

**GHANA NATIONAL
ASSOCIATION OF TEACHERS
(GNAT)**

ELECTED OFFICERS HANDBOOK



2015

ELECTED OFFICERS
HANDBOOK

2015

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FOREWORD

The Elected Officers Handbook is written primarily to provide information to the political leadership and general membership on:

1. The GNAT and its activities
2. International dimensions of Trade Unions
3. Industrial relations in general and
4. Related issues

The Handbook traces the origins of Trade Unionism from the time of the Industrial Revolution in Europe in the 18th Century, and the Gold Coast, in the 20th century.

The workings of the Association in contemporary times, through its Constitution, Departments, membership of, and relations with other Teacher Unions and Trade Centres worldwide are also discussed.

It naturally follows up with the beginning of Teacher Unionism in Ghana, which was spearheaded by James Topp Nelson Yankah in the 1930s.

The handbook, it is hoped, will be useful to the Elected Officers, the entire membership and many other individuals.

Alexander Mawusi Buadi
President of GNAT
April 9, 2014

Acknowledgment

It could not have been possible to produce this handbook without the efforts of countless number of people. Though it is invidious to single out individuals for praise, we cannot resist but mention the contributors whose presentations largely form the contents of this Handbook. Their names are in the handbook on page iv.

The next individuals who should be mentioned are the editorial committee members whose names are below.

We wish also to acknowledge the immense assistance of the staff, especially of the Print Shop, General Office, and the Private Secretary to the General Secretary, and express our gratitude and appreciation to them all.

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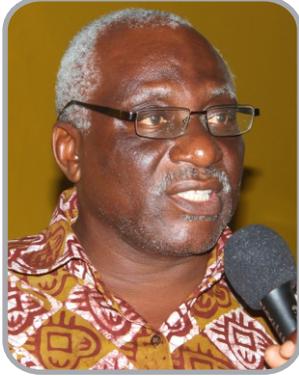
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INTRODUCTION



The **Handbook for Elected Officers** is the product of the Ghana National Association of Teachers (GNAT), meant to provide its political leaders and members, the necessary information on GNAT, Industrial Relations and related issues.

It covers a broad range of subject matter, written by a team of seasoned Unionists and Educationists, majority of them, former and serving frontline staff, in their own unique styles. Such invaluable sources as in-house magazines, brochures, leaflets, reports, national and international publications, as well as personal experiences, have been relied on, to produce the book. Information provided is precise, but detailed, and meant to enable the user to have relevant information on the Association, Unionism in Ghana and worldwide. Great emphasis is placed on vivid descriptions and explanations to heighten the curiosity of the user about the GNAT, and encouraged to delve more into the pages, for more elucidation and edification.

The value of a book must be estimated by the extent of its use; it should instruct the user, and encourage more readership and research on the Association. And this is what the *Handbook* does.

The Association accepts responsibility for any shortcomings and limitations to the *Handbook*. This notwithstanding, it is our hope that it will serve the needs of both the Union world and academia, and stimulate further research.

M. V. V. K. Demanya
Ag. General Secretary, GNAT
April 9, 2015

CHAPTER ONE

ORIGINS OF TRADE UNIONS

INTRODUCTION

WHAT IS A TRADE UNION?

- *The Oxford Advanced Learner's Dictionary (1999)* defines a trade union as an organized association of employees in a particular type of work, formed to protect their interests and improve their conditions of work.
- The International Confederation of Free Trade Unions (ICFTU) also defines a trade union as a permanent and durable organisation of workers, which seeks to ensure the defence of their interests, and improve their working and living conditions.
- Trade Unions aim to represent the interests of employees and negotiate with employers, for better terms and conditions for their members.
- A Trade Union is an organized group of workers. Its main goal is to protect and advance the interests of its members.
- A Trade Union often negotiates agreements with employers on pay and working conditions for its members.

We can realize from the definitions above that any group of wage earners who come together to influence their employer over their working conditions can be described as a Trade Union.

Trade Unions developed in the middle of the 18th century around the 1760s, when the Industrial Revolution started in Europe. The Industrial Revolution marked a change in the way goods were produced. Machines were invented, and replaced the use of manual labour. Large numbers of people moved into towns and cities, to find jobs.

During the early days of the Industrial Revolution in Britain, working conditions were very appalling and working hours, very long. Seventeen hours work per day, was considered normal, and workers were paid a pittance, only to keep body and soul together. The workers then decided to come together, according to such trades as carpenters, brick layers, coopers, cobblers, and others, hence the name, Trade Unions. They were then able to approach their employers collectively, and secured some changes to their working conditions and increases in their wages.

Hitherto, the employers had complete control over the workers. They employed who they wanted, fixed the working hours and determined wages unilaterally, so they considered the collective actions of the workers as encroachment upon their rights and privileges. Since the entrepreneurs were the rich, the aristocrats, barons and landlords, and the same class of people in Parliament, they quickly passed the Combination Act of 1799, which banned the Trade Unions, altogether.

The Trade Union Movement went underground, and reacted very violently against employers who took advantage of the law and reduced the salaries of their workers, demoted skilled workers to the status of unskilled workmen; extended the working hours and worsened working conditions generally. Workers formed gangs known as the Luddites, who, when informed that an employer was unscrupulous, rushed to the factory, looted property, broke machines, set fire to buildings, lynched the employer, and vanished from the scene.

Since Trade Unionism was by law a conspiracy, severe punishments were meted out to recalcitrant workers, who refused to dissolve their unions. Some of them were flogged. Many received long prison sentences, and others banished or hanged, on prosecution.

The people received slave wages, so they became very poor. In reaction to the poor conditions of life, strikes and lock-outs, looting, arson, civil disobedience, burglary, daylight and armed robberies, prostitution, rape, suicide and general unrest became the order of the day. The Police and the Army were called upon, on several occasions, to quell disturbances. Both the rich and the poor lived in fear, the twenty-five years the Trade Unions were banned.

The British Government had no alternative than to repeal the Combination Act in 1824 and passed the Trade Union Act in 1925, so that workers would legally organise trade unions, and bargain collectively, with their employers.

BEGINNINGS OF TRADE UNIONS IN GHANA

The Colonial Era

As a result of the bitter experience gained from the attempt to suppress the Trade Unions, the British Parliament, in 1931, instructed the Secretary of State for Colonial Affairs to issue what was known as Orders-in-Council to the Governors of the colonies, asking them to encourage the formation of Trade Unions, and focus their activities on wages, so their attention might not be directed towards political demands.

There were some workers demonstrations and strikes in some British Colonies in the 1920s. For example, workers demonstrations occurred in Kenya (1921-22); Sierra Leone (1926); Uganda (1929); The Gambia (1929); the Mechanics Union strike in Nigeria (1921); and the Mine workers strike in the Gold Coast (1919).

Again in the Gold Coast, when the Prince of Wales was paying a visit to the country in 1925, the fishermen who used to ferry passengers to the shore, refused the assignment to ferry the Prince and his entourage. They were demanding one shilling and six pence, instead of the nine pence they were receiving. Though they did not have an organised trade union, the timing of their strike action indicated they were not happy with their remuneration and therefore waiting for an opportunity when a strike would be effective, which they had indeed, and succeeded.

Acting on the instructions contained in the Orders-in-Council, the Gold Coast Government established the Labour Department on 1st April, 1938, with Captain J.R Dickinson as the first Chief Inspector of Labour, which was later changed to Commissioner of Labour.

This was done against the backdrop of simmering trouble. In 1939, for example, the

African Employees of the Railway Workers Union led by Mr. F.A Eshun, a Locomotive Driver, went on strike. Their demands were, increase in salaries and improvement in their conditions of service.

An Ordinance to provide for the registration and regulation of trade unions –The Trade Unions Ordinance Chapter 91, was passed in 1941. As its name implied, it defined a Trade Union and laid down the procedures to be followed for its registration. **Section 8** of the Ordinance stated that 'Any five or more members of a trade union may, by subscribing their names to the rules of the union and otherwise complying with the provisions of this Ordinance, with respect to registration, register such trade union under this Ordinance: Provided that if any one of the purposes of such trade union be unlawful, such registration shall be void.

This provision of the law, made possible, the formation of many splinter unions. To encourage the formation of trade unions, the British Mine Workers Union loaned the Gold Coast, an experienced Trade Union Organiser, Mr. I.G Jones. Mr. Jones toured the length and breadth of the country, instructing workers on how to organise workers into Trade Unions. He eventually became the Commissioner of Labour between 1st September, 1950 and 9th March, 1958.

Earlier, there had been such mushroom trade or craft unions, as the Motor Drivers 'Association in 1928, Carpenters Association in 1929 and the Motor Drivers Union whose members paid a fee of one shilling, on joining it, and daily dues of six pence, when they were employed. Such groupings of workers were haphazardly organised and not structured, and therefore could not be said to be trade unions, in the real sense of trade unionism.

Regarding the location of early trade unions, it is noted that trade unions developed faster where there were industries and concentrations of working people, making the employer-employee relations, a reality. The passage of the Trade Unions Ordinance 1941(cap 91), facilitated the rapid formation of trade unions. However, actual Trade Unions could be said to have started in the Western Region, where there were gold mines at Tarkwa, Aboso, Prestea and Bibiani, bauxite at Awaso, and manganese at

Nsuta.

When the Labour Department started to register Trade Unions, in conformity with the Trade Unions Ordinance 1941 (cap 91), the Western Province Motor Drivers Union of Sekondi registered first, on 9th November, 1942. After registering about fourteen (14) trade unions, the Labour Department advised the Railway Workers Union, then the strongest and best organised in the country, to convince the other unions to join them to form a Trades Union Congress. Officials of the Labour Department helped to draft a constitution for the Congress. Cap 91 did not have any provision for a Federation or Confederation of Trade Unions, or National Trades Unions Centres, so the newly formed Trades Union Congress could not be registered, and the Labour Department wrote to the Congress, it could not register it, because of the law, but promised the Congress, it would be recognised by the Government. As a result, the Congress was inaugurated at the office of the Railway Workers Union at Sekondi, on 8th September, 1945, by Mr. J.S Annan, a Labour officer, who stated that:

When the history of the Labour Movement in the Gold Coast comes to be written,
this day will stand prominent in its pages.

A Trades Union Congress exists primarily to co-ordinate action, on industrial and labour issues in general. It is a representative body of the working class, and sets itself the task of providing the necessary liaison between one constituent, affiliated body and another; between Labour and Capital and also acts as the official organ, through which the voice, views and aspirations of the masses of workers are made known, in national and international matters.

This objective was not achieved, as the Constituent Unions were registered between 1945 and 1948. It was constituted by fourteen registered unions, and had a membership of 6,030, with its headquarters at Sekondi in the Western Region. Mr. C.W. Techie-Menson was the President with Mr. Manfred Gaisie, the General Secretary. The number of Unions increased from 14 at the end of March, 1946, to 27 at the end of March, 1947, and 24 of the 27 were registered Unions. Paid up membership also increased over the period, from 6,030 to 10,976. The Gold Coast

Trades Union Congress was represented at the first Congress of the World Federation of Trade Unions (WFTU) in Paris, France, in October, 1945.

In 1947, the Gold Coast TUC organised both registered and unregistered Unions to form Trade Councils (District Councils of Labour) in Accra, Kumasi and Sekondi. The Trade Councils were made up of representatives of the various Unions in a particular area. They discussed such issues as minimum wage, housing, health, education, retrenchment, as well as issues of national and international interest. The TUC has resuscitated Regional and District Councils of Labour throughout the country.

The year 1948 witnessed political disturbances in February and March. Political activity in the trade union movement gathered momentum throughout the year. The Mine Employees Union had earlier called a strike, between 29th September, and 3rd November, 1947. Employees of the Meteorological Department had also gone on strike on 5th October, 1949; some of their workers were dismissed and the strike ended on 20th January, 1950. Thereafter the TUC came into much prominence, as a result of the strike they organized.

Towards the end of 1952, after the arrest and detention of Union leaders as a result of the 1950 general strike declared by the Gold Coast Trades Union Congress, a group of unemployed in the Sekondi area formed a Trade Union which, they named Ghana Trades Union Congress. The President was Mr. Isaac Kumah, with Mr. Turkson Ocran as the General Secretary. Thus, there were two Trade Union Centres in the Gold Coast in 1952, namely, the Gold Coast Trades Union Congress and the *Ghana Trades Union Congress*. In August 1953, the tenth Annual Congress was held in Kumasi. The Gold Coast Trades Union Congress and the Ghana Trades Union Congress merged under the former name and an entirely new officers were elected, as follows:

| | | |
|-----------------------------|---|--------------------------|
| President | – | Mr. F.E. Techie – Menson |
| Vice President | – | Mr. I.K. Kumah |
| General Secretary | – | Mr. E.C. Turkson Ocran |
| Assistant General Secretary | – | Mr. J.K Tettegah |
| Treasurer | – | Mr. J.C. Rudolf. |

The new executives were charged with the task of re-organising the Trade Union

movement. Mr. John K. Tettegah was later made the first full- time General Secretary of the Congress.

By the end of March, 1954, a total of 104 Trade Unions had registered, 12 had their certificates cancelled, one dissolved itself and eight amalgamated to form three unions. Seven new Unions registered during the year.

Trade Unionism after independence

The active role played by the Trade Unions during the struggle for independence was recognized by the post-independence Government of the Convention People's Party (CPP). The Government presented the Hall of Trade Unions to the workers of Ghana in appreciation of the support. The presentation was done by the President, Osagyefo Dr. Kwame Nkrumah himself, and he did not hide his sentiments, in his presentation speech in the afternoon of July, 9, 1960, in Accra.

Hear him;

Mr. Chairman, Fellow Trade Unionists, Ladies and Gentlemen..... This building which is a present from the Convention People's Party Government to the workers of Ghana, will remain, for all times, a living monument and the outward expression of our gratitude to Labour. It is a tribute to the contribution of Ghana Labour to our struggle for liberation. The Convention People's Party under whose protective wing is the Trades Union Congress, is committed to fight for a social order in which man is free from economic exploitation. As we have done in the past, we shall continue to draw the Trades Union Congress, as a sole representative of the working people of Ghana, into consultation, in the formulation and execution of our social programmes. The opening of the Hall of Trade Unions this afternoon in Accra marks a decisive step forward, in the history of African Labour.

The Secretary-General of TUC was made Minister Extraordinary and Ambassador Plenipotentiary and attended Cabinet meetings. This was the result of the CPP's marriage with the TUC.

The Industrial Relations Act, 1958 (No. 56)

As a further mark of appreciation by the Government of independent Ghana for the part played by workers in the struggle for political independence, a new trade union

structure was formulated in 1958, to strengthen the Trade Unions in the country. In this regard, Mr. Ako- Adjei, the then Minister responsible for Labour, introduced in Parliament in 1958, an Industrial Relations Bill. The Bill was passed by Parliament, and became an Act, when it was assented to, in her Majesty's name, and on Her Majesty's behalf on 1st December, 1958, by the Governor General, Lord Listowel.

The Act made provision for Trade Unions, collective bargaining, conciliation and other matters relating to relations between employers and employees. Act 1958 reduced the 145 Unions to 24. They were again reduced to 10, 16 and finally, 17. Collective Bargaining actually started in 1959. Unions could be formed freely upon the submission of their constitutions and rules to the Registrar of Trade Unions (Chief Labour Officer). The Act established the Trades Union Congress (TUC), which shall act as the representative of the trade union movement in Ghana. Workers were to join the union which operated in the establishment, and trade unionism was made compulsory. The Industrial Relations Act 1958 was amended in 1959 (No. 43); 1960 (Act 7). It was repealed and replaced with the Industrial Relations Act 1965 (Act 299). Since then, Unions in Ghana have been formed on industrial basis.

Since both the Industrial Relations Act, 1958 (No. 56) and Industrial Relations Act, 1965 (Act 299) did not conform to the International Labour Organisation (ILO) provisions contained in Convention 87(1948) and Convention 98 (1949), the ILO did not cease querying the government of Ghana.

The highlights of the two conventions are:

1. Freedom of Association and Protection of the Right to organise, Convention 1948 (No. 87): The right of Trade Unions to draw their own constitution, organise their administration without interference by management or government.
2. Right to organize and Collective Bargaining Convention 1949, (No. 98): The freedom of Trade Unions to Collectively Bargain with employers of their members on Terms and Conditions of Service under which their

members work.

Trade Unionism after the 1966 Coup d'état

On 24th February, 1966, the military and the police toppled the CPP Government and banned all political parties and some other organisations which had relations with the CPP. Even though the TUC was married to the CPP, as it were, the *coup* makers thought it wise not to ban it, since their success could depend on workers, especially those of the public sector. Mr. B.A Bentum, a Trade Unionist and Minister in the toppled CPP Government, was appointed the Secretary - General of the TUC by the Military Regime of the National Liberation Council (NLC), and given the mandate to restructure the TUC, in conformity with the ILO Freedom of Association, Convention No. 87.

Unfortunately, the relationship between the Trades Union Congress and the Government of the Second Republic, which immediately succeeded the NLC was not cordial enough. Each side was suspicious of the other. Dr. K. A. Busia, the Prime Minister and his Progress Party feared that the workers of the country, under the leadership of Mr. Bentum, might not give them the required co-operation and support. As a result, the Government amended the Industrial Relations Act of 1965, seeking to disorganize the Trade Union movement, and break the strong and united front of the Congress, in order to get their supporters to lead the workers. The TUC had earlier refused to form a political party or be an ally of the Progress Party, or any other political party, at the conference held at Tamale in 1968, perhaps as a result of the imprisonment suffered by many of its leaders, when the CPP Government was toppled in 1966, because they were active members of the Party.

The intention of Dr. Busia's Progress Party against the leadership of the TUC was not made secret to the Congress. In view of this, during the early years of the Progress Party Government in 1969-1970, some Trade Unionists who were opposed to the TUC leadership took advantage of the government's intention and formed unions outside it, namely, the Manufacturing, Commercial and Allied Workers Union and the Railwaymen and Harbour Employees Union. They however, did not survive.

In pursuance of the Progress Party's intention to break the united front of the TUC, the Parliament of the Second Republic, under a certificate of urgency, enacted The Industrial Relations (Amendment) Act, 1971 (Act 383), to replace the Industrial

Relations Act, 1965 (Act 299). Parliament sat throughout the night and passed Act 383, which dissolved the Trades Union Congress, and provided that; 1) Any group of Trade Unions shall have the right to constitute themselves into any Association, Federation, Confederation or Congress of Trade Unions, for the attainment of their common aims.

2) Any such Association, Federation, Confederation or Congress shall be registered in a special register to be maintained by the Registrar, under the Trade Unions Ordinance 1941 (Cap 91) and 3). The said Ordinance shall have effect in respect of such modifications as may be necessary, to give to the provisions of this section.

The Government of the Second Republic indicated that the Act 1971 (Act 383), was made, for the purposes of protecting the rights or freedoms of other persons, in terms of the spirit of the Constitution, of the Second Republic.

As a result of the passage of that Act, the TUC was thrown into disarray, and all its officials lost their jobs, while the national unions continued to exist and operate. The Secretary-General, sensing danger, fled the country. No new Labour Centre could be established by the National Unions, in place of the dissolved TUC, until the Government of the Second Republic was toppled in the military coup of 1972. The new military rulers, The National Redemption Council repealed the Industrial Relations (Amendment) Act, 1971 (Act 383) which was "to be deemed never to have come into force". Consequently, the 1965 Act was restored, as well as the Trades Union Congress.

The TUC, with a new lease of life, decided to be neutral in politics, but co-operate with all governments, and criticize, whenever necessary.

Unfortunately, in spite of the decision not to be involved in party politics, when the military regime lifted the ban on political activities in 1978, the TUC, then led by Mr. A. M. Issifu as the Secretary-General, sponsored a political party called the Social Democratic Front (SDF) in collaboration with some politicians. In the election which followed, the SDF could not present candidates for all the 120 constituencies. It won only three (3) seats. This was a very sad experience suffered by the workers who might have thought politics was very easy.

The 1981 Coup d'état

After the 31st December, 1981, coup d'etat, the TUC suffered another setback. Workers in Accra and Tema marched on the head office, removed the officers of the various Unions and accused the leadership of corruption. They took charge of the Unions, and formed an Interim Management Committee (IMC) to run the Congress. The new military Government, the Provisional National Defence Council (PNDC) denied the allegation that it supported the Association of Local Unions (ALU), to do what they did on 29th April, 1982. The ALU organized a Congress for the Unions at the University of Science and Technology, Kumasi, on 16th December, 1983 where Mr. A. K. Yankey, the General Secretary of General Transport, Petroleum and Chemical Workers Union of the banned Unions, emerged the new Secretary-General of the revived TUC. All the other Unions re-organised, and elected their General Secretaries.

The Industrial Relations Act, 1965 (Act 299) continued to regulate the relations of all certified Unions affiliated with the TUC. Collective Bargaining continued to be used to negotiate terms of employment and conditions of work by the Trade Unions, for their members, with employers. The TUC was established by the Industrial Relations Act 1958 (No. 56) and its amendments, as well as Act 299, to act as the representative of the trade union movement in Ghana. All trade unions were to affiliate with it; otherwise it would be difficult to obtain Collective Bargaining Certificates, to enable them to bargain with their employers. The Law provided that the Collective Bargaining Certificate be issued by the Chief Labour Officer, on application by the Union, through the TUC. It stood to reason, that the TUC would only submit applications from its affiliate members.

There were, however, some Associations of workers which did not have the tag, *Union*, even though they performed the functions of Trade Unions. These Worker Associations were recognized by their employers. Incidentally, all these Associations members were the employees of the Government. As stated, these Associations were not, and are still not affiliated with the TUC.

The Associations were/are:

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- a. **The Ghana National Association of Teachers (GNAT)**
 - b. **Civil Servants Association (CSA)**
 - c. **Ghana Registered Nurses Association (GRNA)**
 - d. **Judicial Service Staff Association of Ghana (JUSAG)**

These Associations which were negotiating separately with their respective employers began to negotiate collectively, after the promulgation of PNDCL 309 (1992), under the Public Services Joint Negotiating Committee. Subsequently, with the coming into being of the Ghana Universal Salary Structure (GUSS), the Central Management Board (CMB) was inaugurated, to perform negotiation functions of the Government with the Government Worker Associations, effective 1999.

It became necessary to foster broader unity among the Unions which were outside the TUC with the TUC. Consequently, the TUC and the Worker Unions came together to establish the National Consultative Forum of Ghana Labour. The first meeting of the Forum was held on Thursday, 22nd August, 1986 at the Hall of Trade Unions, Accra.

Relations between employers and workers or their Unions continued to be regulated by the Labour Laws of the country. Workers and their Unions/ Associations and their employers continued to meet regularly at negotiation tables. Also, workers and their Unions/ Associations and their employers and the Government as the sovereign, met at tripartite meetings and also Labour Advisory Committee meetings at regular and scheduled times, whenever necessary.

All labour disputes were dealt with by the Labour Department, through conciliations, additional conciliations, and then arbitration by outsiders appointed by the Labour Department. Strikes and lockouts were also settled by the Labour Department.

A second Trade Union Centre

Eight Labour Unions, not affiliated with the TUC, came together at the Teachers Hall, Accra, on the 10th and 11th of November, 1997, to form a second Trade Union Centre, the Ghana Federation of Labour (GFL).

They were the Ghana National Association of Teachers, Ghana Registered Nurses Association, the Judicial Service Staff Association, the Civil Servants Association, the Textile, Garment and Leather Employees Union, the Lotto Receivers Association, the Co-operative Transport Association and the Tailors and Dress Makers Association.

Mr. Paul Osei-Mensah, the General Secretary of GNAT, stated in his welcome address that the idea behind the formation of the GFL was to bring together workers not under the protection of the TUC. He reiterated that the GFL would not compete with the TUC, but work in co-operation with it, to exert greater pressure on Governments and provide better protection for all workers. Later, it became necessary for GNAT to withdraw from Ghana Federation of Labour (GFL), for ideological reasons.

Union/Worker organisations before the Labour Act 2003 (Act 651)

In spite of the Labour Pluralism that was evolving in the country, the Labour Laws were seen to be outmoded, fragmented, not in conformity with the ILO Conventions 87 and 98 ratified by Ghana, and the 1992 Constitution. This was the concern of the stakeholders, that is, the Government, Employers and their Associations, as well as the workers and their Unions and Associations. The social partners expressed the desire to have the laws consolidated, except the Workmen's Compensation Law, 1987 (PNDCL 187) and the Factories, Offices and Shops Act, 1970 (Act 328).

Some of the broad areas which formed the subject of comments from the various stakeholders were the following:

- “(i) all comments, support and desire to revise the laws, in response to modernization requirements of our economy, and for increased international competitiveness in attracting investment;
- (ii) the need for an introductory section, which provides the main objectives of the review and the definition of important terms.”

The social partners agreed that the new labour legislation will seek to provide:

- I. A framework of reference for all users, including the social partners;
- II. A Code of Conduct for all tripartite partners and other stakeholders;

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-
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- III. A tool for the promotion of socio-economic development;
- IV. A public institutional support to strengthen private sector growth and expansion, towards the liberation of the economy.

Important innovations in the Labour Act, 2003 (Act 651)

- **Freedom of Association** - Two or more workers employed in the same undertaking, may form a trade union (**See Section 79(1) and Section 80(1)**)
- **The Act does not recognize closed shop** – A person cannot be forced to join a Union, without his consent
- **Trade Union Pluralism** – The possibility of having more than one union in an enterprise or organisation. (**See Section 99**)

The Labour Act 2003, (Act 651), has given the proper meaning to Freedom of Association, as stated in ILO Convention 87. Workers have the freedom to form or join a Trade Union, the right not to join a trade union, and the right to resign from a Trade Union and form another Trade Union, in the same establishment.

In view of the above, Trade Union leaders are required to make conscious efforts to recruit new members, retain them, actively involve them in their activities, sustain their interests and make the unions attractive to them.

The Unions, like all other institutions are subject to the customs, usage, norms and the laws of the land, as well as International Conventions and Treaties ratified by the country.

Now in Ghana, there are two (2) Trade Union Centres the - TUC and GFL. Beside them, there are other Trade Union organisations which are not affiliated with these Trade Union Centres. Under Act 2003, (Act 651) all these Unions are referred to as Organised Labour and together, they have five representatives at the National Tripartite Committee, alongside the five representatives each for the employers Association, and the government (**See Section 112**)

APPENDIX

24 Unions Created by the Industrial Relations Act, 1958 (No. 56)

1. Ghana Railway Employees Union.
2. Railway, Locomotive and Technical Workers Unions.
3. Timber and Wood Workers Union.
4. Construction and General Workers Union.
5. Commercial and Allied Workers Union
6. General Clerical and Public Board Employees Union.
7. Catering and Meat Cutters Union.
8. General Municipal Workers Union.
9. Ghana Mine Workers Union.
10. Government Clerical and Technical Employees Union.
11. Health and General Hospital Workers Union.
12. Union of Oil and Petroleum Workers.
13. Union of Postal and Telecommunication Workers.
14. Engineering and Electrical Trades Union.
15. Printers and Newspaper Workers Union.
16. Government Construction and Public Workers Union.
17. Public Utility Services Union.
18. Public Transport and General Workers Union
19. Seamstresses and Private Transport Union.
20. Teachers and Education Institution Workers Union.
21. General Agricultural Workers Union
22. Maritime and Dock Workers Union.
23. Local Government Workers Union
24. Manufacturing and Industrial Workers Union

Trade Unions Affiliated with the TUC in 1965

1. Construction and Woodworkers Union
2. Industrial, Commercial and Catering Trades Union
3. Agricultural Workers Union
4. Health Workers Union
5. Municipal and Local Government Workers Union

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6. Postal, Transport and Allied Workers Union
 7. Railway Workers Union
 8. Public Services Workers Union
 9. Mine Workers Union
 10. Teachers and Education Workers Union

Unions Affiliated with the TUC in January 1966

1. Construction and Building Trades Workers Union
2. Industrial and Commercial Workers Union
3. General Agricultural Workers Union
4. Health Services Workers Union
5. Local Government Workers Union
6. Post and Telecommunication Workers Union
7. Railway Workers Union
8. Public Services Workers Union
9. Mine Workers Union
10. Teachers and Educational Workers Union
11. Railway Engine Men's Union
12. Maritime and Dock Workers Union
13. National Union of Seamen
14. General Transport, Petroleum and Chemical Workers Union
15. Ghana Private Road Transport Union
16. Timber and Wood Workers Union
17. Public Utility Workers Union

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CHAPTER TWO TEACHER UNIONS IN GHANA (ORIGINS AND DEVELOPMENT)

The Trade Union movement was a response of workers to the deprivations they experienced at the workplace, and their aspirations for improved conditions of

service, such as limited hours of work, rest periods, holidays with pay, living wage and the right to participate in decision-making process which affects their work and above all, earn decent and dignified living from their work.

The beginnings of Trade Unions date back to the period of the Industrial Revolution around the 1750s in Europe, which led to the migration of people from the countryside to towns and cities for wage employment. Their concentration on the fringes of the cities, and towns naturally promoted organic solidarity among them to form unions, to alleviate the hardships they encountered as workers.

In Ghana, the first to form Trade Unions were the railways workers in the twin city of Sekondi and Takoradi in the Western Region, and the Meteorological Service workers. The Industrial Relations Act, 1958, (No. 56) was enacted, and a strong co-operation struck between the ruling CPP and the TUC – (corporatism). Today, besides the Ghana TUC, there is the Ghana Federation of Labour (GFL) and other Unions and Worker Associations which are not affiliated with the TUC.

The TUC and the other registered Trade Unions are referred to, in the Labour Act, 2003 (Act 651), as Organized Labour.

A notable feature of the development of formal education in Ghana was the fact that the churches played a more prominent role than the government, such that there were more mission schools than the government and local authority schools put together. By the 1930s, there were three categories of teachers in this country. They were the Mission, the Government, and the Local Authority School teachers.

Around 1925, the government school teachers, under the direction of the Director of the Department of Education, had come together to form the Government School Teachers Association, with the sole aim of improving the standard of teaching.

In 1931, following the decision of the Government to cut the salaries of teachers by 29%, because of the financial and economic difficulties being experienced in the country as a result of the world economic depression, Mr. J.T.N. Yankah, the

headmaster of Bishop's School in Accra and a few other teachers met in Accra, and decided to petition the Government against the cut. At that time, the teachers in the mission schools had not formed an Association, so they needed to have the signatures of those who agreed to the petition before it could be sent to the Government.

Mr. Anipare, a colleague of Mr. Yankah who owned and used a car, with a few others, toured some schools in the colony and the eastern part of the Gold Coast and obtained about 8,000 signatures of teachers.

The petition was presented to the Government. Consequently, the Government was compelled to drop the decision to cut only the salaries of teachers, instead, the salaries of all workers were cut by 5%. This victory urged Mr. Yankah and his associates to form the Assisted School Teachers Union in 1931. The main aims of the Union were;

1. To exchange views on education.
2. To establish a national system of education and to secure for all institutions such financial assistance as they deserve.
3. To secure effective representation of educational interests on public bodies and organisations.
4. To scrutinize the work of all rules and regulations regarding education and to procure their amendments when desirable.
5. To raise the standards and status of the teaching profession.
6. To give advice and legal assistance and to extend protection to teachers when necessary.(See Osea Pg 10 and 11)

Between 1932 and 1958, there was intense rivalry between the Government School Teachers Association led by Mr. Fynn and the Assisted School Teachers Union, led by Mr. Yankah.

The Government School teachers were relatively better off, in terms of salaries and other conditions of service, because they belonged to the Civil Service, while the Assisted school teachers were the employees of the various missionary bodies, and had poor conditions of service. For example, the Government school teachers on retirement received gratuity and pension, while the mission school teachers were denied this facility.

Aside the differences in salaries and conditions of service which set the two categories of teachers apart, there was also an ideological difference between them. While the Government School Teachers Association wanted to join the TUC, the Assisted School Teachers Union felt because they were professionals they would not join it. For this reason, the two unions could not come together to form one union.

With time, the Assisted School Teachers Union focused its struggle for improved conditions of service on securing a pension, gratuity and a unified salary structure for all teachers.

In 1951, the Government appointed a Committee chaired by Mr. J.B. Erzuah, himself a teacher, to review education in the country. The Committee made a number of far-reaching recommendations, including unified salary and conditions of service, pension and gratuity for all teachers. The recommendations were accepted and implemented by the Government. The recommendations boosted the ego of the Assisted School Teachers Union which, by 1937, had christened itself the Gold Coast Teachers Union (GCTU).

The Government School Teachers Association also merged with the Local Authority school teachers and became the National Union of Teachers (NUT).

The Government made efforts to get the two unions to unite. The first attempt was in 1956, but it did not succeed. However the second attempt brought the two Unions together in 1958, under the umbrella of the TUC. The new union was called the Teachers and Educational Institution Workers Union. On the orders of President Nkrumah, teachers were permitted to opt out of the TUC in 1962. The teachers consequently opted out from the TUC, and the then Minister of Education inaugurated their new union, the Ghana National Association of Teachers (GNAT), on 14th July, 1962.

Between 1962 and 1995, teachers at the pre-tertiary level were organized under the Ghana National Association of Teachers. In 1995, the National Association of Graduate Teachers (NAGRAT) was formed and in 2010, the Coalition of Concerned

Teachers (CCT) also emerged.

The organisation, administration and management of the GNAT is governed by its constitution, rules and regulations, the relevant provisions of the 1992 Constitution of Ghana, the Labour Laws, relevant decisions of the Superior Courts and the ILO Conventions ratified by Ghana.

The membership of the GNAT is constituted of teachers in the pre-tertiary educational level.

GNAT is organized along two distinct, but complementary structures – the Political organ, and the Administrative organ.

The main functions of the Political organ are:

- **Policy formulation,**
- **Resource allocation,**
- **Oversight responsibility,**
- **Setting direction,**
- **Articulating vision**
- **Transforming the Association**
- **Ventilating the views of members to the GES and the Government.**

The Administrative organ assists with policy formulation, operationalizes policies, programmes and projects, engages in negotiations for Collective Agreements, ensures implementation, and settles individual and collective grievances of members, arising from the implementation of collective agreements.

Some of the achievements of the GNAT in recent times, are the establishment of the Ghana Education Service in 1974 which made it possible for classroom teachers to become educational administrators – (Directors of Education), streamlined career progression, paid study-leave, its involvement in the introduction of the New Structure and Content of Education in 1974, which led to the educational reforms which were started on pilot basis in 1976, and implemented across the board in 1987, and agitated for the New Pensions for all workers. The Association also constructed

Regional Teachers Hostels, developed the Teachers Village at Abankro in the Ashanti Region, other real estate and established the Teachers Fund in 1998, with its subsidiary companies.

Over the years, GNAT has established bilateral relations with a number of Teacher Unions, worldwide. Notable among them are Canadian Teachers Federation (CTF), Danish National Association of Early Childhood Teachers and Youth Educators (BUPL), the Danish Union of Teachers (DLF), Lararforbundet of Sweden, the Finland Teachers Union, the Teachers Union of Norway, the two Teacher Unions of the USA – National Education Association (NEA), the American Federation of Teachers (AFT), as well as all the Teacher Unions in Africa.

GNAT is a founding member of the Education International (EI). Mrs. Georgina Baiden and Mrs. Irene Duncan-Adanusa have been its Vice-Presidents. Mr. T.A. Bediako, a former General Secretary of GNAT was the EI Coordinator for Africa for twenty years. The Africa office of EI is now in Accra, after relocating from Lome.

CHAPTER THREE

GNAT AS AN ORGANISATION

INTRODUCTION

Organisations are institutions deliberately formed or constructed to achieve specific goals. The goals are set by identifiable organs in the organisation.

Organisations achieve their goals by using their resources efficiently and effectively. With time, some of their goals may be displaced and new ones substituted, to reflect

the changing times and circumstances. When this occurs, in organisational parlance, this is referred to as Goal Displacement. Just as goals may be displaced, organisations add new ones to them, and this is referred to as Goal Succession.

Modern organisations are run on the principle of division of labour; the political personnel selected through periodic elections and the administrative personnel appointed by the political class. The thrust of this presentation is to discuss GNAT as an organisation and the respective roles of its political class and the administrative class.

1. GNAT AS AN ORGANISATION

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

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

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

The relationship between the political class and the administrative or

bureaucratic class is that of employer and employee. Thus the GNAT can be described as a socio-technical system, which consists of human beings with financial and material resources, as well as equipment, with which it achieves its goals, through prescribed rules, regulations, procedures and processes.

Modern organisations are characterized by rationality, efficiency, effectiveness and democracy. An organisation needs planning, co-ordination and execution of tasks in order to achieve its goals.

The Role of the Elected Officers

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

The elected personnel primarily:

1. Establish goals, objectives and strategies appropriate with the circumstances and understood by the administrative or bureaucratic personnel, i.e. Management
2. Provide clear statements of intent and Code of Ethics to be implemented, and maintained.
3. Develop strategic plans, together with the management and owners of the organisation i. e. the members.
4. They are responsible for designing and regulating meetings and committees established by it.
5. They are also responsible for designing rules and regulations for the following:
 - (i) Finances-budgeting, financial planning and management.
 - (ii) Investments
 - (iii) Reserves
 - (iv) Appointment, promotion and discipline of staff.

Responsibilities of Elected Officers

1. The elected officers are accountable to the members (teachers), and

vested with the right to review the constitution of the Association, the elected personnel are collectively responsible for their decisions

and determine the continued existence or dissolution of the Association; they are collectively liable for their actions and inactions.

There is therefore the need for them to be careful, in the exercise of their actions.

2. They are in fiduciary positions, that is, they hold office on behalf of the members.
3. The elected officers should be conversant with the concerns and expectations of members, and ensure they are properly considered at their meetings.
4. They should avoid personal or parochial interests when taking decisions in all matters, and not engage in matters of conflict of interest.
5. They should ensure honest, transparent and healthy relationship between staff and management, that is, the administrative or bureaucratic personnel.
6. They are vested with the power to appoint the General Secretary and staff
7. The overall focus of the elected Officers of the Association is to serve the members.

The Role of the Administrative or Bureaucratic Personnel

As stated earlier, the administrative personnel are employees of GNAT. They are appointed by the elected personnel, on terms and conditions determined by the latter.

The General Secretary is the Chief Executive Officer of the Association. The extent of decision-making authority of the General Secretary is determined by the Constitution of the Association, and as prescribed by the political authority.

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

The political authorities at all levels provide strategic direction for the administrative personnel. While the political authorities ensure good governance and promote internal democracy, the administrative personnel ensure efficiency, and effectiveness, with the use of resources, to attain the goals of the Association. The political class is required to take right decisions, while the administrative class is required to implement decisions in the right manner. There is the tendency of the administrative personnel becoming masters, instead of being servants, because of the principle of "iron law of oligarchy". This tendency must therefore be avoided, at all cost.

We wish to conclude with these questions:

- i. Why was the GNAT formed?
- ii. What is, or ought to be the end result of the activities of the GNAT?
- iii. Who owns the GNAT?
- iv. Who makes rules for the GNAT?
- v. Who governs the GNAT?
- vi. Who sets the agenda for the GNAT?
- vii. Who manages the GNAT?
- viii. What is, or ought to be the relationship between those who govern and those who manage the GNAT?
- ix. What should be the specific functions of the elected officers and the staff?

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- x. What skills and qualities are required of the elected officers and the staff?
 - xi. How can possible conflicts between the elected officers and the staff be averted or mitigated?
 - xii. What are the basic organisational problems confronting the GNAT?
 - xiii. What are the organisational imperatives of the GNAT?
 - xiv. What conclusions can one draw from the above questions?

CHAPTER FOUR

UNDERSTANDING THE GNAT CONSTITUTION

Definition

A Constitution is a set of basic rules – written/unwritten, upon which an organisation or state is established and governed. It also states the citizens' rights in the state or the members' rights in the organisation, and their duties/obligations to them.

Purpose or function of a Constitution

- a. A Constitution is concerned with how decisions are reached by the appropriate decision-making organs of the state/organisation.
- b. It defines how powers and functions are distributed among the various organs/institutions, whether central or local, and prevents overlaps, conflict of roles and turf wars.
- c. A Constitution determines the limits of the authority of those at the helm of affairs, thereby minimizing the occurrence of arbitrary rule.
- d. A Constitution describes the methods of election and appointment of those who govern and manage the affairs of the organisation/state, so that transfer of power and authority is smooth and does not result in organisational paralysis.
- e. A Constitution defines amendment procedures to, either make it responsive to changing trends and also avoid frequent and whimsical changes, as and when certain generations of leaders think about changing certain practices and provisions in it.
- f. In this modern era, a constitution also serves as an aspirational guide and therefore the appropriate platform to articulate and pursue certain values, such as the rule of law, equity and fairness, trade union and economic and social rights, and peaceful co-existence, among others.
- g. A Constitution also creates the mechanism and authority for interpretation of matters on which the Constitution and Rules are silent.

The Ghana National Association of Teachers (GNAT), a voluntary organisation of pre-

tertiary teachers, has a Constitution regulating the conduct of members and the leadership. We discuss below, some important features of the Constitution.

The Structure of GNAT

GNAT has two complementary structures, based on a system of checks and balances to bring into effect, the aims and objectives of the organisation. These are the **political structure** which is charged with policy formulation, monitoring and evaluation and the **administrative structure**, responsible for policy execution (implementation), co-ordination and strategic planning.

The Political Structure of GNAT

Decision making in GNAT is a combination of bottom-up and top-down approaches. GNAT is a highly decentralized organisation, in which power and decision-making is devolved from the basic unit to the national level. The Basic Unit (Article 9(1)) is defined as an educational institution (school or college) or education office, to which each registered member should belong.

It is also a requirement that the basic unit meets once every month, to deliberate on matters of common interest. The basic unit also elects a representative who co-ordinates its affairs, for two years.

Next in the hierarchy is the Local Branch (Articles 10 and 11). This is the aggregate of basic units in a Local Authority area, or an educational institution with the required numerical strength of members, and designated as such by the Regional Council, upon the recommendation of the District Council.

It is mandatory that a Local Conference, being the highest decision-making body at the local level, be organized every two years. At the conference, the Local Executive made up of a Chairman, Vice Chairman, Secretary, Assistant Secretary, Treasurer and seven (7) other members representing Basic Schools, Senior High Schools, Technical Institutions, Colleges of Education, Educational Administration, GNAT-LAS and the Youth Co-ordinator are elected. The Local Executive is responsible for the organisation and administration of the local area.

Next (in ascending order) to the Local Branch is the District Branch, which may not necessarily coincide with an Education District. Article 12(1) defines the district membership, Article 13, the authority and composition of the District Conference, which is the highest decision-making body at that level. A District Conference is held once every four (4) years. Article 14 spells out the composition and duties of a District Council. Article 15 describes the composition and duties of the District Executive, with representation similar to the Local Executive, except that the District has a Trustee and also a full-time appointed Secretary, who has no voting rights but shall participate in all meetings at the district level, record minutes and also provide technical advice based on organisational policies and practice, as formulated at the national level.

Articles, 16, 17, 18 and 19 deal with the Regional branches of the Association. Article 16(1) defines the Regional Branch as consisting of all members in each of the Administrative Regions of Ghana. The highest decision-making body of the Regional Branch is the Regional Conference (Art. 16(2)). Article 16(3) describes the composition of the Regional Conference as: Regional representatives on the National Council, one representative per 100 members in Basic Schools in each Local Branch, elected by a District Conference, and one representative each for Educational Administration, Senior High Schools, Technical Institutes, Colleges of Education, as well as the GNATLAS Co-ordinator and the Youth Co-ordinator. Conference is organized once every four (4) years, and the duties of conference are outlined in Article 16(5). Article 17 describes the composition of the Regional Executive and Articles 19(2) and 19(3), its powers and duties.

Decision-making bodies at the national – the National Delegates Conference, National Council, National Executive, the National Sub-Committees and National Officers are covered by Articles 20 to 30. The National Delegates Conference is the highest decision-making body of the Association. It is responsible for determining the broad policies of the Association. It is composed of members of the National Council; District Branch representation on the basis of one delegate for every 500 members elected by the District Conference; two (2) special female delegates for each region,

elected at the Regional Conference; observers from educational bodies, other organisations and individuals.

Conference agenda includes: report on activities and audited accounts for the preceding four years; resolutions from the Regional Branches, resolutions from the Council, proposed constitutional amendments, development plan for the next four years; decision and recommendations of the National Council for review, approval and or ratification; Report from the Board of Trustees of the Teachers Fund and election of National Officers.

Article 25 outlines the duties of the National Council. It is the **governing** body of the Association. Its duties include general oversight of the Association, appointment of staff, making decisions/regulations, based on recommendations of the National Executive for (a) appointments, promotions and discipline of staff (b) organisation and Administration, (c) Finances (d) Investments (e) appointment of Auditors of the National Accounts and (f) appointment of Consultants.

Council ratifies decisions and acts of the National Executive; and has powers of interpretation of matters on which the Constitution and Rules are silent. It also has the power to create new districts or re-adjust boundaries of the existing Districts.

As the decision-making body in-between National Delegates Conferences, Council meets once every year, and may hold emergency meetings. As the governing body of the Association, Council is entrusted with the general oversight of management and control of the Association, albeit not on a day-to-day basis.

Articles 27 and 28 describe the composition and duties of the National Executive. Aside the five (5) National Officers i.e. the President, Vice-President, Treasurer and the two (2) Trustees, all Regional Chairmen, one other person elected in accordance with Article 16(5)(e) from each region, representatives of the recognized constituent bodies namely CCSTA, CHASS, PRINCOF, APTI, CODE, COMEU, COHESS, COHBS and ECE, are members.

The executive functions of the Association are vested in the National Executive. The functions of the National Executives include exercising general control over the management and administration of the Association, ensuring implementation of approved policies, programmes and projects, appointing national sub-committees and their chairmen, approving recommendations and reports of the National Officers, taking affirmative action to ensure effective participation in union activities by all members, especially females and the youth, and appointing examiners of accounts of the Regional Branches.

Article 26 sets out the duties of the National Officers. These include supervision of the National Secretariat, giving direction to the General Secretary (where necessary), taking important political decisions as may be necessary between meetings of the National Executive, monitoring the previous month's operational activities of the National Secretariat, discussing and deciding projected activities of the National Secretariat for the following month, review, approve or ratify decisions taken by the General Secretary in-between meetings of the National Officers, submit their recommendations to the National Executive for approval and review, and decisions for ratification.

Article 26(3) designates the National Officers and the General Secretary as the principal officers of GNAT, vested with powers to transact business on behalf of GNAT, subject to prior approval, of the National Executive and ratification by the National Council.

Specific duties of all five National Officers are spelt out in Article 26(4), 26(5), 26(6) and 26(7). Among other things, the President presides over the National Delegates Conference and all meetings of the National Council, the National Executive and National Officers, and must sign minutes of each meeting. The Vice President assists the National President in the discharge of his duties, and performs the duties of the President in his absence.

The Treasurer is charged to authorize the financial operations of the National Secretariat, ensure that all expenditures are in accordance with the approved budget, and is one of the signatories of cheques. He must also present Financial Statements and audited Accounts to Conference, National Council and National Executive meetings.

The two Trustees oversee all real and other property of the Association, conduct annual inventories of the property, and advise the National Executive on the disposal or sale of any property of GNAT.

The Administrative Structure of GNAT

As observed earlier, the administrative structure is responsible for implementation and co-ordination of policies formulated by elected officers of the Association.

Articles 32 and 33 outline the modes of appointments, duties and terms and conditions of service of employees (full-time staff) of the Association, including the General Secretary, who is the head of the administrative cadre. For the positions of General Secretary and Deputy General Secretary, appointment is vested in the National Council, upon recommendations of the National Executive. Heads of Department and Units, Regional Secretaries, Assistant Regional Secretaries and District Secretaries are also appointed by the National Council, on the recommendations of the National Executive.

Accounting, Secretarial and other support staff are appointed by the National Executive, on the advice of the General Secretary. Staff of the Regional Hostels are appointed by the Regional Executive, on the advice of Regional Secretaries.

As the Chief Executive Officer of the Association, the General Secretary advises the elected officers on policy formulation, implements approved policies, programmes and projects, leads the Association in negotiations, and upon the approval of the National Executive, assigns duties to all employees (except staff of the Regional Hostels who are assigned by the Regional Secretaries).

Distinction between functions of Political and Administrative Staff

Roles have been carefully demarcated between the political authorities and the full-time staff, and their respective tenure of office spelt out. While the elected officers are limited to a maximum of two (2) four-year terms, the administrative staff, including the General Secretary, retire at age sixty (60), with provision made for a

retiree to be appointed on limited engagement, up to two (2) years. Aside policy formulation, the political structure monitors and evaluates implementation of policies, projects and programmes being carried out by the administrative staff.

While policy formulation is the preserve of the political structure, it does that with the advice and facilitation of the administrative staff, especially the General Secretary, Regional Secretaries and District Secretaries.

Membership dues, the main source of revenue for the Association, is determined by 2/3 majority of the National Delegates Conference. Allocation of revenue is constitutionally determined and annual budgets approved by the National Council. The appointment of auditors to validate prudent expenditure is also vested in the National Council. Finally, the administrative staff owes its tenure to the terms and conditions of service (appointments, promotions and discipline) determined by the National Executive, upon approval of the National Council.

MISCELLANEOUS PROVISIONS

Amendments to the Constitution

Provision is made for amendments to the Constitution and Standing Orders of the Association, by two-thirds (2/3) majority of the National Delegates Conference, and an interim amendment of the Constitution and Standing Orders, by the National Council, subject to review or ratification by 2/3 majority of the National Delegates Conference.

Suspension of Articles and Rules

Some Articles of the Constitution may be suspended during a state of emergency, or in grave necessity, by not less than two-thirds (2/3) majority of the National Delegates Conference, provided that not more than two Articles or Rules shall be suspended in a year (Article 42).

Enforcement of Constitution and Rules

Article 43 states that any member who alleges that an act or omission of any authority or persons under the Constitution is a violation of any article or rule, may draw the attention of the National Council to it, for redress. The decision of the National Council shall be final, subject to the laws of Ghana.

Delegation of Powers

The National Council may delegate some of its powers to the National Executive (Article 44).

Dissolution of the Association

Article 45 provides that the GNAT may be dissolved with the consent of two-thirds (2/3) majority of paid up members, voting in a National Referendum, organized by the Electoral Commission of Ghana, for that purpose.

Voting Powers and Electoral Rules

Article 40(1) provides that, at all meetings and conferences, each member shall have one vote.

Quorum

At all meetings and conferences, business shall commence with one-third of the members present.

Observers at Conferences

Article 40(3) (ii) provides that observers may, with the permission (with leave) of the Chairman, express their views, but shall have no voting rights.

Electoral Rules

Notice of elective position for National Officers, shall be published in the national newspapers. Elective positions at levels other than the national, shall be published on Regional and District Notice Boards, and copies sent to the various educational institutions and local branches.

Filing of Nomination Papers

For National Officers, filing shall be done not later than three (3) months; Regional officers, two (2) months; District officers, one (1) month and Local Officers, not later than two (2) weeks.

Any candidate presenting him/herself for election must be able to complete a full term of office when elected. Unopposed candidates shall be endorsed by a simple majority vote, and elections shall be by secret ballot.

CHAPTER FIVE POLICIES OF THE GNAT

INTRODUCTION

The New Cambridge Advanced Learner's Dictionary defines policy as a set of ideas,

or a plan of what to do in particular situations, that has been agreed officially by a group of people, a business organisation, a government, a political party or a Trade Union (the latter, my own addition). Thus policy directs the behaviour of an officer of an organisation, in an area of activity requiring a particular decision and action. In business organisations, there are policies on recruitment, how to deal with clients, manage finances, how to relate with stakeholders and competitors, as well as welfare and exit procedures of employees. Boards are responsible for formulation of policies. In the public sector, policy making is a response of the relevant authorities (cabinet, the legislature, the judiciary, local government authorities, parastatals) to problems, as adopted, from time to time. This response comes in the form of **policy statements** which are formal expressions or articulations of public policy. Among these are laws passed by the legislature (statutes); executive orders, administrative rules and regulations, court decisions, as well as statements and speeches of public officials showing the government's intentions and goals and what will be done to realize them. Thus government may have a policy on Basic, Senior High School and Tertiary education; modernization of agriculture; management of streetism and child labour; stabilizing the national currency; insulating borders against foreign terrorist invasion; protection and care of marginalised groups; decentralization of governmental business to local authorities, anti-piracy of intellectual property and plagiarism; improving government revenue to reduce perennial budget deficits, and international relations and diplomacy.

A policy is different from a plan, in the sense that it is usually less elaborate; and focuses on the present, whereas a plan describes what to do or what is to be done in the future, specifying what is to be done in the immediate, medium to long term. Indeed a policy establishes the principles, and gives directions of what to do (or not to do), under various circumstances. It may also offer guidelines on how the officer must act, but these are expressed in broader and sometimes ambiguous terms, whereas a plan offers better detail and is presented with greater precision.

Policies of the GNAT

As a Trade Union, a Teachers Professional Association, and a Civil Society organisation, (an organisation with interest in public affairs) GNAT has been working with its own policies, developed in-house, to maintain internal cohesion and stability. In addition, since almost all its members subsist on the public sector, GNAT has

formulated comprehensive policies on the economy, national politics, labour relations and incomes, education, international relations, among others. The underlying objectives for developing these policies are to influence government actions which will promote growth, economic development and democratic culture in the country, and ensure that whatever decisions are made by public officials, are done in the best interests of the citizenry.

Also GNAT policies are intended to guide and equip its leadership to be alert, current and well-informed about contemporary issues and management of the affairs of the state of Ghana, and enable them to contribute meaningfully and productively on various statutory bodies, on which they represent the Association. (It is recommended that those reading this chapter should access the booklet titled *Policies of the Ghana National Association of Teachers*, published on April 20, 2001, (as from time to time amended) for details of the GNAT policies,) NB: Policies emanate from the National Executive, for the approval of the National Council, and ratified by the National Delegates Conference.

a. Policy on the Economy

GNAT believes that economic growth, as well as development and the expansion of the economy's production possibilities which lead to expanded consumption possibilities, are the joint responsibilities of the government, local institutions, individuals, business, industry and labour. The Association is also convinced that effective leadership and good governance at all levels are the critical ingredients in Ghana's search for economic growth and development.

The GNAT recognises the following six criteria for macro-economic stability:

- Boosting economic growth
- Stabilizing the business environment
- Reducing unemployment

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- Keeping inflation and depreciation of the Cedi low
 - Reducing government and *international* deficits and
 - Stimulating the growth of the private sector.

GNAT further believes that economic growth and development, among other things, depend on:

- i. A peaceful, stable and harmonious environment
- ii. Good governance
- iii. Technological advancement
- iv. Capital formation and accumulation
- v. Investment in human capital
- vi. Increase in knowledge and its application
- vii. Structures of incentives which reward risk - taking and productive ventures
- viii. Productive private investments and government spending
- ix. Fiscal and monetary discipline and responsibility
- x. Legal structures which stimulate development of free enterprise and open economy.
- xi. Focused and visionary strategic planning, and implementation
- xii. Effective monitoring and evaluation of economic programmes.

GNAT accepts the basic principles behind free market economy. However, it also believes in prudent and targeted state interventions in the critical areas of the economy which would accelerate growth. Similarly, protection ought to be provided by the state for the socially disadvantaged and vulnerable groups, in the country.

GNAT is also convinced that differential rewards should be given for differential efforts and the Government pursuing policies which will make the saver and investor have fair returns on their savings and investments.

b. Incomes Policy

The incomes policy of the Government must be so designed that both property owners and wage earners will benefit from it, mutually. The division of proceeds between the owners of property and workers must be such that incentives for both would ensure a balanced and well-coordinated economic growth and development.

Generally, people would not give of their best, unless the fruits of their labour are equitably rewarded. There must therefore be material and non-material rewards, as well as incentives for those who put in the needed efforts and sacrifices, to help the enterprise to achieve its goals.

Also, since the nation cannot rely only on those who want to do the most attractive and glamorous work to have all its goals and responsibilities accomplished, special incentives must be devised to get as many people as possible to do such work perceived to be less attractive as teaching. Taxation policy should be fair to those in the formal sector, so that incomes would be meaningful to the employees in it.

c. National Politics

The GNAT was not formed for political purposes, but this does not mean national politics and interest should not concern it, as well as its members. As responsible citizens, GNAT members are interested in national politics and issues; however the Association does not seek to make and unmake governments. One of its important objectives is to influence government actions where participation in decision-making is not possible, to promote economic growth, development and democracy in the country.

GNAT encourages individual members to lawfully participate in the affairs of the state and exercise their civic and political rights. The Association also has the right to ventilate the collective concerns of its members on national issues, in the most responsible and productive manner, possible.

The GNAT believes in democratic principles and practices. The Association is opposed to authoritarian and dictatorial regimes. It believes in fundamental human rights, rule of law and order, natural justice, constitutionalism, constitutional rule, multi-party democracy, separation of powers, a free, fair and responsible media, and an independent judiciary. It again believes that, as much as possible, state institutions should be insulated from partisan political influences.

d. Labour Relations

GNAT is committed to maintaining or improving the conditions of service of its members, in both active service and retirement. The Association protects the dignity of labour in the most responsible and proactive manner possible. The GNAT recognizes that public sector employees are subject to collective bargaining agreements which lay down standard conditions of service and rates of pay for the entire public service. It believes that collectively, the ILO Convention 151 and the Labour Act 2003, Act 651, provide conditions which permit public sector employees and their organisations, scopes to exercise trade union rights and responsibilities. Following from this, the GNAT believes that it has the right and justification to exist, represent, speak for, and protect the economic interests of its membership, which is by far, the largest segment of the employees of the GES.

The GNAT recognizes the right of the employer to have fair returns on his investment, just as the employee is also entitled to fair compensation. It also holds the view that in the event of an industrial dispute, until an acceptable solution is found, the "status quo" clause prevails. A lock out or strike should only be declared or resorted to, when all legal and agreed grievance resolution procedures have been fully exhausted, in good faith.

In attempting to resolve problems of decision-making, authority and discipline, the GNAT believes in instituting acceptable procedures in the GES and the Association, having consultative and representative positions on committees which deal with management/worker disciplinary issues.

The GNAT further acknowledges teaching as a profession, which requires teachers to have attractive career prospects to enable them remain in the GES, as a fair segment of the nation's manpower.

Towards this end, the GNAT upholds the principle that career advancement be based on acquired professional and educational qualifications, as well as such criteria as experience, efficiency, sense of responsibility, initiative, general comportment and where relevant, qualities of leadership and powers of expression. To facilitate the career advancement of the loyal and diligent employee, there should be adequate

career planning and implementation.

e. Policy on Education

GNAT recognizes education as the cornerstone of national development, and an invaluable investment in human capital. Ghana cannot develop without giving its citizens, the best of education. The approach must be holistic, with Early Childhood Education and care as the preparatory ground for a smooth take-off. Basic and secondary education are fundamental human rights which must be made available to all citizens, and must be compulsory, universal and reasonably affordable.

Quality public education should be pursued to its optimum best, and equal opportunity given the rich and the poor, male and female, young and old, urban and rural dwellers, as well as the physically challenged, and those with special needs. Special attention should be paid to the girl-child and women, because of their special circumstances.

Government's educational efforts and policies must create room for access, ensure standards and be made in the best interest of the children and the citizenry. Educational Guidance and Counseling should also be mainstreamed into the educational process. Parents who wish and can afford, should have the right to educate their children in private schools of their choice and no deliberate efforts should be made to reduce government provision of public educational facilities, because private providers are available. In addition, parents, as important stakeholders in education, should exercise the right to provide inputs into educational policies.

As a Teachers Union and Professional Association, GNAT perceives the role of the teacher as central, to the provision of quality education. No effort should therefore be spared in producing quality teachers, to manage the education process. In addition, the nation must ensure that teachers work under the best conditions of service, to motivate them to give of their best.

f. International Relations

It is the policy of GNAT to develop and maintain meaningful alliances and coalitions with other teacher organisations in Africa and other continents, as well as Labour Centres, worldwide.

GNAT is a charter and founding member of Education International (EI) which has its headquarters in Brussels, Belgium. Formed in 1993 through the amalgamation of two teacher unions-the International Federation of Free Teachers Union (IFFTU) and the World Confederation of organisations of the Teaching Profession (WCOTP) with which GNAT was affiliated. EI embraces over 300 national Teacher organisations, worldwide. It represents over 24 million educational workers in 155 countries and territories. EI on its part is affiliated with the International Confederation of Free Trade Unions (ICFTU).

GNAT, through its development co-operation has developed and maintained strong bilateral relations with the Canadian Teachers Federation (CTF), the Danish Union of Teachers (DLF), the National Union of Teachers (NUT) (England and Wales); the Swedish Teachers Union (Lararforbundet) the Danish National Association of Early Childhood Teachers and Youth Educators (BUPL), the Norwegian Teachers Union (NL), among others.

With other teacher unions worldwide, the Association is committed to ensuring quality public education through the continuous professional development of its members. Though it upholds the basic democratic principle of freedom of association, the GNAT does not encourage or condone factionalism within teacher unions, since it believes in unity and solidarity, in defence of the cause of teachers, globally.

g. Independent income generating activities

Aside the membership dues, GNAT strives to generate income through independent sources. It engages in such economic ventures as running of hostels, hiring of conference halls, printing and publications, consultancy, infrastructural development, rentals and many more, and these ventures need to be broadened, and diversified.

As long as it is profitable, GNAT would engage in any such viable economic venture.

h. Public Service

Aside their professional practice, the constitution enjoins members of the Association to be involved in rendering public services regularly, and also participate in public affairs. These include participation in the conduct of censuses and national surveys, general elections and referenda, drafting of and making amendments to the national constitution, presenting memoranda to parliamentary select committees and commenting on national issues, through press conferences and position papers. The Association and its members also champion Public Health, HIV/AIDS, Child Welfare and Environmental protection programmes. During the political season, GNAT is actively involved in expressing teachers' collective views on ensuring violence-free elections and when a government is installed, it expresses its views on the country's political and economic direction.

i. Social Protection and Welfare

The promotion of members' welfare is one broad activity GNAT is engaged in. Members' welfare spans the provisions and schemes to assist members in active service, and in retirement.

Under the aegis of GNAT, the Teachers Fund has been instituted since 1998, to mobilize funds from members, which funds are professionally managed. Members use their entitlements to meet exigencies such as school fees, healthcare and funeral expenses, upon bereavement. However, the main benefits of the Fund are the *START*, for capitalising micro-businesses of members, the *HABITAT* which offers housing loans, the *AUTO* loan for purchasing means of transport and the *PENSION* Supplementation Scheme.

Individual communities of teachers under GNAT mainly at district level, have also established Credit Unions and Welfare Clubs for funding social obligations and the latter especially for funerals. Under its Social Assistance Fund, GNAT offers donations in extreme cases to teachers in critical needs, such as during emergencies and to national organisations and other publics whose mandates and activities support the national cause. Examples are the Heart Foundation and the National Disaster

Management Organisation (NADMO).

In recent times, all GNAT members have been affiliated with the Sweden - Ghana Cancer Foundation Fund, with monthly subscriptions (GH¢2.00) adopted by the 4th Quadrennial (51st) National Delegates Conference, held in January, 2014. The purpose is to collectively assist members diagnosed with cancer, through continuous treatment and care at very minimal cost to them, and their families.

j. Youth Policy

The decision to develop a GNAT Youth Policy was in response to the findings of a 2009 survey on "Membership Satisfaction" conducted by the Research Department of the Association. Among other things, it was observed that 70 per cent of the membership were below 40 years of age, and largely alienated from the decision-making structures of GNAT. The 3rd Quadrennial (50th) National Delegates Conference held in January, 2010 therefore decided that a youth policy be formulated to address the needs of this large, growing and potentially vibrant segment of the Association. The purpose of the policy is to integrate young teachers into the formal structures of GNAT.

The Policy Goals, as set out, are:

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

The specific objectives include-building the academic and professional capacities of young teachers; building the management capacities of young teachers for career progression; enhancing the opportunities for raising the life styles and status of young teachers and raising the awareness of young teachers of the international political economy, and its impact on Ghana.

Currently the organisational structures to implement the Youth Policy have been developed, and sensitization/orientation courses being organized at all levels of the Association, to properly integrate young members into GNAT operations, on – going..

k. Gender Policy

Despite its status as an equal opportunities Teacher Union, as reflected in its mission statement and the establishment of the GNAT Ladies Society, GNATLAS in 1985, to whip up female participation in the Association and the formulation of the first GNAT Gender Policy, which has brought certain successes in terms of gender programmes, much more needs to be done, to promote gender equity in GNAT. There is the observation that: occupational sex segregation persists in GNAT employment structures; the few women employees of GNAT perform gender stereotyped jobs, projecting wrong perceptions about female and male capabilities; women activism in leadership and membership is not reflective of membership proportions; and women are still missing in negotiating teams.

The GNAT revised Gender Policy published in May, 2013 sets out to achieve the following objectives:

1. Enhance the GNAT's commitment to gender democracy, within its organisational structures and processes.
2. Promote a gender sensitive culture and mainstream gender considerations in union agenda and practices.
3. Build unity among diverse interests within the female membership, to improve union cohesion and prevent fragmentation.
4. Create equal opportunities for women in GNAT and at the workplaces in the Ghana Education Service.

l. Union organisation and activities

GNAT is an Association of teachers for maintaining and improving the working conditions of its members. This goal cannot be attained, unless it is able to exercise some level of control and influence over those conditions. Essentially, the leadership aspires to have power for the membership, but cannot achieve this, unless it has power over them. The GNAT as a voluntary Association has a structure which allows for effective participation of all members in its activities.

m. The Association's Constitution

The Constitution of GNAT has developed structures, starting from the basic unit (school or education office) through the local, district, regional, to the national level. This provides for effective participation of all members, at all levels.

To nip union oligarchy in the bud, structures, opportunities and avenues have been created for elected officers to exercise effective control and supervision of policies and programmes.

Delegates Conferences, from the local level through to the National Delegates Conference, are organized to review the work of the Association, discuss and determine policy directions and decide upon amendments to the Association's Constitution and rules, which include financial appropriations, and regulations.

THE ASSOCIATION'S CORE ACTIVITIES

a. Mobilizing Teachers

The reality of industrial relations is that, the individual employee, in his economic relations with the employer, has very little bargaining power.

It is therefore imperative that employees, who find themselves in similar circumstances, pool their forces together, to match the power, authority and might of the employer. For GNAT members, the employer is the state, working through its agencies such as the Ghana Education Service (GES), Metropolitan, Municipal and District Assemblies (MMDAs), the Fair Wages and Salaries Commission (FWSC), the Controller and Accountant General's Department, The Ministry of Education (MoE), Ministry of Employment and Labour Relations, Ministry of Finance and Ministry of Local Government. A small segment of the employment category, is Proprietors of Private Schools.

In effect, GNAT pre-occupies itself with continuously mobilizing and retaining pre-tertiary teachers as a unified body of employees, in relation to employers in the public and private sectors.

b. GNAT and the Management of Education

Trade Unions are intermediary organisations between employers and employees, and the GNAT is one such prominent union in the pre-tertiary education sector in Ghana. In their relations with the education managers, the Ghana Education Service, collective and individual disputes arise, and GNAT leaders serve as managers of discontent, conflict, and negotiations. As such, the leadership of GNAT plays a mediatory role between aggrieved members and management at various levels of the Pre-Tertiary Education structure. In serving these mediatory roles, GNAT leaders do three (3) main things.

1. They are involved in both the rule-making processes which touch on substantive and procedural aspects, to regulate conduct in the G.E.S. The substantive aspects of the rules border on the rights and responsibilities of GNAT members as employees. The procedural aspect of the rules describes how the substantive rules will be interpreted, varied, changed, modified, and implemented, to respond to the changing circumstances.
2. This aspect of mediatory role is for the GNAT leadership to jointly fashion a dispute resolution mechanism with the management of the GES, which is deemed transparent, fair, timeous, effective, efficient and responsive to managing the business of education delivery, in consonance with the principle of natural justice.
3. This aspect of the mediatory role is related to the interest criteria issues of GNAT members. Since GNAT is a professional teacher trade union, its members are deeply concerned with matters associated with education delivery. In this regard, issues of appropriate and relevant curriculum, selection of textbooks, school environment, safe and wholesome infrastructure and timeous delivery of educational budgets are matters of great interest to its entire leadership and members.

c. Deepening Industrial Democracy

The principle of master-servant relations which informed the way and manner an enterprise ought to be run some time past, has become a discredited and obsolete management principle. The present industrial relations atmosphere thrives on the recognition and acceptance of various groups of stakeholders as crucial partners in decision-making. Committed to promoting industrial democracy, harmony and a participatory system of industrial relations in Ghana, GNAT serves as a proactive and effective mouth-piece of pre-tertiary teachers – emphasizing now on cooperation, instead of confrontation.

It is in consultative relationship with the relevant state officials and policy-makers, and the GES management, on issues of educational policy, professional practice, discipline and motivation of staff, and monitoring and evaluation of educational processes, outputs and outcomes.

d. Collective bargaining for improved conditions of service

The most critical activity for which GNAT is known is its persistent resolve for decent remuneration and perquisites for its members. The GNAT does this through negotiations with such state mandated institutions as the Fair Wages and Salaries Commission (FWSC). The Association, through the National Tripartite Committee, also influences employment and labour market issues, including labour laws, international labour standards, industrial relations and occupational safety and health. This activity is pursued within the public sector income policy framework, and national and international laws and conventions.

NON-TRADE UNION ACTIVITIES

a. Continuous Professional Education

Professional development is crucial for GNAT, because teaching in Ghana, has not yet attained full professional status. There are still some basic school practitioners whose qualifications are similar to, or slightly higher than the High School Leaver's Certificate. For those who have Diplomas or University degrees, there is greater concentration on specialized subject teaching, as against foundation courses, pedagogical skills and the requisite ethical conduct and attitudes required of teachers

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

b. Membership (Trade Union) Education

As mainly public sector employees, pre-tertiary teachers are in contractual relationship with their employers, the Ministry of Education, through the Ghana Education Service (GES), and Private School Proprietors.

There is the need, first and foremost, for each employee to understand the employer/employee relationship, in terms of rights, duties and obligations, and the industrial relations regime in which they operate.

As workers, GNAT members need to understand the principles of organic solidarity- *“Touch One, Touch All”*. They must seek collective protection against unfair labour treatment by the employer, or its agents. They also need to evolve strategies to influence and participate in decision-making, at the workplace, the community and the nation, at large. This requires each and every GNAT member to be equipped with trade union information, training in negotiations, problem-solving and advocacy skills.

Conclusion

GNAT policies are categorised into two. The first deals mainly with the internal processes and are intended to strengthen and maintain the cohesion and stability of the Association. The second focuses on relations with external stakeholders, especially the Central Government and its agencies. With them lie the responsibility to provide the requisite political, economic and industrial relations structures and environment, for the Association to deliver on its mandate.

CHAPTER SIX

**THE MANAGEMENT & ADMINISTRATION OF
GNAT FINANCES**

INTRODUCTION

The Ghana National Association of Teachers (GNAT) has many activities to contend

with, i.e. its main trade union and, welfare activities, social and collaboration with local and external organisations and institutions.

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

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

This chapter seeks to take a look at how GNAT comes by its funds, how they are used, and how it accounts for them.

Sources of Funds

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

- i. Annual Subscription or membership Dues
- ii. Special Levies imposed at various levels of the Association
- iii. Proceeds from investments
- iv. Grants or Donations from sister unions and organisations
- v. Income from endowments or bequests made to the Association
- vi. Grants from the public funds of Ghana.

Membership Dues

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

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

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

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

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

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

Special Levies

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

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

Proceeds from Investments

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

The Abankro project has been undertaken, with proceeds from investments.

Donations Or Grants

GNAT also benefits from donations through its affiliation with Education International

(EI), bilateral relations with other Teacher Unions.

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

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

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

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

Administration of funds

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

- The implementation of the budget is the onus of the secretariats.
- The Treasurer at each level is the authorizing officer.
- At each level, there are three (3) signatories to the accounts of the Association including the Treasurer.
- At the National level, the signatories are the General Secretary, the National Treasurer and the 2nd operator of the Accounts.
- At the Regional level, the Regional Chairman, Treasurer and Regional Secretary are the signatories.
- The District Chairman, Treasurer and District Secretary are the



signatories, at the District level.

- The various levels of the Association are required to keep books of accounts.
- Since monies are released to the Regions, Districts, Locals, Divisions and Departments, to enable them carry out their activities, such activities should be reported on and more importantly, their costs.
- The Regions, Districts are required to present monthly financial statements to Headquarters. The Regions supervise the activities of the Districts.

Auditing of Accounts

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

Who are interested in GNAT Finances?

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

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

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

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

How the Income is Distributed

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

The distributions of the funds are as follows:

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

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

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

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

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

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

Financial Regulations

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

Some stipulations of the Financial Regulations

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

The Accounts Department

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

This shall include vetting, verifying and certifying correct, all payment vouchers before passing them on to the General Secretary for approval.

Monthly checking of all receipts of monies and bringing to the attention of the General Secretary, all the financial needs of the organisation, and ensuring the timely auditing of accounts by the Auditors.

Operators of accounts

- i. The General Secretary, National Treasurer, and one other member appointed by the National Council, shall be authorized to operate the

accounts of the Association. All the operators of the account shall be resident at the Headquarters of the Association.

- ii. The signatures of any two of the three operators of the account shall be valid for purposes of withdrawal.
- iii. Payments shall, as far as possible, be made by the Accountant
- iv. All payments shall, as far as possible be made in the financial year to which they relate. Payments shall not be made before they are due.
- v. All claims against the Association's funds shall be dealt with promptly, and the relative payment vouchers completed, and paid, without delay.

Imprest

- i. An imprest, as may be determined by the National Executive, shall be kept by the Accountant, to meet minor payments for services or goods sold to the Association.
- ii. The maximum amount of cash which may be held by the Accountant shall be fixed by the Finance Committee, in consultation with the General Secretary.

National Treasurer

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

Programmes and Projects

All spending officers shall furnish the Divisional Heads with their activities, together with their financial projections, before the commencement date of the proposed programme or activity. The Divisional Heads shall then have to obtain approval from

the General Secretary, before monies shall be released for the implementation of such programmes, projects and activities.

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

Bank Accounts

- A decision to open a Bank Account shall be made by resolution of the National Executive.
- The Association's Bank Account may not be overdrawn, without reference to the Finance Committee.
- Cheques received shall be paid to the credit of the Association's Bank Account, as soon as possible. All cash, cheques, drafts, postal orders received on behalf of the Association by the Accountant shall be paid to the Bank. On no account shall such cheques be used to effect payment by endorsement.
- If not already crossed, cheques received shall be crossed immediately by the Accountant, who first receives them.

Prohibitions

- a) The National Secretariat shall not grant loans and advances to members who are not employees of the Association, unless approved by the Finance Committee.
- b) The Accountant shall not transact any financial business directly with any staff member, or any member of the Association, without

the knowledge and consent of the General Secretary.

- c) The lodging of the Association's funds into a private account at a Bank, or private money to the Association's account is prohibited.
- d) Any financial transaction in violation of approved financial regulations, and which is not in the best interest of the Association, shall be brought to the attention of the General Secretary by the Accountant.

CHAPTER SEVEN

INDUSTRIAL RELATIONS IN GHANA - LAW & PRACTICE

Background Information

Industrial or employment relations concern the relations between the parties in industry, particularly with regard to the determination of terms of employment and conditions of work. As a consequence of the structure of the economies of African countries, only a small proportion of their labour force is in wage-earning employment

and covered by labour legislation or collective agreements. The mass of the population is dispersed on small farms in the countryside and as such, only urbanized workers are actually concerned by labour relations issues. Moreover, the State is by far the largest single employer, in both public and state-owned enterprise and since in the very formative stages, a large numbers of public service employees are governed by statutes, the potential for collective bargaining is further reduced.

Nevertheless, most African governments have aimed, over the years, at setting up labour relations systems, based on internationally recognized principles such as Freedom of Association, free negotiations between employers and workers for determining wages and working conditions, and equitable systems of settling labour disputes. In Ghana, the Labour Act, 2003 (Act 651) and its Legislative Instruments, Workmen's Compensation Law 1987 (PNDCL 187), testify to the above assertion.

The Right to Organise and Bargain Collectively

The principles of Freedom of Association and collective bargaining are widely recognized as basic rights, essential for the normal exercise and promotion of sound labour relations. The ILO, under its unique tripartite structure, has fully recognized these principles in its Constitution (1919) and the Declaration of Philadelphia (1944), by emphasizing that "freedom of expression and association are essential for sustained progress" and by undertaking in its mandate, "the obligation to further, among nations, programmes which will achieve the right to collective bargaining".

More specifically, the principles of Freedom of Association and collective bargaining are laid down in ILO Conventions Nos. 87 and 98 and further elaborated in the substantial body of *case law*, which has been developed by the Committee on Freedom of Association of the Governing Body and the other bodies in charge of supervising the application of ILO Standards.

The Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87), lays down a number of principles which guarantee workers and employers free exercise of the right to organize, in relation to the public authorities. The Convention, which applies to workers and employers alike without distinction

whatsoever, and in all branches of activity, with the exception of the Armed Forces, Prison Service and the Police, specify four basic guarantees.

- ✓ The first aims at ensuring that all workers and employers have the right to establish and join organisations of their own choice, without prior authorization.
- ✓ The second gives them the right to draw their constitutions and rules, to elect their representatives in full freedom, to organize their administration and activities and formulate their programmes.
- ✓ The third protects them against dissolution and or suspension by administrative authority, and
- ✓ The fourth, the right to establish and join federations and confederations with the same rights, as their affiliated organisations.

The Right to Organize and Collective Bargaining Convention, 1949 (No. 98), deals with two essential aspects of trade union rights:

- ✓ Workers' exercise of their rights to organize, vis-a-vis employers and Specific provision for the protection of workers' and employers' organisations against interference in each other's affairs
- ✓ The promotion of voluntary collective bargaining.

Many African countries have either ratified Convention No. 87, concerning Freedom of Association or Convention No. 98, concerning Right to Organize and Collective Bargaining, or both. Ghana has ratified both Conventions.

Meaning of Industrial Relations

The relations between the parties in industry, particularly as regards the determination of terms of employment and conditions of work, are normally governed by rules. These rules appear in different guises: in legislation and statutory orders, administrative instructions; trade union regulations; collective agreements and arbitration awards; in social conventions; managerial decisions; and accepted norms, customs and practices. It can, therefore be said that industrial relations is concerned with regulated or institutionalized relationships between employees and the employer, in industry. Even though personal relations are of some importance to management and workers, they lie outside the scope of industrial relations.

From the foregoing, it can be seen that it is not all the relationships associated with the organisation of industry that are relevant in Industrial Relations, such as the relations the organisation has with its customers or the community at large. One way of identifying these relationships is to place them in their legal setting. They are either expressed in, or arise out of contracts of employment or service, which are commonly known as jobs. The study of industrial or employment relations may, therefore, be described as study of the institution of job regulations.

Concept and Values

As already stated, industrial or employment relations is the practice or study of relationships within and between workers, working groups and their organisations and managers, employers and their organisations.

Thus, industrial or employment relations is an all-inclusive term, covering all aspects of the employment relationships and its associated institutions and the social and economic environment, whatever its nature.

Some people think industrial or employment relations is only concerned with problems, that is, securing disagreements in a civilized way, that is, agreeing to disagree. This is not the case. Industrial or employment relations seek to bring about understanding, harmonious working relations and productivity, through dialogue between workers or their organisations and employers or their organisations. In this case, industrial or employment relations may be regarded as constituting a positive, rather than a negative relationship.

Procedural and Substantive Rules

There are two types of rules in industrial relations. They are either procedural or substantive. This can be observed in the clauses/articles of collective agreements, which are mainly a body of rules. The procedural clauses/articles deal with such matters as the methods to be used and the stages to be followed, in the settlement of disputes. The substantive clauses/articles, on the other hand, refer to rates of wages and working hours, or other job terms and conditions of employment. The first set of

rules regulates the behaviour of employees and employers, as parties to individual contracts of employment. It is, therefore, clear that it is the substantive rules of collective bargaining which regulate jobs. However, since the procedural rules of collective bargaining regulate the making, interpretation and enforcement of its substantive rules, both provide the job regulation, with its form and constitution.

Climate of Industrial Relations in organisations

The need for harmonious relations in an industry cannot be over emphasized. The fundamental purpose of industrial relations is to facilitate production, through harmonious working associations between labour on the one hand, and management and capital on the other, with the sole aim of achieving productivity. The main problems confronting industrial relations are not strikes and lock-outs, but rather the regulation of working conditions and promotion of better understanding between management and workers, at the workplace. No matter how modern and efficient the machinery being used at the enterprise are, profit would be difficult to achieve, if a good industrial relations climate is absent.

Every business is a social world on small scale. Each member of the enterprise is endowed with special qualities or ability, skill and experience. With the planning skill and foresight of management, these individuals are grouped into a working team, for the prosperity of the undertaking on which they depend for their living, as well as those of their dependants. In dealing with each other in a friendly, fair and firm manner, the social partners need to also take cognizance of the fact that, it is in their own interest to work conscientiously, in order to achieve good relations and prosperity for the enterprise, in which they work. The success of an enterprise would benefit all who are associated with it, while they would be the losers, if it is fraught with friction and attitudes which work against productivity.

Industry is recognized as a joint enterprise, and according to *Capital and Labour*, published as long ago as 1831, by the Society for the Diffusion of Useful Knowledge, "Capital and Labour are destined to journey together to the end of time". This quote is as relevant today as it was those days. Perhaps, it has to be acknowledged that the journey should be based on mutual trust and cordiality. This is so, because without

this common "journey", capital and management would be disorganized, ill-equipped and ineffective. Either factor needs the other. One cannot imagine a situation where wages would drop, while profits rise. There is always a relation between the two, as they both drop or rise concurrently. When the parties to industrial relations fully understand their rights and obligations, they are more ready and able to adjust their differences voluntarily. Employers cannot be expected to welcome any sort of consultation at any level with workers, if they are convinced that the purpose of the workers organizing themselves, is to displace them. Nor can industrial relations be cordial, when workers believe the employers are only out to cheat them out of their labour.

Any time that labour, capital and management associate together, they do so to satisfy the needs of consumers. Consumers do not demand capital and labour separately; what they want are the goods and services produced or provided by them, as a result of their interaction.

The Nature and Scope of Industrial Relations

The study and practice of industrial relations is to secure the highest possible level of mutual understanding, goodwill and co-operation, between the several interests which participate in the process of production. This would depend upon fair dealing and establishment of good working conditions, including the highest standards of living and amenities at the workplace, which industry can provide. Nevertheless, a friendly atmosphere and a spirit of working together towards this objective, entails the co-operation of both employers and workers. The demand for a fair day's wage implies the willingness to perform a fair day's work.

Some may regard industrial peace as the first purpose of the study of industrial relations. If this is so, then peace must be organized as a consequence of fair dealing, mutual confidence, and satisfactory working conditions.

Usually, the economic loss from conflict greatly exceeds the gain which either side could hope to secure, while the bitterness engendered leads to further dispute. If the parties involved are reasonably realistic, sincere and fair, settlement can be reached

by negotiation and compromise, mediation, or at worse, arbitration.

It is to be noted, however, that it is not all the conflicts of industrial relations that are between employers and their workers, some are between workers themselves. Differences may occur between a member of a union and another on an issue, causing disagreement, and between one union and another.

Factors which affect Industrial Relations

Industrial Relations may be affected by a number of factors or environments, notably, economic, social, technological, and at times, religious and cultural. For instance, the economic environment at a given time, may cause rising costs and bring in its wake, demands in wage increase or loss of jobs, which bring about costs to the employer.

Similarly, with technology, new inventions may reduce, to some extent, the manpower needs of the employer, in favour of the use of computers and automated systems, or machinery. Redundancy may result and give rise to job losses.

Either case may necessitate the application of the procedural and substantive rules in addressing the issues which arise, so as to normalize relations between the Union and the employer. If the laid down processes are not effectively and efficiently applied, conflict can arise. The consequences are often felt within and beyond the enterprise, the state and society.

The Law

Industrial relations are governed by laws, rules and regulations. Labour laws and regulations are social laws, which are made to regulate the relations between the employer and the worker and also protect their interests and, therefore, bring about social justice. These laws take their roots from ILO Conventions, to which Ghana is a party.

Ghana is a member of the 174-member International Labour organisation. As at June, 1998, Ghana had ratified 45 out of the 182 conventions, which the organisation has adopted.

Many countries, including some in Africa, have one labour code or legislation. Ghana now has one Labour Act, Act 2003 (Act 651). However, the Workmen's Compensation Law, 1987 (PNDCL 187) and the Factories, Offices and Shops Act, 1970 (Act 328) have not been repealed.

Industrial Relations Practice

In Ghana, industrial relations is based on the freedom of workers to form their own organisations and determine, by collective bargaining, conditions and terms which should regulate their relations, without state interference. Freedom of Association also connotes the freedom not to associate. A new employee does not automatically become a member of a trade union at his or her place of work. He or she has to complete an option form, declaring his or her desire to be a member of the union. If he or she refuses to join a trade union operating there, he or she enjoys whatever the union has bargained for, in respect of the class to which he or she belongs. It is, therefore, necessary for the union officials to convince new employees to belong to their union. Trade Unions in Ghana are formed on industrial basis, as against trade basis.

Bi-Partism

Industrial Relations in Ghana, like elsewhere, evolves primarily around bi-partism, as indeed, the contract of employment is, first of all, a bipartite arrangement between the employee and the employer. The Collective Bargaining machinery provides a system which allows employees and their employers to negotiate on their terms and conditions of employment, and resolve grievances and disputes arising out of these terms and conditions of employment, without interference from a third party, as long as there is no threat to national or community peace.

Grievance procedures negotiated by the two parties, enable them to restore relations disturbed by both individual and group differences, in accordance with ILO Convention 98, concerning the Protection of the Right to Organize and Collective Bargaining. Bi-partism in industrial relations in Ghana also enables management and the union, to enter into productivity enhancement arrangements, to promote the

internal and external competitiveness of the business, as well as improve the earnings of employees.

Tripartism

The Government believes in tripartism in industrial relations and has been encouraging it. There is a National Tripartite Committee, established by the Labour Act, 2003 (Act 651). Among its functions are, to determine the national daily minimum wage and also advise on employment and labour market issues, including labour laws, international labour standards, industrial relations and occupational safety and health.

Workers and their unions and their employers are enjoined to discuss, and, as much as possible, settle disputes that may arise out of the negotiations they may conduct.

Labour disputes are settled by the National Labour Commission, under Act 651. The settlement of disputes may go beyond mediation, to voluntary arbitration, or compulsory arbitration, whose award is final.

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CHAPTER EIGHT FUNCTIONS AND ACTIVITIES OF GNAT

A. SALARIES, TERMS AND CONDITIONS OF SERVICE

Part One

Employment relations are purely contractual. It is a contract between two parties, referred to as employer on one part, and an employee or worker on the other. In theory, contracts are freely entered into by parties, but once they are entered into, the laws of the land enforce them, except where they are unconscionable. Parties to a

contract assume responsibilities and rights. Employers and employees have rights and responsibilities. Usually, these rights and responsibilities are contained in the appointment letters, as well as the conditions of service or collective agreements.

A contract of employment is heavily invaded by statutes. Employment relations usually span a long period, therefore the terms and conditions of service that is, the responsibilities and rights, may undergo changes from time to time. As Pre – Tertiary teachers we are the employees of the Ghana Education Service.

The appointment letters issued by the GES, and accepted by us form the basis of the contract. In addition to the appointment letters, our relations with the GES are governed by either the conditions of service and code of conduct provided by the GES, or the Collective Agreement entered into between the GES and the unions, led by GNAT as well as the regulations issued by the GES from time to time. The contract of employment is also governed by the Labour Laws, the relevant provisions in the 1992 Constitution of Ghana and relevant decisions of the Superior Courts, as well as implied terms.

The rights of teachers normally cover:

- i) Salary entitlement and annual increments
- ii) Promotions – (career progression)
- iii) Leave i.e. maternity, study leave, casual leave etc
- iv) Hours of work
- v) Health and safety
- vi) Training and re-training
- vii) Medical care
- viii) Pension and Gratuity
- ix) Death benefits
- x) Payment of Transport and Travel (T&T) Allowances on official duty
- xi) Voluntary and Compulsory Retirement.

The duties of teachers cover, but are not limited to the following:

- i) Performing work assigned
- ii) Protecting the interest of the employer

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- iii) Not divulging confidential information
 - iv) Not competing with the business of the employer
 - v) Not misconducting self
 - vi) Serving probation for a year, on first appointment
 - vii) Accepting postings and transfers.

There may be some other specific policies in respect of rights and duties in either the conditions of service or collective agreements, regulations or directives or both, issued by the GES, from time to time. It is the responsibility of the employer and the unions to ensure that teachers get copies of the conditions of service or collective agreement. It is also the responsibility of the GES to ensure that all circulars, regulations and directives which affect the work, rights and duties of teachers, reach each teacher.

Code of Conduct

Section 9 of the Labour Act, 2003(Act 651) requires employers to provide and ensure the operation of an adequate procedure of discipline, for the workers. In pursuance of this, the GES has provided a code of conduct for its employees – the teachers and non-teaching personnel.

“The Code of Conduct should not be viewed, primarily as a means of imposing sanctions but also designed to emphasize and encourage improvement in individual conduct. The code is not a law, but rules, non-observance of which shall attract sanctions, any act or omission without reasonable excuses by an employee, which amounts to a failure to perform in a proper manner any official duty assigned to him/her as such, or which contravenes any rules or regulations or enactment relating to the Ghana Education Service, or which is otherwise prejudicial to an efficient conduct of work of the Ghana Education Service, or tends to bring the GES into disrepute, shall constitute a misconduct”. (GES Unified Code of Conduct 2005).

What therefore is the concept of misconduct? It means any act or omission of an employee, which is inconsistent with the faithful discharge of the contract of service.

For example, if an employee steals the property of his employer, the act of stealing shall constitute a misconduct, on the part of the employee. Similarly if a teacher fails to protect pupils/students put under his/her, care which exposes them to avoidable hazards would make the teacher liable for negligence.

The Code of Conduct of the GES therefore contains a list of acts and omissions a teacher is prohibited from engaging in alongside the types of punishment which may be applied, when such prohibited conduct or omission occurs.

Application of the Code of Conduct is guided by the following principles: The offending teacher shall be given a hearing – meaning he should be informed of the act or omission he has engaged in.

He/she:

- a) Shall be given a reasonable time to defend himself/herself
- b) Shall have the right to be accompanied to the hearing, by a person of his/her choice, especially a Union Officer, or Attorney
- c) There shall be an opportunity of appeal
- d) The appellate body shall not be the same authority which imposed the sanction.

Part Two

Functions of the Salaries, Terms and Conditions of Service Department.

Article 29(1)(b) of the GNAT Constitution provides for the establishment at all levels, Salaries and conditions of service sub-committees which are responsible to the Executive. At the GNAT Headquarters is a Department which is responsible for coordinating and providing technical advice to the General Secretary on matters related to teachers' salaries and the general conditions of employment.

Salary

Salary is pay given to employees for performance. Employees on salaries do not receive overtime payment and their pay is calculated at an annual or monthly rate rather than hourly. Salary levels in the public sector of which teaching is part are influenced by several factors. Among the factors are the following:

1. Job Content
2. Job Value
3. The Value of the Person
4. The State of the Economy
5. Wage Control Legislation
6. Union Effects

The International Labour organisations (ILO) 1928 convention on minimum wage fixing was supplemented in 1970 by Convention No. 131 and Recommendation No. 135 which specifically address wage setting in developing countries. These documents suggest criteria for minimum wage fixing and reference the obligation to consider "the needs of workers and their families, taking into account the general level of wages in the country, the cost of living, social security benefits, and the relative living standards of other social groups, as well as economic factors, including the requirements of economic development, levels of productivity and the desirability of attaining and maintaining a high level of employment and governments' ability to pay."

The Salaries Terms and Conditions of Service Department is responsible for the preparation of proposals and scenarios for salary negotiations taken into consideration all the factors. In addition to the negotiations of salaries, the department has to ensure that what is negotiated is what the beneficiaries receive. Monitoring is therefore another function of the department.

Conditions of Service/Collective Agreement

Conditions of service basically describe four (4) things. These are:

1. What, How and Where work is performed
2. The benefits attached to the performance of the job
3. The career progression of the employees
4. The Code of Conduct that regulates the relationship and how

differences between the employer and employee will be resolved.

The Salaries, Terms and Conditions of Service Department is responsible for the preparation and justifications for all the contract clauses that are contained in the collective agreement which make up the conditions of service for teachers.

Employee Grievances

Labour Relations is also social relations. Two entities coming together in an employment contract will definitely have problems when any part of the contract agreement is violated by either party. The department is responsible for ensuring that each party remains faithful to the agreement.

Employee Discipline

To ensure that GNAT members who appear before the National Disciplinary committees have a fair hearing, the Salaries, Terms and Conditions of Service Department represents the Association at the disciplinary committee at the National level.

Training

The department also provides training in negotiations and grievance handling to both elected and appointed staff of the organisation to equip them to discharge their functions creditably.

Legal Services

Members of GNAT who fall into trouble in the course of performing their duties are provided with legal services.

B. PROFESSIONAL DEVELOPMENT

Introduction

In Ghana just as elsewhere, between 85 and 90 per cent of a total school budget is used to pay employee salaries. The essence of successful instruction and good schools comes from the thoughts and actions of the professionals in the schools, who are mainly teachers. So, if one is to look for success in education, the most sensible thing to do is to provide continuous education for the educators, that is professional development. The GNAT as an organisation rests on a tripod. The three legs of the GNAT are the Trade Union leg; the Socio - Economic and Welfare leg and the

Education and Professional Development leg. Each of these legs reinforces the other. For instance, teachers need to have decent salaries and conditions of service to be able to deliver their professional services in the classrooms. Conversely, teachers ought to be seen to be delivering effectively and efficiently, to strengthen the hand of their union leaders to bargain for attractive conditions of service that would retain them in the profession. In addition to collective bargaining resulting in improved conditions, the GNAT as the largest public sector union with a very wide national spread, embraces teachers who assume the role of credible opinion leaders and whatever views they express on public/national affairs are received with respect and trust. This puts the extra burden on teachers to expand and deepen their frontiers of knowledge on general issues, such as the economy, politics, religion, culture, international relations, HIV and Aids, the environment, technology, etc. so that they would be of utmost benefit, not only to their students, but their communities as well (JOHN NYOAGBE, FORMER DEPUTY GEN. SEC).

Education and Professional Development Activities

The Ghana National Association of Teachers undertakes the following Education and Professional Development activities:

1. GNAT/CTF IN – Service Training (Project Overseas)

The GNAT provides free In-Service Training for its members at the pre - tertiary level. The programme is organized annually, in either July or August. It is advertised in *The Daily Graphic* and *The Ghanaian Times* - for interested teachers to apply. Copies of the advertisement are also sent to the GNAT Secretariats for onward transmission to schools and also posted on the various Ghana Education Service notice boards.

The programme is organized with the assistance of the Canadian Teachers Federation (CTF), hence the name GNAT/CTF in-service. The CTF brings down resource persons/teachers who join their Ghanaian counterparts to run it. The CTF has however withdrawn its assistance, thus the programme is now wholly funded by the GNAT. The resource persons are also now wholly Ghanaian.

The Subjects taught are English, Mathematics, Science, French, Basic Design and

Technology, Education Administration (for Heads of Basic and Senior High Schools).
and Social Studies.

2. Primary Science and Mathematics for Female Teachers

This is a special programme for female teachers in primary schools in deprived communities. It aims at equipping them with sound methodologies in the teaching of Science and Mathematics at that level. Participating schools are presented Science kits which contain such basic equipment as beakers, conical flasks, slides, tripods, test tubes, kerosene stoves and delivery tubes, to facilitate the teaching of the subject, effectively. Beneficiaries are expected to run in-service training for their colleagues, on their return to their schools.

3. Consultative Council for Subject Teachers Associations (CCSTA)

This programme brings subject teachers together, to share experiences and avail themselves of the latest methodologies and curriculum. Membership is open to teachers in second cycle institutions, as well as the basic level.

The Council is funded by GNAT. About seventeen Associations constitute it.

The Council also holds colloquia, at which papers on topical and contemporary issues on quality education delivery are presented and discussed. The suggestions, strategies and decisions arrived at, are published and distributed to Schools, the Ghana Education Service and the Ministry of Education.

4. Early Childhood Education (ECE)

In the mid-1990s, GNAT, the UNICEF and BUPL started preparatory studies on Early Childhood Development and Education, which eventually in 2002 led to the Early Childhood programme by GNAT. This Programme has two main objectives as follows:

- ✓ To do advocacy in governmental circles, and provide professional support for the early childhood sub- sector
- ✓ To develop a union structure for early childhood educators from the private and public sectors affiliated with GNAT.

The Danish National Association of Early Childhood Teachers and Youth - Educators

Union (BUPL) collaborated with GNAT to implement the programme. Elements of services GNAT provides for early childhood educators include in-service training, opportunities for professional development, leading to certification, provision of opportunities for members to be part of the Teachers Fund, Health Insurance, Pensions Scheme and Negotiations for better conditions of service. In Ghana, the programme has centres in Ashanti, Central, Greater Accra, Upper East, Upper West and Western Regions. There are also plans to develop a model Early Childhood Development (ECD) centre at Wa in the Upper West Region. The ECD programme has also developed the West African sub- programmes since 2008, in which the lessons learnt in Ghana are shared with Nigeria and Togo by the National Project Co-ordinator, with the support of BUPL.

5. Annual New Year and Easter Schools

Annual New Year and Easter Schools are organized by the Institute of Continuing and Distance Education, University of Ghana, at which opportunities are provided participants, to deliberate on issues of national interest. The New Year School takes place in the South, while the Easter School is held in the North. Usually, suggestions and communiqués issued at the programmes are fed into national development planning. For the voices of teachers to be heard on various issues, the Ghana National Association of Teachers sponsors its members, to participate in the New Year and Easter Schools. By this, capacities of many teachers have been built, and are contributing to the national developmental agenda.

6. Failed/Referred Teachers Course

The Ghana National Association of Teachers, with the Teacher Education Division of the Ghana Education Service, organizes a course for teachers referred in one or two subjects or failed their final examination and exhausted their chances of re- sitting them, to be certified. Those who go through it and pass the examinations at the end of the course, are awarded the Teacher's Certificate 'A'.

7. Sandwich/ Top-Up Course for Certificate "A" Teachers

With the minimum certification for teaching now the Diploma in Basic Education, the Ghana National Association of Teachers entered into discussions with the Teacher

Education Division of the GES and the Institute of Education, University of Cape Coast to run a top-up course for Certificate 'A' teachers, to earn the said Diploma (in Basic Education.)

8. Untrained Teachers Diploma in Basic Education (UTDBE)

The Ghana National Association of Teachers collaborated with Teacher Education Division to introduce the Untrained Teachers Diploma in Basic Education (UTDBE) programme - under the Multi - Donor Budget Support (MDBS) to train pupil (untrained) Teachers to earn the Diploma in Basic Education, by Sandwich.

9. Book Development

As part of its professional development programme, the Ghana National Association of Teachers trains its members in book writing. This is done in collaboration with the Pan - African Teachers Centre (PATC). Through the programme, many supplementary readers have been produced by members and distributed to schools. The books are printed by the GNAT Print Shop.

10. GNAT/CTF "Nkabom" Project

This is a project which assists deprived communities to improve their schools. The *Nkabom* project has two main components – Professional Development and Community Mobilisation. The Professional Development aspect addresses issues with the curriculum, pedagogical skills, creative teaching, participatory learning, production of teaching – learning materials and school leadership.

The second component, Community Mobilization is a collaborative effort between the Ghana National Association of Teachers (GNAT), the Canadian Teachers Federation (CTF) and the Nova Scotia Teachers Union (NSTU), to strengthen the bonds between schools and communities, through the organisation of community days, establishment of or revival of dormant Parent-Teacher-Associations (PTAs) and School Management Committees (SMCs). These agencies liaise with G.E.S. Management and the relevant central and local government agencies, to solicit for improvement in school infrastructure and provision of needed school logistics.

11. GNAT Representation on Public Boards / Bodies

The Ghana National Association of Teachers serves on many Public Boards and Committees of the Country, and contributes to their decisions and policies, for the general good of the citizenry.

Currently the Association is on the following bodies:

- Ghana Education Service Council
- The Professional Boards of the Institute of Education, University of Cape Coast and the Institute of Education Development and Extension (IEDE), University of Education, Winneba
- Institute of Educational Planning and Administration, University of Cape Coast
- West African Examinations Council(WAEC)
- Ghana National Commission for UNESCO
- National Commission on Children (NCC)
- Ghana Book Development Council
- Social Security and National Insurance Trust (SSNIT)
- Ghana Education Trust Fund (GETFUND)
- National Media Commission (NMC)
- Environmental Protection Council
- National Textbooks and Educational Equipment Committee
- Advisory Board, Language Centre, University of Ghana.

C. **ECONOMIC & WELFARE SERVICES**

Introduction

The Ghana National Association of Teachers, as a living institution, has over the years expanded in scope and activity, in response to the exigencies of any given period. Thus, since the 1970s, the Association had embarked on a variety of economic and welfare services for the benefit of its members, as discussed below:

- **organisation of Credit Unions**

Through the Canadian Teachers Federation (CTF)/GNAT bilateral relationship, the CTF attached a Credit Union expert to the GNAT in the late 1960s, to help

the Association to promote the concept and establishment of Credit Unions for its members. Under this project, GNAT appointed ten (10) Regional multi-purpose co-operative organisers, with the support of the Ministry of Education, which paid their salaries, and trained them to educate and help members to establish Credit Unions. Some Staff and other members were trained in Canada and returned to help with the establishment of more Credit Unions. This culminated in the hundreds of Teachers' Credit Unions across the country. Over the years, the Credit Unions have served as a reliable source of soft loans for members.

- **GNAT Hostels**

In the late 1980s, the National Delegates Conference, took a decision to impose a levy of ₵1.00 (0.10GHp) on every member, for the construction of hostels, with administrative secretariats, in all the ten regions. Each region was provided with a seed money of Ten Million Cedis (₵10,000,000) (GH₵1,000) by the Association.

Each region was given the freedom and autonomy to acquire a land, engage consultants, appoint planning committees and award contracts for the building of the hostels, and administrative secretariats . Later, each region was allowed to impose a levy to ensure that the projects were successfully completed. Today, it is significant to note that every region has a hostel and administrative secretariat. During the same period, the Association built the second phase of the Teachers Hall Complex in Accra, without imposing any levy. It is also significant to note that some Districts now have their hostels(Oda in the Eastern Region, Bimbila in the Northern Region and Atebubu in the Brong Ahafo Region) while others are also building.

- **Death and Retirement Benefits**

- a. **Death**

When a member dies in active service, the Union expresses its sympathy and condolences with the family, by providing customary drinks and cash donation. It became obvious that in most cases, deaths of members do not get to the notice of the leaders in good time. Hence it was decided to pay a death

benefit to a deceased's family.

b. Retirement

In the past, it took an unduly long time for a retired teacher to get his pension and gratuity paid to him. As a way of helping such teachers, it was decided to pay certain amount to them, while awaiting their gratuity and pension.

GNAT, since 2005, has been offering a one-stop payment financial assistance to the next-of-kin of each deceased member and members, on their retirement. It started with GH¢15.00 in 2005. The 2006 National Delegates Conference resolved that 25% of the Association's revenue should be expended on death/retirement benefits. The benefit was raised to GH¢1,500.00 from January, 2014. Beneficiaries are required to pick the relevant form at their respective District GNAT Secretariat, fill it and attach photocopies of the member's last pay-slip, death certificate or retirement letter as appropriate, and deposit it with the District Secretary. The form, when forwarded to GNAT Headquarters through the region is processed, and the cheque written in the name of the beneficiary, who picks it at his/her District Secretariat. Between September 2013 and June 2014, GH¢5,237,450.00 was paid to 4,715 beneficiaries.

- **Donations**

Financial assistance is offered members in financial distress, arising out of sickness (immediate family inclusive) loss of property through fire outbreaks, floods, conflicts, etc, through the Donations Committee. Requests for financial assistance are made in writing with reliable and verifiable supporting documents, through the District Secretariats. The National Donations Committee which comprises representatives from the regions, the Welfare Officer at GNAT Headquarters and chaired by the National Treasurer meets, at least, once every school term, to consider all requests. Cheques are written in the names of beneficiaries, in accordance with the recommendations of the Committee. Beneficiaries subsequently collect their donations at their respective District Secretariats. A total amount of GH¢1,158,248.21 was expended on donations in the 2013/14 financial year.

- **Teachers Fund**

The Teachers Fund was set up by GNAT in 1998, primarily to supplement members' pensions. The decision to set up the Fund was taken at the 1998 National Delegates Conference which was held in Kumasi. The first deductions of One Thousand Cedis (¢1,000.00) now Ten Pesewas (GH¢0.10p) were made in May, 1998. The baseline contributions over the years appreciated significantly, standing at Twenty Ghana Cedis (GH¢20.00), as at January, 2014. The total value of the Fund, as at September, 2014 was about GH¢332,000,000.00. The Fund assists members with loans to meet emergency needs, acquire means of transport, expand their businesses and complete their building projects, through its Emergency Relief Fund Loan, Vehicle loan, Investment Capital Loan and Habitat Loan facilities respectively. One must be a member of GNAT and a registered contributor to the Fund, in order to benefit from any of the aforementioned facilities. Any member who exits the Fund through withdrawal, retirement or death has all his/her accumulated contributions with interest paid to him/her and the next-of-kin, in the case of death. The Fund also pays insurance to the next-of-kin, of a deceased member, as well as a member who becomes permanently incapacitated. The insurance stood at GH¢500.00 as at 2014 from the GH¢200.00 in 2005.

- **GNAT Village Project - Abankro**

A multi-purpose Teachers Village Complex is under construction at Abankro near Ejisu in the Ashanti Region. The 35-acre plot is being developed into a professional development centre of excellence, recreational centre and meeting venues for GNAT, as well as the general public, at a fee. Two Hostel blocks(84 Self-contained rooms and 4 suites), one multi-purpose hall with a seating capacity of 200, a two-bedroom caretaker's bungalow, a security gate, a high capacity electric generator and an underground water reservoir are in place. The completion of this project would save the Association a lot of the money it currently spends on National Executive Meetings, Council Meetings, National Delegates Conferences, GNAT/CTF "Project Overseas", among others.

- **Souvenirs**

GNAT provides souvenirs, free of charge for its members. The free annual provision of souvenirs commenced in 2013 with diaries, GNAT-branded key holders, calendars and stickers. In 2014, diaries, executive files embossed with GNAT logo and calendars, were procured at the cost of GH¢3,464,505.00 and distributed to members. For the 2014/15 financial year, GNAT diaries, GNAT-branded portable radio sets and calendars were procured and distributed to members, at an estimated cost of GH¢6,400,000.00.

- **GNAT ID Cards**

The Association has over the years provided Identification Cards to its members, without which their dealings with institutions like banks would have been nightmares. The employer of our members, the Ghana Education Service does not issue its employees, ID Cards. Teachers, generally, have no means to identify themselves to individuals and institutions which desire to authenticate their employment status. The GNAT ID Cards, therefore, come handy. A private company processes the cards, while an officer from Headquarters coordinates. The ID card team moves to the districts for the exercise, at the request of the particular district. The exercise has proven over the years to be a good source of membership recruitment and retention for the Association.

- **Cancer Foundation**

GNAT signed onto the Cancer Foundation in Accra in 2012. An initial monthly subscription of GH¢100,000.00 was made to the Foundation but since January, 2014, the monthly subscription had appreciated to GH¢150,000.00. Every GNAT member, his/her spouse and one child can receive free cancer treatment at the Sweden-Ghana Medical Centre (SGMC) located at Ashaley Botwe near Madina, Accra. Any member who reports at the SGMC is screened, directed to GNAT headquarters for membership authentication and treated at no cost to him/her. It must, however, be noted that the cost of

screening/diagnosis which is normally minimal, is borne by the member.

D. MEMBERSHIP EDUCATION

Membership Education primarily centres on the following:

1. A member and the Union
2. A member as an employee
3. Trade Union and the economy
4. Trade Union and gender issues
5. Trade Union and the state

The membership education has the responsibility of developing training manuals, organizing seminars and workshops for GNAT members on the above. Over the years, series of seminars and workshops have been organized, along these lines and ongoing.

E. YOUTH DESK

Each One – Mentor One towards Operation One Million Members by 2032 in Commemoration of GNAT's 100th Anniversary Celebration

The Ghana National Association of Teachers (GNAT), wants all its members, especially the young ones, to buy into its aspirations, programmes and activities. We believe in the enormous wisdom, exuberance and potential of the youthful Teachers, and wish to take advantage of them, as the Association keeps growing, to achieve its aims.

Towards this, the Youth Desk & Membership Education Department have developed a *New Entrants Handbook*, based on the Art of Hosting and Harvesting Conversations that Matter, to bring on board the experiences and concerns of members, and address them, as best we can.

We are also piloting the *ADOPT AND MENTOR ONE NEWLY-TRAINED TEACHER A YEAR*, to up our membership to 1, 048, 576, by the year 2032, when the Association would be a century years old. By this strategy, we want every Teacher at the Local,

District and Regional, and where necessary, Headquarters level, to adopt a young colleague annually, and mentor him/her, on the Association, and what it stands for, to attract, retain and promote more membership.

We are operating this strategy on the principles of *Iron Sharpens Iron and Touch One, Touch All*.

| AT END OF | # OF PERSONS TRAINED |
|----------------|----------------------|
| Year 0 (2012) | 1 |
| Year 1 (2013) | 2 |
| Year 2 (2014) | 4 |
| Year 3 (2015) | 8 |
| Year 4 (2016) | 16 |
| Year 5 (2017) | 32 |
| Year 6 (2018) | 64 |
| Year 7 (2019) | 128 |
| Year 8 (2020) | 256 |
| Year 9 (2021) | 512 |
| Year 10 (2022) | 1024 |
| Year 11 (2023) | 2048 |
| Year 12 (2024) | 4096 |
| Year 13 (2025) | 8192 |
| Year 14 (2026) | 16,384 |
| Year 15 (2027) | 32,768 |
| Year 16 (2028) | 65,536 |
| Year 17 (2029) | 131,072 |
| Year 18 (2030) | 262,144 |
| Year 19 (2031) | 524,288 |
| Year 20 (2032) | 1,048,576 |

We hope you would embrace it, for the benefit of us all!

F. GNAT-LAS AND GENDER PROGRAMMES IN GNAT

One organisational problem confronting Trade Unions, all over the world, is the low participation of members in the activities of their unions. Perhaps, the only activity that most of them participate in is strikes. The rate of participation of female members in union activities is even worse than that of men. To address this canker, GNAT in 1985 established the GNAT-LAS with a focus of arousing the interest of its female members in the activities of the union and also build their capacity for leadership roles beyond the traditional stereotyped role of becoming treasurers.

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

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

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

1. There is a provision in the GNAT Constitution (Article 16(5)(e)) to ensure that regional representation at the National Executive is not of the same gender.
2. The GNAT Constitution (Article 16(5)(f)) also provides that two special female delegates from each region are elected to the Quadrennial Delegates' Conference as delegates.
3. By convention, Women's Round Tables are organised at the district, regional

and national levels. During such conferences, the women deliberate on burning issues affecting them and elect their leaders. They also plan for the ensuing years and make resolutions which are submitted to the mainstream GNAT Quadrennial Delegates Conference for action (GNAT Gender Policy page 10 (m))

CONTENT OF THE GENDER COORDINATORS'S WORK

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

ACTIVITIES

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

2. Training and Sensitisation

- a. Leadership
- b. Capacity Building
- c. In-Service
- d. ICT
- e. Skill Training

3. Advocacy on

- a. +60Childcare
- b. Violence Against Teachers
- c. Critical issues concerning women at the district, regional and national levels and also with stakeholders
- d. EFA and HIV/AIDS issues

4. Research

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- a. Data Collection on GNAT-LAS Membership (on –going)
 - b. An Assessment of the Awareness of HIV/AIDS in the Education Sector and the Needs of teachers and Educational Workers Living with HIV/AIDS in Ghana (2007)
 - c. A Survey to Re-assess the Awareness of HIV Prevention Methods Among Teachers and Educational Workers in Ghana (2009)
 - d. Teacher Attrition in Ghana (2010)

5. Communication/Publicity/Publication

- a. Production and Printing of Supplementary Readers
- b. Publication of the Supreme News
- c. Production of brochures and Posters on Health, Gender, HIV and Social issues

6. Networking

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

- a. Teachers and Educational Workers Union (TEWU) Women's Wing
- b. Affiliated member of the West Africa Women in Education Network (WAWEN)
- c. Affiliated member of the Africa Women in Education Network (AWEN).

Other Women's Network

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

GNAT-LAS has the following to its credit

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

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- Given leadership to Africa Women in Education Network (National Coordinator of Gender Programmes, the General Secretary for AWEN- 2008 to 2012 and President of AWEN 2012 to date)
 - Developed Position papers on "Teacher Deployment and Retention in Pre-Tertiary Schools in Ghana, Multi-Grade Teacher in Schools and the Ghana School Feeding Programme
 - Developed a Gender Policy for the Union in 2004 which was revised in 2012
 - Workplace HIV and AIDS Policy for GNAT
 - A vibrant Network of Teachers Living with HIV/AIDS in 2007(First in the Education Sector in Ghana)
 - Establishment of a Counselling Centre for all members
 - Many GNAT-LAS leaders taking other executive positions at higher levels in Ghana and abroad
 - Strong advocacy on Violence Against Teachers
 - Developed Policy Recommendation for Achieving EFA in Ghana
 - Writing of Supplementary Readers for Basic Schools in Ghana

All these achievements notwithstanding, we are still marching on, to address the following:

- Occupational sex segregation
- Absence of women in negotiating teams
- Constitutional review to make provision for fuller participation of minority groups, particularly female teachers.
- Inadequate funding for women's programmes

Since the GNAT is poised to live up to its mission statement as an *equal opportunities* union and has recognized that, the strength of any union lies in the strength and unity of its members, it is doing all in its power to commit resources to women's total participation in union and societal activities in general

CHAPTER NINE

THE PUBLIC ADMINISTRATION

SYSTEM OF GHANA

Introduction

The public administration system could be defined as the system by which the public laws and policies of the country are translated into action (empirically) and implemented. It is often considered part of the executive arm of government, responsible for implementing public policies as given expression in the national laws, and regulations. Waldo and other writers believe that public administration must by definition, be committed and dedicated to the well-being of the citizenry, and therefore strive to be politically neutral. Modern definitions of Public Administration however, often focus on the values and related characteristics and features of systems and processes, through which public officers implement public policy, within the confines of the administrative machinery of state.

PUBLIC ADMINISTRATION SYSTEM IN GHANA

Ghana's Public Administration System involves a detailed and organized application of national laws to fulfill its public policy goals and objectives. It involves the conduct of governmental operations and affairs of the executive and administrative arms of government at the national, regional and local levels, through the public services of the nation.

The Public Services of Ghana trace their origins from the colonial period, when the predominant vision of government was the establishment of a service charged with the maintenance of law and order, while providing the necessary framework for the opening up, and exploitation of the Gold Coast. Since independence, however, the public services have, at various times played important roles by responding to the visions and efforts of successive governments, in the development of the country.

Chapter 14 of the 1992 Constitution of the Republic of Ghana defines the scope of the Public Administration System, to cover broadly, the three arms of government, the

Legislature, the Executive and the Judiciary. The Legislative organ is responsible for making the laws, the Executive organ implements them while the Judicial organ interprets them. Ghana's Public Administration system consists of identified public services with governing boards and councils, and employees who provide the necessary support for, and facilitate the making, implementation and interpretation of the laws.

THE STRUCTURE OF THE GHANA PUBLIC SERVICES

According to Article 190 of the 1992 Constitution, the Public Services of Ghana include the Civil Service, Judicial Service, Audit Service, Education Service, Prison Service, Parliamentary Service, Health Service, Statistical Service, National Fire Service, Customs, Exercise and Preventive Service, Internal Revenue, Police Service, Immigration Service and the Legal Service. They also include public corporations other than those set up for commercial ventures and any other public services as Parliament may, by law, prescribe. Additionally, Article 190 provides for the establishment of Governing Councils and membership of the Services.

The Civil Service is one of the most visible parts of the Ghanaian public administration system and made up of the Ministries, Departments and Agencies (MDAs). A major characteristic of the Civil Service is its direct day-to-day relationship with the Ministers and Government of the day. The Civil Service is guided by three principles; permanency, impartiality and anonymity. Following the British tradition since 1870, when patronage was replaced by merit, recruitment into the civil service has largely been based on trained intellect, where a poor or unknown young person could be employed, based upon passing an examination and / or a selection interview. This has made the civil service a permanent service and makes the civil servant sure of his post (Job Security) and his/her pension, unless he/she misbehaves and is sanctioned by reference to the General Orders (Civil Service Regulations).

One result of this security is that in the course of his work or career, the civil servant will serve different Governments. As Governments come and go, and the permanent civil servant serves them all, he/she is expected to suppress any personal feeling or political opinion of his/her own. He/she must implement his/her political boss'

policies and programmes with as much zeal and enthusiasm and keep his/her political views to him/herself and not allow them to influence his conduct. Herein lies the principle of impartiality.

Another principle guiding the civil service is anonymity. No matter how hard a civil servant works, the credit goes to his/her political boss just as the latter must take the blame for failure. This is because the policies underlying the actions of the civil servant were formulated by the political boss, and he/she cannot claim credit for them.

One way of safeguarding the permanent, impartial and anonymous public administration system from abuse by disloyal civil servants is to change the Chief Directors, with the inception of a new set of political bosses.

The State-owned Enterprise (SOE) is the sector of the public service which past governments used, to engage the public service in direct economic activities. Identified public institutions took on the characteristics of private business corporations, and unlike the Civil Service, were given considerable autonomy and flexibility to implement systems to successfully execute their programmes and activities.

The Public Administration System of Ghana requires that the Public Service helps to formulate and implement policies for national development, in tandem with the vision of the government of the day. The realization of the vision then becomes the shared responsibility of the government and the public service organisation concerned.

In recent times, some critical issues have arisen from the management of the public administration system. The challenges include the public-sector wages and salaries, which constitute a substantial percentage of the total public-sector expenditure, and continues to rise, though it is generally suggested that public-sector performance continues to decline. It is additionally noted that Ghana's public service has the largest number of employees in the formal sector and currently estimated to consume a substantial amount of national revenue.

To successfully contribute to the solution of the developmental challenges of the country, the public service administration must possess a minimum set of attributes, to sufficiently enhance the efficient and effective policy making and implementation of policies and programmes. These attributes are structural and organizational in nature and include sufficient flexibility to cope with the complex problems facing the country. The public service system must be capable of coordinating the various services, and programmes and effect collaboration, with critical private-sector bodies. It must allow for the full exploitation of the human talents and competencies of the country, in an environment of accountability, transparency and probity, while ensuring sustainable, dynamic relationships with the citizenry.

Today's public administration system must have staff with relevant skills, capacities, competencies and in-depth knowledge, experience and technical knowhow, to attain national development. Unfortunately, there is a general perception that there is shortage of skills and competencies in several areas of the Service, partly due to the lack of systematic and continuous training of public officers.

Unfortunately, training has become a casualty of budget cuts in recent years, and this has resulted in several officers not having the much needed training for effective management of the public administrative system. It is also important that recruitment into the public services adheres to laid down merit principles, even as the conditions of service are kept sufficiently attractive to ensure the sustainable recruitment and retention of staff.

With human resource, the critical attributes include dedication of public officers to duty, with the right mental attitude and orientation at the work place, a good work ethic which nurtures concern for quality of work, timely and effective service delivery and economic use of national resources. These attitudes must be inculcated into the psyche of all public officers.

Another critical attribute required for effective performance is effective leadership. The Public Services need visionary and transformational leaders, capable of positioning it strategically, for accelerated development. Additionally, the public

administration system must have officers who are honest, who would not use their official positions for personal gain, through misuse of public resources, or obtaining benefits from members of the public, in exchange of favours.

Finally, the Public Services must be resourced sufficiently, if it is to be a competitive player in a 21st century globalized economy. Unfortunately, the minimum basic standard infrastructure and equipment have been lacking sometimes, rendering the public administration system incapable of delivering expected outputs and services for the political system and its beneficiaries.

CHAPTER TEN INTERNATIONAL RELATIONS

Introduction

This section discusses the Organization's belongingness to, and affiliation with other international bodies and Associations. A cursory look is taken at the nature of the relationship with the bodies, and the benefits derived from them.

We have undertaken this exercise - to provide the elected officers – from the Basic Unit to National level, with hands-on information, to guide them in their operational activities.

- To arm full time staff with facts they require, in the discharge of their duties.
- To enable the members to appreciate the Association's external relations.

Why relationship with other bodies?

We should note that:

- The Ghana National Association of Teachers, GNAT, is an organisation formed, and operates, in accordance with the laws of Ghana.
- It is indeed registered as a Trade Union, in accordance with the Labour Act, 2003(Act 651). As a Corporate body therefore, it cannot exist in isolation.

It relates with others, consequently:

- To place its services at their disposal
- To participate in internal and external affairs
- To strengthen Trade Union Solidarity
- To team up with such groups, and use lobbying to press home their cause, aims and objectives, collectively.
- Make itself visible on the world labour scene.

Nature of relationship

- The relationship could be working - i.e. coming together, to strive for a cause, take stands, and decisions on policies, issues, etc.
- It could be affiliation - i.e. close or official/recognised connection with the other body or group.
- It could be cooperation - i.e. working with, or helping the other, for a particular purpose.

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- It could be bilateral – i.e. a relationship between two equal bodies.
- On the home front, the Ghana National Association of Teachers (GNAT), is not affiliated with any of the two Trade Centers – i.e. The Trades Union Congress, TUC, and the Ghana Federation of Labour (GFL).

It however has working relations, and cooperates with them, on such issues as incomes, social security, fair labour practices, and other matters of relevance and interest to the citizenry. The three bodies cooperate, and demonstrate the strength of labour solidarity, with the observance of May Day, i.e. Workers Day.

International Teacher Union Centres

- 1. The World Confederation of Organization of the Teaching Profession – WCOTP:** It emerged out of the coming together of the International Committee of the Federation of Teachers in Public Secondary Schools (FIPESO), and the International Federation of Teachers Associations (IFTA).
- 2. The International Federation of Free Teachers Unions (IFFTU):** Came into being, at the instance of the International Confederation of Free Trade Unions – (ICFTU), which rejected Communism and Communist – led trade unions. The IFFTU was conservative and anti-communist.
- 3. The World Confederation of Teachers (WCT):** Emerged out of the split in the International Federation of Employees in Public Services – INPEDOP which was part of the Christian Trade Union family, in 1963. It coordinates the trade union action of its members in all fields of education, and in-service - training of Teachers. It leans towards the Christian Democrats, ideologically.
- 4. The World Federation of Teachers Unions (WFTU/FISE):** It is known popularly by its French initials – FISE – Federation Internationale Syndicale de L'Enseignement. It affiliated with the World Federation of Trade Unions (WFTU), and had consultative status with UNESCO and the UN Economic and Social Council (ECOSOC). The FISE works with non-Communist Teacher groups, through the Joint Committee of International Teachers Federations, or Comited' Entente and published the Journal, *Teachers Charter*, in the mid – 1950s. Until 1993, the Ghana National Association of Teachers, GNAT, was a member of both the World Confederation of Organizations of the Teaching Profession (WCOTP) and the International Federation of Free Teachers Unions (IFFTU).

5. Education International (EI)

On 26th January 1993, the World Confederation of Organizations of the Teaching Profession (WCOTP) and the International Federation of Free Teachers Unions merged to form the Education International (EI).

Indeed the Ghana National Association of Teachers was in the team which negotiated the merger, through its former General Secretary, Thomas Ango Bediako. Thus, the Association became a founding member of EI. Since its formation, the EI has been provided some of its leaders and staff, by GNAT – i.e.

- Thomas Ango Bediako, as the Coordinator of the Africa Region (1993-2004).
- Georgina Baiden (Mrs.) as one of its Vice President (1995-)
- Irene Duncan-Adanusa (Mrs.) its President, Africa Region (EIRAF) (2000-2007), and indeed, one of its five Vice Presidents (2007 to date)
- Dr. Nana Henne Ababio, was seconded to the WCOTP, and worked with Education International, till his retirement.
- Ms. Rita Quacoo was Secretary at the EI Africa Regional Office and still at post.

International Trade Union Centres

At the international level, there are three main Trade Union Centres. They are:

1. **World Federation of Trade Unions (WFTU):** Basically WFTU believes in communism with its whole existence dedicated to combating all forms of exploitation to improve the living conditions of workers.
2. **International Confederation of Free Trade Unions (ICFTU):** Came into being, following a split within the World Federation of Trade Unions (WFTU). They believed in liberal democracy and capitalism. The ICFTU got dissolved in 2006, following its merger with the World Confederation of Labour (WCL), to form the International Trade Union Confederation (ITUC). Following the collapse of communism, many of the Trade Unions from the former Soviet bloc countries joined the ITUC. The ITUC stands for defending workers' rights, abolition of child and forced labour, and elimination of discrimination in the workplace.

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- 3. The World Confederation of Labour (WCL):** Founded in 1920 at the Hague as an alternative to secular Trade Unions, the World Confederation of Labour (WCL) was originally called the International Federation of Christian Trade Unions and associated with the Christian Democratic parties of Europe. Its orientation was Christian, and indeed catered for Roman Catholic Constituencies, originally. It stood for workers' rights, values of human dignity, democracy and international solidarity. As stated earlier on, in 2006, it merged with the International Confederation of Free Trade Unions (ICFTU), to form the International Trade Union Confederation (ITUC).

GNAT's Global Collaborations

It is important to note that, the GNAT also advocated the formation of the defunct All Africa Teachers Organization (AATO), to serve as the common platform for all African-Teacher Organizations. The GNAT provided an office space to serve as AATO headquarters in Accra. On the African scene, the GNAT has bilateral relations with the Teachers Organisations of Sierra Leone, Liberia, Nigeria, The Gambia, Togo, Mali, The Ivory Coast, Zimbabwe, Kenya, Uganda and South Africa.

In Europe, it has developmental cooperation and assistance from the Teacher Organisations of:

- Sweden: The Study Circle Programme and the furniture project were its initiative
- Denmark: The National Association of Early Childhood Teachers and Youth Educators (BUPL)
- Finland: Provision of logistics and materials
- Norway: Leadership and Women's Programmes
- The National Union of Teachers, Britain
- The Danish Federation of Teachers (DFL) sponsored school representative workshops for second cycle school representatives in the 1990s.

GNAT-TED-DFID

- The Women-in-Science programme developed by the Teacher Education Division (TED), and the British Department for International Development (DFID) has been adopted by GNAT and on-going.

In North America, the Association has healthy relations with:

- The Canadian Teachers Federation. Indeed it is the CTF which introduced the Credit Union Concept to GNAT/Teachers. *The Nkabom* Social Development in Education Project was also introduced in the early 2000s, to address the concerns of selected deprived schools.
- The CTF continues to run courses for New Entrants of GNAT. Until 2011 they co-sponsored the project overseas in-service workshops for GNAT members in selected subjects.
- There have also been cultural exchanges between the CTF and GNAT.

THE STATE OF ISRAEL

The State of Israel cannot also be left out. It has been providing leadership courses for staff through its Mashav, and the Histradut. Many staff members benefited from these and its Credit Union Courses. Of late Israel has been sponsoring some GNAT members and Staff in Early Childhood Education.

GNAT and Other Trade Unions in Ghana

GNAT also collaborates with such other Workers Organizations as the Ghana Federation Labour (GFL), Judicial Service Staff Association of Ghana (JUSAG), the Trade Union Conference (TUC), to lobby the International Labour Organisation (ILO), to get the World Bank and the International Monetary Fund(IMF), to consider their concerns on funding of education, and private participation in education and issues of concern to the working people.

Benefits of relationships

As stated elsewhere in this write up, the Association has benefited immensely from its relationship with various bodies, home and abroad.

- GNAT is recognised worldwide.
- It has contributed to the strengthening of Trade Union Solidarity, all over.

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- It has benefited from donations from sister bodies, internally and externally, and assisted some of them, especially in Africa.
 - Its staff (Tom and Irene) have offered the Education International, leadership and distinguished themselves in the arena of Trade Unionism, worldwide.
 - The GNAT's relative economic independence could, to some extent, be attributed to the assistance it continues to receive from its partners and collaborators.

Challenges

- The Association is limited by its use of only English in communication. Attempts should therefore be made to have staff, literate in such languages as French, Portuguese and Spanish and to some extent, Russian and Chinese.

The way forward

- The Association should continue to assert its leadership role in Teacher Trade Unionism in Africa as well as extend assistance to the less-developed Teacher Unions on the continent.



ELECTED OFFICERS HANDBOOK

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