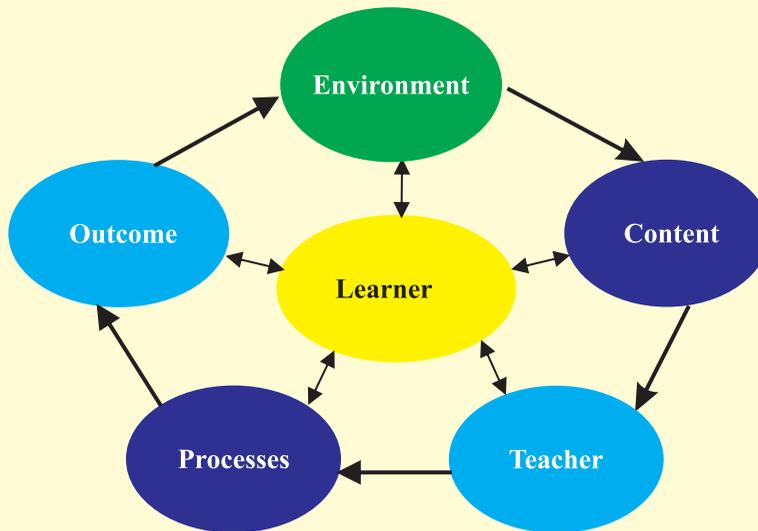


THE GNAT STANDPOINT ON EDUCATION



**EMPOWERING TEACHERS,
SCHOOLS AND LEARNERS**

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SCHOOLS AND LEARNERS**

2020



Ms PHILIPPA LARSEN
National President



MR. THOMAS TANKO MUSAH
General Secretary



The National Council in Session



***The National Executive
with the immediate-past General Secretary***

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OUR MISSION

The Ghana National Association of Teachers is a non-partisan, non-sectarian, equal opportunities, teachers' union.

We campaign effectively on behalf of our membership through legitimate channels, for improved terms and conditions of services in line with national labour laws and International Labour Organization (ILO) conventions and recommendations.

We provide professional development and socio-economic services for our members.

We believe that a high standard of education is necessary for the preservation of a democratic society.

We work with the most cost-effective and efficient processes through team spirit in collaboration with stakeholders to achieve our corporate goals

We believe in constitutionalism, the rule of law, social justice, democratic governance and safe environment.



OUR VISION

A vibrant, pro-active, result-oriented teacher union, championing the cause of teachers and quality education.



ACKNOWLEDGEMENTS

The Ghana National Association of Teachers (GNAT) wishes to acknowledge and appreciate the National Council members of GNAT and the Administrative Staff, for bringing up *the GNAT Standpoint* to trigger a social dialogue on educational policy formulation as its contribution to resolving issues which impede quality pre-tertiary education delivery in Ghana.

The Association is equally grateful to Mr. S.W. Yenu for providing the required editorial services.

The Association is also indebted to Ms. Elizabeth Opare for her immense Secretarial services which have helped *the GNAT Standpoint* to become a reality.

Finally, the Association owes a great debt of gratitude to Rev. Prof. Emmanuel Adow Obeng (PhD), Prof. George K.T. Oduro (PhD), Emmanuel Oheneba Agyenim-Boateng (PhD) and Linus Tannor (PhD) for their immeasurable contributions to making *the GNAT Standpoint* a success.

FOREWORD

Introduction

Throughout history, education has been recognized as the bedrock of societal and national development. It plays a critical role in every nation's socio-economic development because it is an institution through which societies and nations provide their members with knowledge, job skills, and cultural values. As Reddy (2018) observes, education is not just the ability to read and write, but it is the process of achieving knowledge, values, skills and moral habits and finding out the reason(s) behind everything and using the reading and writing skills to improve one's life. Education helps countries and citizens to grow economically and to prosper.

Recognizing the importance of education in the life of the nation and its citizens, successive governments in Ghana since independence, have demonstrated the willingness to improve the quality of education delivery in Ghana by pursuing policies aimed at making education relevant to the beneficiaries, and the social, industrial, and technological development of Ghana (MoE, 2007).

The various policy initiatives began with the Education Act of 1961 and include the educational policy initiatives proposed by educational reform committees such as the Kwapong Educational Review Committee, the Dzobo Committee, the Evans-Anfom Committee and the Anamuah-Mensah Committee. These educational policy initiatives have resulted in expansion in access at all levels of education, improvement in the structure and functions of educational administration and management and improvement in educational financing, among others.

Despite these initiatives, the general thinking among Ghanaians is that, the type of education relevant and required for the country has so far been elusive. Thus, parents and stakeholders in education, civil societies and politicians continue to raise concerns about the quality of education delivery in contemporary Ghana.

A number of reasons can be adduced for this situation. These include:

- Inconsistency in Government Policies
- Lack of Political Will to effect Lasting Solutions to Educational Challenges
- Lack of Requisite Trained and Committed Personnel
- Lack of Adequate In-Service Training Backup with Appropriate Training Policies
- Inadequate Funding.
- Inadequate stakeholder participation in educational decision making process(es) (Apeanti & Asiedu-Addo, 2010; Bello, 2007; Owusu et al, 2016).

It is the committed and concerted effort of all stakeholders of education that can deliver that elusive educational system to the country. It is for this reason that the Ghana National

Association of Teachers (GNAT), a major stakeholder in quality public education delivery in Ghana, is putting forward *the GNAT Standpoint on Education*.

The GNAT Standpoint on Education intends to:

- Trigger a well-structured social dialogue in the Ghanaian educational sector to ensure that all stakeholders are involved right from the identification of challenges facing quality education delivery in Ghana through to proffering solutions, in the full cycle of policy formulation and implementation
- Serve as a reference point for Governments, Political Parties, Donor Agencies and all those who wish to know the position of the educational practitioners (Teachers and Educational Workers) on matters of pre-tertiary education in Ghana.

Thus, this document titled *GNAT Standpoint* represents GNAT's views on quality pre-tertiary education delivery as well as the various strategies that could be adopted by all stakeholders in order to achieve quality pre-tertiary education delivery in Ghana.

The document stems from GNAT's belief that:

- The development of a nation is strategically linked with the development of its people and the quality of education they receive (Schumacher, 1973)
- Education is the most powerful weapon which can be used to change the world (Nelson Mandela, 1990).

It also stems from GNAT's commitment to Ghana's 1992 Republican Constitution, the Education Act, 2008 (Act 778), the Labour Act, 2003 (Act 651) as well as the Education Strategic Plan (2018-2030).

The GNAT Standpoint on Education is limited to the pre-tertiary sector of the Ghanaian education system. This is based on the belief that a strong foundation at the pre-tertiary sector ought to propel the country to achieve the quality education delivery we all desire. The forte of this document is that it is based on results of analysis of education in Ghana and also informed by views of renowned international institutions and organizations in education such as:

- The United Nations Educational Scientific and Cultural Organization (UNESCO)
- International Institution For Educational Planning (ILEP)
- The Global Education for All (EPA)
- The Sustainable Development Goal 4
- The Africa Agenda 2063 Guidelines for Educational Sector Analysis, and
- Educational Policies in Ghana

Besides, the document is informed by an extensive literature review and data collected from primary and secondary sources. The primary data were collected from major stakeholders in the education sector- head teachers, teachers who are actively involved in the delivery of quality pre-tertiary education, and students who are the direct beneficiaries

of quality pre-tertiary education delivery in Ghana.

The secondary data were drawn from relevant sources such as:

- The Education Management Information System (EMIS) of the GES
- The Education Sector Performance Report of the MoE
- Education Strategic Plan of the GES (2018-2030)
- The Ghana Living Standard Survey
- Statistics from external international bodies like the World Bank, UNESCO and UNICEF
- Statistics from Civil Society Organizations such as the GNECC
- Early Grade Reading and Assessment, and Early Grade Mathematics and Assessment Reports (2013/2015)
- The Ghana Sustainable Development Goals Indicators Baseline Report
- The Ghana Social Development Outlook 2018: ISSER, and
- The Budget Statement and Economic Policy of the GoG from 2017 to 2020

The GNAT Standpoint on Education therefore represents the views of professionals who are actively involved in the delivery of quality pre-tertiary education and practitioners, donors, collaborators and beneficiaries of quality pre-tertiary education delivery in Ghana.

The document is structured around five main themes. The themes are:

- Quality Pre-tertiary Education
- Comprehensive Early Childhood Care and Education
- Teacher Development and Welfare
- Education in Emergency/Crisis Situation, and
- Social Interventions in Pre-tertiary Education in Ghana.

These themes, GNAT believes, when properly addressed, would have high possibility of transforming teaching and learning and greatly improve pre-tertiary educational outcomes in Ghana.

The themes are clearly developed in the document and clear strategies are spelt out towards their implementation. This document holds huge promise to the development of quality pre-tertiary education in this country. It should be carefully read and studied by all professionals and stakeholders of education who are genuinely concerned and committed to quality pre-tertiary education that will ensure a progressive future for our children and country.

I strongly recommend a dispassionate study of this document and a positive approach to the implementation of the recommendations contained in it. We can surely achieve the educational policies and strategies that have so far eluded us as a country.

REV. PROF. EMMANUEL ADOW OBENG (PHD)

STATEMENT FROM THE GENERAL SECRETARY

In recent times, the general view has been that Teachers and Educational Workers are not considered in the formulation of educational policies which in many instances result in poor learning outcomes. This is largely due to the perceptions of the employer, successive governments and other public authorities that policy formulation and decisions are their sole prerogative.

With the greater Ghanaian public, the perception is that most educational policies are merely intended to win votes and not to improve quality.

It is again sad to note that teachers are at the mercy of politicians because anytime educational policies are formulated, they are misinterpreted by the major stakeholders; they are not allowed to run their full lengths of implementation and so they cannot be really evaluated for their successes or otherwise and because there are no evaluations, there cannot be no basis for formulation of further policies.

As a critical stakeholder in the Educational enterprise, the GNAT cannot sit down unconcerned about this situation. The Association wants policies on education formulated with the participation of all stakeholders to enable them stand the test of time and ensure their validity, devoid of partisanship.

In the light of the above, *the GNAT Standpoint* aims at triggering a social dialogue on policy formulation and owning it through to the proffering of solutions to challenges likely to impede implementation.

The GNAT Standpoint thus seeks to expand the national dialogue on education beyond the realm of politics, to stakeholder consultation and participation, and serve as the Association's blueprint on education, in Ghana.

THOMAS T. MUSAH

ABBREVIATIONS AND ACRONYMS

ABFA	Annual Budget Funding Amount
CoE	College of Education
CG	Capitation Grant
CTR	Class-Teacher Ratio
DEO	District Education Office
DSSP	District Sponsorship Scheme Project
ECCD	Early Childhood Care and Development
ECCE	Early Childhood Care and Education
EC	European Commission
EFA	Education For All
EGMA	Early Grade Mathematics Assessment
EGRA	Early Grade Assessment
EIE	Education in Emergencies
EMIS	Education Management Information System
ESA	Education Sector Analysis
ESPR	Education Sector Performance Report
ESP	Education Strategic Plan
EU	European Union
GER	Gross Enrolment Ratio
GES	Ghana Education Service
GETFund	Ghana Education Trust Fund
GLA	Ghana Library Authority
GNAT	Ghana National Association of Teachers
GNECC	Ghana National Education Campaign Coalition
GoG	Government of Ghana
GPEG	Ghana Partnership for Education Grant
GPI	Gender Parity Index
GTSI	Global Teacher Status Index
IGF	Internally-Generated Fund
ICT4AD	ICT for Accelerated Development
IEIE	Institute of Education in Emergencies
INEE	Inter-Agency Network on Education in Emergencies
ISSER	Institute of Statistical, Social and Economic Research
JHS	Junior High School
KG	Kindergarten
MOE	Ministry of Education
NaCCA	National Council for Curriculum and Assessment
NADMO	National Disaster Management Organization
NTC	National Teaching Council
NER	Net Enrolment Ratio
OBS1T	One Basic School, One Toilet

PTR	Pupil-Teacher Ratio
PTTR	Pupil-Trained Teacher Ratio
Bs2	Basic 2
Bs6	Basic 6
SDG	Sustainable Development Goals
SHEP	School Health and Education Programme
SHS	Senior High School
SDMP	School Disaster Management Plan
STEM	Science, Technology, Engineering, and Mathematics
THIS	Teacher Health Insurance Scheme
TLRs	Teaching and Learning Resources
TVET	Technical and Vocational Education and Training
UNESCO	United Nations Educational, Scientific and Cultural Organization
UTDECE	Untrained Teacher Diploma in Early Childhood Education
VSL	Virtual Science Laboratory

HIGHLIGHTS

Introduction

The Ghana National Association of Teachers (GNAT) is an organization of teachers in pre-tertiary institutions and educational institution offices in Ghana. Currently it commands approximately 80% of the membership of teacher trade unions in Ghana. It is also a major stakeholder of quality public education delivery and as such finds it necessary to contribute to achieving this (quality education in the country) by publishing this *GNAT Standpoint on Education*.

The *GNAT Standpoint on Education* is premised on the fact that “Development does not start with goods; it starts with people and their education” (Schumacher, 1973). Education, as articulated by the late South African President Nelson Mandela “is the most powerful weapon which can be used to change the world”. GNAT is committed to Ghana's 1992 Republican Constitution, the Education Act, 2008 (Act 778) and the Labour Act, 2003 (Act 651) which provide the legal framework for all education policies in the country, including the Education Strategic Plan (2018-2030).

Within the context of the legal framework, *the GNAT Standpoint* is for empowering teachers, schools and learners, based on in-depth analysis of the strengths and weaknesses of the Ghanaian education system. The analysis is informed by the United Nations Educational Scientific and Cultural Organization (UNESCO), International Institution for Educational Planning (IIEP), the Global Education for All (EFA), the UN Sustainable Development Goal 4, and the Africa Agenda 2063 guidelines for education sector analysis, and educational policies in Ghana.

Scope of the *GNAT Standpoint on Education*

This *Standpoint* largely focuses on the pre-tertiary sector of Ghana's educational system. The Education Act, 2008 (Act 778) classifies the country's educational system into three (3) levels:

- Basic Education two (2) years KG, six (6) years Primary, and three (3) years JHS
- Second Cycle Education three (3) years SHS; TVET and
- Tertiary Education (Colleges of Education, Polytechnics, the traditional Universities, the Technical Universities, and other degree and diploma-awarding institutions).

Basic and Secondary Education form the pre-tertiary education sector of Ghana. The number of school-age children 4–18 years old is projected to grow at over 2% per year, for the next four (4) years, dropping to 1.9% growth rate in 2025 and 1.7% growth rate in 2030 (GESp, 2018-2030).

Several enrolment indicators (NER, GER, GPI) show that there has been a significant improvement in access to pre-tertiary education in Ghana. In the 2012/2013 academic year, GER at KG, Primary, JHS and SHS were 113.8%, 105.0%, 82.2% and 49.6% respectively. In the 2017/2018 academic year, GER exceeded 100% for KG and Primary and over 85% for JHS. This increase in access is driven by several interventions and initiatives for pre-tertiary education that have mainly focused on access. There are however many inequities in access by geographical location and gender. Despite the significant increase in access, GNAT acknowledges that there has been very little improvement in the quality of education while the issue of relevance appears to have been neglected in educational policy planning and implementation.

Sources of Data

The data for this *Standpoint* were collected qualitatively, using document analysis, interviews and observations as the instruments. The specific secondary data collected for analysis included:

- Education Management Information System (EMIS) of the GES
- The Education Sector Performance Reports of the MOE
- Education Strategic Plans of the GES
- The Ghana Living Standard Survey (2017)
- Statistics from external international bodies like the World Bank, UNESCO and UNICEF
- Statistics from Civil Society Organizations like the GNECC
- Early Grade Reading and Assessment, and Early Grade Mathematics and Assessment Reports (2013/2015)
- The Ghana Sustainable Development Goals: Indicator Baseline Report
- The Ghana Social Development Outlook 2018: ISSER
- The Budget Statement and Economic Policy of the GoG (2017/2018, 2019/2020)

Primary data was also collected from major stakeholders in the education sector (headteachers, teachers and pupils). Both data sources were synthesized and triangulated for interpretation.

Pillars of the *Standpoint*

Informed by the Theory of Change (ToC) and premised on quality, equity, relevance and financing of pre-tertiary education, the *Standpoint* seeks to transform teaching and learning and improve pre-tertiary educational outcomes in Ghana **around five (5) pillars:**

Pillar One: Quality Pre-Tertiary Education

Pillar Two: Comprehensive Early Childhood Care and Education

Pillar Three: Teacher Recruitment, Deployment, Management and Retention

Pillar Four: Education in Emergency/Crisis Situations

Pillar Five: Social Interventions in Pre-Tertiary Education in Ghana

TABLE

2.1: The GNAT's Dimensions of Quality Education

FIGURES

1.1 GNAT's Model of Quality Pre-tertiary Education

11.2a Proficiency in Basic 6 (GES, 2017)

71.2b Proficiency in Basic 3 & 4 (GES, 2017)

71.3a Competence: Basic 3 & 4 (GES, 2017)

1.3b Competence: Basic 6 (GES, 2017)

1.3 GER & NER at KG (GES, 2018)

Teacher attrition: 2009–2016 (LeClercq et al., 2017b)

5.1 EPSR (MOE, 2018)

CHAPTER 1

1.0. QUALITY PRE-TERTIARY EDUCATION IN GHANA

Goal 4 of the Sustainable Development Goals (SDGs) and Goal 6 of the United Nations Education for All (EFA) initiative, focus on improving quality education and life-long learning opportunities for all persons. Quality education at the pre-tertiary level involves the development of relevant cognitive (knowledge), psychomotor (skills) and affective (attitude) necessary for economic and social growth. It focuses on the production of a highly-educated labour force with the requisite knowledge and skills for innovation and enhanced productivity. In Ghana, quality education has not gained as much attention in policy formulation, compared to access. Yet, there is a correlation between access and quality. An increase in enrolment without an equal expansion of educational resources and facilities therefore has implications for the quality of education.

The approach of GNAT to quality education is grounded in the Human Capital Development Theory, since an educated population is a productive population.

Table 1.1: GNAT Dimension of Quality Education

Learners	Pedagogical Issues	Results/Performance
Trained and Motivated Staff	Learner Support	Social Engagement
School Environment and Infrastructure	Teacher Support	Transition and Completion Rate
Provision of TLRs	Monitoring and Evaluation	Life-Long Learning
Education Financing	Curriculum Implementation	Early Grade Reading

Table 1.1 gives details of the relevant inputs, processes and outcomes for quality pre-tertiary education as indicated by the GNAT Dimension of Quality Education.

1.1. The GNAT Standpoint on Quality Pre-tertiary Education

GNAT believes that:

- (a) a high standard of education is necessary for the preservation and development of a democratic society;
- (b) the child is the primary consideration in public school education;

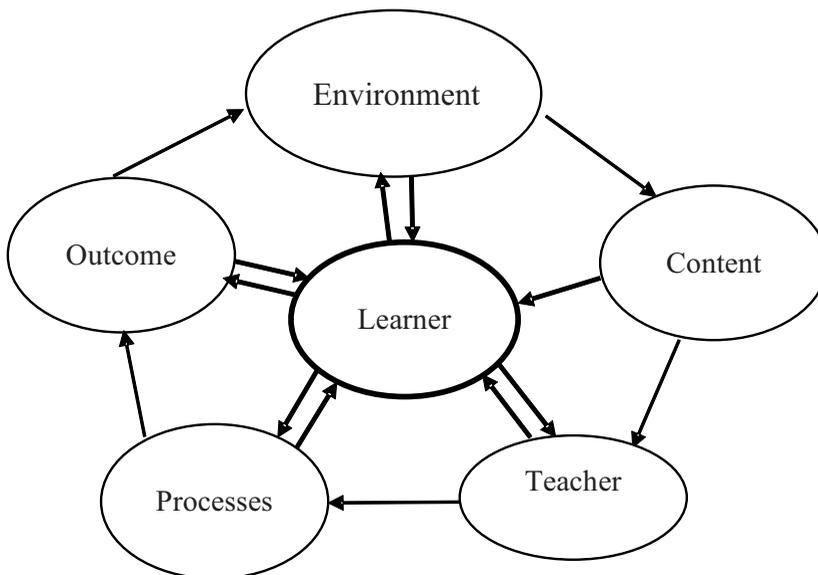


Figure. 1.2.1

Interpretation:

Learner is given the opportunity to:

- Lead learning activities
- Participate more actively in discussions
- Design own learning projects
- Explore topics which interest him/her
- Contribute to the design of the curriculum

GNAT believes that improvement in access to education must be matched with quality. GNAT's definition of quality education is enshrined in International Standards where literacy, numeracy, competence and proficiency form the key outcomes. According to UNESCO, education agencies are grappling with how quality can and should be measured for global reporting purposes. From the perspective of GNAT, pre-tertiary education in Ghana has sometimes been measured by focusing too narrowly on one (1) area of achievement, i.e. the cognitive level. *GNAT is therefore of the view that quality pre-tertiary education should be assessed holistically.* The GNAT Dimension of Quality Education, (see pg.2, table 1.1) focuses on: the Learner, the Environment, the Content, the Teacher, the Processes, and the Outcomes.

In addition, quality education should equip learners with soft skills that would enable them face the future with ease and confidence.

In the GNAT Dimension of Quality Education, outcomes are the consequences of the educational process(es) and inputs, as reflected in measures such as the levels of knowledge, skills and values acquired by learners.

1.2. GNAT's Dimension of Quality Education

GNAT believes that education prepares the learner for the future.

GNAT therefore proposes that education should be enquiry-based, accessible to all and adequately public funded to address the needs of the nation.

Priority Areas: Quality Teaching and Learning

From the GNAT's perspective, there are several areas of quality education that Ghana needs to prioritize, over the next thirty (30) years (2020 – 2050). Based on the GNAT Dimension of Quality Education in table 1.1, GNAT *proposes five (5) aspects of teaching and learning practices relevant to quality pre-tertiary education.- i.e:*

1.2.1. Curriculum Reform with Relevance and Inclusiveness:

Alignment of teacher education curriculum and school curriculum:

GNAT is of the view that there should be a paradigm shift from teacher-dominated instructional practice to learner-centred pedagogy, as proposed/suggested in the 2019 GES-NaCCA curriculum. However, the pedagogy of teachers is largely based on how they were taught in the Colleges of Education (CoEs). Therefore the successful implementation of the GES-NaCCA curriculum requires reforms on effective learner-centred pedagogical strategies for both teacher-trainees and those already in the field, through the alignment of the teacher education curriculum and the school curriculum, as well as continued in-service training for practising teachers. There is currently a mismatch between the two (2), making the full implementation of the 2019 GES-NaCCA curriculum challenging to teachers.

We must admit that the Transforming Teacher Education and Learning (T-TEL) has addressed the mismatch between the curriculum of the Colleges of Education and that of the basic schools where the products of the Colleges are going to teach. This has brought reforms to initial teacher training.

GNAT therefore proposes that there should be aggressive in-service training for teachers in the field before the reforms to enable them acquire the required pedagogical skills that would enhance competency-based learning.

1.2.1.1 Effective and Appropriate Pedagogical Approach:

GNAT believes that effective use of the first language (LI) and the deployment of appropriate technology at the pre-tertiary level constitute key drivers of effective teaching and learning.

- **Use of First Language:** *The L1 should be used as the medium of instruction, from KG1 to Basic 3.*
- *Appropriate technology should be deployed at all levels of pre-tertiary education to improve teaching and learning.*

1.2.2 E-Learning: Connect-to-Learn Programme

In line with current trends, the Government should focus on enhancing the existing curriculum with technological activities which encourage enquiry, exploration, imagination, collaboration, and problem-solving.

GNAT proposes a Connect-to-Learn Programme that will enable teachers and learners to be connected to quality learning resources, through the internet, which should be accessible to them. GNAT further proposes the use of ICT for teaching and learning even in the most remote, resource-poor parts of Ghana. This may require the procurement of computers as well as the training of teachers in ICT and deploying them to all schools, to make teaching and learning more effective. GNAT observes that more learners are willing to be taught computer skills than there are teachers to teach the skills; there is therefore the need to help them to achieve their aspirations.

GNAT on its own has been organizing Information and Communication Technology (ICT) programmes (GNATech) on regional basis for teachers and is in the process of establishing an Online Library Management System at the E.B Caulley Library at the GNAT Headquarters to complement Government efforts and remains committed to this cause.

As a way forward, the Government should collaborate with the telcos and other computer agencies like Microsoft to instal broadband connectivity in the schools .

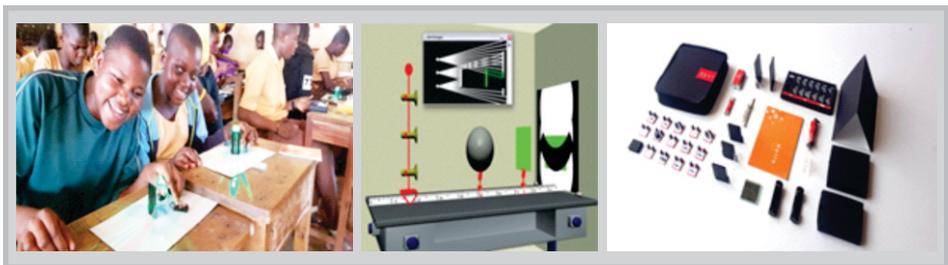
Tax incentives should also be provided the telcos to enable them contribute to enhancing e-learning in the schools, as part of their corporate social responsibilities.

Solar panels should be installed in the rural areas without electricity to enhance the deployment of technology in teaching and learning in such areas.



1.2.2.1. Adoption of Virtual Science Laboratories and Science Set Initiative

Although laboratory activities are expensive and time-consuming, virtual laboratory activities can save money, time, and effort. The Virtual Science Lab (VSL) is a web-based platform, designed to improve learning approaches by introducing a safe and interactive laboratory environment. It allows users to conduct experiments individually and to repeat them multiple times, if needed.



GNAT proposes the adoption of virtual laboratories to help improve STEM education. The Ministry of Communication has recently indicated Government's intention to adopt virtual laboratories in the teaching of STEM. GNAT is of the view that such initiative is essential, to help improve the practical teaching of STEM.

The Science Set initiative developed by Dex Technology Limited, is a Ghanaian initiative which has been rated by the Global Partnership for Education (GPE) as the most innovative education solution, and should be promoted by the Government of Ghana. The Science set is a text-book laboratory that contains 45+ individual materials for undertaking over twenty-six (26) experiments, to help overcome the lack of practical science education. According to Dex Technology Limited, about 500 schools in the UK have shown interest in the use of the Science Set. And Ghana should do same.

1.2.3. School Infrastructure Improvement Policy/Plan:

1.2.3.1 One Basic School, One Toilet (IBSIT) Policy Initiative

The SHEP Unit of the GES should partner the Ministry of Local Government, to help construct toilet facilities in every basic school. The toilet facilities should be designed to have urinal facilities and changing rooms for female pupils attached, to help improve sanitation conditions in basic schools, and save the female pupils from the inconveniences they suffer during their menstrual cycle.



According to the
GNAT Gender

Desk, a gender-responsive environment (with running water available, changing rooms, separate and also adequate toilet facilities) is essential in promoting girl-child education. *Girls must therefore be guaranteed this requirement to enable them stay in school to continue their education.*

1.2.3.2 One School, One Library(1S1L)/ ICT Policy Initiative

The Government of Ghana should strengthen the GLA to help design, construct and manage library/ICT facilities in every basic school in Ghana, as currently done for all SHSs/TVETs. The Ghana Library Association, together with the GLA should also facilitate the setting up of Reading Clubs in rural and hard-to-reach communities, to help improve the reading skills of learners.

There should be policy direction on the examination status of ICT at the SHS/TVET level as well as workshops for the technical/vocational education institutions.

GNAT proposes that the ICT logistics must be deployed equitably and schools not hooked to the national grid provided with alternative sources of power (eg. Solar power)

1.2.4. The Teacher Factor

1.2.4.1 Work Overload

The GNAT has observed work overloads in both SHSs/TVETs and hard-to-reach basic schools. At the SHS/TVET level for instance, some teachers are compelled to teach on both track one (1) and two (2), while some teachers are compelled to teach two (2) classes. Again, teachers at both levels are made to take up responsibilities other than the contact hour duties such as enrolment drives and other additional duties.

- **The Position of GNAT**

GNAT proposes that more teachers should be recruited in order to ease the pressure of work on teachers, which essentially reduces their work output and quality education delivery.

1.2.4.2. Teacher Autonomy

Autonomy is one (1) of the main focuses featured in professionalism and to the extent that teachers are the instructional drivers in the classroom. Pan and Carroll (2008, pg. 18) and Hudson (2007), count the instructional activities to include teaching strategies, questioning techniques, and assessment of learners.

In agreement with the foregoing assertions, the GNAT headquarters, organizes workshops such as ‘The Basic Rudiments of Test Item Construction’ with the intention of further enhancing teachers' knack for the concept.

Again, the GNAT notes with deep worry, the emerging trend where the GES Directorates seem to be using transfers (reposting) as a means of coercing headteachers, union leaders and 'ordinary' classroom teachers and employees who genuinely engage in professional discourse. We find this growing trend very dangerous, since it may compel teachers to act pretentiously in the discharge of their professional duties.

- **The Position of GNAT**

As enshrined in the Section 3 (19) of the Rules of the 2018 amended GNAT Constitution, “That all teachers should have the character, knowledge, insight and skills needed for effective teaching”, we humbly submit that instructional drivers must be allowed to drive *instructional activities by conducting end of term exams themselves.*

Again, the right reserved for GES to post teachers to where their services may be needed must not in any way, be seen to be a threat to their participation in both national and union discourses.

1.2.4.3. **Concerns Over Curriculum Reforms and Workshops/In-Service Training**

Curriculum reform places new responsibilities on teachers to find answers to questions such as: “How can I better explain basic concepts to learners? Which materials can I use? How do I best assess the learners? What kind of difficulties will the learners encounter in the learning process?” (Magnusson, Krajcik and Borko,1999). Teachers need innovative pedagogical skills to answer the above questions. In this regard, teachers must be assisted to acquire such skills.

The GNAT has again taken into account that regular in-service/workshops for GES staff are rarely organized by the GES. We have also gathered that in many instances, teachers are made to pay for the cost of such workshops when they are held, contrary to **Section 5 (3)** of the Collective Agreement.

- **The Position of GNAT**

*GNAT calls for commensurate salary increase for GES staff, following the increase in contact and working hours. GNAT again calls for regular in-service workshops for GES staff and that the GES should be responsible for all expenses on such workshops as enjoined by **Section 15 (3ii) of the Collective Agreement.***

GNAT further proposes a revisit of the 'GES Resource Centres in every district' concept. The centres should be adequately resourced to serve their intended purposes.

1.2.4.4. Teacher Motivating Factors

Teachers' qualifications and professional development are significant factors in the provision of quality education, for learners to make it later in life. The GNAT believes that teachers should have the required professional qualifications to give them confidence, competency and ensure skilful delivery of their lessons.

However, we observe with regret, the clandestine attempt by the GES to introduce what appears to be *Distinctive and uncoordinated Policy Statements/directives on upgrading in the GES*. In this policy, young teachers awaiting upgrading from the rank of SENIOR SUPERINTENDENT II TO PRINCIPAL SUPERINTENDENT (PS) upon the completion of their B.Ed (1st Degree) programmes are directed to hold on until the next Seven (7) years (counting from their Diploma completion dates) to be upgraded.

GNAT again observes that professional 2nd degrees are constantly acknowledged by the GES in vacancy announcements particularly for management positions; however, GES rarely gives study leave with pay, for 2nd degree programmes while those who obtain them are only given two (2) steps on their current ranks.

On promotions in the Service, GNAT takes note of the irregular organization of promotional interviews, delays with the release of interview results and the unacceptable delays in placing successful applicants on their new ranks. The placement in batches is more worrying; as at the compilation of the *GNAT Standpoint*, some of the 2016 and 2017 successful applicants were yet to be placed on their right ranks. We find this demotivating.

- **The Position of GNAT**

GNAT calls for immediate salary upgrading (with effective dates as appear on the B.Ed certificates) of all B.Ed teachers who have been refused it on the basis of the said policy directive.

GNAT proposes that study leave with pay should be granted to interested staff to pursue 2nd degrees and upon successful completion, they should be promoted to the next (higher) ranks.

There should be regular adherence to the specified years which qualify GES staff for promotions and immediate release of results and salary upgrading of successful applicants.

The GES should religiously implement the provisions on teacher-promotion as enjoined by the Collective Agreement.

1.2.5. Harmonization of Educational Policies and Institutions

Section 59 (1) (c) of the Education Regulatory Bodies Bill (2019) attempts to make the NTC a developer and promoter of professional learning and competence and maintain community confidence in the teaching profession. This makes the NTC both a Regulator and Implementer.

GNAT proposes that the current roles of the NTC and the GES should be maintained. However, professional competence and proficiency should be promoted by the GES, in collaboration with the NTC, NIB, NaCCA and the teacher education institutions.

1.3. Assessment of Quality Pre-tertiary Education in Ghana

As part of the vision of GNAT, the Association aims to champion the cause of quality education in Ghana. Using the GNAT Dimension of Quality Education as the framework, GNAT observes many challenges to pre-tertiary education in Ghana. Among them are the following:

1.3.1 Educational Inputs

1.3.1.1 Operationalization of the ICT in Education Policy (2003)

Advancement in technology makes the use of Information and Communication Technology (ICT) in facilitating effective teaching and learning a necessity. The ICT in Education Policy of Ghana (2003) requires the use of ICT for teaching and learning at all levels of the education system. The MOE promulgated the revised policy document in 2009 for implementation. The Policy is grounded on the Ghana ICT for Accelerated Development (ICT4AD) Policy document (2003). Yet while attempts have been made by governments, NGOs and individuals to support schools in the teaching of ICT through the provision of computers and accompanying accessories, majority of basic schools in Ghana do not have computer laboratories. According to Babette and Reitzes, (2011) the learner-to-computer ratio is 189:1 in Primary, compared to 27:1 in JHS/TVET. This finding is at variance with international standards which require that learner-to-computer ratio be 4:1 in public schools.

Additionally, though the deployment of technology to support learning, using Computer-Assisted Technology is gaining global attention, many schools in Ghana do not have electricity and internet connectivity.

While there is no data on internet connectivity in basic public schools, the MOE notes that one (1) out of two (2) schools in Ghana does not have electricity. Where there is electricity, there are no computer laboratories and projectors to facilitate the deployment of ICT in teaching and learning. Yet, the effective teaching of STEM requires electricity for some of the pedagogical resources such as microscopes to function. The situation appears worse in rural communities.

The case of the Ghanaian teacher at Betenase M/A Junior High School at Sekyedumase in the Ashanti Region who used chalkboard drawings to teach computer science, and whose plight was recognized by Microsoft, is an example of the many challenges to the deployment of ICT in teaching and learning in Ghana.



At Assin Asamankese in the Central Region, in one (1) ICT class, pupils practised how to click a computer mouse, using stones, due to the absence of computers and that accessory. There are even some learners in the rural communities who have not seen computers in their lives. The photo above (right) shows a pupil who got scared (and indeed cried) on seeing a laptop for the first time.

The ICT in Education Policy outlines three (3) major pillars:

- ICT as a learning and operating tool
- ICT as integrated into the teaching and learning process
- ICT as a career option for learners

However, GNAT has noted that the official curriculum on ICT focused more on the development of learners' skills in operating ICT, but not necessarily using the technology as a means of learning (researching) other subjects. From a strategic planning perspective, GNAT perceives ICT as a means of enhancing teaching and learning, and not as an end in itself.

The absence of computer laboratories has also limited the ability of teachers in employing research in the preparation of their lesson notes. Even where teachers have sufficient ICT skills, the absence of physical and ICT infrastructure still limits learners' openings to e-learning.

The major challenges to the deployment of ICT in teaching and learning in Ghana, from the perspective of GNAT, are as summarized below:

- Absence of electricity in most public schools
- Absence of computer laboratories in the schools
- Lack of qualified teachers to teach ICT in the schools
- Poor maintenance culture: It is very common to see many computer laboratories full of broken- down computers, most of them beyond repairs
- Lack of internet or slow connectivity
- Teacher resistance to adopting ICT in teaching and learning

1.3.1.2 Textbooks, TLRs, and Workbooks

Textbooks are a crucial component of the learning process. While the curriculum has been improved to enhance learner-centred teaching, the relevant textbooks have not been provided.

The GNAT observes that the public schools lack textbooks and workbooks and even when there are, they are not in the required numbers and proportions. There are no TLRs either.

In the case of the SHSs GNAT observes further that only the textbooks for the core subjects are supplied by the Government and virtually nothing for the elective subjects.

With TLRs, they are inadequate and their aid to teaching in the classroom has been a perennial challenge to the pre-tertiary education sector; with most schools lacking the materials for their preparation. The inadequate TLRs, according to teachers, makes it difficult for learners to sometimes comprehend what is taught.

GNAT further observes that in instances where there are even TLRs, those provided are not the most appropriate, especially those related to STEM. The lack of adequate and appropriate TLRs implies that teaching is done in the abstract, thus making it professionally difficult to deliver effective teaching, and in essence ensure effective learning, particularly with STEM.

Classroom observations by GNAT show that the absence of TLRs has always resulted in teachers improvising them for effective teaching. Also, opportunities for training on TLR preparations are limited, thus the preparation of TLRs for STEM is extremely difficult.

Quote

*I find it very difficult to prepare TLRs on solid shapes to teach the learners with
[Mathematics Teacher]*

1.3.1.3 Library Facilities in the Schools

A library is an important source of knowledge in the schools and plays a critical role in developing reading habits among learners. It has been established that schools with library facilities tend to

have their learners obtaining higher scores on standard-based language arts, reading, and writing tests, regardless of the learner's demographics and tone of the schools.

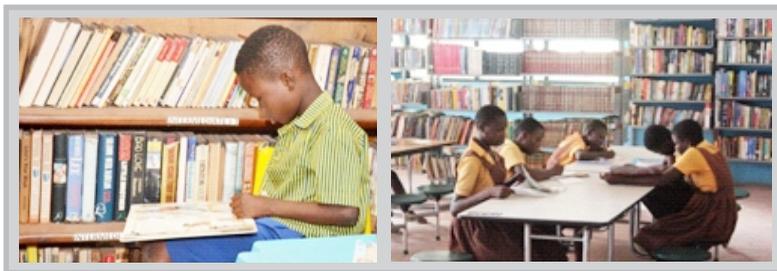
The Ghana Library Authority (GLA) is the major body responsible for the development and maintenance of libraries in the country. The legal mandate of the GLA is enshrined in the Ghana Library Act, 1998 (562). Though the GLA offers several services, including school book lending, where schools can borrow boxes of books, the absence of designated spaces for library activities in most schools and cost of borrowing makes the school book lending service unsustainable in many schools. There is currently no comprehensive policy framework for the development and distribution of library facilities in schools in Ghana.

The position of GNAT is that access to libraries and books is the bedrock of academic and social development. They must therefore be provided, as an adjunct to effective teaching and learning.

GNAT proposes that the libraries must be made more child-friendly and stocked with books written by Ghanaian/African Authors, whose contents they can identify with and admire, and in essence goad them on to read more.

GNAT proposes further that mobile library services be intensified and made available especially to under served schools and communities for the benefit of learners.

The same should be done with the online libraries.



1.3.1.4 Science Laboratories

Practical work is an essential component of the study of STEM. The “hands- on” approach has the potential to stimulate learners' interest in STEM, teaches laboratory skills and enhances the

acquisition of knowledge. Practical work enables learners to learn and practise all activities involved in the inquiry processes of the sciences – Physics, Biology, Chemistry, Food, Electronic/Electricals, Music, Language, ICT... etc.

STEM education is an approach to teaching and learning that integrates the content, skills and disciplines of the STEM. GNAT is of the view that, Mathematics and Science form the fundamentals of STEM, since Technology and Engineering themselves derive from Mathematics and Science. While the concept of improvisation has been the predominant approach in tackling the lack of equipment in schools, it is not all science equipment that can be improvised. For instance, a teacher cannot improvise a microscope, or a thermometer, among others.

The absence of such equipment, according to most STEM teachers, makes STEM teaching very challenging, and therefore becomes a major contributing factor to the poor learner attitude to STEM. The 2018 Education Analysis Report of the MOE indicated that from 2011 to 2014, Arts and Business programmes recorded a total enrolment of 59.6%, while Science and Applied Science programmes recorded 41.4%. The enrolment in Science and Applied Sciences was about 20 percentage points below the GoG's enrolment policy of 60% enrolment in Science and 40% enrolment in the Arts and the Humanities (60 & 40 STEM Policy).

GNAT is of the view that promoting the study of STEM in the nation's tertiary institutions cannot be achieved, without promoting it at the pre-tertiary level.



GNAT observes that the absence of science laboratories has resulted in most teachers using abstract rather than the demonstrable practical approaches in their teaching.

1.3.1.5 School Health and Safety Infrastructure

Availability of infrastructure is often the first step towards ensuring that children have access to school education.

The Education Strategic Plan (ESP) (2010-2020) of the MoE includes a School Health and Education Programme (SHEP) with the goal of ensuring that 100% of basic schools got hygiene and sanitation systems by 2015 and 75% of schools had access to potable water. This notwithstanding, currently, there are many basic schools in Ghana which appear unhealthy and unsafe for teaching and learning.

According to the MoE, two (2) out of three (3) public schools do not have toilets while three (3) out of five (5) do not have drinking water. The EMIS data (2016-2017) further indicated that about 7,332 out of the 20,738 public basic schools in the country did not have toilet facilities, while 6,922 did not have urinal facilities. Additionally, 11,985, constituting 58% of basic schools, did not have water facilities.

The EMIS data 2016/2017 further noted that even though about 65% of all basic schools had latrines, only 42% had access to water supply. UNICEF-Ghana (2017) has also indicated that only two (2) out of five (5) schools in Ghana have toilets or pit latrines and running water. According to UNICEF and the Ghana Statistical Service, close to thousands of schools in the country lack toilets and pit latrines.

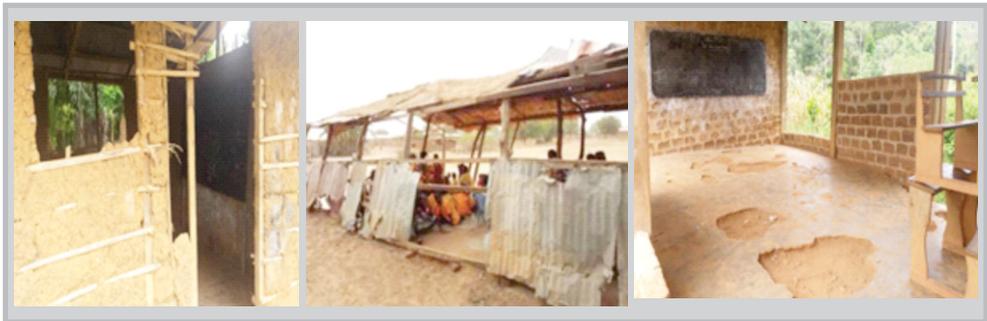
Despite the availability of the National Costed Strategy for WASH in Schools (WinS), many basic schools do not have potable water, hand washing facilities, safe and clean toilets. According to UNESCO, the provision of safe and separate sanitary facilities for girls is a key strategy for improving girls' school attendance. The hygiene conditions in most public schools is painted rather gloomy, despite the launch of the SHEP Policy by the GES in 2014.

GNAT observes that many children go to school under conditions that are not conducive for learning. This has adverse effect on pupils' learning because the quality of the learning environment has significant impact on quality education. Many children miss classes because they have to alternate to use toilet facilities while others have to trek several hours to search for water.

Dilapidated school buildings affect effective teaching and learning, as well as the security of learners. According to the 2019 Budget Statement and Economic Policy of the GoG, there are 8,286 collapsing Basic and Senior High School structures, and they are unsafe for both the learners and the teachers. In 2018, 52 of the collapsing schools were rehabilitated, according to the 2019 Budget Statement and Economic Policy of the GoG.



Though successive Governments have made efforts towards the elimination of schools under trees, several schools are still operating under trees in most rural communities. In 2018, there were 2,578 schools under trees (2018 GoG budget statement).



1.3.2 Educational Processes

1.3.2.1 Curriculum Reforms

GNAT proposes a curriculum which focuses less on content knowledge and more on competences relevant to contemporary needs of pupils, communities and national development, as contained in the 2019 GES-NaCCA curriculum. Implementing the GES-NaCCA competency-based curriculum has however been challenging in the face of the current quality issues confronting quality education in the country.

GNAT observes for instance, that the current school infrastructure (eg. classroom arrangement) is inconsistent with the content of the GES-NaCCA curriculum. Moreover, the sizes of most classrooms are too small for roundtable discussions, while designed school desks take up much of the limited space, when trying to use them for roundtable discussions, as required in the new curriculum.

These challenges need to be addressed, if the learner-centred curriculum of the GES can benefit learners in the classroom.

GNAT therefore proposes the following:

- *Teachers must be innovative in dealing with classroom space problem eg. doing story telling or group discussions under trees where practicable.*
- *The GES policy on Pupil/Teacher Ratio (PTR) should be applied ie. thirty-five (35) pupils to a teacher in a class at the basic level.*
- *Furniture suitable for group work and movable should be provided*
- *Adequate and relevant TLRs to arouse the interests of pupils and ensure their effective participation in lesson delivery should be provided and equitably distributed.*

1.3.3 Educational Outcomes

The major quality dimensions regarding educational outcomes in the GNAT *Standpoint* focus on:

- Numeracy
- Literacy
- Proficiency
- Competence

1.3.3.1 Numeracy and Literacy Skills

Numeracy is the ability to use numbers to solve problems in real life. Thus, learners should be imbued with the necessary confidence and skills to use numbers and mathematical approaches in all aspects of life.

Literacy is the ability to read, write, speak and listen, culminating in pupils' abilities to communicate effectively. Numeracy and literacy are the fundamental skills necessary for achieving learning outcomes. Both the 2013 and 2015 Early Grade Mathematics Assessment (EGMA) show that learners are not being well taught the basics of arithmetic in their early years.

GNAT observes with deep worry, that learning outcomes in numeracy and literacy are poor at the basic level; most pupils lack pre-and early reading skills. The 2013 and 2015 Early Grade Assessment (EGRA) found only 2% of pupils who could read at the grade level, while 50% could not read at all. The EGRA has consistently shown that, by the end of Bs2, the majority of school pupils struggle with even foundational reading skills and cannot read (either L1 or English) with comprehension. The 2015 EGRA noted that 2% or less were able to read with fluency and comprehension. It further noted that 81% of pupils scored zero in the English listening comprehension subtask. With English, 73.1% of pupils scored zero in the letter sounds identification subtask.

1.3.3.2 Proficiency and Competence

There is a conceptual difference between proficiency and competence. While both involve knowing a skill, competence involves the minimum required for acceptability. Proficiency is a level of mastery that is often above the minimum required for acceptance.

According to the 2018 Economic Outlook Report of ISSER, in Bs4 and Bs6, roughly a third of the learners achieved proficiency (a score of 55% or more) in English in 2016. Similarly, for Mathematics, a third of learners in Bs4 and Bs6 achieved minimum competence. However, only 22% achieved proficiency in Bs4, while in Bs6, the number rose to 46%. Figures 1.2a and 1.2b below depict this.

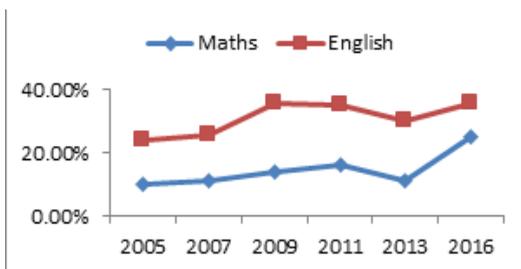


Figure 1.2a Proficiency in Basic 6 (GES, 2017)

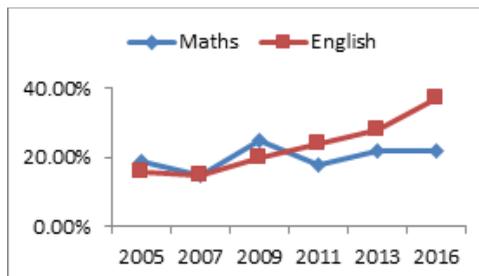


Figure 1.2 b Proficiency in Basic 3 & 4 (GES, 2017)

Figures 1.3a and 1.3b illustrate an integrated performance of Bs3 & Bs4.

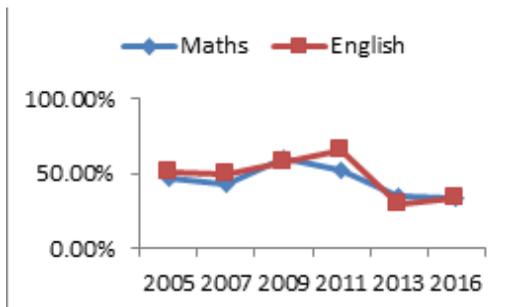


Figure 1.3a Competence: Basic 3 & 4 (GES, 2017)

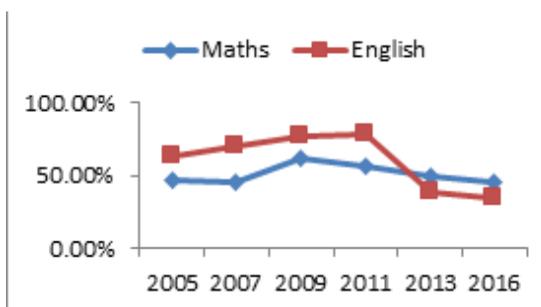


Figure 1.3 b Competence: Basic 6 (GES, 2017)

1.3.3.3 Attention to Life-long Learning:

According to Oduro-Mensah and Biney (2014) life-long education has been identified globally as the most important driver of social, economic, political technology and environmental development.

The focus on life-long learning in Ghana however seems to have been neglected by educational policy makers over the years, despite attempts to promote it through Adult literacy programmes and the Distance/Open Learning initiative. Quality has not matched with relevance and the non-formal set up has had no linkage with the formal.

According to the Education Act, 2008 (Act 778) the Ministry of Education shall put in place a system of non-formal functional and life-long educational programmes and open colleges to provide avenues for skill training and formal education for Ghanaians.

The GNAT Standpoint proposes that Parliament should pass the necessary legislative instrument to put the open colleges in place to facilitate life-long learning and skills training for Ghanaians to enable the country to attain the four core thematic areas of life-long learning – i.e.

- *Learning to be*
- *Learning to know*
- *Learning to do*
- *Learning to live together, (and) with others*

1.3.3.4 Coordination and Harmonization among Implementing Agencies

GNAT observes that there is significant overlap in the mandates of agencies of the MOE, resulting mainly from their non-coordinated governance structures. In other words, there are too many education initiatives that have contributed significantly to the current lack of coherence, fragmentation and duplication of efforts and waste of the scarce educational resources. *Therefore, a harmonized and coordinated framework is essential to enhance the provision of pre-tertiary education in Ghana.*

CHAPTER 2

2.0 COMPREHENSIVE EARLY CHILDHOOD CARE AND EDUCATION

According to UNESCO, the highest economic returns on investment in education are at the early childhood stage. UNESCO further notes that children who do not receive good quality pre-primary education are less likely to succeed in primary school and beyond. (UNICEF: *Monitoring Education Participation, 2016*)

The International Labour Organization (ILO) also believes that learning in the early years when children's minds are rapidly developing, can have an important positive influence on a child's health, learning ability and future job prospects [*Foreword (V), ILO Policy Guidelines on the promotion of decent work for early childhood education personnel, 2013*].

Goal 1 of the United Nations Education for All (EFA) focuses on expanding and improving comprehensive Early Childhood Care and Education (ECCE). The importance of ECCE is further stressed in the second target of Sustainable Development Goal 4, which seeks to ensure that, by 2030, “all girls and boys have access to quality early childhood development, care and pre-primary education, so that they are ready for primary education”. Globally, many pre-school programmes are modelled around the Piaget Cognitive Development Theory, which affirms the essentiality of ECCE for constructive learning and cognitive development.

In Ghana, Article 28 of the 1992 Constitution mandates the Government to ensure the rights of the child, including the right to ECCE. Consequently, a National Early Childhood Care and Development (ECCD) Policy was developed in 2004. The GoG incorporated KG into the national public education system in 2007, in an attempt to improve access and quality of KG education.

GNAT observes that the GoG policy on KG Education, does not capture children below forty-eight (48) months, and therefore falls into the hands of the Social Welfare Department. Private practitioners have therefore cashed in, due to the inability of the Social Welfare Department to provide such service.

GNAT thus proposes that Government should incorporate the full ECCE policy into the public education system to take care of this group of children who are mostly found in the rural areas, where the private practitioners are not interested in operating.

GNAT proposes that ECCE must be included in the public school system, to enable children to be enrolled at the mainstream school at the right age, and also to give much time to nursing mothers (our members included) to engage in productive activities which would contribute to the family income.

By this, this group of children in the rural/deprived areas would be catered for, in the absence of the Private Practitioners who are not interested in such areas.

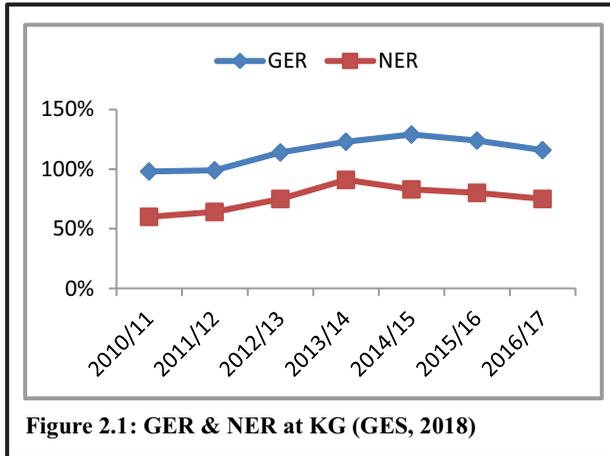


Figure 2.1: GER & NER at KG (GES, 2018)

Access indicators (GER and NER) as depicted in **Figure 2.1** show that except for 2015/2016 and 2016/2017, there was a general increase in KG education, between 2010 - 2014/2015.

The GER and NER at the KG however declined between 2015/16 and 2016/17; the former decreased by 9% points while the latter declined by 5% points. The

NER implies that there are large numbers of KG pupils who are not in school at the appropriate age.

While most Ghanaian children enter KG, they often do so late, resulting in over-age kindergarten enrolment. At age six (6) when most pupils should be in Bs1, 42% of Ghanaians at this age are rather in pre-school. This initial over-age enrolment has subsequent effects on all other levels of education.

2.1. Challenges to ECCE in Ghana: GNAT's Assessment

Early Childhood Care and Education (ECCE) in Ghana has been challenged, by several infrastructural and quality issues. Like the EFA, GNAT believes that children who do not receive good quality pre-primary education are unlikely to succeed in primary school and beyond, and that ECCE is essential for Universal Primary Education.

2.1.1. Infrastructure and Limited Access Centres

The Children's Act 1998 (Act 560) enjoins the District Assemblies and other Decentralized Departments to facilitate the establishment of Day Care Centres and other ECCD facilities. Nevertheless, there are generally inadequate access centres (KGs) across the nation for the effective provision of ECCE, particularly in rural Ghana. While the 2018 Budget Statement and Economic Policy of the GoG aimed to provide 1171 KG schools, only ninety (90) were completed in 2019.



The available centres are also not child-friendly for early childhood development and education. This, according to some ECCE Coordinators, prevents many parents from enrolling their children for KG education. Again almost all ECCE in the public schools are not child-attractive and child-centred as required by the UNICEF, and this exposes both the Early Childhood Educators (ECEs) and the pupils to unfriendly environments.

According to the MOE, between 2015/16 and 2016/17; GER at KG declined by 9%, while NER declined by 5%. This decline was as a result of many of the ECCE facilities not being attractive, and not influencing children to attend school. The inadequate provision of ECCE centres has resulted in overcrowded classrooms.

The national Pupil–Classroom Ratio (PCR) at the KG in the public basic schools is 55:1. In some regions, the KG PCR is over eighty (80) pupils per classroom. Therefore, there are significant regional disparities.

GNAT proposes that in the absence of adequate infrastructure in the rural areas, the Educational Authorities should collaborate with the Religious Bodies to use their churches, mosques and other facilities to run the ECCEs.

2.1.2 Materials for Teaching at Early Childhood

Art has traditionally been an important part of early childhood education. Friedrich Froebel, the father of kindergarten, believed that, young children should be involved in making their art and enjoy the art of others. According to UNICEF, children learn critical skills as they play with materials which lead to their intellectual, social, emotional and physical development. Regrettably almost all ECCE centres in Ghana do not have specialized early childhood playing grounds.

GNAT's assessment of the ECCE centres shows that there are, in many instances, limited or no early childhood literacy and numeracy cards with

which the early childhood educators should assist the young children to learn to read, write and do mathematics. There are also no Wikki Stix to make the learning of basic shapes and letter formation fun, while improving tactile skills. Wikki Stix provides excellent tactile practice with letter formation for early childhood development.



Textbook–pupil ratios are also far below the GES norm. At the KG level, there should be (one) workbook per child. In 2016/17, only 0.2 workbooks per child were provided at the KG level.

2.1.3 Professional Early Childhood Educators

Working with young children is a profession that requires knowledge of how children grow as well as develop the skills to communicate effectively with other children and families. With the continued expansion of early childhood education in Ghana, questions are being raised on the training and qualifications of early childhood teachers. The proportion of trained teachers at the KG has perennially remained low. In 2015/16, the proportion of trained teachers reached 66% for kindergarten. Thus, about 34% of teachers at KG are untrained. Even among the trained teachers, the majority are trained only in general primary instruction with no specialized training in ECCE. At the KG level, PTR has remained at 1:34 from 2010 to 2014. The PTTR now stands at 1:62, which is above the norm of 1:25.

GNAT again observes that the CoEs are limited in their admission processes and that many early childhood educators receive their training on the job.

While recognizing the efforts being made by the Universities and a College of Education each in the Regions, GNAT proposes that:

- *early childhood education centres be established within the framework of the ILO guidelines on ECCE;*
- *the ECCEs be provided with running water, changing rooms, separate and adequate toilet facilities to make them child-friendly and conducive for effective academic work;*

- *relevant and required TLRs be provided for effective work; and*
- *clear-cut policies be formulated on postings, deployment and retention of Early Childhood Educators to enable them give of their best.*

2.1.4 Attention to Quality Early Childhood Education by Governments

Successive Governments of Ghana have neglected the funding and management of ECCE, resulting in the dilapidated structures one (1) sees on a visit to the various ECCE centres. Although there has been a rapid expansion in ECEC and pre-school services in Ghana, the quality of many ECCE centres leaves much to be desired. While some centres, especially in the rural areas, are under trees and in old dilapidated rooms, others are poorly ventilated, with bad lighting and little or no room for play. While the number of crèches/nurseries increased by 19.8 per cent between 2014/2015 and 2016/2017, the supply of ECCE teachers has over the years remained inadequate.

2.1.5 Stereotyping and Stigmatization of Early Childhood Educators

There has been perennial stereotyping and stigmatizing of early childhood educators and other stakeholders of early childhood education, in Ghana. There is a general misconception that teachers with higher academic and professional qualifications should be teaching the upper grades, and not the early childhood classes.

GNAT has gathered that many headteachers reassign teachers in the upper grades to the KG, as a form of punishment, without necessary reference to their training and status as early childhood educators.

GNAT has also gathered that some teachers are unable to identify the trained early childhood educators among their staff.

Quote

Our colleague teachers do not perceive us also as trained teachers with the ability to teach the upper grades. For the public, it is worse. They see we the KG teachers as unqualified teachers
[An Early Childhood Educator]

2.2 The GNAT Standpoint on ECCE

The goal of GNAT is to see to the expansion and improvement of comprehensive early childhood care and education, particularly for the most vulnerable and disadvantaged children, to help improve their proficiency and competency at the primary school level.

GNAT is of the view that the foundation of quality basic education hinges on quality early childhood education and that the quest for quality ECCE would not materialise without a trained teaching force with the required knowledge and pedagogical skills.

2.2.1 Training and Deployment of Early Childhood Educators

Currently, there are many untrained teachers at the KG level, particularly in deprived locations. The training of early childhood educators is the responsibility of the CoEs and other Higher Education Institutions. The Curriculum of the CoEs need pragmatic reforms on ECCE, to help train teachers with specialisation in ECCE. Thus the Institute of Education of the University of Cape Coast and other sister institutions should develop programmes to update the knowledge and pedagogical skills of untrained teachers at the KG level. The Government should sponsor untrained KG teachers to be trained. The Untrained Teacher Diploma in Early Childhood Education (UTDECE) which was introduced in 2016 should be strengthened, to help gradually phase out untrained early childhood educators in the field.

GNAT proposes that teacher deployment in ECCEs should focus on attracting more efficient care-givers and educators, and enhancing their social status and conditions of service.

GNAT proposes further that study leave with pay be granted to early childhood educators to pursue courses to the master's level.

2.2.2 Institutionalization of Comprehensive

Early Grade Assessment Scheme

There is currently no comprehensive early grade assessment scheme for pre-schools in Ghana. This makes it difficult to determine the progress of pupils at the KG level. Though in 2013 and 2015 the EGRA and EGMA were conducted for Bs2 pupils in public schools, *GNAT advocates the institutionalization of a more comprehensive early grade assessment scheme, as the pivot on which future (EGRA and EGMA) exercises could be based.*

2.2.3 Construction and Rehabilitation of Early Childhood Centres

While we recognize that efforts are being made in this sector, *GNAT proposes that the Government should invest more in the construction of modern early childhood centres that are child-friendly and child-centred, to enhance the holistic development of the children. District Assemblies should be encouraged, through the Ministry of Local Government, to use part of their IGFs for ECCE infrastructural development. ECCE infrastructure should have playgrounds and other recreational facilities.*



2.2.4. Partnership with other Stakeholders in the Provision of Early Childhood TLRs

GNAT admits that the Government alone cannot fund ECCE in Ghana; public and other stakeholders in the pre-primary sub-sector should therefore help finance the production of appropriate teaching and learning resources (emphasis on TLRs) and other logistics to make teaching and learning more practicable, demonstrable and hands-on, to enable the children to make the progress required at the basic level.

In this regard, GNAT organizes in-service training for teachers on yearly basis as a way of enhancing their professional development. GNAT has again been putting its Teachers Resource Centre at the disposal of its members for more research and information on modern trends in teaching and learning.

GNAT has also acquired land in Wa in the Upper West Region to develop a state-of-the-art resource centre for the five (5) Northern Regions for the benefit of teachers and learners.

2.2.5 Sensitization to and Education on the Relevance of ECCE

The stigma on early childhood educators is demotivating even the trained early childhood educators from teaching at the KG. The ECCE Unit of the GES should therefore be resourced, to undertake public education on the relevance and critical roles of ECCE educators so as to be given the necessary respect and recognition, to enable them give of their best to Ghanaian children, in their formative stages.

GNAT proposes that the Early Childhood Educators themselves should not fall prey to stereotyping and self-pity. They must demonstrate self-confidence and ply their trade with the required professionalism.

They must also be interested in Continuous Professional Development (CPD) programmes to keep them abreast of contemporary issues.

2.2.6. Inclusive Education

While lauding successive governments for introducing Inclusive Education to take care of Ghanaian children with special needs and integrating them into the mainstream educational set up, the *GNAT Standpoint* proposes the following:

- *The various regional assessment centres should be resourced with the required equipment to enable them assess the learners.*
- *New school buildings and other facilities should be made disability friendly, to make their use easy.*
- *More special educators should be trained to address the needs of learners as done for Early Childhood Education.*
- *Feeding grants and other teaching and learning equipment for the Special Schools should be supplied on time, to enable them run smoothly.*

CHAPTER 3

3.0 TEACHER RECRUITMENT, DEPLOYMENT, MANAGEMENT AND RETENTION

The United Nations Sustainable Development Goal 4 recognizes the vital role teachers play in education delivery. The African Union's Agenda 2063 also stresses the importance of the teacher as a key partner to success in education on the continent. Ghana's Education Strategic Plan (ESP 2018-2030) complements the SDG 4 and aims at attracting, retaining, developing and motivating teachers.

The ESP goes further to talk of teacher recruitment and retention to attract and keep the best teachers, teacher deployment and management to ensure sufficient teacher supply to schools based on need, teacher career structure and pathways to enable teachers attain the highest positions at specialist level and teacher working conditions to ensure that every teacher and school operate within at least the minimum approved cultural and material environment, to facilitate the processes of teaching and learning, among others.

There also is the Dakar Framework (2005) which stresses that to achieve Education For All (EFA), governments need to improve the availability and deployment of skilled and motivated teachers. The success or failure of any educational endeavour lies on the teacher who is the pivot of the entire system. Therefore, the facilitator of knowledge creation (teacher) should be the core focus of interventions in education. According to UNESCO, one (1) of the central issues in the field of teacher management is how to equitably balance and improve the staffing of schools.

3.1 The teacher as the driver of the process

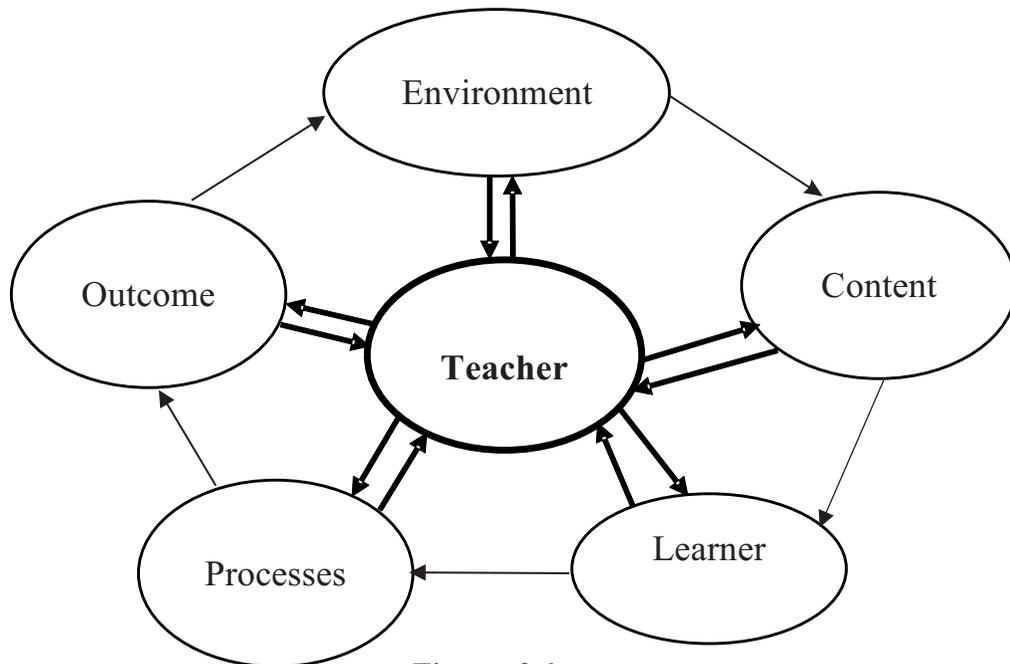


Figure. 3.1

Interpretation

The teacher is at the centre because he/she is the fulcrum around whom the process revolves and is the driver of the educational process.

- He/she influences the environment
- He/she influences the process of delivery
- He/she influences/guides behaviour of learner, all in anticipation of positive outcomes

GNAT believes in both the learner-centred and the teacher-centred models. They should be made to complement each other, to obtain the maximum learning outcomes.

Teachers are essential players in promoting quality education, whether in schools or in more flexible community-based programmes; they are advocates for, and catalysts of change. No education reform is likely to succeed without the active participation and ownership of teachers. (The Dakar Framework for Action, 2000)

In Ghana there is an indication that over the past decades, policies relating to teacher training, management, remuneration and welfare have not been effectively implemented, as specified in the GES Conditions of Service for teachers. The inequalities in teacher deployment and welfare have resulted in the sector experiencing increasing rates of attrition. GNAT is extremely concerned over the high attrition rate of teachers at approximately 7,000 annually and that, this is alarming (GNAT, CTF, Berekum, 2018).

The major issues at stake are:

- Are teachers distributed equitably among the different areas and schools in the country?
- What kind of measures can help to overcome the imbalances, if any?
- Which policies and structures of teacher remuneration and promotion can help improve the motivation and utilization of teachers?
- Would additional incentives/packages entice teachers to accept postings to the underserved areas?

This chapter presents the observation and position of GNAT on the policies and systems of recruitment, deployment, management and retention of teachers in Ghana.

3.2 Recruitment

There are varied processes for recruitment into the Ghana Education Service. While majority of teachers enter through the pre-service Colleges of Education, others are recruited after completing approved courses from Universities which provide Teacher Education. A third category who are qualified on the basis of academic qualifications only are also recruited from other Universities and Polytechnics. However, others are recruited from the Senior High Schools and Technical Institutions to teach. This makes the modes of recruitment not uniform and the standards of teachers varied.

This situation has arisen as a result of:

- Weak human resource planning and projection
- Relatively weak entry requirements
- Relatively unattractive nature of the teaching profession which makes potential candidates not to select teaching as the first option.
- Relative lack of appreciation by education managers of the need to be selective (aptitude tests) in the recruitment process
- Relative absence of impact assessment(s) of the recruitment process
- Absence of aptitude test(s) to determine candidates' suitability for the profession

Leave No One Behind

- Varied and inconsistency in entry requirement(s) for different teacher training institutions.
- Absence of tracer studies as a feedback to the recruitment process

In the ***short term*** there will be difficulty in determining the right quantity and mix (specialism) of teachers required in the schools, some of the teachers recruited will demonstrate weak mastery of the subject area and skills required to perform. In certain cases, unsuitable candidates would be recruited into the profession. In the absence of feedback from the field about teacher performance, another short term effect would be uncertainty about the effectiveness of the recruitment process and suitability of the deployed personnel for the profession.

In the ***medium term***, there will be teacher shortage in certain critical subject areas (e.g. STEM) and a glut in others. (e.g. Social Studies, Christian Religious Studies). In addition, where the teachers are not properly prepared they would relative lack the requisite confidence in the delivery of subject matter and also demonstrate low commitment and interest in the teaching profession, which could result in low self-motivation and poor learning outcomes.

In the ***long term***, some teachers will exhibit low self-esteem and disenchantment. The resultant low learning outcomes would lead to high school drop outs, low school enrolment and high teacher attrition. All these would produce a poor public image for the teaching profession which would negatively affect future recruitment.

GNAT proposes the following:

- *Streamlined recruitment processes to include the writing of aptitude test(s).*
- *Improved conditions of service for teachers to attract and retain them.*
- *Human resource planning based on empirical data to be periodically carried out and updated to inform recruitment processes.*
- *Uniformity of the entry requirements across all teacher-training institutions.*
- *Review of the recruitment process(es) from time to time to ensure that the right kinds of teachers are recruited.*

The following are also of concern:

3.3. Teacher Deployment and Welfare: GNAT's Assessment

3.3.1. Equity Gaps in Teacher Deployment to Rural Areas

Ghana's population is currently 30.42 million and is increasing at the rate of approximately 2.2% per annum (Ghana Statistical Service, 2019). The Ghana Statistical Service classifies localities in Ghana into rural and urban, based on population size. Localities with 5,000 or more persons are classified as urban, while localities with less than 5,000 persons are rural.

Ghana's urban and rural geographies are 46% and 54% respectively. Thus, more than half of Ghana's population reside in the rural areas.

Rural areas in Ghana are often detached from the urban areas by long distances. Most typical rural areas have scattered settlements, separated from each other with no basic social amenities (electricity, pipe-borne water, decent/housing accommodation, and internet connectivity) and deplorable road networks, among others. The deplorable nature of the roads and the absence of accommodation facilities in most rural areas result in teachers commuting long distances (more than 5km) to and fro the schools to teach.

Quote

In some places, a teacher can get to school on time only by commercial bus. But in some areas, the bus operates only once a day. Having a bicycle is a more reliable means of transportation
[A Rural Teacher]

The deplorable nature of the rural roads and the scattered nature of the settlements, according to the MOE, result in teachers either being late to schools or not reporting at all to schools (absenteeism). The absence of telecommunication services also makes the dissemination of information to and from the District Education Office to teachers in the rural areas challenging. This affects the participation of rural teachers in professional development programmes.

Data from the Project Completion Report of the GPEG show that absenteeism is slightly higher among male teachers than female teachers in the rural areas. GNAT again observes with strong worry, the gender inequality gaps between male and female teachers in the rural areas and the problems they encounter, with most rural female teachers being vulnerable because successive governments fail to address their basic social needs.

Quote

They are not given T and T and when they go to the village, they are accommodated by opinion leaders in the community who later make love proposals to them...many become pregnant later, are forced to become the 2nd and 3rd wives of the opinion leaders and lose their respect as role models for the young girls. (A Trustee of GNAT)

GNAT proposes the following:

- *Teacher deployment should be properly managed to match the needs of schools and to ensure equity of teacher supply across the country.*
- *Teacher motivation must be improved to entice teachers to where they are needed and would be most useful.*
- *Congenial work environment(s) must be provided*
- *Collective Agreement(s) for teachers must be fully implemented.*
- *Manpower audit of education offices and schools must be conducted with emphasis on schools in urban areas, to right-size the number of teachers working in the offices and deploy excess staff to the classrooms.*

3.4 Management and Retention

The discomfoting nature of the rural areas makes many teachers unwilling to accept postings to deprived Communities, contributing to the inequitable distribution of teachers across the regions and the urban/rural divide. Even with those who accept postings there, there is subsequent high attrition.

The 2018 ESA shows that teacher attrition increased from just under 2% in 2009 to 4% in 2016. The GPEG further notes that attrition is even higher in the rural areas.

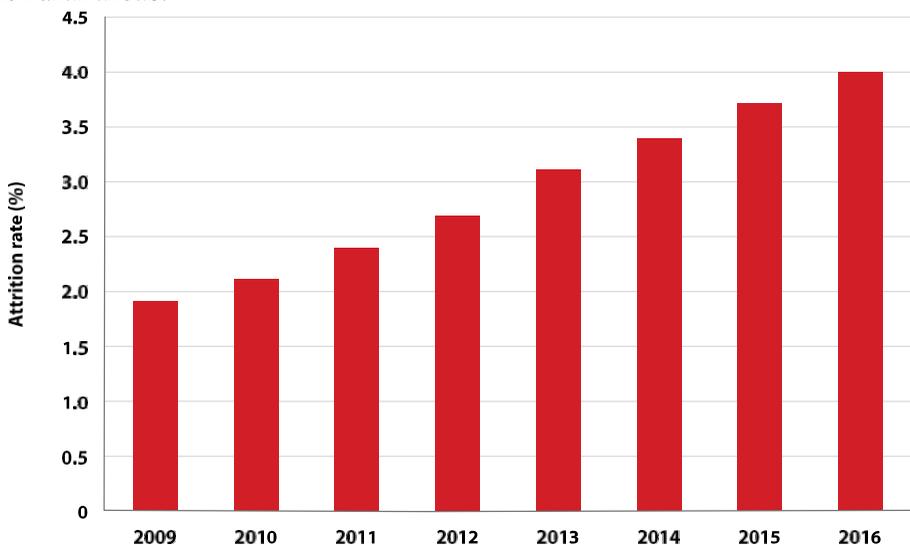


Figure 3.2: Teacher attrition over time, 2009–2016 (LeClercq *et al.*, 2017b)

Figure 3.2 shows that the attrition rate keeps increasing annually. This affects the stability of the education system in the rural areas and consequently increases the PTR. A Teacher Retention Survey by Acheampong and Gyasi (2019) showed that rural teachers did not see why they should be on equivalent conditions of service with their peers who teach in urban schools. Thus, there are equality gaps in teacher deployment to rural areas and that the plight of rural teachers has been ignored for far too long.

3.4.1 Monetary Inequalities for Rural Teachers: The 20% Allowance

In 2001, the Minister for Education announced to the Parliament of Ghana that the Ministry intended to implement a 20% allowance for teachers who accepted posting to rural areas. In 2009, GNAT and TEWU (GNAT/TEWU) recommended that rural teachers should be given an additional 40% monetary incentive as motivation. It is however intriguing to note that both the Policy and the GNAT/TEWU suggestion have not been considered for implementation since 2009. It is worth noting that governments of African countries like Botswana, Uganda, Lesotho, Zambia, and The Gambia, pay additional allowances to teachers in rural areas to reduce teacher attrition.

GNAT urges the Ghana government to do the same.

3.4.2 Centralized Deployment of Teachers Widening

Rural-urban Inequality

In practice, two main systems exist for teacher deployment, i.e. deployment by a central authority, and deployment by a 'market system'. Teacher deployment in Ghana currently operates on a highly centralized system. Requests are made by the schools through the District Directorates of Education to the Regional Directorates of Education, then finally to the GES headquarters; a teacher is then appointed to fill a vacant position.

Centralized deployment has been a long-standing mode for the deployment of teachers in Ghana, and is widely believed to ensure rational deployment. While its merit is that it is not subject to local pressures, it is often undermined in practice by the inability to implement it rationally. Centralized deployment actually has the tendency of posting teachers far away from their areas of abode.

The rural-urban disparity in living conditions has resulted in many teachers in Ghana refusing postings to rural areas, thus largely undermining the rational posting system, and resulting in inequitable deployment. The Education Plan (2010-2020) identified the equitable deployment of teachers as a problem, and it has still not been adequately addressed.

GNAT believes this is the time to address it, to ensure equitable distribution, fairness and stability in the education enterprise.

3.4.3 Non-Implementation of the PTR Norm in Teacher Deployment

Internationally, the PTR has been the predominant standard for teacher deployment, since it is a core component of quality. According to the 2019 Budget Statement and Economic Policy of the GoG, Government recruited 19, 650 teaching and non-teaching staff and deployed them to schools and educational offices across the country. The Budget Statement further showed that approximately, 8, 872 teachers were recruited and deployed to the various SHSs/TVETs for the double track system. However, the extent to which the PTR Norm was used as a critical component of the recruitment and deployment process remains unclear.

The Ghana Education Strategic Plan (ESP) recommends a PTR of 35 :1 for primary and 25:1 for both pre-school and the SHS/TVET levels.

GNAT wonders whether this was considered in the recruitment and deployment process; if it wasn't, we propose its use in future.

In 2016/17, the PTR at the KG level reached 30:1, down from the thirty-eight (38) in 2011/12. In 2016/17, the PTR at both the primary and SHS/TVET were below the GES norm. The PTR for primary reached 30:1 and for SHS/TVET, 14:1. The PTRs reveal that while some schools were overstaffed, others were grossly understaffed, partly due to the inadequate policies and procedures for teacher deployment.

A recent Teacher Rationalization Study by the USAID-Ghana showed that many districts are inefficient with teacher deployment. The survey also noted that policies and procedures on teacher deployment and retention were understood differently by the managers of education.

GNAT's own PTR analyses also show regional and district imbalances in teacher deployment. For instance, the Greater Accra Region has the highest proportion of trained teachers at the basic level, while the Upper East has the lowest, and all the five (5) northern regions having the lowest proportion of trained teachers.

The GNAT Standpoint proposes that measures should be put in place to address this to ensure equity, fairness and stability on the education front.

3.4.4 Delays with Payment of Teachers' Entitlements

Delays with payment of teachers' legitimate entitlements have been a perennial challenge to education in Ghana. This worsens the plight of most teachers, especially those in the rural communities. Errors in salary scales have also been predominant. The absence of a separate payment system for newly recruited teachers appears to partly contribute to the delay.



3.4.5 Teacher Status and Morale

The 2018 Global Teacher Status Index (GTSI) by the Varkey Foundation which ranks how societies view teachers across thirty-five (35) countries around the world ranked Ghana 32nd out of thirty-five (35) countries. Thus, Ghana placed 4th from the bottom, in teacher-status ranking in thirty-five (35) countries. Ghanaians were among the least teacher-respecting in the countries surveyed.

The Maslow Hierarchy of Needs has also been used to determine the status and morale of teachers. The issue is that, while efforts have been made by successive governments to improve the living standards of teachers, the average teacher's welfare is nothing to write home about.

From the perspective of GNAT, the extremely low morale of teachers is one (1) of the factors which contribute to the poor results produced by most schools in the country.

While efforts continue to be made to improve the quality of education in Ghana, most policy initiatives focus on learners and school infrastructure, with less attention paid to teacher motivation and morale. The poor teaching environments and conditions of service worsen their plight.

We propose that the challenges relating to teacher status and morale must be given special attention because the teacher is central to the promotion of learning in the school.

3.4.6 Teacher Health and Safety

3.4.6.1 Job Risks

Naturally, safety is a fundamental human right. According to the ILO, workers should be protected from sicknesses, diseases, attacks and injuries arising from



their employment. According to Ghana's Labour Act, 2003 (Act 651), it is the duty of an employer, including the GES, to ensure that every worker works under satisfactory, safe and healthy conditions. Thus, employers in Ghana, including the GES are required to ensure that their employees are not exposed to work-related injuries or illnesses.

The Sustainable Development Goal Report (2018) focuses on safe and secure working environments for all workers, including teachers, by 2030. *GNAT observes with great worry, how teacher safety is disregarded in the school environment.* Site observation of most schools shows that many do not have fire extinguishers, thus contravening the Fire Precaution (Premises) Regulation, 2003 (LI.1724) which requires that every public building including schools should have fire extinguishers. Again the continued use of chalk and chalkboard have the tendency of causing minor respiratory problems in teachers.

While the SHEP focuses on health and safety, its scope is largely limited to learner health, with no specific focus on teacher safety. *GNAT again notes that teachers in isolated and hard-to-reach (outlandish) communities experience high degrees of occupational hazards.* At Ada Foah (in the Greater Accra Region) for example, due to the poor accommodation situation on many of the adjoining islands, teachers stay at Ada Foah and cross the Volta River daily to school without life jackets on, thus risking their lives in the process.

In some communities, conflict is also inevitable between pupils, the community members and teachers. In actual fact, several teachers have been assaulted in their communities. For instance, in 2013 a female teacher at Asuafu, near Nsuta in the Ashanti region was assaulted by the relatives of a pupil, and she died. This is an example of the many threats and insecurity teachers encounter every day.

Though the GES Conditions of Service state that the employer shall arrange for a medical examination at any public hospital to ascertain the medical fitness of an employee on assumption of duty, no teacher undergoes medical examination upon employment, despite the health hazards they are exposed to.

The GNAT Standpoint proposes that the medical fitness of a teacher must be assessed at any public hospital on assumption of duty as enjoined by the GES Conditions of Service at no cost to him/her.

3.5. Teacher Deployment and Welfare

3.5.1. Restoration of the District Sponsorship Scheme Project (DSSP)

GNAT believes in the need to ensure equitable educational opportunities for all children in Ghana, irrespective of their locations (rural or urban). Again, in 2001, the Government of Ghana instituted a district sponsorship scheme which was meant to support (fund) teacher-trainees, to attract and retain them in the rural areas. With the policy, teachers were to accept postings to and serve their respective sponsored districts for a minimum period of three (3) years. However, the sponsored teachers were made to refund the sponsorship when they declined the postings.

GNAT proposes that the DSSP should be restored to recruit potential teachers from underprivileged communities for training to return to serve their people, to enhance the deployment of teachers to the underserved schools.

3.5.2. Stringent Application of the PTR Norm

GNAT proposes the determination of teacher vacancies at the school level, based on enrolment, using the approved GES PTR norm for all schools. Determination of teacher vacancies based on the PTR norm will help to rid the system of overstaffing in schools and enhance efficiency. This will require school mapping exercises within the districts, to help identify the overstaffed schools, and again help to rationalize the deployment process. For effective implementation of the deployment exercise, there should be proper planning and consultation with all stakeholders and, especially the

teachers who would be affected by it. An effective Policy Framework on Teacher Deployment is essential for teacher management in GES.

Therefore it must be put in place, for the attainment of the desired outcomes.

3.5.3 Teacher Health Insurance Scheme (THIS) and Housing Scheme

The rapid increase in the population of Ghana has resulted in a large housing deficit, especially in the urban areas. It is projected by the GSS (2014) that the country needs, at least, 100,000 housing units annually, while supply is estimated at 35% of the total need.

Many teachers retire without owning houses due to their poor conditions of service. *GNAT proposes that successive Governments should, as a matter of urgency, roll out affordable housing schemes exclusively for teachers, in partnership with the Ministry of Works and Housing. A Teacher Mortgage and Housing Fund should be instituted, to achieve this. A housing Bill should be passed, to ensure the legality of both the Mortgage and Housing Fund.*



GNAT Home Ownership Scheme

With medical insurance for teachers, the Collective Bargaining Agreement states that the Service shall be responsible for free medical and dental facilities for its employees, their spouses and not more than four (4) of their children, under the age of eighteen (18), in accordance with procedures to be determined by the parties to the agreement.

Lamentably, teachers over the years have not enjoyed such medical insurance or medical allowances. *GNAT therefore proposes that successive Governments should design a specialized Teacher Health Insurance Scheme (THIS) to address the medical needs of teachers.*

3.5.4 Salary Advances for Newly Posted Teachers and Prompt

Payment of Arrears

The recurrence of delays with payment of salaries of newly posted teachers and their accumulated arrears have triggered many industrial actions in the GES, including in recent times, one (1) called by the three (3) teacher unions.

This therefore should be addressed to ensure industrial calm. Again the newly posted teachers should be given salary advances to help them to overcome their unbearable challenges as new teachers, especially those in the rural and underserved communities.

3.5.5 Transportation and other Logistics for Teachers

GNAT proposes to successive governments to provide motorbikes and other means of transport for teachers in the rural areas, to ease their transportation challenges and motivate them to live in the underprivileged communities.

A special Auto Loan Policy should be instituted for teachers, especially those in the rural areas, in partnership with the Ministry of Transport, to help them to acquire vehicles and motorbikes to facilitate their movements and enhance their social status.

Over the years, GNAT has assisted teachers in the hard-to-reach communities, including those on the islands with transportation and safety logistics such as life jackets. The safety of teachers has always been paramount to GNAT. It is only when our teachers feel safe at their duty posts that they can deliver the desired quality education. GNAT again offers an auto loan facility to its members, under the Teachers Fund and hopes to sustain it in the years ahead.



3.5.6 Welfare

1. *GNAT proposes that Government waives the 3 % the Controller and Accountant General's Department charges teachers on loans they contract from the Teachers Fund.*
2. *GNAT proposes that Government reinstates the waiver of duties on vehicles imported by teachers.*
3. *GNAT proposes that Government attaches duty post accommodation to all future classroom blocks in the rural areas for teachers.*

3.6 Teacher Behaviour

The GNAT recognizes the fact that teachers are human and therefore fallible. This however, does not absolve them from lapses with the tendency to bringing their persons, the profession and education enterprise into disrepute.

GNAT therefore advises all teachers to uphold the ethics of the profession and do their best not to fall foul of the law.

CHAPTER 4

4.0 EDUCATION IN EMERGENCY/CRISIS SITUATIONS

Globally, education is in such utter crisis as civil disturbances, conflicts, natural disasters, health epidemics and economic fallouts continue to happen on daily basis. These are all evolving challenges which impact negatively on the provision of education. Natural disasters such as floods and fires are impacting daily on school operations, such that the concept of Education In Emergencies (EIE) situations is now gaining the attention of policy makers, due to the complexities of the impact and how to respond effectively to them, to achieve sustainable results. Emergency and crisis situations normally cut off large numbers of children from receiving any form of education. Thus, there is the need to curb, if not avert them, in order to provide the required physical and psychological protection, knowledge and skills for children. Children are put at ease mentally and emotionally, their security is assured, the necessary resources are put in place and teaching and learning take off.

Since 2000, the Inter-Agency Network on Education in Emergencies (INEE) has set out the standards of education required in emergencies, with emphasis on quality and access. There is also the Institute of Education in Emergency (IEIE) which concerns itself with education during and after emergencies, rapid interventions in education during crisis, and post-disaster educational reconstruction. In most emergencies, there are eventualities, instability and displacement, all of which disorganize or totally destroy the education system. According to the INEE, education is a basic human right of all persons, thus it (education) should be included in all humanitarian responses.

According to the European Commission (EU), crisis and emergencies have had seventy-five (75) million children out of school, with too little done to help them return to school as quickly as possible. Thus, it has increased its humanitarian budget from 1% in 2015 to 10% in 2019, with allotment to assist children in crisis situations to return to school.

4.1. Emergencies in Education in Ghana: GNAT's Assessment

The Government of Ghana established the National Disaster Management Organization (NADMO) by an Act of Parliament, in 1996(Act 517) to build a national preparedness capacity to respond to disasters, among other specified statutory functions. In the last two (2) decades, there have been many high profile disasters, including the floods and the gas explosion incident in June 2015 which resulted in over one hundred and fifty (150) deaths at the Kwame Nkrumah Circle in Accra and the incidences of commercial fires, which have become constant occurrences (even in our Senior High Schools).

Though there are no official statistics on emergencies in education in Ghana and their consequential effects on learners, teachers and school infrastructure, the rate of occurrences appears alarming and severe. Such emergencies disrupt the teaching and learning environment. For instance, in 2014, about fifty (50) schools were ravaged by rainstorms in the Northern region. *Joy News* gathered that over 215 classroom blocks in more than fifty (50) Junior High Schools in the Northern Region were ravaged by series of rainstorms. Mention is also made of the deaths of eleven (11) learners of the Kumasi Academy as a result of bacterial infection (Ghana Web, 6th Dec., 2019).



There are also isolated incidences of deaths in many schools, resulting from natural disasters. The incidences are worse in such isolated communities as the islands, which often get flooded.

4.1.1 Humanitarian Aid in Educational Budgeting

Availability of supplies and services is essential to the provision of humanitarian aid in crisis situations. Humanitarian aid groups need them for effective and speedy interventions and responses to major crises in education. Procurement in crisis situations may however be challenging, hence the GES needs to put procurement and purchasing policies in place, to curb panic purchases and ensure quick responses to emergencies in order to forestal immense disruption and damages. Currently, GES has no provision for emergencies in education in Ghana, neither is there funding for humanitarian aid in the education budget. In 2015, the European Commission (EC) entreated the international community to step up their efforts and increase humanitarian aid budgeting in education

to between, at least, 4% to 6% to assist countries which may suffer disasters, especially with their education.

4.1.2 School Disaster Management and Emergency Plans

In most emergency situations in education in Ghana, responses are executed without comprehensive emergency off-site plans in place.

GNAT proposes the institution of school-specific disaster management and management plans, which should suit the needs of public schools in terms of preparedness, prompt response, search, recovery and rehabilitation. This should be made up of the local NADMO, the District Directorate of Education, the Assembly and the Teachers. They should handle such crisis situation.

4.2. GNAT's Position on Education in Emergency/Crisis Situations

4.2.1 Prioritizing Humanitarian Aid to the Education Sector

GNAT is of the view that education cannot wait in emergency/crisis situations. Therefore, the *MOE should institute and budget for humanitarian aid to the education sector. At least, 4% of the total humanitarian aid support should be earmarked for education in emergency/crisis situations. Such aid should be coordinated across the board, and made ready for all emergencies/crises, wherever and whenever they occur.*

4.2.2 Institutionalization of School Disaster Management and Emergency Plan

GNAT proposes the institution of a comprehensive School Disaster Management and Emergency Plan, (SDMEP) taking into cognizance sound planning, preparedness, prompt response, search, rescue, recovery and rehabilitation. It should have the school community in focus. The Plan should be formulated in consultation with national, regional, district education authorities, the school communities (including the school children), and with the assistance of NADMO, to ensure smooth operationalization for the good of the learning environment. The SDMEP should be integrated with the general school management plan.

4.2.3 Capacity Enhancement of Teachers and Learners on Disaster Management

NADMO, in collaboration with the GES, should build the capacities of teachers, learners and ancillary staff in emergency/crisis management to help them respond to needs during emergency/crisis situations and bring them under control, before calling for external assistance, where necessary.

**4.2.4 Medical Care for Teachers and Learners in
Emergency/Crisis Situations.**

GNAT proposes that the GES provides medical care for teachers and learners in crisis situations.

4.2.5. Teaching and Learning in Emergency/Crisis Situations

GNAT proposes that provision be made to facilitate teaching and learning in emergency/crisis situations, so as not to interrupt education in such situations.

GNAT proposes prompt constitution of search, rescue and rehabilitation teams, and identification of stakeholders in education, to handle crisis situations, so as to ensure continuity of teaching and learning in such situations.

4.2.6 Compensation of Educational Workers in Emergency/Crisis Situations

GNAT proposes that GES workers affected by emergency/crisis be adequately compensated within three (3) months, as enjoined by the Workmen's Compensation Act 1906 [Workmen's Compensation Act (No. 187 of 1987)] of Ghana.

CHAPTER 5

5.0. SOCIAL INTERVENTIONS IN PRE-TERTIARY EDUCATION IN GHANA

The National Social Protection Strategy (NSPS) is the legal framework for the provision of social interventions in Ghana. Several social interventions have been introduced and implemented in the Ghanaian education sector, among them, the School Feeding Programme, the Capitation Grant (CG), and the Free SHS/TVET Policy. This chapter focuses on the Capitation Grant the School Feeding Programme and the Free SHS/TVET Policy.

5.1. Assessment of the Management and Administration of the Capitation Grant

The Capitation Grant policy is one of the key strategies adopted by the Ghana Government to assist Ghanaian parents, in its quest to achieve universal primary education in the country. In the Ghana Education Service's guidelines for the distribution and utilization of the Capitation Grant, it is argued that one (1) of the reasons why children in Ghana do not attend school is that, their parents cannot afford payment of the levies charged by the schools. It is in line with this that the Government instituted the Capitation Grant since the 2005/2006 academic year, to alleviate parents and guardians of this financial burden.

According to the *2014 Citizens' Assessment Report* on the Capitation Grant by the GES, the Grant has improved enrolment in education.

The *2014 Citizens' Assessment Report* on the Grant showed that the Capitation Grant had had no impact on quality education, according to 50% of parents. Parents however supported it and opined that it should not be abolished, as it lessened their burden of payment of fees.

About 70% of head teachers were of the view that the grant had had a positive impact on the quality of education, through the availability of supplementary funding for the provision of educational materials.

GNAT is however of the opinion that when classes become overcrowded due to increase in access, despite the (meagre) resources allocated to the schools, by way of the Capitation Grant, and the payment of fees no longer in place, the CG may not have the desired impact on the quality of education.

GNAT is again of the opinion that the increase in GER cannot be solely attributed to the Capitation Grant, due to the parallel running of such other social interventions as the school feeding programme.

Further, GNAT observes the following bottlenecks which inhibit the operationalization of the Grant:

5.1.1 Release of the Capitation Grant

GNAT's interactions with headteachers show that there have been perennial delays in the release of the Capitation Grant.

The Citizens' Assessment Report on the National Grant Scheme also confirmed that it is highly challenging for schools to access and manage the Capitation Grant, since upon even approval, it comes, averagely, one (1) year later. It is worth noting that though the Capitation Grant to the basic schools has been doubled in value to include both a base grant element and a per capita element in recent times, its release still delays.

.The delay, in the view of GNAT, makes budgeting and planning, management and administration of the schools difficult.

Quote

I don't know when the grant will come. Currently, our electricity is off, because we owe ECG. I am going to use part of my salary to pay, and get the refund when the grant is paid

[A Headteacher]

The complex processes involved in the release of the Grant, in the view of GNAT, contributes immensely to the undue delays which characterize the payments. Generally, striking a balance between the procedures to ensure accountability in the use of the Grant and ensuring that the schools access it without delay is a challenge. Delays in the release of the Grant to the schools stall the effective running of the schools in the country. Many heads of schools are unable to predict the dates of release, due to the processes involved.

Coordination between the various units (BOG, MOF, CAGD, MOE) which must ensure that the Grant gets to the schools is also lacking and is in effect, one (1) of the major factors which delays its release.

5.1.2. Insufficiency of the Capitation Grant

The annual expenditures of many public schools keep consistently increasing, due to the instabilities and fluctuations in such economic indicators as inflation and the exchange rate. GNAT gathers that the Grant does not cover the full per-pupil amount, while in some instances, there are inconsistencies in the total amount received, relative to the number of children on roll.

While lamenting the insufficiency of the Capitation Grant, its delay and capping, *GNAT appeals to its members to be prudent and adhere to the guidelines attached to it.*

5.2. GNAT's Position on the Capitation Grant

5.2.1 Allocation Based on School Needs and Enrolment

Currently, enrolment data on the schools is the major determinant of the allocation of the Capitation Grant. *GNAT proposes that schools with higher overhead costs should receive more funding, to compensate for their needs. This will help to provide more resources for the schools with more needs. There should be a paradigm shift by the Government towards a need and resource-based financing, using both infrastructural needs, and enrolment figures.*

5.2.2 Use of EMIS for Capitation Grant Requests and Allocation

GNAT believes that better information systems should be used to record, track and monitor government allocations and disbursements, to enable better resource management. The MOE should collaborate with the GES to develop an information management system which can pick information automatically on enrolment figures from schools for action. The EMIS could also be used to disseminate information on the release of grants to help reduce transaction costs.

5.2.3 Increase and Prompt Payment of the Capitation Grant

GNAT's interactions with heads of basic schools show that the Capitation Grant is woefully inadequate. *The GES should therefore undertake a variance analysis, by comparing the current expenditures of schools and reciprocal amounts allocated to them for their effective running. Reliable timelines should also be set for the release of the Capitation Grant to ensure smooth running.*

5.3. The School Feeding Programme

The Ghana School Feeding Programme (GSFP) is an initiative of the comprehensive Africa Agricultural Development Programme (CAADP) Pillar 3 which seeks to enhance food security and reduce hunger in line with the United Nations (UN) (MDGs) on hunger, poverty and malnutrition.

The rationale behind the Ghana School Feeding Programme is to provide learners with one (1) hot nutritious meal, using home grown food crops on daily basis, on every schooling day (Kedze 2013). Aliyar et al (2012) point out that the use of home grown food crops under the Ghana school feeding programme is to stimulate local economies through increase in demand for the produce.

At least, the introduction of the GSFP has increased enrolment, attendance, and retention in various public schools across the country and government has often emphasized its commitment to ensuring that children are well fed at school (Ghana Education Service, 2014).

However, *GNAT observes a recurring concern in the politicization of the Ghana School Feeding Programme and the subsequent victimization of staff. Also, there is lack of institutional collaboration which is a key factor to the long-term success of the programme.*

- ***The GNAT Standpoint on the School Feeding Programme***

GNAT proposes that institutions and coordinators be given clearly defined roles in order to enable them make meaningful contributions to the SFP.

Again, the GES be fully mandated to take control of the management of the SFP and to call for quarterly meetings with major stakeholders such as the Teacher Unions, GHS, SMCs, etc. on it.

Further GNAT calls for a complete de-politicization of the SFP in order to realize the full objectives of the programme to serve all target beneficiaries equally. We therefore propose that a conscious effort be made to link the SFP with the economy.

5.4. The Free SHS/TVET Policy

Making SHS/TVET education available, accessible and progressively free has been the dream of many developing countries. This feeling is influenced by the high numbers of secondary school going-age children who are not in school.

According to UNESCO, in Sub-Saharan Africa, almost 60% of youth between the ages of about fifteen (15) and seventeen (17) are not in school. Thus, only about 40% of the secondary school-age children are enrolled in school. In Ghana, the NER and GER for secondary school going-age children are 26.5% and 37.15% respectively. This means that more than 70% of persons of secondary school-age are not in school. In Botswana, Mauritius, the Seychelles and South Africa, the GER is above 80%, while in Ghana, it is just a little above 50% (50.1%). This is the brain behind the Government of Ghana's introduction of the Comprehensive Free Public SHS/TVET programme in the 2017/2018 academic year, onwards. Until this time, Secondary/TVET education had generally received little policy attention, as compared to primary education in the country.

Article 25 (1) (b) of the 1992 Constitution states that secondary education in its different forms, including TVET, shall be made generally available and accessible to all, by every appropriate means, and in particular, by the progressive introduction of free education. The major questions guiding this section are:

- How sustainable is the Free SHS/TVET Policy?
- Is the Government's budget enough to cover the running cost of SHSs /TVETs?
- What are the alternatives to achieving total enrolment in SHSs/TVETs?
- Are there enough infrastructure and human resource in place to ensure the sustainability of the programme?
- Will the free SHS /TVET policy attain the anticipated quality education?

5.4.1 The Free SHS/TVET Policy: GNAT's Assessment

5.4.1.1 Relevance

According to the MOE, there are 927 public SHSs in Ghana currently. Several push factors account for the low patronage of SHS/TVET education in Ghana, among them, the limited number of SHS/TVET schools and the cost of SHS education. Among the militating factors, UNESCO notes that school fees remains a major barrier to SHS education, especially for people from poor households. According to the Ghana Living Standard Survey (2014), in 2012/2013, 24.2% of the population were poor. This amounted to about 6.4 million of the people. Having more than 70% of persons of secondary school-age not in school is an indication that many people are unable to afford the cost of SHS/TVET education in Ghana.

Figure 5.1 shows the enrolment indicators. The relevance of the Free SHS/TVET has been determined, using NER and GER statistics.

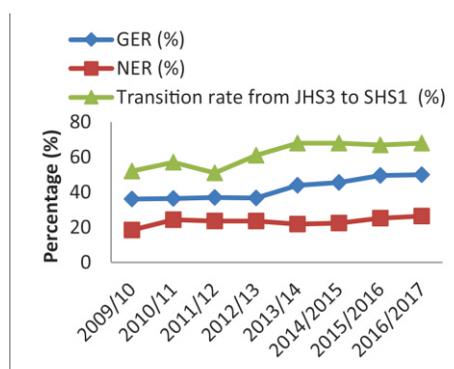


Figure 5.1: EPSR (MOE, 2018)

In **Figure 5.1**, the GER increases from 49.6% in 2015/2016 to 50.1% in 2016/17. The NER also increases from 25.2% in 2015/2016 to 26.5% in 2016/17. The transition rate between JHS and SHS/TVET reaches 68% in 2016/17 and is expected to continue improving, with the introduction of the free SHS/TVET Policy in 2017.

Available statistics from the Budget Statement and Economic Policy of the GoG for the 2019 financial year indicate that enrolment in 2018 was 490,882 constituting an increase of 36% over the 2017 enrolment of 361771. Using the access indicators as presented in Figure 5.1, it is clear that the Free SHS/TVET Policy is relevant to improving access and participation in SHS/TVET education.

5.4.1.2 Affordability/ Cost and Source of Funding

As at the time of the compilation of the *GNAT Standpoint on Education*, current figures on educational financing were not available from the Ministry of Education. However, information in the public domain had it that the cost of implementation of the programme was reportedly GH¢3.6 billion, excluding investment in infrastructure, leading to concerns about whether the country could afford the price tag for the programme (Ghana Social Development Outlook 2018, ISSER, pg. 31).

Further, *myjoyonline.com* (14/02/2017) published that the policy was estimated to cost GH¢3.6 billion yearly.

It is public knowledge that much of the funding of the education sector comes from government budget, with government contributing 87% in 2012 and 78% in 2015. The Ghana Education Trust Fund (GET Fund) (an earmarked proportion of VAT revenue) and the Annual Budget Funding Amount (ABFA) (earmarked from oil revenue) have contributed increasing amounts to overall education expenditure since 2012.

The proportion of education spending from IGF has increased in recent years to 17% in 2015, but is likely to decrease, with the roll out of the free SHS/TVET policy, over the next two (2) years. Thus, the free SHS/TVET Policy will significantly affect the IGF in SHS/TVET education.

Out of the total amount spent on education from the ABFA in 2014, 22% was spent on SHS/TVET, while in 2015, this increased by over 150% (57.0%). Except in 2015, donor support to SHS education in 2013 and 2014 was below 20.0%. Thus, donor support for education

has largely been on basic education (pre-primary to SHS/TVET). This means that the contribution of donors to the Free SHS/TVET has been insignificant. The most important question then is how government can maintain this expensive item on the budget.

There are indications that governments have over the years struggled with recurrent expenditure on SHS/TVET education. This is evident by the delays in the release of the subsidies. A review of thirty (30) terms over a decade (2003 to 2013) shows only four (4) terms in which the subsidies were paid on time. Also, for eleven (11) out of the thirty-two (32) terms, the subsidies were not paid at all, but rather done in subsequent terms.

In September 2019, GNAT background checks showed agitations among Heads of Senior High Schools for the postponement of the reopening date of the 2019/2020 academic year, due to delays in the disbursement of funds to the schools, resulting in the lack of funds and food to feed the learners on reopening. Thus, how do heads of schools manage the running of their schools when subsidies are unduly delayed? While the Free SHS/TVET policy is relevant since it enhances access, there are clear indications that the current government is finding it difficult to finance it.

5.4.1.3 Infrastructure Deficit: The Double Track

With the implementation of the free SHS/TVET policy, demand for SHS/TVET education has increased, while the human, logistical and infrastructural resources have not been expanded to commensurate with the overwhelming patronage. The increase in enrolment has resulted in the double track system (coping strategy). The double track school calendar is evident that enrolment has outweighed infrastructure.



Although Government has so far recruited 8,000 teachers to shore up the teaching staff numbers, paying GH¢50.00 per learner for teacher motivation for every semester, increased the contact hours and putting up more classroom blocks and dormitories as part of the free SHS programme, *GNAT is of the view that a lot more should be done in order not to compromise the quality of education anticipated under the programme.*

5.4.2. GNAT's Position on the Free SHS/TVET Policy

1. *GNAT proposes that the deficit in human, logistical and infrastructural resources be addressed, to end the tracking system, to ensure the attainment of the anticipated results.*
2. *In the face of the overwhelming learner population which the teachers are grappling with, the extension of working hours and the heavy work load which have characterized the policy, GNAT proposes that the teachers be adequately compensated to enable them to cope with and give of their best to the policy for the betterment of the learners.*
3. *The above scenarios notwithstanding, GNAT proposes that the teachers be made to have the necessary rest, leisure and reasonable limitation of working hours and period of holidays with pay, as well as remuneration for public holidays as enjoined by Section 10(c) of the Labour Act, 2003, Act 651 (Rights of a Worker).*
4. *On the tertiary front, government should expand the infrastructure, other logistics and the human resource base of the tertiary institutions to enable them to admit products of the free SHS/TVET policy initiative, to serve as an incentive to learners, to aspire for higher education.*

Quality Assurance

Quality assurance mechanisms must also be put in place, to ensure the attainment of the anticipated results.

*The GNAT **Standpoint** is the Association's credo on education in Ghana. We hope it would be given the attention it deserves.*



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