHMENT OF GHANA EDUCATION SERVICE AND ITS AFTERMATH

From 1962 until 1975, the Ghana National Association of Teachers (GNAT) operated under an Organizational Structure, in the form of a federation, comprising

- a) The Elementary School Teachers Association
- b) The Secondary School Teachers Association
- c) The Training College Teachers Association, and
- d) The Technical School Teachers Association

The federal structure of the Association was dissolved in 1975 and replaced with the constituent bodies which had representations at the National Level. In the process, the Regional, District and Local levels were strengthened

It may be recalled that following the 1966 coup which removed Dr. Kwame Nkrumah and his Convention People's Party from office, a number of Committees and Commissions were set up by the Government of the day. Prominent among them were

- a) **The Commission on the Structure and Remuneration in the Public Services in Ghana**, chaired by Justice G.C. Mills-Odoi

The Public Services of Ghana consist of the staff of the central Government, the Regional and District Authorities and the Teaching Service.

The aspects of the Commission's Report which were of interest to the teaching profession were the following:

- i) It proposed the setting up of the Teaching Service, to be part of the Public Services.
- ii) It proposed that primary and middle schools should be managed by the District Authority it had recommended to be set up. The salaries of the teachers were to be transferred to the District Authority by the Government.

- iii) It recommended the discontinuance of the civil service and teachers' non-contributory pension (Cap 30) and all employees to contribute to the Social Security and National Insurance Trust, established in 1965, for non-pensionable employees.
- iv) It proposed a unified public service with a universal salary structure, subject to periodic adjustments at the discretion of management of each agency, to make changes to meet the needs of each agency.
- v) It noted that the teaching profession lacked advancement, thus recommended that there should be correspondence courses for teachers, to improve their qualifications and skills.
- vi) It also noted that there was a high rate of attrition from the teaching profession; to check it, the Commission proposed salary grades for teachers which would attract and retain suitable persons in the profession.

Even though some of the above proposals and recommendations were not implemented, it is evident that the Commission demonstrated a clear understanding of the problems confronting the teaching profession then and determined to provide solutions to them. However, it was in 1974 that the Ghana Education Service was established.

The Civil Service and Teachers' pensions were abolished in 1972 and new entrants into the public services compulsorily came under the SSNIT.

It was only in 2008, that a statute was enacted to make the District Assemblies to manage basic education, even though the Act has not been operationalized, as of now. However, the Commission's Report on education was remarkably progressive.

**b) The Education Review Committee**

In the early 1960s, it was realized that education in Ghana left much to be desired and therefore urgently demanded reform. There was a noticeable fall in educational standards.

The term educational standards refers to a number of different things. They include levels of academic achievements, quality of teaching and learning, efficiency of supervision, adequacy of staffing, accommodation and equipment, norms of discipline and behaviour in educational institutions. It is about the quality and content of academic achievement that public disquiet seems to be greatest.

It was against this background that a high-powered Education Review Committee of 31 persons chaired by Professor. A.A. Kwapong, the Vice Chancellor of the University of Ghana was set up in 1966 by the National Liberation Council (NLC), the Government which replaced the CPP regime under Dr. Kwame Nkrumah, which was removed in February, 1966.

The Committee made 499 proposals or recommendations, some of which covered the future of the Academy of Sciences and Learning; the limitations of the functions of the then three public Universities-the University of Ghana, The Kwame Nkrumah University of Science and Technology and the University of Cape Coast, the setting up of National Councils for Higher Education and Pre-University education, the structure of pre-University education in Ghana and the conditions of service in the pre-University Education Sector.

The Committee recommended that there should be Councils for Higher Education and Pre-University Education. The government accepted the recommendation. The Council for Higher Education was set up within a reasonable time frame, but that of pre-university was not.

It would be recalled that in the 1950s, the Erzuah Committee made a similar recommendation, but was also never done.

On the structure of pre-university education, the Committee endorsed the existing structure of ten (10) years primary and middle schools, with the last two years consisting of practical education and training (the Continuation Schools).

As a long – term structure, it was proposed that there should be 6-year primary education, followed up with 4-year secondary education and two-year sixth form and 3-year university education. The long term structure of education was accepted by the Government, but never implemented. The ten-year basic education continued to exist till 1987.

It is significant to note that both the Mills-Odoi Commission and the Kwapong Committee made recommendations for the setting up of Education Councils for Pre-tertiary and Higher Education.

Following the Report of the Structure and Remuneration in the Public Services, GNAT set itself the task of getting first, the establishment of a Teaching Service, with a Council.

### **THE ESTABLISHMENT OF THE GHANA TEACHING SERVICE (1974)**

As pointed out earlier on, the Erzuah Education Committee (1951) recommended the setting up of a Teaching Council for Pre-University Education; also, both the Commission on the Structure and Remuneration in the Public Services and the Education Review Committee set up soon after the 1966 coup d'etat recommended the setting up of the Teaching Service for pre-University Education.

All these recommendations on the establishment of the Teaching Service for pre-tertiary education sector were never implemented.

In 1974 however, under the National Redemption Council (NRC), the Ghana Teaching Service was established, under NRCD 247

### **SUMMARY OF NRCD 247: Establishment of the Ghana Teaching Service**

There shall be established the Ghana Teaching Service... which shall form part of the Public Services of Ghana.

#### **Membership of the Service**

- a) All teachers and non-teaching supporting personnel in pre-University educational institutions in the public system.
- b) All professional staff in the Civil Service in the Ministry of Education at the commencement of (the) Decree.
- c) All persons in the administrative, executive, accounting, secretarial and clerical classes in the Ministry of Education at the commencement of (the) Decree.
- d) All Managers of Schools and their supporting staff at the commencement of (the) Decree.
- e) All other supporting staff of the Ministry of Education at the commencement of (the) Decree.

#### **FUNCTIONS OF THE SERVICE**

##### **To:**

- a) Manage, supervise and inspect pre-University educational institutions.
- b) Register, supervise and inspect private schools
- c) Provide initial teacher education, general education, special education (such as education of the handicapped), technical and business education
- d) Arrange to register teachers
- e) Encourage the development and publication of textbooks
- f) Maintain professional standards and conduct of its members
- g) Promote the efficiency and the full development of talents among its members

- h) Maintain a code of ethics and good conduct among its members
- i) Draw up educational policies and programmes
- j) Carry on such activities as are conducive or incidental to the attainment of its objectives under (the) Decree.

Subsequently, NRC D 247 was amended by NRC D 252, NRC D 357, SMCD 63 which, inter alia, changed the name **Ghana Teaching Service to the Ghana Education Service**, with a Governing Council, whose membership included a representative of the GNAT.

The Ghana Education Service was to be part of the Public Services. The convention established over the years was that, the top echelon of its employees was to be appointed by the Public Services Commission on behalf of the Government and those below the top echelon to be appointed by the Ghana Education Service Council. Also, all employees on the ranks of Director II and Director I were to be teachers from the classroom.

Among the reasons for the establishment of the Education Service were that,

Education was of utmost importance to every country and therefore there was the need to provide opportunity for a broad section of the people to shape its policies and should therefore not be allowed in the hands of only the politicians and public officers. Towards this end, it was considered necessary to have a body that would advise the Government on educational policy. It was also considered proper that the Government must not appoint employees in the state institutions directly. These employees must be employed by established State institutions, so, among other things, they must be insulated from undue political interference and provided career progression based on merit and needed incentives, for meritorious services.

From 1951, the GNAT persistently advocated and lobbied for the setting up of the Education Service. Until the setting up of the Education Service and the Ghana Education Service Council, the highest career post a classroom teacher could reach before retirement was either a Headmaster/Headmistress of a secondary school, Principal of a training college or technical institution. Since the establishment of the Service, the highest career terminal point for teachers who have a first degree, has been Director I, while teachers without a first degree, is Deputy Director.

Before this new career structure, the highest career point for graduate teachers was **Headmaster**; the new structure created the highest structure of **Director** for them. The highest career point of **Principal Teacher** for non-graduate Teachers moved to **Assistant Director**.

With the structure again, promotion procedures were streamlined, and the Service was obliged to provide professional development in the form of in-service education and training and provision of study leave for teachers. A new conditions of service and code of conduct were approved for teachers.

In 1982, under Provisional National Defence Council Law 42 (PNDCL 42), the Education Service Council was dissolved, and its functions placed under the Minister of Education, and an Education Commission set up under the Chairmanship of Dr. Emmanuel Evans-Anfom, former Vice Chancellor, Kwame Nkrumah University of Science and Technology (KNUST), to review pre-tertiary education in Ghana.

When the Provisional National Defence Council (PNDC) dissolved the Education Service Council in 1982 per Section 33 of the PNDCL 42 and transferred its functions to the Minister of Education,

the GNAT viewed it as a backward measure and therefore mounted persistent demands and agitations for its restoration; the demands and agitations did not yield any positive results, until the promulgation of the 1992 Constitution of the Republic of Ghana which provided in Article 190 (3),

- (a) the Governing Council for the Public Service to which it relates;
- (b) the functions of that Service; and the membership of that Service.

When the Council was reconstituted under the Education Service Act, 1995, Act (506), the GNAT provided office accommodation for its Secretariat in the Teachers Hall, Accra, at a minimal rent, until the Government built permanent offices for it. In recognition of the efforts the then General Secretary of the GNAT made in getting the Council reconstituted and other services rendered it, the Chairman of the Council sent Mr. Paul Osei-Mensah, then General Secretary of the Association, a letter of appreciation.

# GHANA EDUCATION SERVICE COUNCIL

In case of reply, the number and date of this letter should be quoted

My Ref. No. ESC/19/VOL.3/118

Tel:.....

Your Ref. No. ....



REPUBLIC OF GHANA

Ministry Branch Post Office  
P.O. BOX M 304  
Accra Ghana

22<sup>ND</sup> AUGUST, 2002

Dear Mr. Paul Osei Mensah,

## LETTER OF APPRECIATION

I Write on my own behalf and on behalf of the Ghana Education Service Council as well as the Ghana Education Service as a whole, to convey to you, the heartfelt appreciation of the Council and the GES for your immeasurable support and assistance offered to the Council since its re-constitution under the 1992 Constitution.

We are very much aware of your role in the re-constitution of the Council; and as General Secretary of GNAT, you made it possible for the Council to be housed at token rental fees during its initial period of operations. Now that the Council has moved into its own premises, we wish to place on record our appreciation of the support that you have given and continue to give to the work of the Council.

Your invaluable experience, your insights, your courage to do things that ought to be done and your personal interest in ensuring the growth and effective functioning of the Council are greatly appreciated.

Please accept our sincere appreciation of the services rendered by you to the GES Council and the Ghana Education Service.

Thank you very much.

Yours sincerely,

**SGD.**

**PROF. (MRS.) FLORENCE ABENA DOLPHYNE  
CHAIRMAN  
GES COUNCIL**



The establishment of the Ghana Education Service in 1974 has considerably promoted career advancement in the teaching profession; this is a foundation which must continuously be built upon, until the ultimate of making teaching one of the “gentlemen professions” like medicine and law in the country is attained.

### **THE EDUCATION SYSTEM ITSELF**

The next area of major concern to the GNAT was the education system itself. During the colonial days, the Government introduced the Education Ordinance of 1852, to ensure better education for the children in and around the forts and castles along the coast. In 1951, the Accelerated Development Plan for Education was introduced to expand primary, middle, secondary school education and teacher training colleges throughout the country.

The education system at the basic level then emphasized the 3Rs – ie Reading, Writing and Arithmetic. It is instructive to note that the Accelerated Development Plan only expanded education facilities without touching the content of education provided.

Soon after the attainment of independence, it became abundantly clear, that the existing education system was inadequate for nation building. Towards this end, the Government introduced in 1963, the policy of Continuation Schools, whereby the last two years of the Middle school were devoted to the acquisition of practical skills, but this policy was not efficiently implemented. This policy also was recommended by the Education Review Committee of 1966, as earlier pointed out. GNAT was one of the bodies which vigorously called for a new kind of educational system.

### **THE NEW STRUCTURE AND CONTENT OF EDUCATION (1974)**

In 1972, the Ministry of Education submitted proposals to a Committee chaired by Rev. Dr. N.K. Dzobo of the University of Cape Coast whose work was put in the public domain for discussion, which finally culminated in a policy document dubbed **The New Structure And Content Of Education**, in 1974.

## **THE UNDERLYING PHILOSOPHY OF THE NEW STRUCTURE AND CONTENT OF EDUCATION**

- 1) It has been noted that in 1951, there was the Accelerated Development Plan for Education which exponentially expanded the primary and middle schools throughout the country, without first ensuring there were sufficiently trained teachers, accommodation, equipment and teaching materials. The policy thus led to the employment of a large number of pupil (untrained) teachers, and the introduction of the shift system, which reduced the contact hours. All these conspired to reduce the academic achievement in the primary and middle schools, since 1951. It was as a result of all these that reform of the existing education system became necessary.
  
- 2) The Dzobo Education Review Committee also bemoaned the decline of standards of education and made some proposals to rectify the anomaly, but were never implemented.

The underlying philosophy of the New Structure and Content of Education was the fact that, any system of education should aim at serving the needs of the individual, the society in which the individual lives and the country as a whole. In particular, the system should, in a country like Ghana, aim at instilling in the individual, an appreciation of the need for change directed towards the development of the human and material resources of the country. Equally important, it must generate in the individual, awareness of the ability of man to use the power derived from science and technology to transform his environment and improve the quality of his life. There should therefore be practical programmes at all levels of education, which would lead to the acquisition of skills.

## **THE STRUCTURE PROPOSED:**

- 18-24-month pre-school for pupils aged 4 years.
- 6-year primary school for pupils aged 6 years
- 3-year Junior Secondary School for pupils aged 13 years
- 2-year lower secondary school
- 2-year upper secondary school
- 3-year University education
- There were to be other such specialized middle-level educational institutions as Teacher Training, Nursing and Technical Institutes.

The content of education sought to emphasise inquiry and creative skills.

**Inquiry Skills** - These include the ability to:

- a) observe
- b) collect information
- c) analyse information
- d) hypothesize
- e) develop working principles
- f) test and evaluate
- g) apply principles to new situations

**Creative skills:** These include the development of

- a) manipulative skills i.e. use of tools, etc.
- b) aesthetic skills – Drama, Art, Music, Home Economics, etc.
- c) body movement, including poise, balance, games and dancing

The Government accepted the Dzobo Committee Report, and adopted the new structure and content of education to replace the existing structure of education of 6-year primary, and 4-year middle schooling, with options for pupils to take the common entrance examination into Secondary School either at the end of the 6-year primary or form 2, or form 3 at the Middle School level.

The New Structure and Content of Education was implemented on pilot basis between 1974 – 1987.

## **THE 1987 EDUCATIONAL REFORMS**

The 1987 Educational Reforms consisted of 6-year Primary, and 3-year Junior Secondary School (JSS), with a diversified curriculum at the JSS level. The JSS concept had been implemented on pilot basis since 1974 as referred to earlier, when the new Structure and Content of Education was introduced, as a result of the Dzobo Committee Report.

Out of the blue, the Government of the Provisional National Defence Council (PNDC) decided to implement the reforms in a radically-modified form throughout the whole country in 1987, without taking into consideration, the numerous reports and recommendations by the Education Commission or evaluating the JSS concept which had been implemented on pilot basis since 1974.

Mr. T.A. Bediako, one-time General Secretary of GNAT jokingly referred to the reforms as merely changing the signboards of 'Middle Schools' to Junior Secondary Schools.

### **The Free, Compulsory, Universal Basic Education (FCUBE) Policy**

As a result of the 1992 Constitution, the Government introduced the Free, Compulsory, Universal Basic Education (FCUBE) Policy, which was to be implemented within a ten-year period, in 1995/1996, with the following objectives:

- Improve quality of education
- Diversify the content of education, and
- Improve the management of education

Under the Policy, new bodies like the District Education Oversight Committee (DEOC), School Management Committee, (SMC) and School Performance Appraisal Management (SPAM) were introduced, to strengthen the management of the basic schools and also involve other stakeholders. The GNAT took key interest in educating teachers on the reforms.

## **THE SALARY REVIEW COMMISSION (1992)**

The Provisional National Defence Council (PNDC) Government appointed a 3-member salary review commission on 21<sup>st</sup> December, 1992, to submit its report within three months. The Commission was chaired by Mr. E.P.L. Gyampoh, and had the following as its term of reference:

- Investigate the levels of remuneration, salary differentials and relativities within the public services, including the Civil Service, following the implementation of the consolidation policy, to make appropriate recommendations and report its conclusions to the Government.

## **THE CONCLUSIONS OF THE COMMISSION**

The Commission made a number of general and specific conclusions. The most significant general conclusion was the need to set up a permanent body to handle public sector salaries and wages.

With regard to the specific conclusions, we refer to those which dealt with the proposals that the GNAT submitted to the Commission and the Commission's own recommendation and its aftermath:

- The Commission described GNAT's proposals as unrealistic and inflationary and rejected the proposal for the restoration of pension (Cap 30) to teachers, which had been abolished by the NRC Government in 1972.
- The Commission noted that the existing career structure in the GES was a disincentive to the graduate teachers and therefore recommended that there should be a distinct career structure for the graduates in the GES.

When the Commission's Report was issued in November, 1993 and subsequently published, GNAT reacted particularly to the distinct career structure for graduate teachers, and published its views in its newsletter *The Teacher* to inform teachers and the public, rejecting the proposal. Fortunately, the Government's White Paper on the Report also rejected the recommendation of a separate career structure for graduates in the GES. This is what the White Paper said:

### **CAREER STRUCTURE**

Government notes the Commission's view that the present GES unified hierarchical structure in which both professional graduates and non-graduate professional teachers are designated 'Superintendents' is a disincentive to the graduate professional teachers. Government does not accept this view. The proposal to set up two distinct hierarchical structures for graduate and non-graduate professionals in the Ghana Education Service (GES) is a retrogressive step; the existing system is the modern trend. The graduate professional enters the hierarchy at a higher level than the non-graduate. Thereafter, merit and proven performance should be the yardstick for progression. The solution may be to make the appraisal system more credible, rather than reducing it to a system which rewards long service of seniority.

*(Government White Paper on the Report of the Salary Review Commission, 13<sup>th</sup> June, 1994)*

### **EMERGENCE OF THE NATIONAL ASSOCIATION OF GRADUATE TEACHERS (NAGRAT)**

In spite of the cogency of GNAT's view, a section of teachers interpreted it to mean the Association was opposed to the advancement of graduates. This provided the cannon for the aggrieved graduates to break away from the GNAT in 1995, to form the National Association of Graduate Teachers (NAGRAT).

It is instructive to note, that the Service still has one career structure, with both graduates and non-graduates entering at different points and ending at different terminal points, reflecting differences in qualifications, skills and performance, as done everywhere in the world.

In 2001, Government accepted a recommendation from the appellate Body of the Central Management Board (CMB) of the Ghana Universal Salary Structure (GUSS), which placed all graduate teachers on Level 14 of the GUSS.

As a result of this development, several overlaps occurred in the scheme of service of teachers. In particular, seniority within the GES was threatened in some cases. There was therefore the need to rationalize the concerns which came up, following the implementation of the said new placement for the graduate teachers.

A Committee was appointed to study the issues arising out of the implementation and make recommendations to Council. This was chaired by Mr. Paul Osei-Mensah, the immediate past General Secretary of GNAT, then serving on the Ghana Education Service Council.

The Report of the Committee's study was submitted to the various stakeholders and after collation of all views, the Ghana Education Service Council recommended the new Scheme of Service for personnel of the Ghana Education Service (GES) to the Ministry of Education.

**THE GHANA EDUCATION SERVICE COUNCIL  
RECOMMENDED NEW SCHEME OF SERVICE FOR  
PERSONNEL OF GES:**

1. That two new ranks,
  - a) Assistant Director I,
  - b) Deputy Director,be created.
2. That Graduates, both professional and non-professional, should start on level 14, but with the professional Graduate beginning from step II.
3. That Diplomates, both professional and non-professional, should start from level 12, with the professional Diplomate beginning from step II
- 4. Transitional Arrangements:**
  - (i) Graduate teachers who have done three (3) years or more as Assistant Director by 2001, should be interviewed for promotion to the grade of Deputy Director.
  - (ii) All other Assistant Directors with three (3) or more years as at 2001, should be promoted to Assistant Director I
  - (iii) Graduate Principal Superintendents who have done three (3) years or more as at 2001, should be promoted to Assistant Director I.
  - (iv) Non-graduate teachers who have done three (3) years or more as Principal Superintendents as at 2001, should be promoted to Assistant Director II.
  - (v) Non-graduate teachers who have done two (2) years or more as Senior Superintendents as at 2001, should be promoted to the Principal Superintendent grade.

- (vi) All non-graduate teachers who have done three (3) years or more as Superintendents as at 2001, should be promoted to Senior Superintendent I.
- (vii) All non-graduate teachers who have done less than three (3) years, should be promoted to Senior Superintendent II.
- (viii) Assistant Superintendents as at 2001, should be promoted to Superintendent I.
- (ix) All non-graduate teachers who were promoted to the Assistant Director grade after 2001, should go through the normal promotion progression to Assistant Director I.
- (x) The Technical Teacher with Technical Part I should be placed on level 8.
- (xi) The Technical Teachers who have done 6 years post Basic Education to obtain Technical Certificate Part II, should be placed on level 9 and be designated Senior Technical Instructor.
- (xii) The Technical Teacher with Technician Certificate Part III, will enter on Level 10.

## **6. Period of Eligibility for Promotion**

That the period a teacher should spend on a grade before being eligible for promotion to the next grade, should be (4) years.

## **7. General Terminal Points**

- a) Non-professional graduate/diplomate should end at Deputy Director
- b) Non-graduate professional (Cert. 'A') should end at Assistant Director I.
- c) Diploma/HND professional (Cert. 'A') should end at Deputy Director

- d) Graduate professional can progress as far as to Director General level.

## **8. Consequential Recommendation**

In effect, therefore, the following changes are recommended:

- i) The Director General will remain on level 21
- ii) The Deputy Director General will move from level 19 to 20
- iii) Director I currently on Level 17, will now move to level 19
- iv) Director II currently on level 16, will move to level 18
- v) The newly created Deputy Director will be placed on level 17
- vi) The newly created Assistant Director I will be placed on level 16
- vii) Assistant Director II remains on level 15

## **9. Non-Teaching Personnel**

- i) Higher posts held in the Service by non-teaching personnel, must be backed with appropriate academic and/or professional qualifications.
- ii) Equivalences in terms of qualifications and job descriptions need to be taken into consideration for future promotions and appointments into the system, especially at the lower grades.

The recommendations were accepted by the Government on 24<sup>th</sup> August, 2005, for implementation.

## CHAPTER FOUR

### THE YEARS OF CONSOLIDATION

In recognition of and as a testimony to its viability as a stakeholder in Ghana's educational development, GNAT succeeded in getting representation on some state institutions, between 1962 and the 1990s. Among them are:

- The West African Examinations Council (WAEC)
- The National Media Commission
- The Ghana Education Service Council
- The Social Security and National Insurance Trust (SSNIT)

GNAT got affiliated to the following International Teacher Organizations

- The World Confederation of Organizations of the Teaching Profession (WCOTP)
- The International Federation of Free Teacher Unions (IFFTU)

In order to deepen development co-operation it also established bilateral and working relations with:

- The Canadian Teachers Federation (CTF)
- The Danish Teachers Union (DFL)
- The National Education Association (NEA), USA
- The America Federation of Teachers (AFT), USA
- The Danish Teachers Union for Youth and Early Childhood Educators (BUPL)
- The Swedish Teachers Association (Lararforbundet)
- The Norwegian Teachers Association
- The Canadian Organization for Development through Education (CODE) which led to the establishment of the Ghana Book Trust

It also, through the All Africa Teachers Organization (AATO), established collaboration with other African Teacher Unions.

With the assistance of the CTF, GNAT established a number of Teacher Credit Unions throughout the country. It also established a printing press, and promoted a book development project through which some teachers were encouraged to write books.

The present state-of-the-art Teachers Resource Centre at GNAT headquarters and the upgraded Print Shop were established with the technical and financial assistance of the CTF, under the Social Development in Education Project (SODEP), which was later renamed *Project Nkabom* in early 2000.

The Association instituted the Annual Project Overseas with the assistance of the CTF since 1962 and by it, enabled GNAT members to acquire the contemporary skills of teaching, educational leadership and management, through annual workshops and seminars.

The Swedish Teachers Association helped with the establishment of the Study Circles and Professional Associates Programmes, which trained GNAT school representatives.

Two Danish Teacher Unions (BUPL) and (DFL) have been of tremendous help to GNAT. The BUPL assisted with the establishment of the Early Childhood Education Project and the DFL, the School Representative Project which equipped GNAT representatives especially in second cycle institutions, with mobilization, organization and leadership skills in order to make teachers at that level responsive and active members of the Association.

In addition, two Municipal Unions in the cities of Stockholm and Gotland assisted deprived schools in selected communities in Ghana with school furniture, under the School Furniture Project.

The Association became a founding member of Education International (EI) which emerged out of the merger between the WCOTP and IFFTU, in 1993. Mr. T.A Bediako, the former General Secretary of the Association was appointed the Regional Coordinator of the EI-African Region, with its headquarters in Lome-Togo. The office has since been re-located to Accra, Ghana.

Mrs. Georgina Baiden, the past National President and Mrs. Irene Duncan-Adanusa, the former General Secretary, were, at one time or the other, Vice Presidents of EI.

### **DEVELOPMENT OF HUMAN RESOURCE IN GNAT**

A number of staff members continue to be offered study leave to tertiary institutions in Ghana, to enable them improve themselves. Others were similarly sponsored outside the country.

Messrs. T.A. Bediako, S.Y. Manu, Nana Hene Ababio, Mike Odame Darkwah, James Agyeman Fokuo, Joe Gidisu, K. Awotwe-Nkansah, B.K. Osei, Equity Sagodo, Mrs. Irene Duncan-Adanusa and Ms. Helena Awurusa, were all offered the opportunity to study outside, to build their capacities.

In recent times, some staff members have pursued courses in Labour Studies, at the University of Cape Coast. The Association has found the course very relevant and useful and therefore advises that staff members continue to be sponsored for it, from time to time.

The position of General Secretary of GNAT, was upgraded from Assistant Director to the Director grade in 1978 and the ranks below it, correspondingly adjusted.



## CHAPTER FIVE

### GNAT AS AN ORGANIZATION

#### INTRODUCTION

Organizations are institutions deliberately formed or constructed to achieve specific goals. The goals are set by identifiable organs in the organizations. Organizations achieve their goals by using their resources efficiently and effectively. The resources deployed are human resource, logistics, money and time.

With time, some of their goals may be displaced and new ones substituted, to reflect the changing times and circumstances. When this occurs, in organizational parlance, this is referred to as *Goal Displacement*. Just as goals may be displaced, organizations may add new ones to them, and this is referred to as *Goal Succession* (Amitai Etzioni, 1964).

Modern organizations are run on the principle of *division of labour* - (Adams Smith, 1776); the political personnel are selected through periodic elections and the administrative personnel appointed by the political class. The thrust of this presentation is to discuss GNAT as an organization and the respective roles of its political class and administrative class.

#### 1) GNAT AS AN ORGANIZATION

GNAT is a social grouping of teachers, deliberately created and structured for the purpose of promoting the economic and social interests of its members (teachers) at the work place, by influencing decisions of the employer on the rights, as well as interest criteria issues (of teachers).

Right criteria issues refer to employment related entitlements, while interest criteria issues refer to matters of concern to teachers such as the curriculum, syllabus and textbooks.

Thus GNAT has a set of goals to achieve. In order to do this, it has created an organizational structure. The structure is categorized into:

- a) **Political Class:** This is the authority vested with the political decision-making, at the Local, District, Regional and National levels of the Association. The personnel at these levels hold elective non-full time positions, with limited terms of tenure. Their main functions are policy formulation, resource allocation, exercise of oversight responsibility, monitoring and evaluation of implementation of policies, devising rules and regulations for the management and administration of the Association. Their powers are delimited by the constitution of the Association.
- b) **Administrative or Bureaucratic Class:** Consists of personnel in full-time appointive positions, whose terms and conditions of service are determined by the political class, in accordance with the constitution of GNAT and the labour laws of the land. They are governed by the rules determined by the political class, in accordance with the constitution of GNAT, taking cognizance of the labour laws of the land.

The relationship between the political class and the administrative class is that of policy makers and policy implementers. In another breath, it is that of employer and employee where each partner has his role and obligations clearly defined, while at the same time, ensuring the complementarity of roles to minimize conflicts and guarantee the effective governance of the Association. Thus, the GNAT can be described as a socio-technical system.

Modern organizations are characterized by *rationality*, *efficiency*, *effectiveness* (Max Weber) and *democracy*. An organization needs planning, co-ordination and execution of tasks, in order to achieve its goals.

### **The Role of the Elected Officers**

The role of the Elected Officers at each level of the political structure is identical with, or similar to that of governing councils of such public institutions as the GES, etc.

The Elected Officers primarily:

- 1) Establish goals, objectives and strategies appropriate with circumstances and understood by the administrative or bureaucratic personnel, i.e. Management.
- 2) Provide clear statements of intent and Code of Ethics to be implemented, and maintained.
- 3) Develop strategic plans, together with the Management and owners of the organization i.e. the members.
- 4) Are responsible for designing and regulating meetings and committees established by them.
- 5) Are also responsible for designing rules and regulations for the following:
  - a) Finances-budgeting, financial planning and management.
  - b) Investments
  - c) Reserves
  - d) Appointments, promotions and disciplining of staff.

### **Responsibilities of Elected Officers**

- 1) The elected officers are accountable to the members (teachers). They are collectively responsible for their decisions, and collectively liable for their actions and inactions. There is therefore the need for them to be careful, of their actions.
- 2) They hold office on behalf of the members.
- 3) The elected officers should be conversant with the concerns and expectations of the members, and ensure they are properly considered at their meetings.
- 4) They should avoid personal or parochial interests when making decisions in all matters, and not engage in matters of conflict of interest.

- 5) They should ensure honest, transparent and healthy relationship between themselves, Management and Staff.
- 6) They are vested with the power to appoint the General Secretary and staff.
- 7) The overall focus of the elected Officers of the Association is to serve the members.

### **The Role of the Administrative or Bureaucratic Personnel**

As stated earlier on, the administrative personnel are employees of GNAT. They are appointed by the elected personnel, on terms and conditions determined by the latter. The General Secretary is the Chief Executive Officer of the Association. The extent of decision-making authority of the General Secretary is determined by the Constitution of the Association, and as prescribed by the political authority.

The main function of the General Secretary is to offer technical advice to the Association, on formulation of policies and programmes and implementation of policies and decisions of the political authorities. The administrative personnel, as in the Civil Service, implement the policies and decisions of the Association. The General Secretary develops and maintains a system of management and administration. He is accountable to the political authorities, and is required to protect the property of the Association. He should ensure that the resources of the Association are used judiciously, to achieve its goals. At the district and regional levels, the administrative staff are accountable to the political authorities, and the General Secretary.

The political authorities at all the levels provide strategic direction for the administrative personnel. While the political authorities ensure good governance and promote internal democracy, the administrative personnel ensure efficiency, and effectiveness, with the use of resources, to attain the goals of the Association. The political class is required to take right decisions, while the administrative class is required to implement decisions in the right manner. There is however the tendency of the administrative personnel becoming masters, instead of being servants. Fortunately this is not the case in the GNAT.

By virtue of their security of tenure and permanency, the administrative personnel have greater knowledge of the Constitution, rules and procedures than the political class, whose tenure is fixed and limited to two electoral terms. With this superior knowledge and understanding of the nuances of the Constitution and procedures, as well as serving as institutional memory, some administrators develop the tendency to manifest behaviours that may be perceived to be condescending or rude to the elected officers and the general membership. This tendency must also be avoided at all cost.



## CHAPTER SIX

### POLICIES OF THE GHANA NATIONAL ASSOCIATION OF TEACHERS

As a continuous, legal entity, GNAT operates by certain agreed and binding policies and principles. These form the basis and authority of all the actions and decisions of the Association. These basic policies and principles are on:

#### THE ECONOMY

We believe that economic development and growth depend, inter alia, on:

- a) Peaceful, stable, and harmonious environment
- b) Good governance
- c) Technological Advancement
- d) Capital formation and accumulation
- e) Investment in human capital
- f) Efficient and effective utilization of scarce economic resources
- g) Focused and visionary strategic planning and plan implementation
- h) Increase in knowledge and its application
- i) Political stability
- j) Structures of incentives which reward risk taking and productive ventures
- k) Productive private investments and government spending
- l) Fiscal and monetary discipline and responsibility
- m) Legal structure which stimulates development of free enterprise and open economy
- n) Effective monitoring and evaluation of economic programmes

We recognize that the six widely-agreed solutions to macro-economic stability are to:

- Boost economic growth
- Stabilize the business cycle
- Reduce unemployment

- Keep inflation and depreciation of the local currency low
- Reduce government and international deficits
- Stimulate the private sector

We believe that economic growth or progress, expansion of the country's production possibilities which would lead to expanded consumption possibilities, are the joint responsibility of the government, local institutions, individuals, business and industry. We also believe that effective leadership and good governance at all levels of national life are the crucial ingredients in Ghana's search for economic development and growth.

We accept the basic principles behind free market economy. However, we believe in prudent and targeted state interventions in the critical areas of the economy, to provide protection for the socially-disadvantaged, vulnerable individuals and groups in society.

The overriding concern of Ghana's economy should be development, growth and efficiency. We believe in differential rewards for differential efforts. Government must pursue policies which will make the saver and investor realize fair real returns on their investments and savings.

## **INCOMES**

Income Policy of the Government must be so designed, that both property owners and wage earners will have mutual benefits. The division of proceeds between the owners of property and workers must be such as to provide incentives for both, to ensure well-coordinated and balanced economic development and growth.

Generally, people would not do their best, unless the fruit of their work is equitably assured to themselves, or to those whose claims they recognize. Therefore, there must be both non-material and material rewards, as to providing incentives for those who make the needed efforts and sacrifices.

Also, since the country cannot rely on only those who want to do the most attractive and glamorous work to have all its goals and responsibilities accomplished, special incentives must be devised to get as many people as possible to do the work perceived to be less attractive and glamorous, such as teaching.

Taxation policy should be fair to those in the formal sector so that incomes would be meaningful to public sector, employees.

### **NATIONAL POLITICS**

The Ghana National Association of Teachers was not formed for political purposes. However, this does not mean that matters of national politics and interest are of no concern to the Association and its members.

As responsible citizens, we are interested in national politics and issues. However, we do not seek to make or unmake governments. Consequently, one of our objectives is to influence government actions which will promote economic development, growth and democratic culture in the country.

We encourage individual members to lawfully participate in and exercise their civic, political rights and obligations. As a civil society organization, we exercise the right to ventilate the collective concerns and opinions of our members on national issues, in the most responsible and productive manner, possible.

We believe in democratic principles and practices. We believe in fundamental human rights, rule of law and order, natural justice, constitutionalism, constitutional rule, multi-party democratic rule, separation of powers, and free, fair and responsible judiciary and media. We oppose authoritarian and dictatorial political regimes. And as much as possible, state institutions should be insulated from partisan political influences.

### **LABOUR RELATIONS**

The Ghana National Association of Teachers is a continuous Association of teachers, for the purpose of maintaining or improving the conditions of the working and post-retirement lives of its members. We protect the dignity of labour in the most responsible and proactive manner, possible.

We recognize, that public sector employees are subject to collective bargaining agreements which lay down standard conditions of service and rates of pay, for the entire public service. This is unlike what prevails in the private sector. However, we believe that, collectively, the ILO Convention 151 and PNDCL 309 provide

conditions which permit public sector employees and their organizations a scope to exercise their trade union rights and responsibilities.

Following from this, we believe that we have the right and justification to exist, represent, speak for, and protect the economic interests of our members, who are by far the largest segment of the employees of the GES.

We recognize the interests of the employer and also the fact that employers and wage earners require a fair return on their investment and labour, respectively. We also hold the view that in an event of dispute, until an acceptable solution is found, the “status quo clause” prevails. A lockout or strike should only be declared or resorted to, when all the legal and agreed grievance resolution procedures have been fully exhausted, in good faith. We believe that in every human organization, especially where there are wage earners, problems of decision-making, authority, and discipline arise. We accept the fact that, a large organization like the GES cannot be run from only one direction. Decisions cannot always be tailored to suit every individual's case. For these reasons, there should be acceptable procedures in the GES for GNAT to have consultative and representative positions on committees which deal directly with management/workers disciplinary issues.

We also recognize the inherent conflicts of interest which exist between management and workers and their Associations. Therefore, in order to ensure harmonious relations between Management and GNAT, we subscribe to approved and acceptable standard procedures in dealing with disciplinary and all matters of mutual benefit to both parties.

Teaching is a profession; therefore, teachers ought to have career prospects which would attract and retain in the GES, a fair share of the nation's manpower. Towards this end, we uphold the principle that career advancement should be based on acquired qualities of professional and educational qualifications, as well as such prescribed factors as age, seniority, experience and quality performance. To facilitate career advancement for the loyal and diligent employees, there should be adequate career planning at the organizational level.

## **EDUCATION**

GNAT, as a Teacher Association or Union, recognizes education as the cornerstone of national development. Education represents an invaluable investment in human capital. Ghana cannot develop without ensuring and delivering the very best of education to its citizens. In the same vein, we believe that, at least, basic and secondary education are fundamental human rights, which must be available to all the citizens of Ghana. Education must be compulsory, universal and reasonably affordable.

The state has the primary responsibility to provide sound education for its citizens. Quality public education is therefore second to none. It must be pursued to its optimum best, in order to give equal opportunity to the rich and poor, male and female, young and old, urban and rural dweller, as well as the physically challenged.

We believe that, special attention should be paid to the right of the girl-child and women to education, in view of their special circumstances. Government's educational efforts and policies must be designed to increase access to education, maintain high quality standards, and ensure that educational policy decisions and actions are made in the best interests of the children and general citizenry of Ghana. Educational Guidance and Counselling should be mainstreamed into the educational process, to curb human wastage.

We believe that care must be taken to ensure that all aspects of education are emphasized. There must be a holistic approach to education delivery. We see pre-school education as very relevant to and a preparatory ground for good take-off, at the primary school level. It is our conviction, therefore, that pre-school education must be given as equal attention as primary level education. It must be regarded as an integral part of the primary level of education. It must come under total government supervision, regulation and control.

Parents must have the right to determine where to educate their children. They must have the right to input into the education policies of the country. It is therefore our basic principle, that private education should be encouraged only as a supplement, or a complement to public education. It must not be promoted as a substitute for public education. Parents who want to and who can afford it, must have the right to send their children to private schools

of their choice. No deliberate efforts should be made to reduce government provision for public education and educational facilities, because private educational facilities or providers are available. In applying the concept of public-private educational partnership, we look forward to a healthy and fruitful collaboration which would provide education more efficiently and effectively and with equal access.

Efforts must be made to maximize the strengths of private and public partnership in education. Any weakness must be eliminated or minimised through optimal legal and regulatory frameworks which must guide the conditions for such a partnership.

As a Teacher Union, we see the role of the teacher as central to the provision of quality education in Ghana. No effort should therefore be spared in producing good, quality teachers. The country must ensure that teachers work under the best conditions of service, to motivate them to give of their best.

## **UNION ORGANIZATION AND ACTIVITIES**

The Ghana National Association of Teachers is a continuous Association of teachers, for the purpose for maintaining or improving the conditions of work of its members. As a workers Association, we cannot do much about maintaining or improving conditions of service, unless we can exercise some level of control and influence over those conditions. Basically, we aspire to have the power for our members but we cannot do this, unless we have the power over them. Given the basic fact that GNAT is a voluntary Association for its members, to be able to do this, we need to have a structure which allows for effective involvement of every member.

### **The Association's Constitution**

The Constitution of GNAT has devised structures, starting from the school level through the local, to the national level. This provides for effective participation of all members, at all the levels.

To ensure that oligarchy does not exist, structures have been created which provide opportunities and avenues for the Executive to exercise effective control and supervision over the appointed full-time staff. There is adequate separation of powers, decentralization and coordination of policies.

National Delegates Conferences are organized to review the work of the Association, to discuss and determine policy directions, and in most cases, also to decide upon amendments to the Association's rules.

Since 1985, operations and administration of the Association have been decentralized and supported with a formula for sharing incomes among the National, Regional, District and Local branches of the Association.

### **The Association's Activities:**

#### **Mobilizing Teachers**

GNAT realizes that the individual teacher, in his economic relations with the employer, has very little bargaining power. It is therefore imperative that employees, who find themselves in similar relations and circumstance, pool their forces together, to match the power, might and authority of the employer. The employer is the state and its agencies, as well as private proprietors engaged in education, who exercise their authority as employers.

Consequently, GNAT's main pre-occupation is to continuously mobilize and retain pre-tertiary teachers as a unified body of employees, juxtaposed with the employer-the Ministry of Education, the Ghana Education Service and private owners of schools- in a balanced system of employer/employee relations.

#### **Mediating Between Teachers and Management**

Since trade union leaders are managers of conflict, negotiations and discontent, the leadership of GNAT plays a mediatory role between aggrieved members of the Association and Management at the various levels of the pre-tertiary educational structure. This preserves industrial harmony.

#### **Deepening Industrial Democracy**

The view that owners of capital or the enterprise alone must be involved in making all decisions affecting the way and manner an enterprise ought to be run, has become an obsolete and discredited management doctrine or principle.

The present industrial atmosphere thrives on the recognition and acceptance of various groups of stakeholders, as crucial components of decision-making. One of such stakeholders is the labour force, as represented by its Union or Association. The Association is committed to promoting industrial democracy, harmony and a participatory system of industrial relations in Ghana. Towards these goals, GNAT serves as an effective and proactive mouth piece for pre-tertiary teachers, it is in consultative relationship with policy-makers and Management, on issues such as educational policies, professional practice, discipline, motivation, monitoring and evaluation of educational processes and products.

### **Bargaining For Improved Conditions**

Perhaps, the most critical activity for which the GNAT is known, is the persistent fight for decent remuneration and perquisites for its members. GNAT does this through negotiations with the state's established institutions for that purpose. This activity is pursued within the framework of public sector income policy and national and international labour laws.

### **Non-Trade Union Activities:**

#### **Continuous Professional Education**

The teaching field in Ghana has not yet evolved to attain full professional status. This is because a large number of the pre-tertiary school teachers, who constitute the basic school teaching personnel, have qualifications similar to, or slightly higher than the secondary school leaver certificate. For those who have diplomas or university degrees, there is a greater concentration on specialized teaching subjects, as against foundation courses, pedagogical skills and the requisite conduct and attitudes required of teachers, as professionals.

This makes the case for GNAT to be actively involved in various programmes, to update its members' professional skills and competencies, to enhance their standing as professional educators.

#### **Trade Union Education**

As public sector employees, teachers are in a contractual relationship with their employer, the Ministry of Education, through the Ghana Education Service (GES). There is the need, first and foremost, for

each employee to understand the employer/employee relationship, in terms of rights, duties and obligations.

As workers, members need to understand the trade union solidarity principle of Touch One, Touch All. They must seek collective protection against unfair labour treatment by the employer, or its agents. They also need to evolve strategies to influence decision-making and participation in decision-making at the workplace, the community, and entire nation.

There is therefore the need to equip each and every member of GNAT with some trade union information, training in problem-solving skills and advocacy skills. This is another non-bargaining activity of GNAT, which is programmed and organized by the Membership Education Department of GNAT.

### **Social Protection and Welfare**

The promotion of teachers' welfare is one broad activity GNAT engages in. Teachers' welfare spans provisions and schemes put in place to assist the teacher, while he/she is in active service and when he/she has retired.

Under the aegis of GNAT, the Teachers Fund, i.e. the commercial wing of the Association, has been instituted. Under this scheme, funds are mobilized by individual teachers and professionally managed. The members use their entitlements to meet such exigencies as payment of health or medical bills, school fees, funeral expenses, etc. Other facilities under the Teachers Fund are the START for capitalizing the micro-businesses of members, the Housing Loan Scheme, and the Pension Supplementation Scheme.

Individual communities of teachers under GNAT have also established Credit Unions and Welfare Clubs for funding social obligations, especially bereavement.

GNAT also offers donations, in extreme cases, to teachers critically in need and to national organizations and other publics, whose roles are in the national interest.

## **Public Service**

Another non-bargaining activity which GNAT and its members are regularly involved in is rendering of public services. These include participation on national basis, in conducting national censuses, general elections and referenda. The Association and its members are also actively involved in championing Public Health, HIV/AIDS, Child Welfare activities and Environmental Protection programmes. GNAT is also actively involved in expressing teachers' collective views on national policies, especially on the country's political and economic directions.

## **INTERNATIONAL RELATIONS**

GNAT believes in developing and maintaining meaningful alliances and coalitions with other teacher organizations in Africa, and labour centres world-wide.

GNAT is a charter member of Education International (EI) which has its Headquarters in Brussels, Belgium. Formed in 199, EI is an umbrella group or organization for over 300 national teacher organizations world-wide. It represents over 24 million educational workers in 155 countries and territories. It is also associated with the International Confederation of Free Trade Unions (ICFTU).

GNAT has also strong bilateral relations with the Canadian Teachers Federation (CTF), the Danish Teachers Union (DFL), the Swedish Teachers Union (Lararforbundet), the Danish Union for Early Childhood Education (BUPL), and the Norwegian Teachers Union (NL), among others.

GNAT, with other teacher unions worldwide, is committed to ensuring quality public education, through the continuous professional development of its members. It seeks to attain better working conditions for teachers in Ghana and other countries.

In upholding the basic democratic principle of freedom of association, the GNAT does not encourage or condone factionalism within teacher unions, since it believes in unity and solidarity to defend the cause of teachers, globally.

## **INDEPENDENT INCOME GENERATING ACTIVITIES**

GNAT strives to generate income, independent of the membership dues. In this regard, it engages in various economic ventures. These ventures must be broadened and diversified. Currently, GNAT strives to be profitably engaged in hotel and hostel facilities, printing, publication, consultancy, infrastructural development, rentals and many more. In this regard, the Association intends to fully involve retired teachers in productive ventures such as commissioned writing and consultancy. To the extent possible, and to the extent that it is profitable, GNAT would engage in viable economic ventures, to augment its income base.

PAULOSEI-MENSAH  
GENERAL SECRETARY  
DATED:20 APRIL , 2000

K. AMOAK-DARKO  
NATIONAL PRESIDENT



## CHAPTER SEVEN

### AFFIRMATIVE ACTION: WOMEN AND YOUTH PROGRAMMES

#### **The GNAT Ladies Society and Gender Programmes**

One organisational problem confronting Trade Unions all over the world, is the low participation of members in their activities. The rate of participation of female members in union activities is even worse than males. To address this canker, GNAT in 1985 established the GNAT Ladies Society (GNATLAS) with the focus of arousing the interest of its female members in its activities and also build their capacity for leadership roles beyond the traditional stereotyped role of treasurers.

A Women's Desk was established and a Desk Officer appointed at the GNAT Headquarters in November 1990, to coordinate the activities of the women's wing and encourage the female members to participate in the Association's activities. The focus at the time was on only women, and the concern was primarily for them to participate fully in the Association's activities. This has changed drastically over the years; the Association has taken up the strategic gender needs of its women folk.

The Gender Desk of GNAT now formulates, designs and implements gender programmes with an added responsibility of organising HIV and AIDS programmes for the Association. Even though gender is about both men and women, there is a deliberate action to focus on and involve more women than men, in the capacity building, leadership, and professional development programmes to equip the women with requisite knowledge and skills, to engage and participate in the Association's activities. These programmes also build the confidence and assertiveness of members, to compete for leadership positions in the Association. The GNATLAS is also involved in sensitization, advocacy, membership mobilization, networking and policy development programmes.

Measures put in place by the Association to raise the rate of participation of women include the following:

1. Provision in the GNAT Constitution (Article 16(5)(e)) to ensure that regional representation at the National Executive is *not of the same gender*.
2. The GNAT Constitution (Article 16(5)(f)) also provides that two special female delegates from each region are elected to the Quadrennial Delegates Conference as delegates.
3. By convention, Women's Round Tables are organised at the national, regional and district levels. During such conferences, the women deliberate on burning issues affecting them and elect their leaders. They also plan for the ensuing years and make resolutions which are submitted to the mainstream GNAT Quadrennial Delegates Conference for action (GNAT Gender Policy page 10 (m))

## **CONTENT OF THE GENDER COORDINATOR'S WORK**

- Policy Development
- Training
- Advocacy
- Research
- Communication/ Publicity/ Publication
- Networking
- HIV/AIDS (EFAIDS) Programme

## **ACTIVITIES**

1. **Policy Development**
  - a. GNAT Gender Policy (2004), reviewed in 2012
  - b. GNATLAS Constitution (1992), reviewed in 2006
  - c. Workplace HIV/AIDS Policy
  - d. Policy Recommendation for Achieving EFA (2009)
  - e. Formation of Network of Teachers Living with HIV/AIDS (2007)
  - f. Establishment of a Counselling Centre (2007)

2. **Training and Sensitisation**
  - a. Leadership
  - b. Capacity Building
  - c. In-Service
  - d. ICT
  - e. Skill Training
  
3. **Advocacy on**
  - a. +60Childcare
  - b. Violence Against Teachers
  - c. Critical issues concerning women at the national, regional and district levels and also with stakeholders
  - d. EFA and HIV/AIDS issues
  
4. **Research**
  - a. Data Collection on GNATLAS Membership (on-going)
  - b. An Assessment of the Awareness of HIV/AIDS in the Education Sector and the Needs of Teachers and Educational Workers Living with HIV/AIDS in Ghana (2007)
  - c. A Survey to Re-assess the Awareness of HIV Prevention Methods Among Teachers and Educational Workers in Ghana (2009)
  - d. Teacher Attrition in Ghana (2010)
  
5. **Communication/Publicity/Publication**
  - a. Production and Printing of Supplementary Readers
  - b. Publication of the **Supreme News**
  - c. Production of brochures and posters on Health, Gender, HIV and Social issues
  
6. **Networking**

The Gender Development Desk networks with the following in the Education Sector:

  - a. Teachers and Educational Workers Union (TEWU)
    - Women's Wing

- b. Affiliated member of the West Africa Women in Education Network (WAWEN)
- c. Affiliated member of the Africa Women in Education Network (AWEN).

**Other Women's Networks**

- i. ABANTU for Development
- ii. Netright
- iii. FIDA
- iv. Actionaid

**GNATLAS has the following to its credit**

- GNATLAS Constitution – (GNATLAS has a structure, from Headquarters to the Regional, District and Local levels)
- Bursaries secured by GNAT for female members in deprived areas to pursue further studies
- Regular representation at the annual Commission on the Status of Women Events in New York which has given the women a wealth of experience and a wider network.

**CULLED FROM: *Elected Officers Handbook,*  
Ghana National Association of Teachers,  
2015**

**Courtesy: Ms. Helena Awurusa, Head:  
Gender Desk**

**THE GNAT YOUTH POLICY**

**BACKGROUND**

A study conducted by the Research Unit of GNAT indicated that the young, youthful teachers formed the majority of the membership of GNAT. It also revealed that majority of them did not participate in the activities of the Association. At the January 2010 National Delegates

Conference, it was decided that a Youth Policy be formulated for the Association. Following the decision, views were sought from regional consultations and a committee was appointed to study those recommendations from the regional consultations, out of which the Youth Policy was formulated.

### **PURPOSES**

- To whip up the interest of young teachers in the activities and programmes of GNAT
- Prepare young teachers for leadership positions in the organization;
- Offer opportunities for professional and academic advancement towards the career development of the young teachers.
- Improve the standards of living of the young teachers
- Offer opportunities for participation in national development

### **POLICY GOALS**

- Sustaining the interest of the young teachers in the teaching profession.
- Reducing the attrition rate of GNAT members, and teachers from the teaching profession.
- Promoting the development of Teachers, Education, and GNAT.

### **POLICY OBJECTIVES**

- Building the academic and professional capacities of young teachers.
- Building the management capacity of young teachers for their career progression in the Education Service.
- Enhancing opportunities for raising the lifestyles of young teachers.
- Raising the awareness of young teachers and participation in the activities and programmes of GNAT.
- Promoting the involvement of young teachers in national development
- Raising the awareness of young teachers of the international political economy and its impact on Ghana.

## **KEY FOCUS AREAS**

- Professional Needs
- Economic and Welfare Facilities
- Participation in GNAT Activities
- Career Progression in the Education Service
- GNAT and National Development

## **STRATEGIES FOR IMPLEMENTATION**

### **Professional Needs:**

- Orientation Courses to be run for the young teachers.
- In-service training programmes to be organized periodically and regularly.
- Encouragement of Teachers with flair for writing textbooks.
- Encouragement of involvement in the Subject Teachers Associations
- Support for young Teachers who have some professional deficiencies.

### **Economic And Welfare Facilities**

- Counseling programmes on issues such as Marriage, Family life, and Health
- Promotion of interest in long term investment ventures and credit facilities
- Organization of systematic programmes to reach out to young teachers in deprived areas.

### **Participation in GNAT Activities**

Preparation towards leadership positions in GNAT; putting oneself up for elected positions at all levels - i.e.

- School Rep
- Local
- District
- Regional
- National
- Attending meetings
- Serving on Committees
- Participating in all legitimate GNAT Activities.

### **Career Progression in the Education Service**

- *Management Development*
  - Human Resource

- Financial
- Procurement and Logistics
- ***School Organization (Preparation Towards Headship At:)***
  - The School Level
  - The District
  - Regional
  - Divisional

### **GNAT and National Development**

- Contribution of Teachers to policies on:
  - The Economy
  - Education
  - Politics
  - The International Political Economy

### **APPOINTMENT OF NATIONAL YOUTH COORDINATOR**

- Full-time National Youth Coordinator was appointed.
- Regional, District, and Local Co-ordinators were elected.

### **IMPLEMENTATION AGENCIES**

National Level	-	Monitoring and Evaluation
Regional Level	-	Implementation and Coordination
District Level	-	Implementation and Coordination
Local Level	-	Implementation and Coordination
School Level	-	Implementation

### **ALLOCATION OF RESOURCES AND BUDGETING FOR IMPLEMENTATION OF THE POLICY**

Annual budgeting of the Association to be modified to accommodate Policy implementation.

### **MONITORING AND EVALUATION**

Policy makers to devise the mechanism for measuring the implementation process.

**CULLED FROM: *GNAT Youth Policy,***  
**Ghana National Association of Teachers,**  
**2010**

## **CHALLENGES TO THE AFFIRMATIVE ACTION**

Despite the steps taken by the Association to get its members to participate effectively in its activities, a survey conducted by the Association in recent times reveals that members' participation in such activities is still low.

Professor Kofi Darkwah, in his book *A History of GNAT* cites member apathy and ignorance as major challenges confronting the Association.

The above revelations are surprising, considering the putting in place of such an affirmative actions as the establishment of the GNATLAS in 1985, the opening of District Secretariats since 1994 in almost all the Administrative Districts of the country, with full-time District Secretaries manning them, and the adoption of a Youth Policy in 2010, all in the attempt to bring the Association and its activities to the doorstep of teachers at their locations and ensure their participation in them.

The thinking is that members would have taken advantage of these measures, and participated fully in the activities of the Association, and make it very visible wherever they are. If this is not happening, then the Association should put more effective strategies in place to get as many members as possible on board, and make itself more relevant and attractive to the members.

## **CHAPTER EIGHT**

### **STRUCTURE AND FUNCTIONS IN GNAT**

#### **INTRODUCTION**

Organizations like societies need order and stability to survive, grow and ward off external threats. They make rules to regulate the behaviour of their members. They establish institutions and vest them with powers and functions.

The internal arrangements by which different components of a society are organized is referred to as social structure (Max Assineng - 1981). In the same vein, GNAT, like a society, has a social structure.

In the GNAT, there are two main approaches of rule-making:

- a) The political approach which is concerned with accountability and control of the administrative powers.
- b) The managerial approach which is concerned with work of the organization and effective performance

#### **STRUCTURE AND FUNCTIONS IN GNAT**

In the GNAT, the rules of accountability and control of administrative powers are vested in these representative agencies:

- a) Delegates Conferences
- b) Governing Councils
- c) Executives
- d) Committees

The rules of work and effective performance are also vested in the Managerial authority, with the approval of the political authority.

The political structures in GNAT are modelled on representative democracy; that is, those who exercise political power are elected by specific constituents.

The Delegates Conferences which are the highest bodies at the various levels, formulate policies. The process of policy formulation is demand-driven, in the sense that, matters come up to the Conferences from the bottom.

Councils ensure that operations of the GNAT are carried out, in accordance with the rules and regulations of the Association.

The Executives ensure performance of tasks by Management. The elected officers at the national, regional and district levels monitor the operations of management. The committees deal with matters referred to them and make appropriate recommendations for consideration by the relevant executives.

The above structures are based on the modern concept of running organizations.

Modern organizations are run on the principles of:

- Rationality
- Division of labour
- Separation of powers
- Accountability
- Justice and equity
- Authority, etc. -

These principles were developed by such social scientists as Max Weber, Adam Smith and Montesquieu.

A careful analysis of the political structure of GNAT reveals that, there is no complete separation of powers.

The concept of separation of powers implies two main elements:

- Separation of functions,
- Each function should be performed by different persons

**Reference - *Montesquieu***

However, in GNAT, Conferences include Council members; Councils in turn include Executive members; but each body performs separate functions. This means that the GNAT structure satisfies only one element of the concept of separation of powers. The structure of GNAT is like the Legislature in Britain and Ghana.

In all their dealings, the elected members should endeavour to subordinate their personal interests to the group interest – that is, the Organizational Goals. They hold their offices on behalf of those who elected them and therefore required to work in their interest. Of course, it is the collective responsibility of all to ensure that the GNAT promotes the welfare and well-being of its members and their dependants.

The administrative class should also remember that, it is the servant of the Association. The result of it all is to ensure that, the GNAT continues to exist, grow and promote the interests of its members.



## CHAPTER NINE

### ADMINISTRATIVE PRACTICES IN GNAT

Administrative practices in Organizations are influenced by three main theories:

First is the *Traditional Theory* which emphasizes strong hierarchy of authority, control and discipline.

Second is the *Human Relations Theory* which stresses personal self-fulfilment and congenial work environment.

Third is the *System Theory* which argues for adequate information flow, for better decision-making in organizations. The synthesis of these three theories provides the principles which guide administrative practices in organizations.

Management and Administration of organizations work under their respective political leaderships, thus, there is an interplay between political and managerial factors in organizations.

The political factors are concerned with rules for accountability and control of Management and Administration, while the management factors are concerned with rules for effective work and task performance. In the GNAT, the practice is that, Management responds flexibly and obediently to the demands of the political leadership.

The political leadership determines broad policies, objectives, allocates resources for the execution of the policies and decisions by Management and Administration and exercises oversight responsibility over Management.

Management and Administration reduces broad policies and decisions into specific terms and uses appropriate processes to execute the policies and decisions of the political leadership.

In GNAT, the practice is that, Management and Administration in carrying out its tasks enjoys relative degrees of autonomy and independent conscience, without undue interference by the political leadership.

What are the proper functions of the top Management and Administration of organizations? According to Luther Gulick, the proper functions of top Management and Administration of organizations are:

- I) Planning
- ii) Organizing
- iii) Staffing
- iv) Directing
- v) Coordinating
- vi) Reporting, and
- vii) Budgeting

(POSDCORB)

Earlier in 1930, Henri Fayol, had categorised the functions of top Management as follows:

- i) Preparing operations
- ii) Seeing that they are carried out, and
- iii) Watching out for the results.

The constitution of the GNAT defines the roles of Management and Administration on similar lines, as postulated by those writers.

While not discounting hierarchy in organizations, the practice in the GNAT is that, relations between top management and subordinates are humanized and regulated in a more open and co-operative style, with problems and objectives discussed mutually, thus providing a harmonious and healthy atmosphere at the workplace.

The administrative decision-making is collective, as against the unitary style of decision-making by only the Chief Executive. Decisions are made by the General Secretary and the line officers – Deputy General Secretaries, with the Senior Staff providing supporting services, with the General Secretary being solely responsible for those decisions, though.

The Deputy General Secretaries and other staff are not directly answerable to the political leadership; rather, it is only the General Secretary who is directly answerable to the political leadership.

Since budgeting is a political activity because it is about allocation of resources, the budgeting process in GNAT starts from the Finance Committee, which is directly responsible to the National Executive. However, Management and Administration provides vital information and data for the preparation of annual budgets.

Since 1982, the GNAT has introduced a formula for revenue sharing between the various levels of the Association – (National, Regional, District and Local).

Administrative actions in the GNAT take due cognizance of the various interest groups – leadership which is more concerned with purposes, members concerned with equal treatment and access, and organizational interests which mean many things, including the need for an Organization to pursue a given task under given conditions, manipulate and stabilize its environment and increase resources and support for policies and practices which become particularly associated with its existence and future.

An organization like GNAT deploying large resources, performing well-articulated tasks, possessing a good deal of formal autonomy would tend to develop strong organizational interests.

In recent times, beginning from 2002, the practice of rolling out 4-year development plans for strategic improvement of services rendered to our members, has evolved.

In the GNAT, Management and Administration interprets effective performance not only in terms of achieving its mandate, but also as compliance with political demands on Management and Administration. For this and many other reasons since the mid-1980s, the practice of holding monthly meetings between the

Management team and the five (5) National Officers has been adopted, to give them (National Officers) insight into the activities of Management, and also engender their sympathetic understanding and support.

Management and Administration has developed the ethics of respect for the political leadership and also resists illegitimate political demands and encroachments.

The Management of the GNAT has these main concerns:

- i) Effective performance of staff
- ii) Strict compliance with rules and regulations by staff
- iii) Net benefits of programmes exceeding their costs
- iv) Promotion of welfare of the staff

***Recruitment*** into the Association is based on a competitive process, aimed at selection of suitably qualified candidates and career progression clearly defined and staff assured autonomy and opportunities for further personal development and for meeting their egoistic needs of self-fulfilment, reputation and social status. Though staff are not specialists, they possess intellectual knowledge and experience of the workings of the Association.

GNAT offers its key staff the prospects of stable and evenly graduated careers, moving towards positions which can be clearly envisaged. Such careers have attracted individuals with preference for job security and regularity, the very opposite of the qualities which a politician needs.

Certainly there is generally job satisfaction on the part of the employees of GNAT; the staff in the regions and districts exercise delegated functions, since the practice is the deconcentration style of decentralization.

When the personal interests of Management and staff conflict with those of the Association, the latter take priority over the former, because they have internalized the values and objectives of the organization.

## NATIONAL OFFICERS (2018-2022)



**Philippa Larsen (Ms.)  
National President**



**Afelibiek Ababu  
National Vice President**



**Rev. Mrs. Hannah Odjenma Botchway  
National Treasurer**



**Abena Gyamera (Ms.)  
1st National Trustee**



**Victor deGraft-Etsison  
2nd National Trustee**

The five National Officers are elected at the National Delegates Conference for a four - year term, renewable for only another term.



Among other things, the values of the Association emphasize visionary leadership, courage, transparency, honesty, trust, accountability, solidarity, tolerance, respect, inclusion, dedication, commitment, voluntarism and activism.

As regard the aims and objectives of GNAT, these are reflected clearly in the Constitution. Prominent among these objectives are, to treat all members equally, promote the interests and collective bargaining rights of members, promote high academic standards, professional competence, exemplary conduct, provide internal economic and welfare services. Other important objectives include forging alliances with other worker organizations, participation in national discourse and co-operation with the Government of the day, in pursuit of the development of education.

Weberian norms, particularly strong hierarchy and anonymity are not applied in the practices of the GNAT, because there is humanized relations between Management and subordinates, also, open administration is practised.

**There is functional division of labour in the administrative structure.** There are Divisions headed by Deputy General Secretaries and Units, also headed by key senior staff who deal with specific functions, with detailed job descriptions.

**Resources are allocated by the political leadership** but in GNAT, resource control remains a key function of Management, because judicious use of resources is one of the main concerns of every Management. Funds approved in the annual budgets have to be authorized by Treasurers, while disbursements are strictly controlled by the General Secretary; and at the lower levels, by Regional and District Secretaries. There is a close partnership between the political leadership and Management, with the tacit understanding, that each does not invade the territory of the other.

Management must show a peculiar mixture of independence and compliance, initiative and personal responsibility, must be prepared to speak out and shut up as and when necessary, but remain always loyal to the political leadership. This has long been the vogue. One could say, it is a symbiotic partnership between two disparate groups.

The Management and Administration of GNAT is protected and restricted by a rigid code of conventions. All acts of Management and Administration are done in the name of the political leadership, except those which violate rules and regulations of the Association for which they would be personally held liable.

### **Managerial Roles**

There are three managerial roles, i.e.

- 1) Symbolic role
- 2) Responsive role
- 3) Discretionary role

(D.S. Pugh - Editor, *Organizational Theory*, 1971)

### **Symbolic Role of Management**

Managers of Organizations are assumed to be the symbols of their organizations, therefore the successes and failures of their organizations are attributed to them.

Managers must have understanding of pressures and dilemmas confronting their organizations. They should always remember that their modules for their subordinates and as much as possible should adopt participative style of leadership without disregarding other types of leadership styles when they become necessary.

The selection of leaders of organizations is therefore very crucial. In GNAT the selection of General Secretaries is conducted meticulously, and once in office, there are checks and balances in place to ensure probity, and accountability, in their activities.

### **The Responsive Role of Management**

Organizations are confronted with demands and constraints in discharging their functions, therefore Management needs to assess the prevailing contexts, to determine how to adapt the Organization to meet the constraints of the contexts and implement the adaptation. To manage the Organization's environment, Management, in a responsive manner must perceive the demands confronting the Organization and adjust the organization to them, accordingly. The responsive role sees the function of Management as being an assimilator and processor of demands.

Responsive management has to take appropriate action in deciding which demands to heed and which to reject. The actions to be taken are provided by the various participants and interests in the Organization and its environments; such choices are critical for the survival of the Organization, because of the situation of interdependence on other social actors.

For Management to exercise correct and right choices in situations, there is the need to have the right information; therefore, information gathering is an essential function of Management. This role emphasizes the importance of processing and responding to the Organization's context. The critical factor is that; constraints are imposed on the actor.

### **The Discretionary Role of Management**

In the Discretionary role, Management may take action to modify the environment to which the Organization then responds. In addition to a responsive role of management, therefore, is a discretionary role. Here, Managerial action focuses on altering the system of constraints and dependencies confronting the Organization. Organizations in such situations may adopt strategies like mergers, lobbying, coopting and doing all the various things which alter the interdependencies confronting the Organization. In some respects, the discretionary role of Management is not inconsistent with the responsive role. Both require accurate assessment of environmental constraints and contingencies. Whether one is going to respond to the environment or change it, effective action is more likely, if the context is accurately perceived. Both the responsive and discretionary roles of Management, then, emphasize the importance of the information processing-tasks and the criticality of the accuracy of Management's perception of the model of reality.

The discretionary role emphasizes more the possibility of managerial action, actually to change the organizational context. Only a few Organizations have the muscle to do this. For some Organizations, such change is out of the question.

The three roles of Management discussed are not mutually exclusive. At some time, all may be enacted. At one point, Management may serve a symbolic value, while at others, it may respond to environmental demands, while still at others, it may engage in

actions to modify the environment, although each perspective may emphasize a slightly different set of skills and activities which are all potentially important. The critical issues involve the circumstances under which one or the other role is likely to predominate and the factors which appear to be associated with the successful performance of the managerial roles. It is significant to note from the above analysis, that because of environmental constraints and interdependencies, success(e) of Organizations are not entirely in one's hands; it depends on others as well, even those who may be outside the Organization.

Management is the custodian of all relevant records on the Organization and has the responsibility of ensuring their preservation, proper upkeep and retrieval for use, when required.

The GNAT watches over the operations of the Ghana Education Service, seeks the rectification of contractual rights of its members when infringed upon, and influences interest criteria issues.

With the Ministry of Education (MoE), the Association addresses concerns over education policies and allocation of resources, as well as its own problems with the GES.

There is a standardized form of carrying out routine activities of Organizations to, among other things, ensure uniformity, impartiality and certainty and also avoid arbitrariness, favouritism and partisan outlook.

The human mind must worship something; equally, Management worships process – best methods of achieving the objectives (of the GNAT). GNAT ought to either maximize, or optimize the use of its resources; it has no other alternative.

Due process is certainly a very crucial practice in the management and administration of the GNAT. And the Association must duly observe it.

## CHAPTER TEN

### MANAGEMENT AND ADMINISTRATION OF GNAT FINANCES

#### INTRODUCTION

The Ghana National Association of Teachers (GNAT) has many activities to contend with, i.e. its main trade union, social and welfare activities, and collaboration with local and external organizations and institutions.

The GNAT, like all other organizations, profit-making or charity, requires funds with which to carry out its activities. The question then is, “how do unions fund their activities, where do they get the funds to do these i.e. what are the sources of funds? And how do they account for the funds they mobilize?”

To enable the Association carry its members along and also get them committed to and involved in its activities, there is the need to get the members informed about its finances and be seen and known to be transparent in its activities.

This write up takes a look at how GNAT comes by its funds, how they are used, and how it accounts for them.

#### Sources of Funds

Article 35(1) of the GNAT Constitution spells out the sources of funds for the Association, as follows:

- i) Annual subscription or membership dues
- ii) Special levies imposed at various levels of the Association
- iii) Proceeds from investments
- iv) Grants or Donations from sister unions and organizations
- v) Income from endowments or bequests made to the Association
- vi) Grants from the public funds of Ghana.

## **Membership Dues**

This, to a large extent, forms the bulk of the Association's source of funds. Every member of the Association pays dues every month, to the Association.

This is done by check-off, i.e. deduction at source, operated on behalf of the Association, by the Controller and Accountant General. This is supported by Section III of the Labour Act, 2003 (Act 651).

The quantum of the dues paid by members is determined by the National Delegates Conference. The National Delegates Conference fixes the rate and the actual sum, based on the initial salary of the least qualified professional teacher.

Currently, the monthly dues paid by members have been fixed at 2% of the initial salary of the least qualified professional teacher (i.e. holder of the Diploma in Basic Education). This was fixed at the National Delegates Conference held in Legon, in January, 2010.

It is important to note that even though the rate of dues may not change, the actual dues (amount) paid may change from time to time, due to change in the initial salary of the Diploma Certificate Teacher.

It is also worth noting, that the amounts checked-off by the Controller and Accountant General are paid to the Association's Bankers, the Standard Chartered Bank, High Street Branch, Accra, through the National Investment Bank (NIB).

## **Special Levies**

The Association also derives income from special levies. Special levies are monies paid by members towards the execution of special or specific projects.

It is worth noting, that all the Regional GNAT Hostels were built from special levies. Special levies are imposed only after due process has been followed by the area, local, district or region concerned.

### **Proceeds from Investments**

The GNAT is required by its Constitution, to invest a proportion of its income (Investment and Reserves). This has provided it some funds in the form of interest on the investments.

### **Donations or Grants**

GNAT also benefits from donations through its affiliation to Education International (EI), and bilateral relations with other Teacher Unions.

These Teacher Unions often give GNAT financial assistance, for the implementation of specific programmes. For example, the Canadian Teachers Federation (CTF) assists GNAT with funds annually, for the running of in-service courses for its members.

The Swedish Teachers assisted GNAT with funds for the furniture project. The BUPL of Denmark helped GNAT to develop and implement an Early Childhood programme. the Danish Union of Teachers (DLF) assisted GNAT financially to carry out the School Representatives training programme.

The immense support received from the Swedish Teachers Union for the Study Circles and the British Columbia Teachers Federation, Canada, for computers for some GNAT Officers, are examples of external donations received.

It should be pointed out, that the donations are tied to specific projects and thus cannot be used for other projects.

### **Administration of Funds**

At each level of the Association, (National, Regional, District, Local) there is a Finance Committee, which draws up a budget. The budget is presented to the Executive. The Executive then presents it to the Council for approval and subsequently reports to the various Delegates Conferences.

- The implementation of the budget is the onus of the Secretariats.
- The Treasurer at each level is the authorizing officer.

- At each level, there are three (3) signatories to the accounts of the Association, including the Treasurer.
- At the National level, the signatories are the General Secretary, the National Treasurer and the 2nd operator of the Accounts.
- At the Regional level, the Regional Chairman, Treasurer and Regional Secretary are the signatories.
- The District Chairman, Treasurer and District Secretary are the signatories, at the District level.
- The various levels of the Association are required to keep books of accounts.
- Since monies are released to the Divisions and Departments, Regions, Districts, and Locals, to enable them carry out their activities, such activities should be reported on and more importantly, their costs.
- The Regions, and Districts are required to present monthly financial statements to Headquarters. The Regions supervise the activities of the Districts.

### **Auditing of Accounts**

At the end of each financial year, the accounts of the various levels are audited by auditors appointed by the Association, and the Councils present the audited accounts to the Delegates Conferences.

### **Who are interested in GNAT Finances:**

With the payment of dues by members and the subsequent distribution of grants to the Regions, and the Districts, the question of who are interested in GNAT Finances arises.

The general membership of the Association, the Executive, Council, the Labour Department, Government and the general public are all interested in the finances of GNAT.

*Sections 84 to 93 of the Labour Law (Act 651)* talk about the registration of Trade Unions by the Chief Labour Officer, and the requirements for a Certificate of Registration.

*Sections 94 and 95 of the Labour Act* provide for the Accounting of Union Funds.

### **How the Income is Distributed**

The use to which the funds of the Association should be put, is specified by Article 37 of the GNAT constitution.

The distributions of the funds are as follows:

• Local Grants	-	5%
• District Grants	-	16%
• Regional Grants	-	3%
• Professional and Trade Union Education-	-	7%
• Death and Retirement	-	25%
• Investment	-	3%
• Reserves	-	3%
• Capital Development	-	4%
• General Administration	-	34%

The 34% for General Administration is distributed under the following sub-heads.

• Staff Salaries and Allowances	-	20%
• Headquarters expenses, including Capital outlay, meetings, conferences	-	10%
• Grants to Regional Branches:		
1. Equalisation Grants	-	2%
2. Grants based on numerical strength of teachers in each region	-	2%

It should be noted that apart from the sources of funding indicated above, the National Council of the Association has the power to borrow to finance projects, approved by a National Delegates Conference, with a two-third (2/3) majority of members present.

It should be noted that Financial Management issues are about accountability, taking decisions on items which involve expenditure of money and the ability to report on how much is received at the National, Regional, District and Local levels and expended, all supported with evidence of receipts, etc.

It should also be remembered that the guiding principle of Financial Management is to maximize value, by financing cash needs at the least cost possible, and at a level of risk that Management can live with.

### **Financial Regulations**

The disbursement of the funds of GNAT, as well as the conduct of financial business is done within the Association's financial regulations. The General Secretary and the National Treasurer are responsible to the Association for the financial business of the Association.

### **Some stipulations of the Financial Regulations**

- Proper records shall be kept of the receipt, custody and disbursement of GNAT funds.
- There shall also be records of the care and use of GNAT stores.
- Such records shall be produced for inspection by the General Secretary, whenever required.

### **The Accounts Department**

- a) All revenues and remittances in the name of GNAT shall be done through the Accounts Department.
- b) Monies shall be receipted under official receipt books
- c) All monies shall be paid into Bank within 24 hours after receipt
- d) All payments shall be made through cheques, or approved imprests.
- e) All payment vouchers shall be verified and certified correct by the Deputy General Secretary, Finance, before approval by the General Secretary and the National Treasurer, respectively.

- f) Routine financial control of the Accounts Department shall be the responsibility of the Deputy General Secretary, Finance.

This shall include:

- a) vetting, verifying and certifying correct, all payment vouchers before passing them on to the General Secretary, for approval.
- b) monthly checking of all receipts of monies and bringing to the attention of the General Secretary, all the financial needs of the Organisation, and ensuring the timely auditing of accounts by the Auditors.

### **Operators of Accounts**

- i) The General Secretary, National Treasurer, and one other member appointed by the National Council, shall be authorized to operate the accounts of the Association. All the operators of the account shall be resident at the Headquarters of the Association.
- ii) The signatures of any two of the three operators of the account shall be valid for purposes of withdrawal.
- iii) Payments shall, as far as possible, be made by the Accountant
- iv) All payments shall, as far as possible, be made in the financial year to which they relate. Payments shall not be made before they are due.
- v) All claims against the Association's funds shall be dealt with promptly, and the relative payment vouchers completed, and paid, without delay.

### **Imprest**

- I) An imprest, as may be determined by the National Executive, shall be kept by the Accountant, to meet minor payments for services or goods sold to the Association.

- ii) The maximum amount of cash which may be held by the Accountant shall be fixed by the Finance Committee, in consultation with the General Secretary.

### **National Treasurer**

- a) The National Treasurer shall check, from time to time, payments effected by the Secretariat, and submit regular reports to the National Officers, on the financial administration of the Association.
- b) The National Treasurer shall present Financial Statements, including Audited Reports, to the National Executive, National Council and the National Delegates Conference.

### **Programmes and Projects**

All spending officers shall furnish the Divisional Heads with their activities, together with their financial projections, before the commencement date of the proposed programme or activity. The Divisional Heads shall then have to obtain approval from the General Secretary, before monies shall be released for the implementation of such programmes, projects and activities.

- i) Every expenditure shall be approved, before payment vouchers are prepared.
- ii) Spending officers shall account for monies advanced to them to undertake any programme or project, five (5) days after completion of the said programme or project.
- iii) The Accountant shall ensure that spending officers comply with this regulation.

### **Bank Accounts**

- A decision to open a Bank Account shall be made by a resolution of the National Executive.
- The Association's Bank Account may not be overdrawn, without reference to the Finance Committee.

- Cheques received shall be paid to the credit of the Association's Bank Account, as soon as possible. All cash, cheques, drafts, postal orders received on behalf of the Association by the Accountant, shall be paid to the Bank. On no account shall such cheques be used to effect payment by endorsement.
- If not already crossed, cheques received shall be crossed immediately by the Accountant, who first receives them.

### **Prohibitions**

- a) The National Secretariat shall not grant loans and advances to members who are not employees of the Association, unless approved by the Finance Committee.
- b) The Accountant shall not transact any financial business directly with any staff member, or any member of the Association, without the knowledge and consent of the General Secretary.
- c) The lodging of the Association's funds into a private account at a Bank, or private money to the Association's account, is prohibited.
- d) Any financial transaction in violation of approved financial regulations, and which is not in the best interest of the Association, shall be brought to the attention of the General Secretary, by the Accountant.

At the 1982 National Delegates Conference held at the Kumasi Technical Institute (KTI), the Conference decided that the administration of GNAT's finances should be decentralized to the lower levels of the Association; therefore, since 1983, the policy of fiscal decentralization has been introduced. Thus, all the levels of the Association prepare their budgets and implement them.

***Courtesy: M.V.V.K. Demanya – Ag. General Secretary (Rtd.)***



## CHAPTER ELEVEN

### DIVERSIFIED ACTIVITIES OF THE GNAT

#### **Development of Physical Infrastructure**

In line with the vision of its founding fathers, the demands imposed by the GNAT Constitution, decisions taken at various Delegates Conferences and Government policies on education and labour, GNAT has been involved in various activities, some of which are noted in this chapter.

The Teachers Hostel in Accra which was built in the 1960s was refurbished in 2019, to a modern standard.

All the administrative regions of the GNAT have hostels, boardrooms and in some cases, restaurants managed by hostel Committees; proceeds accruing from them are used for the following:

- i) Maintenance and renovations
- ii) Cleaning consumable
- iii) Salaries of the workers employed in the hostels
- iv) Sanitation and utilities
- v) Furnishings
- vi) Investment

Some Districts have also started building offices and hostels. It has however been realized that the Districts are using financial resources meant for organization, for these projects. It is thus important for the Association to take a careful look at these projects and ensure that they are done in a judicious manner, without denying the Districts, the required financial resources organizational purposes.

Development of physical infrastructure in the form of office spaces and hostel accommodation in the Regional capitals of the former ten regions, as well as the construction of the Phase II of the Teachers Hall Complex in Accra were executed between 1987 and 2004. As of now, each of the then ten Regions has GNAT Secretariats and Teachers Hostels. The hostels provide accommodation primarily for teachers who come over to the capitals to transact businesses, especially those connected with their profession, as well as the general public.

In the mid - 1980s, a 35 - acre land was acquired at Abankro near Ejisu in the Ashanti Region, to be developed into a Teachers Village. This has been under development since 2005. The village has facilities for the Association's national activities such as National Delegates Conferences, National Council meetings, workshops and seminars. It is also to have a Centre for Research and further education and training for teachers. It is again for the patronage of the general public. The Village is a long term development project; however, the completed facilities are now in use.

In view of the Association's massive physical developments, it has become imperative that inventory be taken its properties countrywide, to ascertain the title deeds to, and register them with the appropriate state agency. This process was commenced in 2020 and it is hoped, it would be completed, soonest.

### **Appointment of District Secretaries**

In the desire to bring the Association to the doorsteps of members, a decision was taken in the early 1990s, to appoint District Secretaries for the then existing districts, countrywide. The power of appointment, postings and transfers was vested in the Regional Executives. Between 1994 and 1996, all the then Districts had full-time District Secretaries.

Some of these Secretaries have since risen to become Regional Secretaries, Assistant Regional Secretaries and Deputy General Secretaries, and it is a delight to state that the current General Secretary, Mr. Thomas Tanko Musah, was at one time a District Secretary; Mr. David Ofori Acheampong also a District Secretary, rose to become a Regional Secretary and finally, General Secretary, before retirement. Also, Mr Thomas Baafi progressed from District Secretary to Regional Secretary and retired as Deputy General Secretary and Ms Gifty Anyogbe Apanbil ran through the ranks from District Secretary through Assistant Regional Secretary to Regional Secretary and retired as Deputy General Secretary. Similarly, Mr. Kwadwo Awotwe-Nkansah joined the Association as a District Secretary, became Assistant Regional Secretary and retired as Deputy General Secretary

Apart from the direct benefits the Association derives from the performance of the District Secretaries, the office has served as a training ground for career advancement in the organizational life of GNAT and also provided greater visibility for the Association, nationwide.

### **History of the Teachers Fund**

It may be recalled that the Association, with the assistance of the Canadian Teachers Federation (CTF), promoted the formation of Teachers Credit Unions throughout the length and breadth of the country, in the 1960s.

It was thought that these Credit Unions could build an apex body to coordinate their activities, but this could not be. This was because some of them affiliated to the Credit Union Association (CUA) of Ghana, while others preferred to be independent on their own. The Association did not have control over their operations, and only a few of them proved to be viable – eg. the Techiman Teachers Credit Union and the Agona Swedru Teachers Credit Union.

In spite of the existence of these Credit Unions, a number of teachers continued to ask for loans from the Association. In response to these financial demands, the Association, in the 1980s, instituted a scheme dubbed SOCIAL ASSISTANCE FUND, through which interest-free loans were given to such teachers. With time, the scheme proved to be unsustainable, because many of the teachers did not repay the loans granted them. It therefore became necessary that the scheme be abandoned. Subsequently, at the 1993 National Delegates Conference, a decision was taken to institute a contributory Self-Help Scheme. This scheme could however not take off, because a section of teachers violently opposed it. So it was also not started at all.

From then until 1998, some teachers persistently made financial demands on GNAT. That made the undertaking of a feasibility study on a sustainable scheme imperative. Fortunately, before the 1998 Delegates Conference, the Economist, Mr. Kwame Pianim had presented the modalities for establishing a Teachers Fund to the General Secretary. The proposals were approved by Conference. Conference subsequently decided the establishment of the Teachers Fund, with a contribution of One Cedi, (the equivalent of ten pesewas today) per teacher, per month, with the option for those who were

unwilling to join it, to opt out by writing to that effect. And the Fund came on board! The Teachers Fund was established as a separate legal entity, with its own Board of Trustees, which appoints its Management and staff. In addition to its core functions, the Fund has built a 1,000 – bed hostel (J.T.N. Yankah Hostel) on the campus of the University of Ghana, and an office complex (GNAT Heights) on the Independence Avenue, also in Accra, for rental.

### **The Fund**

The Teachers Fund is a retirement income supplement and solidarity scheme for the Ghana National Association of Teachers registered members. It was established by a Trust Deed in May 1998. The Fund is committed to enhancing the welfare of its members through prudent investment decisions and initiatives, innovative technology and a well-motivated, skilled work force. The Teachers Fund has a fifteen-member Board of Trustees, who provide policy direction for the management and staff to implement. The fifteen-member Board of Trustees is made up of ten (10) elected regional representatives, three (3) External Trustees nominated and approved by Council, the General Secretary of GNAT and the Chairman, who is nominated and approved by the National Council.

Generally, members of the Fund make a minimum monthly contribution of fifty (GH¢50.00) Ghana Cedis towards their retirement. Upon retirement, a lump sum is given to the member, which comprises his total contributions over the years, plus the interest accrued on the contributions. Apart from the monthly minimum contribution, members are encouraged to contribute more than the minimum contribution. Such members are referred to as optional contributors. The higher one's contribution, the larger the amount one will go home with, upon retirement. The Fund reports to the GNAT National Council, every year.

### **Benefits**

- a) As a member of the Fund, one is entitled to benefit from the lifestyle enhancing facilities the Fund has available for its members. These are the four loan facilities that members can access from the Fund. The loan facilities are: Personal Loan, Investment Capital, Vehicle and Habitat Loans.

- b) Members of the Fund also have the opportunity to access consumer goods on credit from the Credit Mall Limited, a subsidiary of the Fund. Currently, the Credit Mall Limited is under going restructuring following criticisms by members.
- c) In the event that an active member is declared incapacitated and unable to continue to be in active service by a certified medical practitioner, that member is entitled to a Group Solidarity package, which is an insurance scheme for members. This package is added to the member's benefit which is the total contribution, plus the interest accrued.

Again, when a member dies in active service, the full benefit is paid to the next of kin, in addition to the Group Solidarity package which is the insurance component of his membership of the Fund. In the event that the deceased member had not fully paid a loan obtained from the Fund, the next of kin would not be burdened with the repayment of the loan facility and also the deceased person's entitlements would not be used to offset the loan facility. The full benefit shall be paid to the next of kin, with the Group Solidarity benefit.

### **Assistance to Teacher-Writers**

The Association has been promoting book production by teachers who have the flair for writing. In the 1970s, the Canadian Teachers Federation (CTF) seconded a teacher to the Association, to assist Teachers with this skill. Subsequently, there were follow-up visits by CTF Resource persons in the 1990s and even after 2000. The Association provided financial assistance for teachers with manuscripts for publishing. Later on, this assistance was varied, and the Association took responsibility for the printing of the manuscripts. Some teachers took advantage of this and came out with books which in the mid-1990s were procured by the Ministry of Education for the schools to be used as Supplementary Readers. Some of the books were donated to deprived schools by the Association.

## **Organization of General Certificate of Education (GCE) Classes for Teachers**

As a service to teachers who did not have higher academic qualifications, a decision was taken to organize General Certificate of Education (GCE) classes which would enable them to obtain the requisite qualifications for admission into tertiary institutions. A number of teachers took advantage of it, and acquired the requisite qualifications for University education. The classes were popular in Accra, Koforidua, Kumasi and Sekondi-Takoradi.

## **Upgrading of Pupil (Untrained) Teachers in the Service**

The Association actively cooperated with the Teacher Education Division, of the GES, in devising and implementing in-service teacher-education for pupil (untrained) teachers who did not have the Certificated-Teacher qualification, to obtain the Certificate 'A' professional certificate.

## **Upgrading of Cert 'B' Teachers to Cert 'A'**

Following the phasing out the Certificate 'B' course, the Association organized classes for serving Cert 'B' teachers to upgrade themselves to the Cert 'A' status.

## **Upgrading of the Cert 'A' to Diploma**

In addition, GNAT was instrumental in getting the Government to upgrade the Certificate 'A' course to a Diploma Course.

## **Upgrading of Diplomates to Degree Holders**

Currently, there is a top-up programme underway through the initiative of GNAT to upgrade Diplomates to become university graduates, to be awarded B. Ed degrees. The University of Cape Coast is hosting the programme, with the sponsorship of the Ministry of Education. The objective is to allow every teacher to meet the minimum entry requirement to practise as a teacher in Ghana.

## **Post-Graduate Certificate in Education Sandwich Course**

At the instance of the Association, Alhaji Rahim Gbadamoshie, Director General of the GES negotiated with the University of Cape Coast to institute the PGCE (later PGDE) Sandwich course. This was to create the opportunity for thousands of graduate non-professional teachers who continuously applied but did not gain admission on the regular programme due to the limited quota given the course by the Faculty of Education, to obtain it and become professionals.

### **Distance Education Programmes**

GNAT gave support to the Teacher Education Universities and encouraged its members to subscribe to Distance learning and Sandwich courses to upgrade themselves, from Teachers' Certificate 'A' holders, to Diplomas and subsequently to first and second degree holders. This endeavour has changed the outlook of a majority of GNAT members.

### **The GNAT Print Shop**

The GNAT Print Shop earlier cited, was started with CTF technical and financial assistance. Between 2004 and 2015, it was upgraded, still with CTF assistance, under the Social Development in Education (SODEP) project, now christened *Nkabom*. It now operates as a semi-autonomous commercial entity and renders services to GNAT and the general public.

### **The Sweden Ghana Medical Centre**

With its long term vision of having members who are healthy and well, and adequately informed of the risks of such lifestyle diseases as cancer, the GNAT has purchased the Sweden Ghana Medical Centre (SGMC), located in East Legon Hills, Accra, from its Swedish owners, Global Investments AB (GMI).

The SGMC is Ghana's first comprehensive private cancer treatment centre, with the mission to reduce, if not totally take away, the burden of cancer in Ghana in particular, and the West African sub-region as a whole. It is one of the most advanced cancer centres in West Africa, with modern equipment and highly qualified staff, and achieved the fastest access to treatment, by global standards.

The Centre has highly specialized machines, which use the required radioactive materials in its work. It is manned by specially trained oncology staff who deliver cytotoxic and radioactive treatment, in the fastest turn-around time. It has in stock expensive cancer drugs carefully procured from top licensed suppliers, and manages the cancer patients, after treatment care.

At the SGMC, GNAT members and their dependants have immediate access to cancer treatment; thus there is no waiting to see oncologists, clinical planning team, and case management. Members also get treatment quickly, meaning better chance to fight and cure cancer. Treatment is free, and borne out of the cancer fund of GNAT.

With the acquisition of the SGMC, GNAT has made a bold, strategic investment in the future health of teachers and their dependants, as well as the wider Ghanaian public, guaranteeing them full access to cancer treatment without delay.

### **GNAT and Labour Relations**

As stated earlier on, the Teachers Union opted out of the TUC in 1962, and has since remained outside it.

In the course of time, it became necessary for GNAT to strike an alliance with Worker Associations outside the TUC. This led to the formation of the Consultative Forum of Labour, (The Forum), in the late 1980s, comprising the GNAT, the Civil Servants Association of Ghana, the Ghana Registered Nurses Association and the Judicial Service Staff Association of Ghana.

These Associations organize workers who are employees of the state. Even though each remained an independent body in the Forum, they worked together as and when necessary, and dealt with the Government, first, as employees of the state, and second, expressed their views particularly on the political economy of Ghana.

The Forum succeeded in getting the Provisional National Defence Council (PNDC) Government to come out with the PNDC Law 309, which provided the machinery for negotiations between them on the one hand, and the Government on the other.

### **PNDC Law 309**

The PNDC Law 309 provided a negotiation machinery which allowed non-unionized workers to negotiate with Government for wages and other conditions of service for their members.

## **Functions**

The functions of (the) negotiating committee were:

- a) to negotiate salaries, wages and all other matters connected with employment, non-employment, and other conditions of service in the public service in respect of which the committee is appointed;
- b) to make proposals to the Public Service Commission for the improvement of the public service for which the committee is appointed with a view to increasing efficiency and productivity in that public service; and
- c) to make proposals to the Public Services Commission on policies that will promote the well-being of officers in that public service.

The negotiating committee was to be composed of:

- a) a chairman appointed by the Council;
- b) six other persons appointed by the Council who shall be the representatives of the Government (hereafter referred to as “the Government side”); and
- c) six other persons appointed by the relevant organization or branch of the Public Services to which the negotiations relate (hereafter referred to as “the staff side”).
  - The chairman shall be the chairman for every negotiating committee.
  - The chairman shall be appointed for a period of three (3) years subject to renewal and on such other terms and conditions as the Council may determine
  - The negotiating committee shall meet at such times and such places as the chairman may determine.

A Central Management Board and Appellate Body were established to deal with matters related to Public Sector Wages.

It was this Appellate Body which recommended the placement of Graduate Teachers in the Ghana Education Service (GES) on the Principal Superintendent salary scale, after Professor Ameyaw Akumfi - the Director General of the Ghana Education Service, forwarded a petition from NAGRAT to it.

With the enactment of the Labour Act, 2003 (Act 651), PNDC Law 309 was repealed, and the GNAT is now a registered Trade Union, under the Act.

The GNAT, as the most representative Union in the Ghana Education Service, holds the Collective Bargaining Certificate, on behalf of all teachers in the Ghana Education Service (GES).

## CHAPTER TWELVE

### OVERVIEW OF THE LABOUR ACT, 2003, (ACT 651)

#### INTRODUCTION

The Labour Act, 2003, (Act 651), was made on 10<sup>th</sup> October, 2003, and it came into effect on 31<sup>st</sup> March, 2004.

#### Significance

The Act is an important piece of social legislation, as well as an important piece of social engineering. All the partners, that is, Government, Organized Labour and Employers who are directly affected by the Act discussed every aspect of the Act and fully participated in its making.

**The Act is therefore** the handiwork of the three partners in the field of Labour, i.e., Government, Organized Labour, and Employers. All of them worked in concert to achieve it.

All the three partners, i.e., Government, Organized Labour, Employers have a responsibility to ensure that the Act succeeds in ensuring a harmonious industrial relations atmosphere.

#### Why the Labour Act?

Eight very important considerations necessitated the Labour Act:

*First*, there was the need for a legal regime that would create harmonious industrial relations for increased productivity, profitability, and enhance job creation

*Second*, there was the need to bring all existing legislation on labour in conformity to the provisions of the constitution of the Republic of Ghana.

*Third*, was the need to bring all existing legislation on labour in conformity to provisions of conventions of the International Labour Organization (ILO), to which Ghana is a signatory.

*Fourth*, was the need to provide a more user-friendly legislation in terms of Language, Content, and Accessibility

*Fifth*, the need to decriminalize some industrial and labour issues.

*Sixth*, was the need to provide a more responsive and flexible legal regime, for proactive treatment and resolution of labour issues and disputes.

*Seventh*, there was the need to bring within the law, good practices which had developed outside the law, over the years.

*Eighth*, there was the need to rationalize government's role as policy maker in the field of labour, as employer, and as umpire, in labour issues and disputes.

### **Innovations in the Act**

The Act addresses three important things:

- How the employment relations is commenced
- How the employment relations is sustained
- How the employment relations is brought to an end

Commencement of Employment Relations:

- a) Employment relations begins with a contract of employment
  - Sections 12 and 13

- b) Sustaining Employment Relations

Talks of the:

- Rights of the employer (**Section 8**)
- Duties of the employer (**Section 9**)

- c) Sustaining Employment Relations

Talks of the:

- Rights of a worker (**Section 10**)
- Duties of a worker (**Section 11**)

### **Freedom of Association**

Both workers and employers are free to unionize to protect their interests.

- **Sections 79 – 95**

### **Sustaining Employment Relations**

Talks of Negotiation of terms and conditions of employment

- **Sections 96 – 111**

### **Sustaining Employment Relations**

Talks of Dispute resolution

- **Section 108 and Sections 153 – 167**

### **Ending the Employment Relations**

Talks of:

- Termination as provided under **Section 15**
- Redundancy under **Section 65**
- Expiration of contract of employment

### **CONCLUSION:**

These provisions of the Act have three clear over-riding aims:

- To determine the legal relations that should exist at the workplace
- To make labour relations predictable
- To ensure that there is harmonious workplace relations, to enhance productivity, profitability and job creation.

*Courtesy: Dr. Kofi Bako, University of Ghana, Legon*

The GNAT has an obligation to conduct its industrial relations practice in accordance with the relevant provisions of the Act. It is the view of this author that the tripartite committee should have sub-committees in the Regions and the Districts to get them involved in their activities, so as to obtain their inputs to improve the quality of work of the National Tripartite Committee.



## CHAPTER THIRTEEN

### MAKING THE LABOUR ACT, 2003, (ACT 651) WORK

#### **Employment Laws in Ghana**

The relationship between the employer and the employee is governed by the common law, contract, tort, and civil procedures. The contract of service entered into by the employer and employee, whether written or oral, is taken into account, when there is an industrial dispute between the employer and the employee. Although employment is based principally on contract-whether for an individual or collectively as under a Collective Bargaining Agreement, the State in its role as regulator of a key sector of the economy intervenes, hence the Labour Act, 2003, (Act. 651) which governs employer-employee relations in Ghana.

Before the enactment of Labour Act, 2003 (Act 651), there were several labour legislations, some of which dated back to 1941. Now, there are basically three: the Labour Act, 2003, (Act 651), the Factories, Shops and Offices Act, 1970, (Act 328) and the Workmen's Compensation Law, 1987 (PNDCL 87) Also relevant are the 1992 Constitution, the National Pensions Act, 2008, (Act 776), the Pension Ordinance (Cap 30), the Disability Act, 2006 (Act 715) the Fair Wages and Salaries Commission Act, 2007 (Act 737), the Children's Act, 1998 (Act 560), the National Vocational Training Institute Act and relevant Legislative Instruments such as L.I. 1822, L.I. 1833 and the Legislative Instrument on Workmen's Compensation.

The Labour Act is applicable to all employers and employees, except those in the Armed Forces, the Police Service, the Prison Service and the Security and Intelligence Agencies, as specified under the Security and Intelligence Agencies Act, 1996 (Act 526) and now, the Customs, Excise and Preventive Service, by virtue of a Supreme Court decision. Modern States, have of late, been progressively renouncing the doctrine of 'laissez-faire' in its pristine form and increasingly acting on the assumption that, States must accept responsibility for some of the social welfare needs of the community.

To this end, individuals and sectional interests must be regulated by the State. The Labour Act is intended to regulate industrial relations, not only in the interest of the State, but also that of employers and employees, as well as the Government, the representative of the people and citizens of Ghana and ensure industrial harmony, by regulating lockouts and strikes. The Act, however, does not prohibit lockouts and strikes, but stipulates procedures to be followed when contemplating them (lockouts and strikes).

### **Application of the Act.**

*The Act is the major legal document for the practice of industrial relations.*

*It has created a body at the centre for industrial dispute settlement.*

In accordance with Sections 152(1) and (2) of the Act, the National Labour Commission (NLC) made Legislative Instrument L.I. 1822 to provide for (a) the procedures for negotiation, mediation and arbitration processes and (b) other matters necessary for the effective discharge of its functions, under the Act.

If parties to industrial disputes adhere to the procedures provided for under the Instrument, there is every reason that seemingly intractable disputes can be resolved through dialogue, instead of organized force, aiming at crushing the other party to the dispute. If the prescribed procedures are adopted in resolving disputes, lockouts and strikes will be a rare occurrence, instead of becoming the normal method of resolving industrial disputes.

Legislative Instrument (L.I.) 1833 was issued by the Minister responsible for Labour to, among other things, "... generally carry into effect, the provisions of the Act".

Labour Inspection is provided for under Sections 122-126 to secure the enforcement of the provisions of the Act relating to conditions of work, and protection of workers at their work places, including the provision of safety, health and welfare of workers and employment of young persons, and also ... carry out other functions, as specified in the Act.

The Chief Labour Officer, under the Act, is clothed with specific functions, including the registration of trade unions, and issuance of Collective Bargaining Certificates.

The core functions of the National Labour Commission are:

- (1) to facilitate the settlement of industrial disputes. This is to be done through the use of mediators, and arbitrators under prescribed procedures; and
- (2) settlement of disputes by the Commission itself. This settlement is to be done through the process of summary dispute resolution and compulsory arbitration.

### **Some Challenges to the Act**

Since the Labour Act came into effect on 13<sup>th</sup> March, 2004, the industrial relations landscape has experienced some serious challenges, including, but not limited to industrial strikes, almost all of which have been carried out without following the laid down procedures, prescribed under the Act.

Some employers continue to dismiss or terminate their employees unfairly. In some instances, some employers have resisted the unionization of their employees, in contravention of Section 79(1) of the Act. As far as some employers are concerned, strong and frequently-bitter antipathy to trade unionism has been in their ranks always. Trade unions are still regarded by many employers, not only in Ghana, but also elsewhere, as avowed enemies of their class, destroyers of the direct relationship between the employers and their workers and as a force designed to weaken the employers' bargaining power, with regard to labour. However, some employers strongly favour trade unions.

The greatest challenge to the Labour Act, 2003 (Act 651), so far, in the view of the National Labour Commission (NLC) has been non-compliance with the Commission's decisions, orders and directions by employers, in many cases, and in a few cases, by employees. This challenge, and many others, as well as purely institutional and

operational challenges, have combined to vitiate the determined efforts of the Commission to execute its mandate. There is no doubt that it is the wish of most Ghanaians that the Act works.

### **Employers and The Act**

One of the intended objectives of the Labour Act is to provide a speedy industrial dispute resolution mechanism which will be less expensive, less formal and reduce rancour among disputants. With this in view, it was expected that employers would promptly respond to the Commission's invitations, to provide relevant information and necessary documents concerning complaints their employees lodge with the Commission, to enable prompt action to be taken on such complaints. What is happening, rather, are undue delays by some employers in providing such needed information.

Even when the Commission has decided on cases which come before it, and necessary orders and directives given, many employers do not comply with them, neither do they take steps to appeal against, nor get the orders and directives of the Commission set aside, by the superior courts.

Some employers have not taken to bringing their industrial relations practices to conform to the requirements of the Act. There have been instances where people have been in employment without appointment letters; many enterprises also have no documented conditions of service, for their employees.

Under Section 9 (e), the Act requires employers to provide and ensure the operation of adequate procedures for disciplining their workers. No such machinery exists in some of the enterprises. It has also not dawned on some employers, that industrial relations is a specialized job, which requires experts to manage it. Employers should therefore give due attention to industrial relations practices in their enterprises to prevent the rampant and avoidable industrial disputes which continue to occur, even after the coming into effect of the Act .

There are some employers who still doubt the status and functions of trade unions. Why such doubt? The status and functions of trade unions are no longer in dispute. Capital and labour will continue to relate with each other and the earlier the respective roles of each were

respected, the better it would be for the political economy of Ghana. There is also the need for unions to recognize the right of Managements to run their businesses.

Employers also have to observe good industrial relations practices, to achieve the objectives of the Act. If all the education is done for the employees but the employer refuses to perform his part of the bargain, is inconsistent, unpredictable, disrespects the employees, refuses to respond to calls to renew expired Collective Bargaining Agreements (CBAs), then, the employer is only building up tension in the workplace. When it explodes and the employer now wants the Act to be applied, the employer must be prepared to make concessions for disregarding the Act, which built up the tension. When the employer knows an enterprise is in financial distress, the employer must have the courage to communicate it to the workers, and declare a redundancy, under Section 65 of the Act.

### **Trade Unions and the Act**

The Act is intended, inter alia, to provide for the proprietary rights of employees in employment. Accordingly, there are several provisions in the Act which provide for the protection of the employment rights of the employees. For example, there is protection against unfair termination, provided for under Section 63(4).

Under Section 102 (1) of the Act, “all matters connected with employment and non-employment, or with the terms of employment, or with the conditions of employment of workers with Collective Bargaining Certificates have to be conducted through standing negotiation, or joint standing negotiation committees, as the case may be”. The Collective Bargaining process has both political and economic significance for employees. It is an attempt to balance the power relations which exist between the employers and their employees and also, to ensure industrial democracy. It also aims at a fair distribution of the collective output, of both capital and labour.

Workers should realize that the Labour Act is not intended to encroach upon their legitimate rights, rather, it aims at enabling them to enjoy their rights at the workplace. What is needed is for employees to understand the Act, accept to commit themselves to it, and conduct their activities in accordance with its provisions.

Usually, employees who belong to trade unions do not consult their unions, when they decide to take action or deal with their individual grievances and ultimately do find themselves in bad situations. This unhealthy behaviour should be discarded, to ensure that their actions do not run counter to the provisions of the Act.

### **The Courts and The Act**

The Courts provide inputs into the interpretation of statutes, by filling in the gaps in the statutes and explaining and clarifying the ambiguities in them. It is hoped that with time, Ghana's courts, through the cases which go before them in connection with the Act, will help clear the possible grey areas in the Act and fill the gaps, by making it more meaningful, than appears now.

### **Government and the Act**

It is imperative that stakeholders make a determined effort to ensure that the Act achieves its intended objectives. The government has a dual role; first, in its capacity as the representative of the people and citizens of Ghana, to ensure that the Act is allowed to operate, without any undue interference and second, as a major employer in the economy, to observe the letter and spirit of the Act.

Towards this end, the Ministries, Departments and Agencies of the State must practise sound industrial relations management, not only to set examples for other employers, but also to reduce to the barest minimum, avoidable industrial disputes in the public sector. So far, the most disturbing industrial unrests that the National Labour Commission has experienced have emanated from the public sector, in particular, the Health and Education sectors.

Government's industrial relations practices so far, leave much to be desired. It may thus engage experts in the area, to assist build the necessary capacity to achieve it.

### **Conclusion**

There are promising chances that the Labour Act would, with time, eventually achieve its objectives. This requires the collaborative support of the social partners, Government, employers' associations and the trade unions. It would also require that, some of the old industrial practices which run counter to the Act, be discarded. There should be a building of genuine partnership between capital and labour, if Ghana is to attract foreign investors who look for certain incentive structures, before they decide to invest in a country.

The Labour Act certainly has a contribution to make towards the socio-economic development of Ghana, and we hope the stakeholders would make it succeed.



## CHAPTER FOURTEEN

### UNION-MANAGEMENT RELATIONS

The labour relations process occurs when Management and the exclusive bargaining agent of the employees (the Union) jointly determine and administer workplace rules. The labour relations process includes the following phases;

- 1) Recognition of the legitimate rights and responsibilities of the Union and Management representatives. This phase includes the legal rights of employees to join Unions, Union organizing drives, the rights of Management and Management officials, as well as their responsibilities to abide by relevant laws and labour agreement provisions.
- 2) In Ghana, Unions with Collective Bargaining Certificates negotiate collective agreements, including appropriate strategies and tactics and impasse-resolution techniques, strikes and mediations being examples of the latter.
- 3) Administration of negotiated agreements, applying and enforcing the terms of agreements on the daily basis. This phase takes a greater part of the efforts of Management. In Ghana, the administration and application aspects of this phase of labour relations are the monopoly of Management. Also in this phase, third party neutrals such as the National Labour Commission, mediators, arbitrators, the courts and the State play roles.

When disputes arise from labour agreements, the unions handle the grievances. The grievances could be either personal or collective. Section 103 (1) of the Labour Act, 2003, (Act 651) empowers a union officer or a representative, to negotiate on behalf of a union member.

In GNAT, there are officers at the district and regional levels, who handle personal grievances of GNAT members with Management, while the National level usually deals with the collective grievances of members with Management, and individual cases referred it from the regions.

4) **Elements in the Labour Relations Process**

The focal point of Labour Relations is the work rules. Dunlop, the renowned authority on labour relations suggests that the centre of attention in labour relations should be the work rules negotiated between Management and Union officials.

Work rules can be placed in two general categories, i.e. rules governing compensation in all its forms – wages, overtime payments, holidays, shift premiums and the next category, job rights and obligations. Many unions have sought work rules which would give their members the right to refuse overtime, while maintaining the original wages and benefits.

5) **Participants in Labour Relations**

- a) Management officials
- b) Union officials
- c) Employees
- d) Government
- e) Third party neutrals

The exercise of management functions is influenced by certain theories, some of which are discussed below:

**Theory X:** Propounded by D. McGregor

Theorises that:

- a) The average human being has inherent dislike for work.

- b) Because of this assumed human characteristic of dislike for work, most people must be coerced, controlled, directed, threatened with punishment, to get them to put forth adequate effort towards the achievement of organizational objectives.
- c) The average human being prefers to be directed, wishes to avoid responsibility, has relatively little ambition, wants security, above all. This theory has given birth to the particular human development practice, based on control, direction, coercion and punishment, in order to get employees to commit themselves to organizational objectives.

### **Theory Y: Propounded by D. McGregor**

States that,

If employees are lazy, indifferent, unwilling to take responsibility, intransigent, uncreative, uncooperative, the causes lie in Management method of organization and control. This theory seems to enjoy an urge of superiority over Theory X, in contemporary times.

### **The Motivator-Hygiene Theory**

This theory was propounded in 1959 by Frederick Herzberg and his associates and is also known as the two-factor theory of work motivation. Herzberg calls those factors which produce job satisfaction *motivator factors* because they satisfy an employee's need for self-actualization. Examples of these factors are:

- a) Achievement
- b) Recognition.
- c) Work itself
- d) Responsibility
- e) Advancement

The other set of *Hygiene factors* are:

- a) Organizational policy and administration
- b) Supervision
- c) Salary
- d) Interpersonal Relations and
- e) Working Conditions

According to the theory, *hygiene factors* are important, but they are not motivators. When *hygiene factors* deteriorate to a level below which the employee considers acceptable, then job dissatisfaction sets in.

Also it is the view of Herzberg and his associates that, whereas both motivator and hygiene factors meet the employee's needs, it is mainly the motivator factors which bring about improvement in the performance which management seeks from its workforce.

### **Clarification of A. H. Maslow's Need Hierarchy Theory**

This theory groups human needs into five categories, from bottom to top. From the base, the needs are:

- a) Physiological needs
- b) Safety needs
- c) Belongingness and Love needs
- d) Esteem needs
- e) Self-actualization (realization) needs

According to this theory, human needs are arranged according to the priority given above. The physiological needs, which are the most basic, must be satisfied before the other needs. Once the physiological and safety needs are fairly well satisfied, the belongingness and love needs will emerge as dominant, in a person's need structure. As the lower needs are satisfied, the needs for esteem and self-actualization become dominant. As people experience growth and progression, they want more.

Maslow's main contribution to human resource management is that, employee needs are not static, but constantly changing.

### **J. S. Adams' Equity Theory**

This theory is of much interest and relevance for Unionists and Human Resource Managers.

The equity theory states that the presence of feelings of inequity will motivate an individual to reduce that inequity. It is quite common for employees to feel that compared with other employees, they are putting more effort and talent into the job, than they are receiving in satisfaction, pay and benefits.

Adams' theory of equity (1965) states that individuals form a ratio of their inputs in a given situation, to the outcomes in that situation. The individuals then compare the value of that ratio with the value of the input/outcome ratio of other individuals, in a similar class of jobs.

If the value of an individual's ratio equals the ratio of others, the situation is perceived as equitable and no tension exists. However, the presence of perceived inequity creates tension, and this motivates the individual to reduce it.

Individuals who perceive inequity may reduce this feeling in a number of ways, such as increasing or reducing production, seeking more pay or other rewards, re-arranging one's thoughts so as to reduce perceived discrepancies, quitting a job, obtaining a transfer or engaging in absenteeism, acting on other persons, including getting others to lower their inputs, or changing the basis for comparison.

The strength of the *Equity Theory* is in the fact that, it alerts Management of the role perception plays in compensation management. It also lays emphasis on equitable rewards for employees, which rewards should be determined by comparison with other workers, both within and outside the organization. It also draws Management's attention to the reality, that employees may react to inequity in various forms.

In conclusion, it needs to be recognized that GNAT, in carrying out its intermediary role between its members (who are mainly Ghana Education Service employees) and GES Management, must put in deliberate measures to ensure that GES adopts policies to minimize GNAT members' dissatisfaction at the workplace.



## CHAPTER FIFTEEN

### POLITICAL PROCESS WITHIN TRADE UNIONS

Trade Unions have no internally organized opposition. People are voted into their offices on their personal records.

#### **The Need for Bureaucracy in Trade Unions.**

In dealing with their members, unions must set up administrative systems with defined patterns of responsibility and authority. Subordinate officials and administrators must operate within given rules, for dealing with commonly-met-situations. The larger the size of the union, the greater the need to establish a bureaucratic hierarchy to handle issues besides the traditional trade union tasks of collective bargaining, handling workers' grievances and keeping basic records on members. The knowledge and skill of union operations gradually become available to the union leaders who have the tendency to use this expert power to perpetuate themselves in office. This tendency is referred to by Robert Michels as the "iron law of Oligarchy" (Amitai Etzioni, *Modern Organizations*, pg. 11).

Unions must not become undemocratic under the pressure of employers, by coercing their members.

#### **Communication Within Unions**

The major source of administrative power which is exclusively available to the incumbent bureaucratic hierarchy is control over the formal means of communication within the organization. Some Unions monopolize the channels of communication with members. Union officials must not stifle the freedom of speech and expression of members. Unions must encourage publication of newsletters and educative journals, to inform and educate members on important issues. Regular contacts with the local branches of unions are also vital and necessary.

### **Political Skills**

Leaders of trade unions have the opportunity to acquire political skills. They acquire the skills of making speeches to large groups of people, put their thoughts coherently on paper, galvanize people into action and mobilize people for support. The acquisition of such skills therefore makes union officials potential future political leaders in their countries.

The union officers' possession of these skills prevents the effective organization of opposition within the Unions and enables an incumbent administration to use its superior communicative skills to subdue or divert discontent.

### **Union Leaders.**

Labour Union leaders become set apart from the rank and file in their styles of life, their perspectives and their modes of thought. They develop consciousness distinct from the rank and file. To offset this in its organizational life, GNAT resorts to the practice of using unpaid officers who remain in their occupation of teaching and hold elected positions for not more than two terms of a specific period to two years for local offices, and four years for district, regional and national offices.

### **Participation in Union Activities by Members**

Trade Unions have no organized opposition, and information flow is largely controlled by the officials. These tendencies create apathy in most ordinary members, towards the activities of the unions. In few situations, such as crisis, ordinary members may show concern and get involved, because it might affect them directly. Participation in voluntary organizations like trade unions is likely to be high, when members see the significance of the functions the organizations perform and the extent to which they require their involvement. Trade unions' major function is collective bargaining and this does not require the involvement of their ordinary members. This function can be performed by a few efficient officials of the unions. To offset this, Trade Unions should devise strategies to get their members to participate actively in their activities.

In occupations of high status, the participation of members is usually high. Trade Unions need to create occupational communities which offer more social interactions among their members. Groups like GNATLAS and youth committees should be encouraged to whip up more member participation, in the organizational life of GNAT.

The degree of democracy in Organisations can be influenced by the following conditions:

**i) Forms of Organization**

There are two general processes through which organisations are formed i.e. Organisations formed from top down and autonomous units which start and later come together as groups, in the form of federations. In the former, bureaucracy is strong and democracy may not be a dominant feature; in the latter, it is difficult to impose dictatorial practices.

Democracy in this instance implies insecurity of tenure, therefore the greater the turnover of office holders, the less the incumbent could become dictatorial. In the GNAT, office holders cannot perpetuate their tenure; there is rotation of office, through periodic elections.

**ii) Leadership Selection**

The death or retirement of a popular leader may cause a succession problem for a trade union. To avoid this, there must be a system by which processes of selection into political office and administrative class is well defined and strictly applied.

**iii) Situations that Post Threats to Unions**

Unions may meet threats which disturb their stability. Events which upset the stability of unions may include the following:

- Succession crisis
- Unemployment of members, and
- Changes in legislation that affect the unions

Democratic strictures are largely able to respond positively to such threats

**iv) Kinds of Leaders**

It is important to examine the personal characteristics and values of the people who lead trade unions, though this is not a major factor in union activities. A close analysis may reveal variations in the characters of such leaders, in terms of their personal integrity and commitment to democratic values.

There are leaders who see their job as a 'calling'. The welfare of the workers may be their main concern, rather than more far-reaching political goals. Such leaders are characterized by strong convictions and senses of responsibility.

At the other extreme is the leader who looks upon his union office as a job with mobility potential. Thus, plans to enter the union hierarchy with the sole intention of raising his status and standard of living.

Leaders of a calling are usually those who help to form the union, or come to power because they believe they can use the union for a desired social goal. Some such leaders were teachers like Socrates and Plato, some were heroes like Darwin and Shakespeare, while some were rulers like Julius Caesar and Adolf Hitler.

**v) Value Systems**

The value systems of most unions are largely influenced by the value systems of their societies.

The GNAT subscribes to democratic principles and this is expressed through its constitution which limits the political office holders to restricted tenure. Democracy in the real sense means insecurity of tenure.

The administration of GNAT is based on a bureaucracy which avoids the *iron law of oligarchy*, a concept earlier referred to in the this book.

The GNAT is controlled by the members, through the political processes stipulated in its constitution.

The GNAT believes in state intervention in the economy, without frowning upon private enterprise. It is not a tool of the state or employer, but cooperates with them, while remaining independent of them.

The GNAT cherishes members' active participation in its activities and consciously encourages them to get involved in them.

In discharging its functions, the GNAT balances the needs of its members, vis-à-vis the organization's and those of its leaders.

The GNAT expresses its views on national affairs. It sees itself first as a corporate citizen and foremost, as an economic defence organization for its members, by its continuous strive to secure employment benefits which protect and improve their livelihoods, welfare and well-being.

The GNAT subscribes to the principles of Tolerance, Respect, Unity, Solidarity and Transparency (TRUST).



## CHAPTER SIXTEEN

### SOME DEFINING FEATURES OF MODERN ORGANIZATIONS AND TRADE UNIONS

Every modern organization exists in a social environment. This environment could be limited to a small corner of the country, as in the case of some localized industries, or could encompass the entire country, as in the case of GNAT. Certain organizations straddle the borders of several countries, as demonstrated by multilateral institutions such as the United Nations and its agencies, or the giant global players – the multinational corporations (MNCs).

Whichever form an organization takes, or wherever place it is located, its processes are expected to be ethical, inclusive, equitable, transparent, legal, responsive to and supportive of its macro-environment. As good corporate citizens, many organizations, especially those which are industrial, commercial or service providers are required to conduct their affairs, as to win the goodwill of their communities. In living to their billing, some of these organizations undertake what is known as corporate social responsibility, by contributing social amenities like schools, hospitals, roads and telecommunication installations, to enhance the standards of living of their immediate communities. Such gestures significantly enhance their public image and give them leverage sometimes, in participating in, or influencing national policies and decisions.

GNAT has also contributed its fair share in corporate social responsibility. The School Furniture Project cited elsewhere in this book, donations of supplementary readers authored by members of the several Book Development Projects undertaken by the Association to needy schools, construction of a footbridge at Akotoshie in Ga West, to enable pupils in and around the community to get to school safely in the rainy seasons, the donation of state-of-the-art Early Childhood Development Centres at the Akotoshie Basic School and Bokorvikope in Ho West, as well as the re-roofing of the Kobedi Basic School in Sunyani West after a devastating rainstorm, constitute just a few of the assistance GNAT singularly, or with the assistance of its development partners, provides for its various communities, throughout Ghana.

With the inception of the national celebration of the annual World Teachers Day on 5th October since the mid-1990s, GNAT has made it a duty to provide basic school kits for fifty (50) pupils identified by the host region as needy, to motivate such pupils to attend school regularly and not suffer attrition.

From the above theoretical perspectives and GNAT's own historical antecedents, especially the strategies and tactics of its founding father- J.T.N. Yankah which was based on consultation of interest and the orientation of subsequent leaders like E. B. Caulley, C. Kwafo Penrose, K.A. Yirekyi, Acquaye Baddoo, Georgina Baiden, Kwame Amo Dako, E.N. Naaso, Paul Apanga, T.A. Bediako, Paul Osei-Mensah and Irene Duncan Adanusa, there is every reason GNAT could be categorized as a Reformist Union.

### **Unions Classified According to Purpose:**

Trade Unions have been classified in various ways. Some unions have been identified by the crafts, trades or the kinds of occupations their members belong to. However, in classifying unions according to purpose, normally, two main types of unions are known. These are (a) Revolutionary and (b) Reformist Unions.

#### **a) Revolutionary Unions**

This category of Unions draws their inspiration from the **Classless Society Approach of Karl Marx**. In Marx's view, trade unions represent a prime instrument of class struggle between workers (the proletariat) and capitalist businessmen (the bourgeoisie). He believed that capitalism by itself, though unintended, lends a hand to its enemies, by developing three tendencies:

- i) the tendency of heavy concentration of wealth and capital in the hands of a few of the largest capitalists
- ii) the tendency towards a depression of wages and a growing misery of the wage-earning class which keeps the revolutionary order alive, and

- iii) the unavoidable and frequent economic crises under capitalism, which would disorganize it towards destruction.

According to Marx, competition, as a result of large-scale concentration of industry in one place, divides the interests of workers. However, the maintenance of wages, the common interest which workers have against their employer(s), unites them in a common thought of resistance. Thus, Marx sees in trade unionism, the inherent conflict between the oppressor (employer) and the oppressed (workers), which finds its beginnings in unionism and in the capitalist order.

Marx recognizes that trade unionism is only one of the forms of the working class struggle. He thinks trade unions themselves cannot do more than carry on the economic struggle of workers – they must be guided. The revolutionary role of the working class must be taught to the workers and as long as the unions are willing to be guided along the path of revolutionary transformation of society, their role is progressive.

Thus, the aim of revolutionary Unions is to destroy the capitalist economic structure completely and replace it with different institutions, according to the ideals that are preferable. They wish to abolish the wage system and private property, to put an end to a society based primarily upon competition and individual rights and substitute them with a socialist or communist form of social organization.

Two main kinds of revolutionary unions have been identified, namely:

- i) Anarchist Unions and
- ii) Political Unions

Anarchist Unions are those unions which try to destroy the existing economic system, by revolutionary means. Political Unions are those which gain power through political action, passage of laws to eliminate the power of capital and capitalists, and redistributing wealth and giving effective power to workers.

b) **Reformist Unions**

These are unions which aim at the preservation of the capitalist society and the maintenance of the usual employer – employee relationship and elimination of the competitive system of production. They do not try to change the overall existing social, economic or political structure of the state, nor destroy it.

They only seek to modify these, in line with what their members consider to be current modes of society. For instance, they may wish to increase labour's share in the increased production or they may aim at improving working conditions, by enforcing safety measures. They may try to increase purchasing power by providing for workers various co-operative ventures, insurance policies, educational or health programmes.

Reformist Unions generally seek to dignify labour, by prevailing upon the public and its leaders a recognition of the importance of labour in modern society and in contemporary times, the need for decent work. R.F. Hoxie has subdivided reformist unions into two;

- i) Business Unions and
- ii) Uplift Unions

**Business Unions:** They primarily represent workers in collective bargaining, with their employers. They try to bring economic advantages to their members, including increased wages and collectively bargaining for this purpose. Such unions favour voluntary arbitration, put little value on strikes, avoid political action, but when they serve their interests, they may use the weapon of strike and resort to political action also.

**Friendly or Uplift Unions:** Are idealistic in nature and aspire to raise the moral, intellectual and social lives of their members. Their main orientation is to advocate idealistic plans for social regeneration. Uplift unions are not craft/occupation conscious but interest conscious,

of their members. They are conservative and law – abiding and employ the method of negotiations, emphasize the need for mutual insurance, may drift easily into political action, advocacy of co-operative enterprises, profit-sharing and other idealistic plans.

### **What kind of Union is GNAT?**

GNAT is the oldest teachers Union in Ghana and by its nature renders trade union and professional development services for its members – the majority of them, pre-tertiary teachers in the country.

Aside strategy and tactics of the leadership, GNAT's engagements with Governments and their agencies with regard to bargaining and non-bargaining activities, especially its belief in the process of negotiations, mediation and arbitration to resolve industrial disputes, all point to it as a Reformist Union.

One may also cite GNAT's international affiliation over the years as its belief in reformism rather than revolutionary tactics. Many of the international trade union centres GNAT is affiliated to are neither radical nor extreme, in their orientation.

Finally, GNAT's present pre-occupation with regard to encouraging co-operative ventures like Credit Unions, the GNAT/Sweden Cancer Foundation, the Teachers Fund to promote financial empowerment for the Association and its members through various forms of investment and strive towards co-operative housing schemes and ultimately, retirement income security, all demonstrate that GNAT is a Reformist Union.

*Courtesy: John Nyoagbe - Deputy General Secretary,  
Education and Professional Development  
Division (2002 - 2011).*



## CHAPTER SEVENTEEN

### FORMULATING SUSTAINABLE NATIONAL EDUCATION POLICIES

#### **Education Policy**

One of the sixteen principles of Governor Guggisberg was that Education must ultimately be the responsibility of the State. However, in 1951, Education became the paramount responsibility of the State. The provision of educational facilities from the basic education level to the University has since been the responsibility of the State.

Education Policy is formulated by the Government. Education therefore has become a public policy.

#### **WHAT IS PUBLIC POLICY?**

Public policy is the sum of Government activities which have influences on the lives of the citizenry. Public policy is intended to deal with a problem or an issue of concern.

- Policy choices – they are, the decisions made by the Government and its agents, on an issue or a matter of concern.
- What emerges from the policy choices is policy implementation, which results in policy outcomes.
- Finally, it is the effects that policy choices and policy outputs have on the citizenry, that is, the impact of policy implementation on the target group.

The word policy is used in a number of ways; sometimes it refers to the intent of the Government, as expressed in a piece of legislation.

#### **Law as an instrument of Public Policy:**

- Laws are used as the means of producing the most important outputs of the Government.
- Laws are used to regulate the economic and social conditions of the citizenry.
- Laws create burdens and benefits for the citizenry.

Government takes away money from its citizens and corporate bodies in the form of taxes, and provides services such as education, healthcare and defence, as well as economic and social infrastructure, for them.

### **EDUCATION POLICIES BETWEEN 1529 AND 1951**

The Education Policy of the European merchants was to provide education in the form of Reading, Writing and Arithmetic for the children along the coast of the then Gold Coast, which would enable them to be employed by the Merchant Companies.

European traders, missionaries, and administrators came to the Gold Coast with the false notion, that they were morally, culturally and biologically superior to our people. They were however superior only in one respect, technology.

Education was also an instrument to convert the so-called pagans and make them Christians and separate them from their roots and cultures

### **THE COLONIAL EDUCATION POLICIES: 1850-1951**

In 1850, the Colonial Government began to play an active role in the development of education, through grants-in-aid to the Churches and private individuals, involved in education.

The main educational objectives were:

- “That education should be adapted to the local conditions
- That an important role should be assigned to religious training and moral instruction.
- That the local languages should be taught.
- That provision should be made for the training of adequate numbers of teachers.
- That technical and vocational training was essential for development, and should be provided.
- That special importance should be attached to the training of girls.
- That there should be adequate system of inspection of schools, to ensure that good standards were attained and maintained”.

Some of the stated policy objectives were never implemented. The Colonial Government did not accord education a high priority. The Churches were allowed to assume responsibility for education, therefore the Colonial Government was a junior partner to the Churches, in the development of education.

The Government extended education to the Ashanti and Northern territories only after 1900. It was only in the Northern Territories where the Colonial Government played an active role in education, to check the spread of Islamic influence there.

### **EDUCATION POLICIES SINCE 1951**

As stated earlier on, Government assumed full responsibility for education in 1951. Since then, the main education policy was to provide opportunities at all the levels of education. Access to education was not to be limited to those who could afford the cost of education, neither was it to be the preserve of the few, but the entire school-age population. From 1951 to date, the following Education policies and interventions have been implemented:

- Accelerated Development Plan for Education, 1951.
- Fee-Free Education, 1961
- Continuation Schools, 1963.
- Free Supply of Textbooks, 1963.
- Ghana Education Trust Schools and Colleges, 1960s
- Cost-sharing of Education, 1970s
- Loan scheme for needy tertiary Education students, 1970
- New Structure and Content of Education, which introduced the concept of JSS on pilot basis, 1974.
- Nationwide implementation of the JSS, 1987.
- Ghana Education Trust Fund (GETFund) to provide educational infrastructure - 2000
- Upgrading of Training Colleges (to Colleges of Education), 2008
- Conversion of Polytechnics to Universities - 2016

- Free, Compulsory, Universal Basic Education (FCUBE), 1995/96
- Capitation Grant - 2005
- School Feeding programme - 2005
- School age now 4 years (2-yr KG), 2008
- District Political Authority made responsible for the provision and management of basic and second cycle education, 2008
- Apprenticeship/Skills Training for those who may not continue in the formal system, after JHS education, 2008.
- Duration of Senior High School, finally made 3 years, 2009

The Ministry of Education designed an Education Strategic Plan, 2010-2020, guided by the following principles:

- To eliminate gender and other disparities in the education system
- To improve the quality of teaching and learning
- To modernize and extend ICT, Science, Technical and Vocational education and training, at all levels.
- To develop an effective, efficient and properly rewarded Teaching Service
- To develop and deliver a fiscal system for 1<sup>st</sup> and 2<sup>nd</sup> cycle education, for the District Assemblies.
- To extend and strengthen all forms of tertiary education
- To ensure periodic review of education grants and allowances
- To make efficient savings in the education system
- To strengthen monitoring and accountability, in the education sector.

The Education Strategic Plan 2010 - 2020 has since been revised to 2018 - 2030, with the following guiding principles:

- **Access** - Equal opportunity for obtaining access to education and to learn and the provision of an environment that is conducive for learning and achievement of learning outcomes.
- **Quality** - Achievement of high level standards and system responsiveness at all levels of education.
- **Relevance** - Learning, including skill development, which is responsive to individual, community and national development needs.
- **Efficiency and effectiveness** - Management of all resources which ensure value for money, to achieve desired goals.
- **Sustainability** - Judicious utilization of human, financial and material resources, to ensure a balanced and continual development of the educational system.

## **PURPOSE OF EDUCATION**

From 1951, the main task of Governments was the building of a new society, and successive Governments all emphasized the raising of standards of living of the people, as an urgent task.

Successive Governments see development mainly in materialistic terms, i.e., roads, harbours, buildings, factories, etc.

They forget that the aim for securing these things is to create the conditions which would give every individual the best chance to develop his talent and personality, to the fullest extent possible, so that they may be good human beings and responsible citizens.

In their attempts to achieve economic development, successive Governments have come to see education as the bedrock for development. The Colonial Governments did not have comprehensive view of education; their policies were piecemeal, directed towards short-term objectives and they did not assume responsibility for the total development of society.

Education thus has had to be lifted from the role they carved for it. What is needed, however, is education which has a total view of man and society; education that is rooted in the past, and also directed to the revolution of our times. It must be education for continuity and change; it must pass on the heritage of the past, cope with the present, and prepare for the future.

Through the schools, colleges, polytechnics and the universities, the youth, as well as the adults, must be taught the many trades, occupations, professions and skills necessary for earning a living and for running a modern state. They should be taught to use their hands and brains to increase national productivity, in order that all may enjoy higher standards of living; they must also be good human beings and responsible citizens.

Education must be about character building as well; above all, it must be concerned with the development of personality, ie. the type of education that we devise must be based on the sort of persons we want to produce and the kind of society we want to create.

Education must be based on the dignity and respect of man; it must emphasize the freedom of the individual to pursue his interest within the laws of the land. Education must not however be seen in terms of only manpower needs.

Ghana must aim at reaching a consensus on the direction of issues such as the:

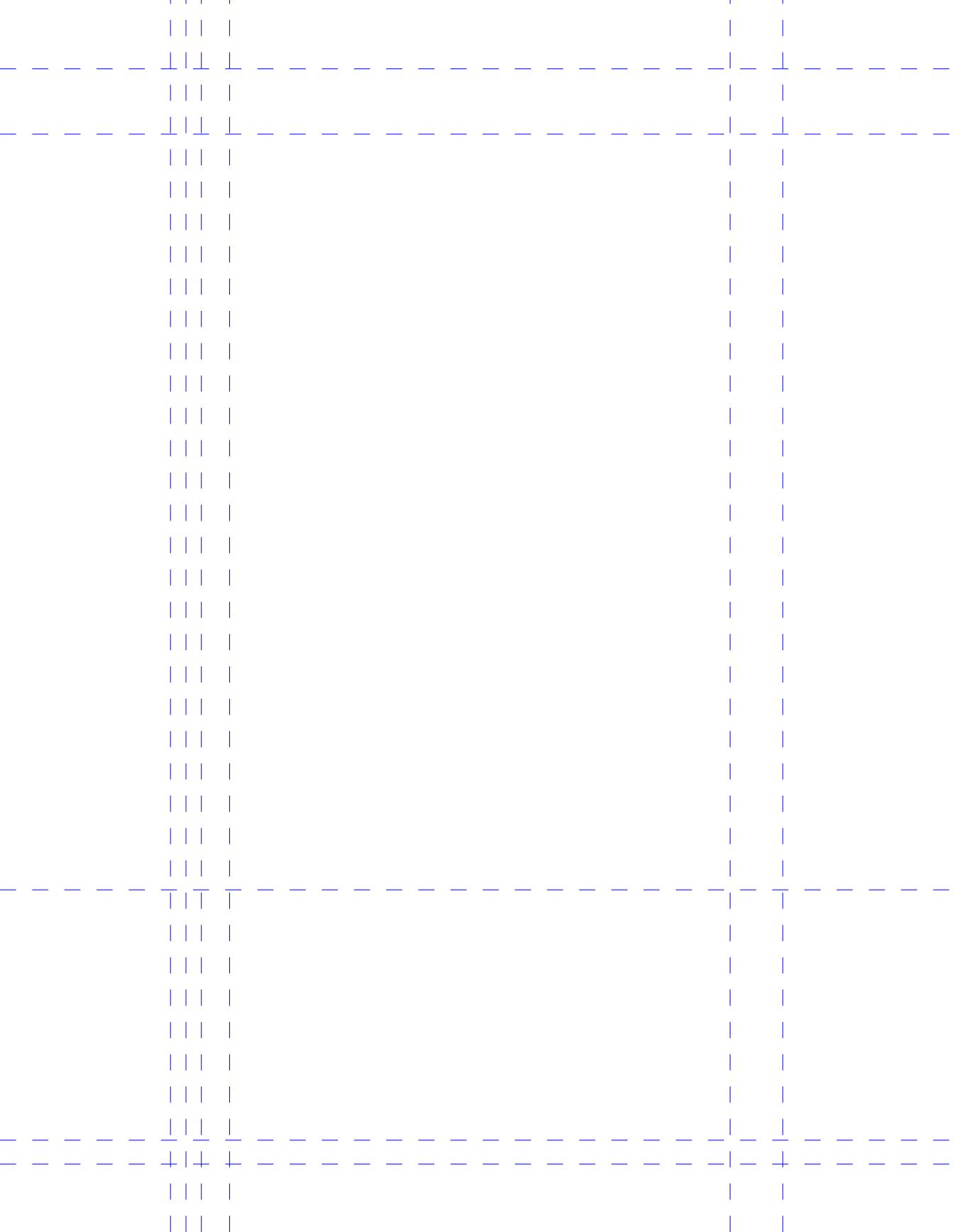
- Curricula for each level of the education system.
- Specific objectives of each level of the education system.
- Residential or non-residential school system.
- Cost-sharing between the state and the beneficiaries of education
- Remuneration and status of teachers in the society
- Role of private participation in education
- Level where specialization begins
- Technical and Vocational education and training

Once consensus is reached on such issues, every Government, irrespective of its political ideology, would have to adhere to such policies. If it becomes necessary to change a policy, it should only be done, after a thorough public debate. The success of educational policies should be measured by the conduct and behaviour of the beneficiaries of the educational system and the trades, occupations and professions they acquire.

## **CONCLUSION**

Governments have legitimate rights over educational policies. However, it is desirable that consensus be reached on such issues. It must be borne in mind, that frequent changes in policies which affect curricula pose problems for teachers and those who design such curricula. Since society is dynamic, periodic changes in the education policies are inevitable, but then when the changes have no relationship with the objective conditions, they become meaningless. Changes in educational policies must also be preceded by thorough analysis of prevailing circumstances in society.

GNAT, through its members, must subject every educational policy to critical analysis. GNAT must establish an education unit or think-tank that would provide critical support to successive Governments in the formulation of educational policies which reflect the Association's inputs.





**Georgina Baiden (Mrs.)**  
**1<sup>ST</sup> Female National President**



## CHAPTER EIGHTEEN

### TRADE UNIONS AND POLITICAL DEVELOPMENT IN AFRICA

#### **TRADE UNIONS AND DEVELOPMENT:**

Every state takes a controlling interest in labour which is, regarded as a separate element in the national economy. There are several reasons for this; one of them being that, the state claims to be autonomous and therefore exerts influence over all interest groups; labour on the other hand is crucial in the production relations, and furthermore, a dynamic interest group capable of posing a threat to the state.

Trade Unions were one of the institutions involved in the processes which led to the institutionalization of democracy in Europe. The European colonialization of Africa made it possible for the emergence of trade unionism in Africa. Trade Unions again played important roles in the struggle for the decolonization of Africa, which followed the Second World War.

#### **THE EUPHORIA OF INDEPENDENCE:**

The political independence of Africa engendered a heightened optimism of hope for rapid improvement in the lives of the people. However, too soon after the attainment of political independence, this hope turned into utter disillusionment.

Development economists as well as political scientists hoped that states in Africa would transit to real democracies along the lines of the developed democratic countries like the United States of America and Western Europe. Fifty years since independence, almost all the states in Africa are far from becoming real democratic states, the façade of democratic trappings they portray notwithstanding. State institutions and structures are characterized by authoritarianism and the political elites are virtually unaccountable to the people.

## **THE IMPACT OF COLONIALISM**

African states inherited authoritarian political and administrative systems which are still in existence. The systems were intended to ensure political order and stability, to facilitate the exploitation of the natural resources which the colonialists claimed “was for the mutual benefit of humankind” (Lord Lugard, Governor of Nigeria).

The political development of a country cannot occur, without economic growth and development taking place at the same time. The colonization of Africa, it is said, laid the foundation for economic development, by providing such economic and social infrastructure as roads, railroads, ports and harbours, schools and hospitals. Could this be real development, or lopsided development which made the states of Africa producers of raw materials? This was what Samir Amin described as “extraverted development”. By extraversion is meant, an unequal international specialization emphasizing an orientation of production structures towards the demands of the metropole. Furthermore, colonization it is said, showed Africans the possibilities for human advancement, through the assimilation of new ideas, scientific knowledge, skills and modern technology, to exploit and master their environment, to serve the needs of the people. It also produced the educated elites who ironically spearheaded the struggle for political independence.

One of the permanent impact of the European rule was the incorporation of Africa into the international economy which began around the 16<sup>th</sup> century, well before the scramble for Africa. This process of incorporation was such that it made the states of Africa completely dependent on the international economic system. The economies of most states in Africa depend on single exports, and import technology and raw materials to keep their manufacturing industries operating, which import food to feed exploding urban populations, where multi-national companies play highly strategic roles, and which increasingly places them in conditions of chronic indebtedness. It was hoped, with the political independence, the

states of Africa would transform their economies to eliminate or reduce their dependence on the outside world, but this was not to be.

The first generation African leaders (with a few exceptions “notwithstanding benign dictators”) became dictators and authoritarian, and created defacto or dejure one party systems. The elites who led the independence struggle, (again with a few exceptions) had the sole aim of replacing the colonialists and continued with the exploitative tendencies they inherited, to enrich themselves and their cronies. The disillusionment was followed with a spate of *coup d'etat* which later led to a second independence which ushered in a new democratic experiment, following the end of the Cold War in 1989.

Why is political development eluding African states? Many reasons have been adduced by political scientists. Among them are the inability of African states to execute the task of nation-building, which involves the creation of institutions that can weld the diverse tribes into the political community as equals. The transfer of local and tribal loyalty to the central political authority has also not successfully been effected. The former Federal Prime Minister of Nigeria, Sir Abubakar Tafawa Balewa is reported to have said that, Nigeria was a geographical expression and not a nation. The states of Africa have nothing to hold them together as nations. They are mere states, created by imperialism.

During the era of European rule, there was no political socialization to enable the masses to acquire the appropriate political attitudes necessary for political development and this situation largely remains the same in many countries in Africa today. In Ghana, the National Commission on Civic Education has not made much impact towards that direction, in spite of its efforts so far.

The political recruitments into the state political machinery unfortunately attracted mostly personnel who sought political offices, in many cases, for power and prestige, which they considered as an end and not as a means of making policies to improve the lives of the people they claimed to represent.

Also, many of the recruits had not undergone any political apprenticeship to enable them appreciate the concepts of national integration, progress and development.

The people themselves have not been able to articulate their demands and concerns coherently, neither have they succeeded in exerting pressure on their Governments. Many Governments have not been able to build capacity to initiate and implement sound, practical policies to reduce poverty, hunger, disease and unemployment; because of this, they resort to the use of force and intimidation, to silence the people.

### **THE MEANING OF POLITICAL DEVELOPMENT**

Political development originally, especially during the 1950s and 1960s, implied a transition from a traditional undifferentiated and authoritarian political system, to one which is differentiated, integrated and democratic. By democracy is meant, political competition between diverse interest groups, that is to say, pluralist democracies characterized by free elections, free press, impartial and independent judiciary, strong and vibrant civil society groups, including trade unions, which are not transmission belts of the state. Competition is where there is no single group so powerful enough to corner public resources, without restraint. This requires a political environment which can hold the Government accountable and there are alternative interest groups which can replace existing Governments through peaceful and transparent elections. It also requires a political system where Governments govern with the consent of the governed, and not a political system where the state is

not recognized as organic, but rather as a machine devised to serve the people; where individuals have inalienable rights which ought to be guaranteed and protected by the state, a system where individuals are equal before the law.

Some African leaders held the view that political development meant the liberation and emancipation of the people and their countries. Notable among those who subscribed to this position was the former President of Tanzania, Julius Nyerere. By political liberation and emancipation, he meant national freedom - the ability of the citizens to determine their future, without interference by outside authority; the personal freedom of the individuals and freedom from hunger, disease and poverty. For Nyerere, the questions about political development were “what has been happening to poverty? What has been happening to unemployment? What has been happening to inequality? If all three of these have become less severe, then beyond doubt, this has been a period of development for the country concerned, he opined.

Another meaning of political development is the emphasis on political stability and economic growth. This entails the creation of authoritarian, centralized political structures, strong enough to implement policies. The assumption is that, such political arrangement would promote political stability and economic growth. Examples of such political regimes then, were Brazil, Chile, Syria, Indonesia and South Korea. Such regimes moved away from the pluralistic power systems conventional to parliamentary and limited presidential systems, as practised in Europe and America.

The issue of political development is an important one; without an appropriate political arrangement, economic growth and development cannot take place. K. A. Busia in his book. *The Challenge of Africa*, raised the following as the number of challenges which confronted the states of Africa:

- The challenge of Education
- The challenge of Colonial Experience
- The challenge of Morality
- The challenge of Responsible Emancipation
- The challenge of Development
- The challenge of Industrialization, and
- The challenge of Infrastructure

The above-mentioned challenges still confront all states of Africa. For instance, all states of Africa have made giant strides in the field of education, yet there are still serious bottlenecks. As far back as 1961, the then independent African countries pledged at the conference of Ministers of Education and Finance held at Addis Ababa, Ethiopia, to achieve Universal Primary Education by 1971, yet no African country has been able to achieve the target. In Ghana, despite the spectacular efforts made, there is still imbalance between the various levels of education, regional disparity, urban-rural dichotomy in terms of distribution of educational resources, the mounting cost of higher education, low morale of teachers, poor quality of basic education, the problem of general education versus technical/vocational education, specialization of education and when it should begin and hosts of other challenges, confronting the educational systems.

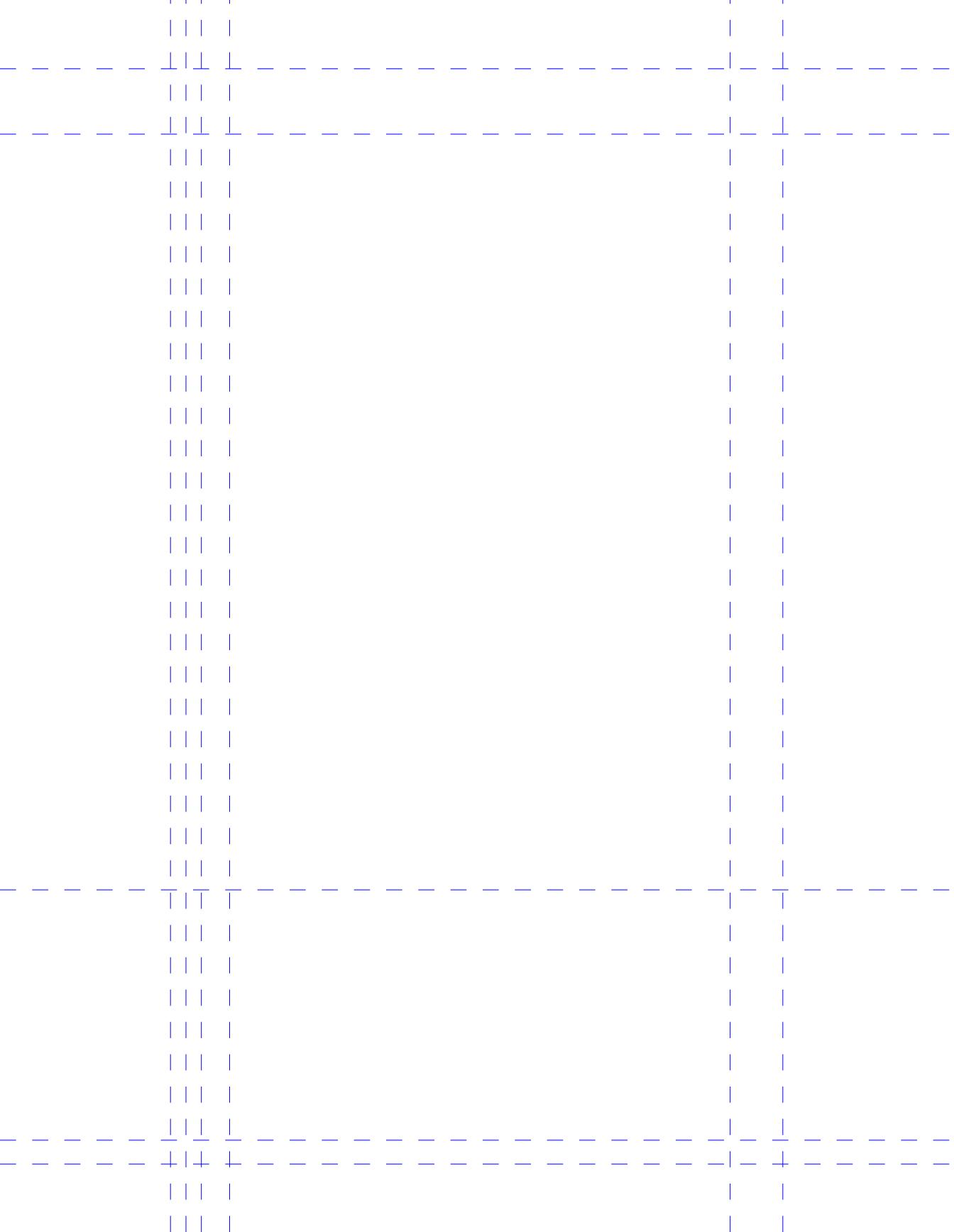
### **WHAT IS TO BE DONE?**

The West and the East, since the Second World War, have been vying to assist the states of Africa, as well as persuading them to accept their political and economic systems. The West prescribes political democracy and economic liberalism, with private enterprise at the core of its economic system. The East prescribes state-led economic strategy, with its centralized authoritarian political structures.

It is up to the states of Africa to chart a path of political and economic strategy, which are unique to their cultural, historical and geographical contexts, to ensure rapid economic development, for their peoples.

Trade unions have a historic role towards that end. African trade unions need to adopt a radical, revolutionary posture, and take keen interest in national policies. In doing so, they would have to build alliances with the peasants, the workers in the informal sectors of the economy, provide political education for their members, take interest in the international political and economic issues, so as to influence the foreign policies of their Governments.

Trade Unions should cease to be more pre-occupied with “economism”; rather, they should make meaningful inputs into the formulation of national policies, else, Collective Bargaining as a principal tool for pursuing their goals could be of little significance. A new ideology and strategies are needed, if workers in Africa are to see improvement in their working and living conditions. Trade Unions must aim at the transformation of their states and contribute to attempts to ward off neo-colonialism and political authoritarianism, in Africa. Trade Unions in Africa need a new ideology.



## CHAPTER NINETEEN

### A CALL FOR NEW IDEOLOGY FOR TRADE UNIONS IN AFRICA

Trade Unions emerged from the throes of the Industrial Revolution, in the mid-18<sup>th</sup> Century and played significant roles in the struggle for the extension of power and wealth from the aristocracy to the emerging middle class, in Europe. They also agitated for and won the right to collectively bargain on behalf of their members, who were employees of the industrialists and entrepreneurs.

The extension of the franchise to women and those who had no property could be said to have solved the internal political problems of the European nations which extended the frontiers of democracy, based on the economic system of laissez-faire, with the assumptions that:

- The interest of nations would be better served, if individuals were allowed to pursue their own interests, with minimum state interference.
- The paramount function of the state was to maintain law and order; and
- The main purpose of law was not to prohibit, but to protect the rights of the individuals.

Since capitalism is propelled and sustained by competition, it soon became clear that all social classes could not be treated evenly, or fairly well under it. To mitigate some of the hardships of capitalism, and promote their own interests, the industrialists, entrepreneurs and Governments of the European nations pursued the state welfare policy, which provided a safety net for the vulnerable, the sick, the aged and children, a mechanism to salve the conscience of the vulnerable.

This political economy has been accepted by almost all the Trade Unions in Western Europe and America. Therefore, the main thrust of their activities is Collective Bargaining. Trade Unions in Europe and America are therefore, at best, reformist in orientation.

Trade Unionism, as an institution like Christianity and Islam, was introduced to Africa from an entirely different cultural context. The question is “should the Trade Unions in Africa pursue the same ideologies as being done by their counterparts in Europe and America?”

The Arabs and the Europeans, first bought our precious minerals, then our people, as slaves. The Europeans destroyed our traditional craft industry, and later introduced crop agriculture, to feed their industries and sold their finished industrial products to us, thus making us producers of raw materials, and purchasers of their industrial goods.

They finally ruled us through treaties, wars, and in some cases, the carelessness of some of our chiefs. Through persuasions, and wars, they finally gave us our lost independence, but left us dependent on their economies. We still operate neo-colonial economies and have not been able to either modify, or redirect the structures of the economies they erected in Africa.

The British who boast of having no written constitution, drafted constitutions for their colonies and since then, we have been writing and amending slavishly, constitutions which have not stood the test of time.

They introduced educational systems which aimed mainly at producing clerks to keep the accounts of their trading companies, and catechists who propagated the Gospel.

Although we are now independent countries, our economies are heavily dependent on theirs. We buy their industrial goods in exchange of our unprocessed minerals, timber and agricultural products. These industrial goods are more expensive than the agricultural products. They have succeeded in establishing trade and financial systems which largely work against us, since the terms of trade are not in our favour. They can control their production processes, but ours are more dependent on natural phenomena, virtually beyond our control.

The issue then is,

- Should Trade Unions in Africa have the same ideology as their counterparts in Western Europe and America?
- Should their governance and administration systems be modelled on the pattern of European and American Trade Unions?
- Should Trade Unions in Africa accept the neo-colonial system and use the collective bargaining mechanism and strikes as their main tools of improving the working and living conditions of their members and dependants, when our countries are not industrialized, while the bulk of the Gross Domestic Product (GDP) of our countries is derived from the rural communities and not from the urban areas?

Perhaps, our Trade Unions need to rethink their mission, ideology, and strategies and adopt new ones which may help them to speak for not only their members, but the larger, emaciated peasants who remain the unorganized and unprotected informal sectors, both of whom provide the bulk of services that the members of the Trade Unions depend on for living, as well as the jobless who are most likely to pose a threat to them, as well as our national security.

The greatest problem confronting employees is, earning and spending money, a problem no amount of increase in wages and salaries has succeeded in solving, over the years. It is therefore, myopic to continue to use collective bargaining and strikes as the main tools for improving the lot of workers, without first having the political and economic structures inherited from the colonialists transformed.

Trade Unions in Africa must lead a crusade to transform the political and economic systems which the Colonialists bequeathed to us, as well as other institutions which are obstacles to our progress. Until this task is accomplished, it would be more prudent to mobilize their members to engage in income-generating ventures on co-operative basis, and persuade their Governments to develop the informal sectors of their economies. It is only through such development strategies that increases in wages and salaries for the public Sector employees would be quite meaningful and more beneficial.

Trade Unions must stand up, fight against social injustice, corruption in life and at the workplace and educate their members to adopt positive attitudes to work, forge alliances with progressive organizations in their societies, and hold public officials accountable for their stewardship. They themselves must also be fully accountable to their members, by deepening the process of internal democracy.



**Irene Duncan-Adanusa (Mrs.)  
1<sup>st</sup> Female General Secretary**



## CHAPTER TWENTY

### THE PUBLIC IMAGE OF GNAT

The Colonial Government appreciated the dignity, sense of responsibility, helpfulness and goodwill which characterized the relations of the Department of Education and the Teachers Unions at that time.

Dr. Hilla Limann, President of the Republic of Ghana, noted in 1981, that he was happy that GNAT had maintained this tradition in its relations with the Education Service (ES), the Ministry of Education and now “with my administration.”

This position has not changed, and this recognition is reflected by GNAT's representation on some state institutions.

In 1969, 1979 and 1991 when it became necessary for the country to draft new Constitutions, GNAT was invited to send representatives to participate in these national assignments. And it duly did so!

Mrs. Georgina Baiden, during her time as National President, was made a member of the Ghana Government Delegation to the independence celebration of Namibia.

Messrs K.A. Yirenkyi and K. Amo-Dako, both past National Presidents, T. A. Bediako and Mrs. Irene Duncan-Adanusa both former General Secretaries were honoured by the State with National Awards.

Further, Mr. T.A. Bediako was appointed Chairman of the Pension Commission whose work led to the introduction of the Three-tier Pension in Ghana.

Mrs. Duncan-Adanusa was also appointed Chairperson of the Fair Wages and Salaries Commission, in 2017.

All these are expressions and recognition of GNAT as a respected and reputable Association.

GNAT was represented on the Council of the University of Education Winneba (UEW), and has a representative on the Board of the Institute of Education of the University of Cape Coast (UCC).

Even though the Association believes in strikes as one of the weapons of Unions, it (the Association) uses it sparingly.

So far, no organization in Ghana has expressed opposition to GNAT, and its activities.

We hope that coming events may not make it necessary for the GNAT to depart from its tradition of responsible leadership for its members, and the country as a whole.

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