

# CHAPTER SEVEN: MANAGING THE EDUCATION SYSTEM

## 7.1 Organizational Structure

The Ministry of Education, (MOE) like other state organizations of that type, derives its status and functions from Civil Service Law, PNDCL 327 of 1993 and in accordance with the terms of section 11(3) of that law, it is the highest organization in the Education Sector. Its main functions are to

- “Initiate and formulate policies taking into account the needs and aspirations of the people;
- Undertake development planning in consultation with the National Development Planning Commission and
- Coordinate, monitor and evaluate the efficiency and effectiveness of the performance of the sector”.

Section 12(1) of that law prescribes the main format of the organizational structure of the ministry.

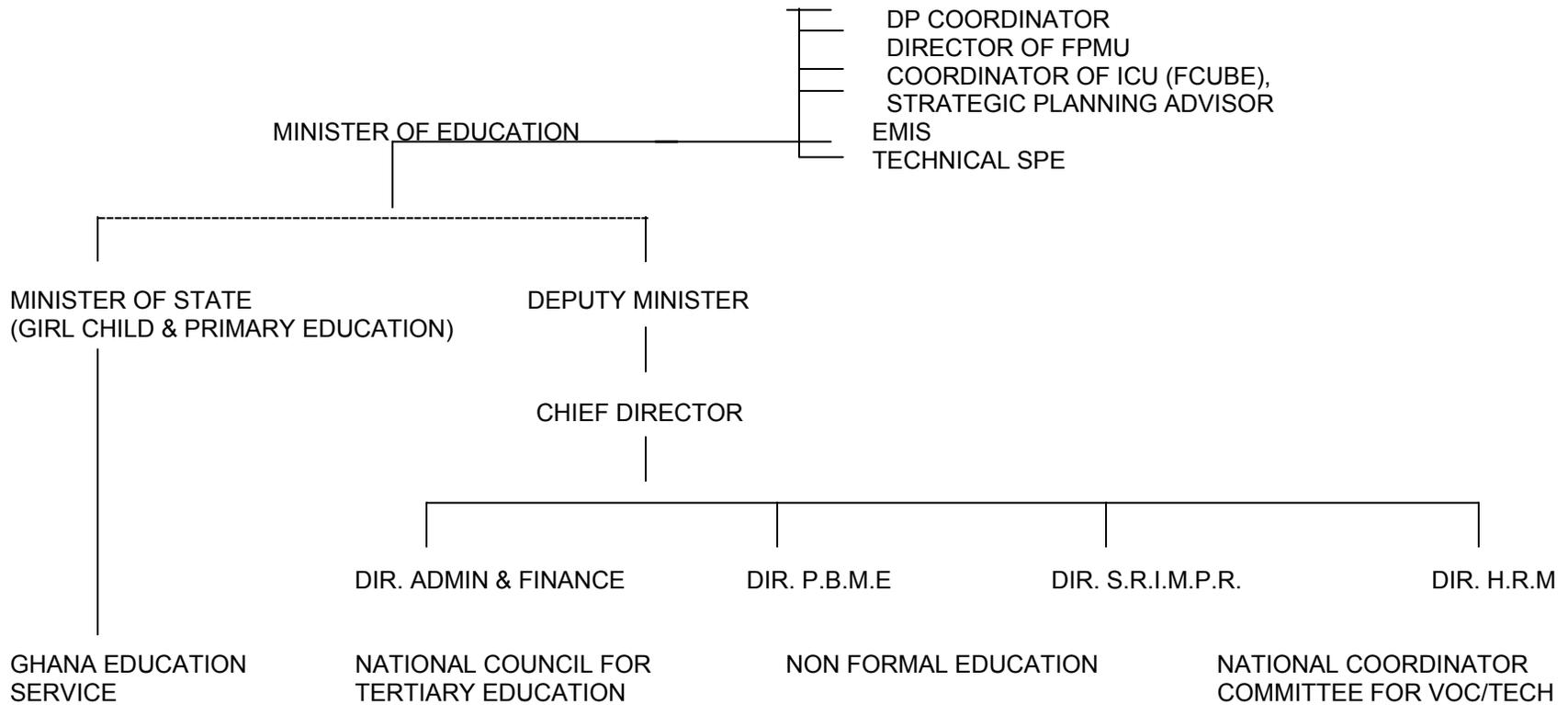
These divisions are required by law to provide administrative support for the political head of the ministry and coordinate and monitor programmes of the ministry.

The ministry has a total of nineteen organizations operating under its sectoral umbrella.

Even though parts of the organizational structure of the Ministry comply fully with the Civil Service Law, for instance, the part that covers the Chief Director and the four-line directorates under him, the total structure as it is currently portrayed, is not in conformity with the Civil Service Law.

An attempt to portray the functional structure of the political leadership in MOE within the organizational structure has resulted in producing a complex situation where the Minister of State does not seem to have any link with the management team headed by the Chief Director. She is portrayed as dealing directly with an implementing agency, Ghana Education Service (GES), which operates under the control of a Council. The operation of such a system could result in some rather tricky situations.

## Organizational Structure of Ministry of Education



(Plus a number of other subvented organisations)

**FPMU:** Funds and Procurement Management Unit/ICU: Implementation Coordinating Unit (**FCUBE**) **EMIS:** Educational Management Information System

**P.B.M.E.:** Planning, Budgeting, Monitoring and Evaluation/**S.R.I.M.P.R.:** Statistics, Research, Information Management and Public Relations/**H.R.M.:** Human Resource Management

It is also noted that the heads of as many as six agencies/units, who are mainly consultants, deal directly with the Minister of Education.

These are the:

- I. Coordinator of Development Partners (CDP)
- II. Director of Funds and Procurement Management Unit (FPMU)
- III. Coordinator of Implementation Coordination Unit (FCUBE) (ICU)
- IV. Strategic Adviser
- V. Education Management Information System (EMIS)
- VI. Technical Advisor

The first and second agencies relate to interventions by Development Partners. One relates to the coordination and the other to the efficient use of Development Partners and Government funds for procurement. These two agencies should be merged as they belong to the same basket. They deal with long-term issues and MOE needs to develop capacity to handle them. Consequently, a better strategy is to strengthen the General Administration and Finance Division to undertake the function being performed now by the two units rather than setting up a unit outside the system to be operated by consultants.

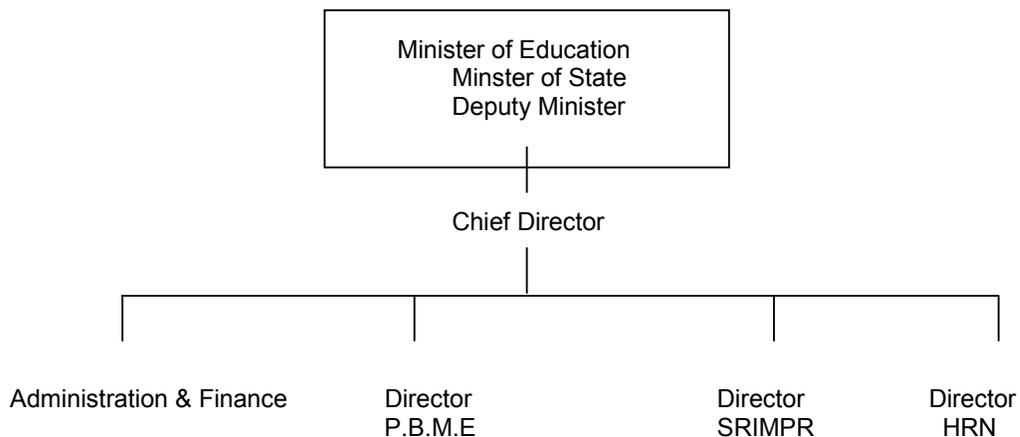
Since the main agency that has direct responsibility to ensure the implementation of the FCUBE is the GES, the Coordinator should deal with the Director-General of the GES, not the Minister.

Strategies and technical issues are proposed or examined initially by civil servants and presented for ministerial approval. Consequently whatever assistance is required as inputs, should be given at the managerial/ civil service level to ensure that proposals sent up to the political level would have been examined thoroughly. It is, therefore, suggested that the strategic and technical advisers be attached to the Director, PBME or if absolutely necessary, to the Chief Director. The home of the EMIS is definitely the SRIMPR Division, as data needs to be analysed and put into its proper context before it reaches the Minister.

If the Minister, for any reason, needs to have a discussion on any of the subjects handled in the sector, it is within his /her right to summon any officer or consultant and ask for an explanation or his/her view on it.

In the light of the foregoing, a suggested organogram is as follows:-

### Proposed Organogram of MOE



GES, NCTE, NFED and NACVET plus other subvented organisations.

## 7.2. MOE's Relations with its Agencies – A Case Study of GES

The relationship between MOE and GES is such that it is difficult for outsiders to distinguish between the two. Indeed some describe the relationship as symbiotic and this view is strongly supported by the fact that because of inadequacy of staff, MOE uses some seconded GES staff for a substantial part of its work. Yet the GES should normally work directly to the Ministry, it should deal with the Minister through the GES council. So should almost all the subvented agencies.

As the criteria for recruitment and promotion in the GES are different from those in the civil service, the competence of the seconded staff cannot be guaranteed particularly so as no special in-service training was given to them before they took on their new assignments.

Even more disturbing is the fact that the ministry is required to monitor and evaluate the work of the GES since it is an executing agency under it and yet the Ministry has no mechanism for doing that. It cannot therefore fulfil its managerial role effectively because of its rather limited management capacity. To remove this disability the MOE should:

- bring pressure to bear on the Office of Head of the Civil Service (OHCS) to provide it with trained and competent staff
- appoint a Government Chief Inspector who should carry out the inspection duties using outsiders e.g. staff of universities.

### **7.3 Ghana Education Service**

The Ghana Education Service (GES) exists to implement the policies of the MOE at the pre-tertiary level. To carry out its responsibilities, it operates at the national, regional and district levels. At the national level, there is the Director-General (D-G) with two deputies. One is responsible for academic matters and the other for matters related to management.

Through its decentralized structures, at the Regional and District levels, the GES manages first and second cycle institutions throughout the country. In this connection, the GES decentralized structures are synchronized with the political and administrative divisions of the country. Thus there are ten (10) Regional and one hundred and ten (110) District Directors of Education (DDEs). The major roles of the Regional Directors are coordination and oversight of the District Directorates (DDs). It is to the DDs, in conformity with the Local Government Act 462 of 1994 and the 1987 Education Reform Programme of the MOE, that the locus of responsibility and managerial functions was shifted to make them strong enough to manage the districts as effectively as possible.

Consequently, the heads of these district directorates of education were upgraded from the rank of Assistant Director to that of Director and the minimum qualification for the post was pegged at degree level.

### **7.4 Optimising Impact of Decentralization**

DDEs have been given responsibilities for the management of schools, of GES personnel, budgeting and financial control of schools, as well as collection and analysis of statistical data among others. Decision-making authority has been granted to them in respect of promotions and transfers of GES personnel at certain grade levels. These are adequate but authority given to them in respect of disciplinary control and in financial matters relating to GOG funds is rather restrictive. DDEs can only place embargoes on salaries of errant teachers but this sanction is ineffective because the banks do not cooperate. Serious sanctions can only be imposed by the DG and many Directors cannot remember the last time a certificated teacher was dismissed giving credence to the view that there are no sanctions in the GES.

Though one of the major resources promised to DDEs to help them manage districts effectively was the strong support of a full complement of four (4) Assistant Directors (ADEs) among others, that promise has not been fulfilled particularly in the case of rural or semi-urban districts. An analysis of the partial results of a GES survey, which is yet to be completed, indicates that while Regional Offices generally have many more graduate ADEs than their approved establishment, some rural districts have none or have only one or two each. The shift in the locus of managerial functions is thus not reflected in the quantity and quality of staff posted to the district level. This reconfirms the findings in the report on "Quality Assurance and School Level Management" (July 1995). Some of the DDEs and ADEs lack management training. Capacity to perform managerial roles is very limited. Circuit Supervisors are inadequate in number and in some cases Headteachers are overloaded or untrained in supervision and are incompetent.

It is no wonder then that there is not much utilization of institutional learning. There is a surfeit of officers with the requisite training in the application of the various indicators one could use. A DDE ably supported by an ADE who has relevant skills to properly analyse data collected from the district level, would be able to take timely corrective actions based on trends that become manifest. That would lead to a more efficient use of resources and inputs that impact directly on the quality of education.

Decentralized structures in the sector are having communication problems but good communication is an essential element in successful organisations. Meetings between the centre and the periphery are irregular, despatching of letters is tied to the incidence of staff travels; radio communication - the motorolla facilities hailed as efficient are grinding to a halt because the equipment is not being maintained regularly, telephones and faxes are expensive and have transmission problems.

It is recommended that the initial start made with the introduction of computer facilities to regional and district office under the EMIS programme be concluded by the installation of email facilities and staff trained and encouraged to use it. Proper records should be kept where letters are distributed by travelling staff. Motorola facilities need to be regularly maintained.

There should be at least quarterly meetings between the DG and RDEs possibly with Divisional Directors in attendance. Similar meetings with similar frequencies between RDEs and DDEs as well as between DDEs and their four –line ADEs must be organized. An annual review (of MOE/GES) meeting, participation in which would be sought from NGOs, SMCs, PTAs and other interested parties, is also recommended.

It is further recommended that the responsibilities and authority of DDEs should be reviewed particularly in relation to appointments, postings of newly trained teachers and utilization of resources. Every effort should be made to ensure that the decentralization programme works. Competent staff should be moved from headquarters and regional offices to the district offices to ensure that the educational institutions are managed efficiently and effectively. It is recommended that District Education offices should each have a full complement of ADEs and, as far as possible these should be degree holders. Staff development programmes especially for district staff and particularly for those in management positions should be drawn up and strictly implemented.

### ***Financial Administration***

For budgetary purposes, Ministry of Finance (MOF) allocates a ceiling to MOE. From there progressively ceilings are made to sub structures down to districts which then take decisions as to what to allocate to various items. What is really frustrating to them is that almost invariably the figure in the approved budget is less than the figure on which the ministries, Departments and Agencies (MDAs) prepared their budgets. Consequently, after deducting salaries of staff, room for manoeuvre becomes very limited. Even more disturbing is the timing of the releases of these funds that have been approved by Parliament. In some cases some funds are released in the last quarter of the year; in others, they are not released at all. One of the problems that

seriously frustrated the implementation of the FCUBE was the non-release of GOG funds.

For disbursement purposes Financial Encumbrances (FEs) are given to spending agencies e.g. districts and they are supposed to spend the money themselves. The reality however, is that the Controller and Accountant General's office controls payment of all salaries and does not allow departments and agencies, like GES which have IPPD systems to run payroll. That, many officials believe, has been the cause of the incidence of ghost names. In addition GES headquarters, for instance, controls the purchase of "establishment" supplies such as chalk, registers, teachers' notebooks etc.

There is very little opportunity therefore for DDEs to demonstrate whether or not they have what it takes for effective management of financial resources as they are highly circumscribed by rules, impeded by inadequacy of resources provided and the late release of those resources for use.

Interestingly enough, DFID's support funds are given directly and districts that are assessed to be capable of handling funds effectively, "Ready Districts" are allowed to handle the funds without interference. Those that do not measure up attract the involvement of the RDE. Officers of such districts are receiving in-service training to upgrade their capacities.

## **7.5 EDUCATIONAL UNITS (EUs)**

Religious Bodies have been and continue to be interested in the delivery of education in this country. Their earlier interest in basic, secondary and teacher education has now been expanded to include technical, vocational and even tertiary institutions and they continue to maintain "educational units" in the administrative structure of their organisations. They have also diversified their contributions to education delivery by the provision of infrastructure, boreholes, library books and lunch.

With the Government take-over in 1951 of the educational institutions established by Religious Bodies, there has been dualism in the management of those schools with the resultant human resource management and financial problems. Management efficiency suffers as a result. The major bones of contention between GES and EUs have been that normally Regional Managers take and carry out their decisions without consultation with DDEs thus upsetting balances and records maintained at the district offices.

While accepting that duplication and overlaps exist in the operations of Education Units, a brainstorming workshop on consensus building organized in 1997 agreed that the old partnership in the running and management of schools should be maintained but that there should be consultation in the future. As a result of better consultation among the operators the earlier misunderstandings seem to be petering off. The issue of the existence of dualism in the management of the schools and thus of inefficiency, however, still persist.

It is known that the GES needs supervisory staff at the levels of District Director, Assistant Director and Circuit Supervisor. It is, therefore, suggested that an exercise

be conducted to absorb the General Managers and other supervisory staff in the EUs into the appropriate levels of the GES that their qualifications would fit them and thereby eliminate this dualism and the double expenditure and inefficiency it generates.

## **7.6 Private Schools**

Relationship between the administrative structures of the education sector of the government and the private sector in the delivery of education revolves essentially around regulatory issues. The private sector is required to conform to the education sector's directives. For the opening of schools, for instance, the private sub-sector needs to seek the approval of the Regional Director of Education. Evidence available indicates that once registration is granted, the Proprietors of private schools make supervision difficult and information received from most of the schools tend to be unreliable. The relationship with the education sector is, therefore, not as cordial as it could be. What is generally known is that the quality in private schools, at least for examination purposes, is far higher than in public schools and that sizeable numbers of GES senior staff members have their children in private schools.

It is also known that most of the children in private schools come from middle class homes where the environment is conducive to learning. This, rather regrettably, cannot be denied and that implies that unless drastic steps are taken to improve public basic schools that class divide will continue to be a permanent feature of Ghanaian society.

It is common knowledge that the management of these schools, especially, the supervision of teachers is done very competently and that indiscipline and laziness are not tolerated at all. Teachers are therefore regular, punctual and spend quality time with pupils. That must really be the key to the better performance of these pupils since most of the teachers in the private schools are not trained professional teachers.

Promotion of pupils from one grade to another is more strictly related to the academic performances of the pupils unlike public schools in which it is usually wholesale including children who are not yet ready to move upwards

Another factor may be the better salaries and better conditions of service that teachers in private schools enjoy. These provide the needed incentives to perform well. An additional factor is the adequate supply of learning materials and books to the pupils of these schools. The children, therefore, have something to read at home.

### ***Development Partner Interventions***

Development Partner Intervention began with World Bank support for improving the quality of education. World Bank support has been sustained up to the present and has been expanded to cover provision of infrastructure for schools and staff as well as staff development. Friendly governments notably, Britain (ODA now DFID), USA (USAID), Canada (CIDA) and more recently, Japan (JICA), European Union (EU),

Federal Republic of Germany (KFW & GTZ), Norway among others, have joined the collective effort of reforming the sector. The UN agencies (UNICEF, UNDP, WFP), OPEC Fund and a number of NGOs (international and local) have also joined the crusade of lifting the sector up by making various important contributions from provision of infrastructure to capacity building, to elements for assuring quality education to school feeding etc.

On capacity building in the area of Human Resource Development, many Development Partners such as the World Bank, DFID, USAID, JICA, etc. have not only provided funds for training, but have also fielded experts from their countries who have worked with local staff of MOE/GES to study, evaluate and propose remedies to improve the human resource base of the sector.

The main objective of all Development Partners is to work in concert to support Government in providing quality education at various levels of the education system for national development. In this regard, some Development Partners provide funding support for infrastructural development aimed at augmenting the stock of buildings available in the sector, or assist in the repair and re-habilitation of school infrastructure. KFW/GTZ are into physical restructuring and equipment for Teacher Education. A large number of Teacher Training Colleges benefited from the infrastructural repair and rehabilitation sponsored by KFW/GTZ.

The European Union micro projects is central in the provision and rehabilitation of school infrastructure mainly at the basic education level. Other Development Partners such as the World Bank have also provided funds for the construction of classroom, housing for Headteachers and Teachers of Basic Schools as well as initial infrastructure for newly established second cycle schools. But for these buildings (2 staff bungalows, a science laboratory, a technical workshop, library and administrative facilities for school many of the 154 new community senior secondary schools would not have continued to exist even in their present relatively poor state.

The USAID, for instance, is largely interested in the development of the various quality aspects of primary school level, while DFID is anchored in Teacher Education. In these two areas, these prominent partners have provided considerable funding and technical support for the sector with regard to quality assurance through projects such as the Primary Education Programme (PREP) and the Whole School Development (WSD). The DFID (then ODA) provided science equipment and workshop tools for all the five thousand two hundred and sixty (5260) Junior Secondary schools across the country when the Junior Secondary School Programme began in 1987.

In the area of curriculum and book development, a number of Development Partners have assisted in the effort to improve the system with regard to making available teaching and learning materials and curriculum improvement. Funds have been made available to strengthen local printing houses such as the Ghana Publishing Corporation in order that the local capacity to deliver the book input of the sector on time could be enhanced. The CRDD of GES has benefited from training both formal and in-service. Development Partners have provided support to lead writing panels for the development of textbooks used at the basic and secondary levels under the Education Reform Programme and BESIP. The World Bank, DFID,

USAID etc are strong partners in this area. A glaring defect in this area, however, is the lack of Ghanaian language textbooks at almost all the levels of education.

The area of Water and Sanitation in the sector has also benefited from funds from Development Partners. A component the Community School Development Project provided water for community schools as well as KVIP and other sanitation facilities, including separate washrooms for the sexes and teachers. Development Partners have also assisted in providing funds and materials for the school Health Project, the School Library Project, institutional Feeding Programme and the HIV/AIDS Programme in schools.

Various institutions of MOE/GES have also benefited from the support provided by Development Partners in capacity building for the institutions/Units of MOE/GES to enhance their operational efficiency. Staff training and development programmes have been implemented to train planners and administrators of MOE and at all GES levels. Circuit Supervisors, Heads of Schools and classroom Teachers have also benefited from many types of training mounted with the support of World Bank, DFID, USAID etc.

The role played by Development Partners in the development of education has brought about the institution of critical innovation such as the CRT and the introduction of the means for the measurement of various aspects of performance in and outside the classroom. It has also improved general evaluation, data gathering and analysis as well as information dissemination and community participation.

Although the system is still fraught with inefficiencies, it is no doubt better managed now than it was in the 1970s. The activities of Development Partners provide the platform to share ideas on what works on the international plane and for the adoption of relevant interventions in the sector.

The support of the Development Partners has increased by leaps and bounds since the Education Reform Programme began in 1987. Donor inflows into the sector by the close of the last century stood at US\$500,000,000.00 (five hundred million United States Dollars) making it possible for the planning and designing of strategic interventions to move the sector forward.

It is abundantly clear that without the intervention of the Development Partners Ghana's education system would have collapsed. The country must forever be grateful to the DPs. It is however, noticed that some DPs come in with their own special agenda and tend to foist pet projects on the education sector. At times there are two or three different projects running parallel and officers like the Circuit Supervisors who are usually required to be involved in their implementation tend to move from one training programme to the other without having time to do their normal work or even put into practice what they have learnt from one or the other programme. The MOE and GES tend to allow this to go on because they have themselves not developed any position as to what they want.

Secondly, a major part of the funds being received from DPs to prop up the education reform is in the form of loans and not grants and that is rather disturbing. MOE and GES should have their own stand and any new project or innovation should be

assessed on how much it contributes to the achievement of that. This implies that new projects or proposals should be examined very carefully. The earlier language policy had problems because there are still no text books in the local languages and the CRDD and local writers should be encouraged to rectify the situation.

### ***Non-Governmental Organizations & Charitable Bodies***

A horde of NGOs and charitable bodies are making very useful and important contributions to the delivery of education in Ghana in various ways. They include donation of infrastructural facilities for schools and staff, vehicles, equipment, teaching & learning materials, uniforms and even cash. Some also organize programs for teachers, stakeholders at the community level and shepherd boys. Notable among these NGOs and charitable organisations are Catholic Relief Services, ADRA, Christian Children Fund of Canada, Action Aid, DANIDA, GAMFED, Friends of Nation Foundation, World Vision, Rotary Club, Tumakavi, etc.

There is the need to make a classification of NGOs and charitable bodies according to their areas of interest. District Education Offices in concert with District Assemblies could then identify interested NGOs and charitable bodies so that they could collaboratively develop strategies to combat identified factors that may be militating against the efficient delivery of education in their local areas.

There is also the need to build a network of NGOs and charitable bodies by geographical area of operation and by issues to enable them share experiences and expertise and also work in unison for increased support for education.

By classifying NGOs and charitable bodies and having them interface harmoniously with District Assemblies and communities, they can jointly design, implement, monitor and evaluate projects.

## **7.7 Challenges/Institutional Strengthening**

### ***Long Term Consultants***

A visit to MOE and GES normally reveals the presence of a number of consultants being used on long-term basis. Some of these appear on the organogram, others do not. The justification for the presence of these long-term consultants is the weak institutional base of the Ministry and GES.

Development Partners, in their anxiety to ensure that the funds they are putting into education yield fruits, insist on getting consultants appointed to implement projects or aspects of the education reform in which they are interested.

The positive aspect of this practice is that the work gets done effectively and the Development Partner can give a good account to taxpayers at home that their money has been spent well. The negative aspect, however, is that in some cases it does not contribute much to institution strengthening. If the consultant attends all conferences on the subject area without a counterpart (as is happening in some cases) then at the end of the consultancy the consultant would have developed himself/herself further with the funds earmarked for Ghana. And yet the particular Development Partner

would always calculate the money spent on that consultant as money given to Ghana.

Secondly, the appointment of long-term consultants seriously affects the monetary contributions being made by Development Partners to improve the education sector. It may be recalled that during his last interview on GBC/TV with Kwaku Sakyi Addo, Peter Harold, the outgoing World Bank Representative, said something to the effect that large sums of money Development Partners have sunk into education reform have been absorbed by administration.

The appointment of long-term consultants has also had the effect of creating a negative attitude in the Ministry and GES, an attitude that has been described as one of 'disengagement' meaning "if they are saying that we cannot do it; let us leave it to them to do it". Thus, the practice has created apathy among officials and they are not bothered to know what is going on. Thus at the end of the consultant's contract, it is not likely that there would be any follow up.

It is, therefore suggested that instead of using long-term consultants the institutions of the sector have better chances of being strengthened if short-term consultants are appointed and if they are given competent members of staff as counterparts. Such counterparts should undertake some short-term training programmes during the period of the consultancy and should accompany the consultant when attending conferences and workshops. Quite apart from such a strategy conserving funds, it would also result in creating a pool of well-groomed local staff to take over from the experts to ensure that succession planning takes place.

### ***Study Leave Policy***

Staff development is a generally accepted administrative policy of any well-run organization. GES has for years been granting study leave with pay without reviewing the policy. One of the major reasons for staff development, that of strengthening the capacity of the organization, appears not to have entered into the equation. The controlling factors for the award were that the individual should be qualified and should have gained admission to an institution of his/her choice. The subject that he/she was going to study did not matter and the number to be granted leave with pay was limitless. Thus despite the fact that the output of teachers from Teacher Training Colleges is about 6,500 a year, in the year 2000/2001 as many as 10,000 teachers were granted study leave with pay. The financial and opportunity costs were enormous and in some cases the courses they pursued were of no use to the GES and some of the staff did not even bother to return to the system.

This year, at the request of the GES Council, the liberal policy has been reviewed and a quota system has been introduced and is being implemented. The GES Council needs to be congratulated because this new policy has reduced the number to be granted study leave to 5,000 with specified allocations to subject areas based on the needs of GES. The new quota system seeks to limit the number of personnel to be granted study leave each year by the GES. Rationality has been brought into the system. Social Studies, however, appears under Group II (i) and again under Group III (iv). This must have been a slip, which needs to be corrected.

A good start has been made but there is a need to go further. Given the shortage of teachers, methods for enabling staff to develop themselves should as far as possible not take them out of the classroom for long periods. Consequently, greater emphasis should in future, be placed on encouraging teachers to use distance learning and sandwich programmes to develop themselves, so that in cases where certain individuals have to get into universities their stay would not be longer than two years. In this respect, it is further suggested that the capacity of UCC for absorbing larger numbers of teachers by distance learning and sandwich programme routes be expanded and UCEW actively supported to put in place the relevant modalities to introduce, at least on a medium scale the above facilities to support those at UCC to ensure that the need for staff development of teachers is adequately taken care of. Such teachers who spend two years at the universities should be bonded.

## **7.8 Personnel Management**

Only some major aspects of personnel management, which are of importance to this review, will be discussed in this section. At the basic education level, recruitment of trained teachers begins with the admission of students to the teacher training colleges since the successful completion of the courses offered at those colleges guarantees appointments for graduates. Vacancies in the intermediate grades are filled by promotion. Non-teaching staff and untrained teachers are recruited through advertisements, interviews etc.

When appointments by recruitment or promotion are discussed, the issue of vacancy management comes up. In the lower grades of the education service, the staff establishments are clearly specified and consequently, the numbers of vacancies are known and appropriate steps are taken to fill those vacancies. At higher levels in the GES i.e. Assistant Superintendent to Assistant Director positions, however, there are no clearly defined staff establishments.

Consequently, any certificated teacher who has spent at least three years in one grade becomes eligible, by the provisions of the scheme of service, for promotion to the next higher grade and almost invariably gets promoted. Specific staff establishments emerge again at the Director level and upwards. Some element of strict selection is introduced here as eligible candidates attend selection interviews.

Apart from GES staff who are performing teaching functions, most of the staff working in offices have no job descriptions spelling out their responsibilities. Without job descriptions there is no basis for performance appraisal as without spelling out the functions to be performed, any assessment of the particular employee's performance would be without any objective basis. Some assiduous Directors have, therefore, prepared job descriptions for Assistant Directors working under them.

The new trend of keeping even Assistant Directors in the classroom must be encouraged, as in the past, good teachers were being pushed to take up jobs in the offices in which they were not interested and had no competence to perform.

One aspect of personnel management that is being badly performed in the sector is supervision. Heads of institutions have teaching duties in addition to their managerial roles, external supervisors such as Circuit Supervisors have been

assigned two or three more groups of schools than they can effectively supervise and there are the factors of competence, camaraderie and inadequate resources such as funds for fuel which have to be taken into consideration. These have contributed to the lack of effective supervision. This has resulted in indiscipline, laziness, lack of punctuality and absenteeism in the system. Indiscipline has become a major issue in the sector. Even for those who are staff of GES, the publication of the “Code of Professional Conduct for Teachers” agreed upon between GNAT and GES has not had much impact.

The reasons for this are many but among the major ones are the following:

- Disciplinary procedures are long
- GES, particularly, is unable or unwilling to enforce its own rules.
- Serious sanctions such as suspension with loss of salary for some period or dismissal are reserved for imposition only by the Director-General and this authority is scarcely used.
- District Directors who live close to the problems can only deduct salaries or place embargoes on an erring teacher’s salary but this is an ineffective sanction as the banks refuse to cooperate holding the view that their first obligation is to their client.
- Members of the community in which the school is, have not been consciously empowered to get involved in disciplinary matters.

It is suggested that

- I. Establishments for various grades should be specified.
- ii. Job descriptions should be prepared for all positions in the sector.
- iii. There should be a move away from the ranking system of promotion and promotions should be based on performance and competence of individuals.
- iv. Where certain individuals cannot be promoted for lack of vacancies, they should be allowed to run the scale to the end, if need be, on condition that they continue to perform well
- v. Every effort should be made to fight indiscipline in all its forms by
  - Avoiding delays in handling disciplinary issues
  - Empowering the DEOCs assisted by the SMC/PTA to deal with serious breaches of discipline within the district with power to impose serious penalties including dismissals. The DEOCs should be paid allowances whenever they meet.
  - Publicizing any published documentation on disciplinary matters widely and
  - Enforcing sanctions earmarked for certain types of misconduct
  - Getting the cooperation and support of relevant trade union organizations especially GNAT for the enforcement of discipline.
  - Intensifying supervision.

## **Chapter 8: Finance**

As in most comparable countries, Ghana's education system is predominantly funded from public sources. But during the recent past, an increasing share of the school population has been enrolled in private schools, which are drawing their resources from fees paid by parents. Consequently, one can assume that the share of education expenditure borne by private sources has similarly increased. Besides public and private domestic funding, a third source of finance is generated by foreign assistance, which is involved in several sub-sectors of the education system, in particular non-formal education and basic education.

This chapter will review all sources of finance in order to analyse and appraise the evolution of total resources involved. Unfortunately, if data on public and foreign sources are relatively well documented, it is not the case of private sources, for which there is not yet a system of systematic data collection in place. Even the number of private schools is uncertain, as far as some schools may find attractive not to register their existence with public authorities. The first solution for estimating fees paid to private schools is to rely on the number of pupils declared to the Ministry of Education statistical service, and to take the agreed structure of fees between the ministry of education and the Ghanaian association of private schools. The alternative solution will be based on the analysis of education expenditure in household budget surveys, and to extrapolate the findings to the entire population. The consistency between the two approaches will confirm (or not confirm) the reliability of these estimates.

### **8.1 Main Sources of Public Finance for the Ghanaian Education Sector**

Public sources of funding are reported in the state budget under five different headings. Two of them are part of the statutory expenditure, while the three others have to be found in the discretionary part of the budget. The main conceptual difference between these two parts of the budget is the level of decision-making power of public authorities in the allocation of related expenditure. The government or the Parliament cannot manipulate statutory expenditure, as far as they represent previous commitments for which it is not possible to decide another allocation. For instance, one has in the statutory section the reimbursement of loans previously contracted by the government and approved by the Parliament. The creditors can decide to forgive part of the due reimbursements, but not Ghanaian public authorities. They have already committed themselves for all future reimbursements.

#### **Statutory expenditure**

The most important single item in the statutory section is the service of the foreign debt. During the nineties, the amount of funding required for servicing the debt has increased rapidly, and at the turn of the century (2000 budget), it used to represent yearly close to four trillion cedis, about 15% of the GDP, or about four times the budget of the Ministry of Education. Ghana belongs therefore to the group of so

called “Highly Indebted Poor Countries” (HIPC), which is currently negotiating a substantial forgiveness scheme. There are three major types of creditors which have been solicited in the past by Ghanaian authorities: (i) international public creditors, such as development banks of bilateral partners, which are providing loans on concessional terms, the difference between the market rate and the agreed rate being supported by taxpayers in developed countries; (ii) private international creditors, namely commercial banks active on the world market, which charge the current market interest rate at the time of the contract; and (iii) domestic creditors, which are purchasing the Treasury bills issued by the government. Ghana has mostly relied on credits provided by public foreign creditors and domestic ones, and not so much on private international banks. Of the 15% of the GDP dedicated to the payment of the debt service, 9% were for foreign creditors, and 6% for domestic ones. In spite of the fact that it has not tapped the most costly sources of credit, the level of the present debt is unsustainable, and constitutes a serious obstacle for further economic growth. Hence the strategic importance of the present HIPC initiative.

Among the other beneficiaries of the statutory section, two are supporting directly or indirectly public education expenditure, namely the Ghana Education Trust Fund (GETF), and the District Assemblies Common Fund (DACF).

### **The Ghana Education Trust Fund**

The Ghana Education Trust Fund has been created in 2000. It is fed by a 2.5% increase of the VAT. Initially, the VAT scheme was set up at 10%, and when Ghanaian authorities have contemplated the possibility of raising the VAT at the level of 12.5%, it was decided that the additional 2.5% would be dedicated entirely to an education fund. The fund is managed by a board, which is in charge of selecting the projects which will be supported by the fund. The Parliament is requested to give its approval for the utilisation of the fund, in particular its distribution among educational sub sectors.

The collection of the VAT allocated to the GETF has started in June 2000 for the VAT due on imported goods, and in July 2000 for the domestic VAT. For the first year of implementation of the scheme, revenues generated for the GETF have reached 186 billions, of which only 49 billion were transferred to the fund, which means that 137 billions remain to be transferred. In 2001, the expected revenues were 350 billions, and in the 2002 budget, the provision is 390 billions.

In June 2002, the Parliament has approved the fund distribution by education levels for the year 2002. The fund is distributed according to 4 criteria, namely a so called “base” one, a pupil based one, an institution based one, and an “other based one. This last criterion is intended to provide funding for the management units of the education system, namely the central administration or the regional/district administrative levels. The “base” grant is distributing 74.86% of the total fund, the pupils based grant 11.54%, the institutions based one 7.69%, and the management one 5.91%. The outcomes of the formula is that tertiary education is entitled 44.8% of the fund, SSS is entitled 31.4%, basic education 17.9%, and the management units 5.9%.

Concerning the beneficiaries, there is a large variability between basic education and SSS/tertiary, at the expense of basic pupils. On average, the fund is allocating 2.6\$ to a basic education pupil, and respectively 423\$ and 52\$ to tertiary and SSS students. The base grant is distributing three quarters of the fund, and these three quarters are entirely dedicated to the post basic levels. The shares of institutions based and pupil based grants are therefore to be supported by the last quarter of the fund. The rationale for defining the shares of each criterion has not been explicitly provided in the relevant documents.

### **The District Assemblies Common Fund (DACF)**

The DACF is also part of the statutory section of the budget, probably for the same reason as the GETF, namely because they are both entitled to a fixed share within the budget structure. The DACF is entitled to 5% of the government revenues. It is recommended that at least 20% of the DACF be allocated to education, mostly to basic education. That means that about 1% of government revenue (20% of 5% makes 1%), are channelled to education through the DACF. In fact, it is slightly more, as far as district assemblies tend to allocate more than 20% of the DACF to education. It appears that this share was closer to 25% in 1999, or one fourth of the DACF, but it has declined to 21.2% in 2000. Consequently, between 1.05% and 1.25% of government revenue is going to education through the DACF. One can notice that there is a significant variability from one region to another, as far as the education share reaches 30% in the Upper East and 38% in the Upper West (two of the most deprived regions in terms of education access) to only 18.6% in the Volta region in 1999, and between 31.4% in Upper West and only 13.6% in the Volta in 2000. Based on this estimates, the yearly contributions of DACF to education can be computed in the following way:

2000: 21.2% of 193.1 billion = 40.9 billion

2001: 23% of 296.6 billion = 68.2 billion

2002: 23% of 367.9 billion = 84.6 billion

### **Discretionary expenditure**

There are three categories of discretionary expenditure allocated to education. The bulk of it is under the Ministry of Education. But two other components have to be taken into account, namely the Student Loan Scheme and the Scholarship Secretariat.

### **Ministry of Education and Ghana Education Services**

During the nineties, the budget of the Ministry of Education (MOE) was never executed as planned. There is a systematic underestimate of the provision, which leads to important adjustments during the implementation, which can be as high as 50% as it was the case in 1999. On average, during the period 1990-2001, the executed budget was 18% higher than the forecast budget. This is clearly due to inflation, which has been constantly on the high side during the nineties, and the government was obliged to accept a general salary increase to avoid major conflicts with the teachers' union. As a matter of fact, the situation has deteriorated between the first half of the period and the second. On average, the adjustment has reached

about 10% from 1990 to 1995, and 26.5% from 1996 to 2001. The result of this situation is that it is not possible to analyse the evolution of the MOE's budget by relying on forecast budgets. The difference with the actual one is too large.

If this budget is compared to the GDP, the value of the share in percentage has varied from 3 to 4.5%. Such a variability is large by international standards. It is apparently the outcome of two combined factors: first, there is a tendency towards a real increase in the share of the MOE's budget within the GDP: the average share was equal to 3.5% during the 1990-1995 period, and to 4% during the 1996-2001 period. One can assume that there is between half a percent and one percent real increase and that the residual fluctuations are due to contextual factors, such as a more or less effective capacity of the government to deal with the teacher's union. It can be observed that a share of 4% is close to the average in developing countries, but given the fact that four other sources of public funding are present in Ghana, one can assume that the country is significantly above the average.

### **Student loan scheme**

The scheme started in 1989. Its management has been delegated to the Social Security National Investment Trust (SSNIT). A maximum loan level is determined every year by a commission in which the government, the students' associations and the SSNIT are represented. The maximum amount of the loan has progressively increased, from 50000 cedis in 1989 to 1.5 million cedis in 2001 (about \$200). The loan is disbursed in two instalments and deposited in a bank account opened by the student. All students are eligible. They have to be registered with a social security number, which will be utilised later on to reimburse the loan when they begin contributing to the social security fund as employees (after the completion of their diploma). They have to acquire the signature of three guarantors, who may be asked to repay one third of the loan each if the student fails to do so after ten years.

There is an interest rate of 6% paid by the student (increased to 10% in 1996), and the state budget is supposed to pay the difference between the Treasury Bill rate and the rate paid by the students. This difference has varied jointly with the Treasury Bill rate since the start of the system; it reached 40% during some bad years, and is currently equal to 24%, which means that the government should pay yearly 14% on the principal. As a matter of fact, the Government has transferred money to the SSNIT only twice since 1989: the first payment, in 1989, amounted to 1080 million cedis, and covered the interest gap for the three subsequent years. The second one, worth 2818 millions cedis, was transferred in 1997, at a time when the cumulated arrears were already 29741 millions cedis. Since then, cumulated arrears have skyrocketed to more than 172000 millions cedis.

Since 2000, the GET fund has committed some payments to SSNIT, namely 30 billions cedis in 2000, 30 billions in 2001, and 60 billions in 2002. Unfortunately, the status of these transfers is not clear, and the situation should be clarified. Is it a support to cover the costs of new loans, or is it a partial payment of the arrears in the interests due by the government? There is no decree, which says that the GET fund has become a substitute to the Government duty for paying the interest difference in the scheme. A legal adjustment is, therefore urgently needed, because every month, SSNIT is charging new interests on the government share.

Current new disbursements are in the region of 80 billions per year, as approximately 55000 students are applying for a loan of 1.5 million cedis. If one assumes that the cumulated principal represents 5 years of yearly disbursements (assuming that the repayments by the students are done properly), that means that the government should pay the interest difference (currently 14%), on a principal of about 400 billions (five times 80 billions). The yearly cost of the scheme for the government is therefore about 56 billions.

### **The Scholarship Secretariat**

The scholarship secretariat is in charge of providing support to selected students in senior secondary schools and in tertiary education. Three categories of secondary students are eligible for a scholarship: (i) students whose parents are from specific regions; (ii) scholarships based on merit, and (iii), scholarships based on socio-economic reasons (poor students from regions not included in (i))

*Students from specific regions:* these regions are the three Northern regions, namely the Upper West region, the Upper East region and the Northern region. In addition, students from four districts in the Brong Ahafo region and from six districts in the Volta region are also included in the scheme. All together these students represent more or less 2000 students every year (6000 for the three SSS school years), and this number has been relatively stable over the recent years. It is worth mentioning that the scholarship is not directly given to the student or his family, but is directly sent to the school in which the student is registered. As a matter of fact, the scholarship is aimed at supporting the lodging and subsistence cost of the student. It is therefore limited to boarding students. Every year, schools, which have registered students whose parents are from the eligible regions, send a list of these students to the scholarship secretariat, and they receive a lump sum for these students, equal to the number of concerned student multiplied by the scholarship rate of the year. Presently, the rate is 392000 cedis per term (\$50 approx.), which makes about 5000 cedis (65 cents), to cover one day of lodging and feeding of the student. Students who have to pay their boarding cost by themselves in public schools are charged 840000 cedis, about twice as much. It is clear that from the school point of view, it is not advantageous to recruit students who are entitled to a scholarship. It seems that some schools declare more boarding students from the eligible regions than they have effectively recruited, or that they declare as boarded students certain students from the selected regions who are in fact **day** students. According to an on going survey, one could estimate that of the 2000 students who hold a scholarship on this ground, approximately 400 should not be included in the scheme, and they may be withdrawn with effect from the next school year.

*Scholarships based on merit:* these scholarships are awarded to students who rank first and second in terms of academic performances in each secondary school, in every subject (2 students eligible in English, mathematics, sciences, history, etc.). The total number of eligible students is 20 in a school offering all subjects, and is about 6500 for the whole country (13000 for two years). Since 2001, the GET Fund has accepted to support also students ranked third and fourth in every subject. That means that another set of 6500 students receive a scholarship not from the scholarships secretariat budget, but from that of the GET Fund.

*Scholarships based on socio-economic reasons:* the definition of low socio-economic background is relatively arbitrary. About 950 students are entitled to a scholarship every year on this ground. Among the criteria utilised to select the beneficiaries, one can mention pupils who have a single parent, who are orphans, or who have already several brothers and sisters in SSS.

### ***Tertiary students***

Since the introduction of the student loan scheme in 1989, the number of scholarships to tertiary students has dramatically declined. Two categories of scholarships have been maintained : one for 30 disabled students enrolled at the University of Ghana, the second for 25 Ghanaian students studying overseas. These overseas scholarships are dedicated to students selected by each university as possible future Ghanaian university lecturers. They are sent abroad to prepare them for masters or PhD degrees within a period of 2 to 3 years. Each of the 5 Ghanaian universities can select 5 students per year. From October 2002, the University College of Education which has been recently promoted to the status of a university will also propose 5 candidates for studies abroad. The amount of overseas scholarships varies according to the country of residence. In most western countries, it is \$7500 per term, or \$22500 per year, plus airfare. In some countries where tuition is free, the amount is significantly smaller, from \$2400 to \$6000 in countries such as Egypt, Morocco, Russia and Cuba. Students who benefit from this kind of scholarship are obliged to come back to Ghana to work for at least five years in their field of competency.

The evolution of the budget of the Scholarship Secretariat during the period 1996 to 2002 shows that the share of tertiary education has constantly declined within the total budget since 1997: from 65 % to 18 % in 2002. The scholarship budget increases at a slower pace than the total education budget: in 1997, the scholarship budget was equivalent to 4 % of the total expenditure budget; it has decreased to 1,8 % in 2002.

### **Consolidation of public expenditure for education**

Ghana spends about 6 % of its GDP for public education expenditure. The GET Fund alone represents 1 % of the GDP, which is quite significant. In the long run, one can anticipate that the GET Fund will account for a higher percentage, namely 2 to 2,5 % of net national product.

A share of 6 % of GDP allocated to education is rather exceptional by developing countries standards. According to UNESCO data, the average share is about 4 % for developing countries, and as far as least developed countries are concerned (the group to which Ghana belongs), the average share is less than 3 %. Ghana spends twice as much as its reference group.

## 8.2 Evolution of Education Expenditure by Level of Education and type of Expenditure Distribution by Level of Education

The budget of the Ministry of Education is divided into 5 main chapters, which are the following : (i) Chapter 140 : main ministry, (ii) Chapter 141 : GES headquarters; (iii) Chapter 142 : regional services; (iv) Chapter 143 : education for the handicapped; (v) Chapter 145 : tertiary education. Chapter 144 no longer exists.

One could consider that chapters 140 and 141 are dedicated to central administrative services, while the remaining three can be easily allocated to different levels of education. The problem is that in chapters 140 and 141, several items do not correspond to education administration expenditure. For instance, in chapter 140, the two biggest items are respectively dedicated to Non Formal Education and the National Service Secretariat. Non-formal education is in itself an educational level and should be treated as such, while the National Service Secretariat is almost entirely dedicated to allowances for young graduates who are making their national service. Similar examples can be found in chapter 141. One of the most important items is called manpower and training, which used to be allocated to the salaries of new staff not yet assigned to a specific region. Several lines in chapter 141 are dedicated to the purchase of school supplies and textbooks and subsequently redistributed to regions. For unclear reasons, the budget of some technical schools, such as the Accra Technical Training Centre and the Kumasi Technical Institute are included in chapter 141. They should be part of the technical vocational level. Each time it was possible, budget items included in chapters 140 and 141 were redistributed to their respective levels.

It must be mentioned that the present methodology for distributing expenditure by level of education cannot be compared with breakdowns by level of education made previously in other studies. If one considers the breakdown of the MOE's budget only, the share of primary and pre-school is 34.5 %, that of junior secondary, 20.5 % and the total of basic education, 55.9 %. Secondary Education's percentage is 11.6%, while tertiary's receives 11.4% if teacher training is included and 15.9 % if it is not included.

The most striking outcome of this breakdown concerns the share of administrative expenditure, 13.9 %, which is very large by international standards. Total administrative expenditure are made of three components: 1) main ministry (chapter 140) minus Non Formal Education and the National Service Secretariat, 2) GES headquarters minus manpower and training, and 3) administrative expenditure of regional services<sup>1</sup>. This last component is by far the most important, representing 80 % of total administrative costs. Administrative costs at the central level for both the

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<sup>1</sup> This approach is different from that utilised in the GPRS costing presented by F. Orivel in June 2002. Three differences have been brought in the present study. First, expenses for the national service secretariat are not any longer included under the administrative cost, but are considered as a specific activity. Second, the budget devoted to manpower and planning has been reallocated to regional services by the budget authorities. Third, administration costs at the regional and district levels, which were redistributed among levels on a proportional basis in the previous study, have been here maintained as administrative costs. As a consequence, the share of administrative costs is higher than in the previous study.

central ministry and the GES amount to 2.8 % of the total budget, which is quite reasonable, but administrative costs at the regional level appear as very high (more than 10 % of the education budget).

The breakdown of expenditure between pre-school and primary education is not possible with the data provided in the budget. However, a study carried out within the MOE has established a distinction between the 2 levels for the years 1997 to 2000. This breakdown does not take into account the administrative costs, which makes the comparison inappropriate. The major virtue of this study is to indicate that pre-school represents approximately 1/6 of primary expenditure. If one utilises this ratio, it appears that, within the MOE, the share of pre-school is about 5 %, while the share of primary is about 29.5 % of total education expenditure. If one takes the consolidated expenditure, the share of pre-school is about 4.5 %, and the share of primary is only 28 %, a relatively low percentage by international standards. The average share of primary in the group of least developed countries is about 40 %, and the average share in developing countries with universal primary education is approximately half of the total education expenditure.

### **Breakdown of the education budget by type of expenditure**

As for all ministerial budgets in Ghana, the education budget is divided into 4 types of expenditures. Item 1 refers to personal emoluments, item 2, to administrative expenditure, namely utilities, office supplies and transportation costs; item 3 is devoted to services, namely non salary expenditure benefiting directly the users (textbooks, pedagogical materials,..) ; and item 4 corresponds to investments (construction of new school facilities or major rehabilitation of existing ones). In the case of the Ghanaian education budget, the bulk of expenditure is dedicated to personal emoluments. The three other items receive a tiny proportion of the budget, especially when one considers actual expenditure. For instance, in the 2001 budget, 88 % of forecast education expenditure was allocated to salaries, and 12 % to all non-salary expenditure (8.8 % for administrative, 1.6 % for services and 1.8 % for investments). During the course of the year, a general increase in salaries has taken place, from the first of August. As in most previous years, this has led to a significant reduction of all other expenditure, both in absolute and relative terms, leaving only 5 % of the budget to non salary items (3.7 % for administration, 0.8 % for services, 0.5 % for investment).

It must be mentioned here that donor contributions are not included in the data. Donor contributions are almost entirely devoted to non-salary items. Unfortunately, actual disbursements from donors for 2001 are not yet available. The provision expected in the initial budget amounted to the 120 billions cedis, mostly dedicated to Non Formal Education and to Basic Education. 45.8 % was devoted to investment expenditure and the rest to services. No contributions were made for salary of teachers or administration. If donor disbursements have been executed as anticipated, they represented slightly less than 10 % of the forecast budget and 7 % of the actual budget. Consequently, total non-salary expenditure could not be more than the 5 % supported by public sources plus 7 % supported by the donors, namely a total of 12%. Historical data confirm the low level of non-salary expenditure in MOE's budget. It has declined from 12.1 % in 1997 to 10.7 % in 2000. It is no more than 7-8 % for primary, which makes both the expansion of the system and the

preservation of a minimal quality difficult. Very few constructions are possible from domestic funds and expenditure for maintenance of facilities are not sufficient to avoid the dilapidation of existing facilities.

### **Pre-tertiary education unit costs**

The distinction between pre-school and primary education should be interpreted with caution since the breakdown in the budget between the 2 levels is somewhat arbitrary (due to insufficient data collection, we have allocated 1/7<sup>th</sup> of the budget of both levels to pre-school). The most interesting funding of these unit costs estimates is the low level of unit costs for basic education, in particular pre-school and primary. It is standard, in comparative international studies, to calculate unit costs as a percentage of GDP per capita. The vast majority of countries have unit costs for primary education, which is between 10 % and 25 % of GDP per capita. Unit costs in Ghana, namely 12.6% of the GDP per capita at the primary level, are on the low side of this scale. The average in sub-Saharan African countries is about 17 %, which means that Ghana has moderate costs. As shown in the previous section, it is due in particular to the low level of non-salary expenditure, and to moderate teacher salaries. As shown in Orivel (2002), teacher salaries are presently equivalent to about 2.3 times the GDP per capita at the pre-school level. At the primary level, they are equivalent to 3.5 times the GDP per capita for trained teachers and 2.1 times for untrained ones. At the junior secondary level, they are equivalent to 2.7 times the GDP per capita for untrained teachers, and 3.5 times if they are trained ones. And finally, at the senior secondary level, they are equivalent to 5.2 times the GDP per capita for trained teachers and 4.9 times for untrained ones. Such a structure can be considered as relatively wise given the economic environment of the country. It may be perceived as too low by the teachers themselves, but there is no example of countries with a similar level of development (as expressed by the GDP per capita), which has been able to reach universal primary education with higher teacher salaries.

### **Unit cost at the tertiary level**

Unit costs related to expenditure provided by the budget of the Ministry of Education (not including the funding from the GET fund, neither the funding from the student loan scheme or the scholarship secretariat), distinguish two different categories of tertiary students: university students and students from polytechnics. When polytechnics were created, the aim was to provide a cheaper access to higher education. In 1997, expenditure per student was 6 times lower than in universities. But progressively, the gap is narrowing. In 2000, universities are only twice as expensive as polytechnics (per student).

As a percentage of the GDP per capita, tertiary students in Ghana are rather less costly than in other comparable countries. According to UNESCO data, the average tertiary student costs 4.3 times the GDP per capita in sub-Saharan Africa, while the Ghanaian tertiary student costs about half this level. Such a conclusion should be corrected by the fact that Ghanaian universities are also subsidised by other public sources, in particular the GET Fund. The GET Fund has only started in 2000 and it is difficult to forecast its long term allocation. It seems that the largest part of the fund is doomed to support capital expenditure and not recurrent ones. If it is the case, the

distribution of the GET Fund by level of education will have to change (less for tertiary and more for pre-tertiary), because the GET Fund is already larger than the tertiary education budget. This issue raises a more general problem, namely the proportion of capital expenditure in education budgets. World experience shows that in the long run, capital expenditure represents 6 to 8 % of total education expenses. It can be above that level during periods of rapid expansion of the education system, but it is significantly below this level during periods of stabilisation of educational systems. It is clear that Ghana is presently experiencing a period of expansion and can therefore allocate more than the 6 – 8 % to capital expenditure. However, that does not imply that capital expenditure can be above recurrent expenditure for more than a limited number of years. It has never occurred in any educational system. In addition, capital expenditure has to be treated differently from recurrent expenditure in the estimate of unit costs. Indeed, capital expenditure during a given fiscal year has to be divided over several generations of students. In other words, they should be amortised over a period close to the life expectancy of the new facilities (25, 30 years or more).

### **8.3 Private Sources of Funding**

#### ***Private schools at the pre-tertiary level***

It is clear that if an alternative to the public sector exists, it has to be found in the private sector, to which the Ghanaian population is more and more inclined to bring an increasing amount of resources. Private schools at the primary level enrol presently about 17 % of total primary pupils. It is not only the elite households who send their children to private schools, but also a large proportion of the middle class, especially in urban areas, where up to 40 % of pupils are enrolled in private schools.

The success of private schools is easy to understand. Pupils' performances, as seen earlier, are far better in private schools than in public ones. If a family wants to see its child enter secondary school (entrance is based on academic merit), the best option is to start in a primary private school, and even in a private pre-school.

To comply with the Ghanaian legislation, a new private school has to be accredited by the district education office and to follow a certain number of rules set up by the MOE. The accreditation system is relatively flexible. If the school complies with a large majority of rules, it will be rated as an "A" private school (highest rating). If it meets only part of them, it will be rated B, C or D, according to the proportion of respective rules. The fees paid by families for private schools are determined each year by a committee, in which are represented both the MOE and the Ghanaian Association of private schools. Yet, not all private schools apply the agreed fees scale, in particular the best ones, which have an excessive demand with respect to the number of places they can offer. There is no published information on the number of schools concerned, nor on the fees they charge. What is believed by many Ghanaians is that the best private schools charge 4 000 000 cedis per year, namely 4 times the agreed fees. Let's assume that 10 % of private schools charge three times the normal fee, and 10 %, 1.5 times the normal fee (assumption B). The total amount of fees paid by household is thus equal to 710 billion cedis. In this estimate, extra fees represent a supplement of 25 %. The average fee (extra fees included), all levels combined, equals 847 000 cedis per year. The ratio between private fees and

unit costs in public schools is 3.8 in pre-school, 3.5 in primary schools, 2.1 in JSS and 1.3 in SSS. It is clear that families have the implicit strategy to invest predominantly at the pre-school and primary levels, in order to have access to free public secondary schools, in particular those with the best reputation. The quality difference between the public and the private sector is the highest for pre-school and primary, and the lowest for secondary. It is even possible that private secondary schools are not “better” than their public equivalent simply because the most able students are concentrated in the best public secondary schools.

Private fees paid by families for pre-tertiary education represents 1.9 % of the GDP, an exceptionally high level by international standards. In relative terms, it is at least ten times more than in OECD countries. No comparable data exist for developing countries as a whole, but only a handful of countries are likely to be in the same range from this point of view. Some fees exist in public schools. The two most frequently mentioned are respectively the District Assembly fee, which is compulsory<sup>2</sup>, and the PTA's levy. The district assembly contribution is most of the time set up at 2000 cedis, but in some more economically developed district, such as Accra, the fee can be higher, in the range of 15 000 cedis. As far as PTA's levy is concerned, it is determined by each PTA, within a range of 1000 to 2000 cedis. In addition to the basic fees, public schools can charge additional fees, such as the Education Development levy (2000 cedis), a levy for sport (2000 cedis), a levy for culture (1700 cedis), a levy for examination, sometimes, for mock exams, in order to print the test utilised (200 to 500 cedis), and finally, in some rare cases, a levy to pay for a watchman during the night. The range of fees charged by public schools varies from 3000 cedis a year to 10 000 cedis in rural areas, and can reach 25 000 in urban areas. It is very little by comparison with fees paid in private schools, but it is nevertheless too much for the poorest households. If on average, fees are equal to 4000 cedis (assumption 1), it makes a total amount of 12.6 billion cedis (3.154 million pupils in pre-school, primary and junior secondary). If the average fee is 8000 cedis (assumption 2), the total amount is 25.2 billions cedis.

In addition to school fees, other expenditure are borne by households, such as the purchase of a uniform, school supplies, transportation, food and boarding. This expenditure is not precisely documented. Yet, the statistical service of Ghana has carried out a household expenditure survey in 2000 (Ghana living standards survey, GLSS), providing very interesting insights on household education expenditure). Unfortunately, this survey does not distinguish between expenditure per pupil in public schools and in private schools. The results are presented in table below. They show that a household with one child in a primary school spends 122006 cedis a year, of which 28.6 % are for fees, 43 % for food and lodging, 10.2 % for uniforms and sport clothes. It is rather surprising that books and school supplies represent only 7.4 %. If one extrapolates these results to all primary school pupils (2 446 417), the survey leads to a total household contribution for primary of 298.5 billion cedis.

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<sup>2</sup> The headmaster is required to pay the district assembly a yearly lump sum, equal to the number of enrolled pupils multiplied by the levy per pupil. If some parents fail to pay, the headmaster has to pay the levy from his own pocket (actually, directly deducted from his salary). As a consequence, some headmasters tend to report a number of pupils corresponding to the number of pupils who have actually paid the fee. He may accept the presence of pupils who don't have paid the fee as free riders. Such a phenomenon leads to some under-reporting of the number of pupils in public schools.

Yet, we have shown above that households spend 391.3 billion cedis for private schools fees only, in 2002, and, as we have just seen, 12.6% or 25.2 billion cedis (according to the assumption) for public fees. In order to reconcile these contradictory numbers, one must first take into account the inflation between 2000 and 2002. Cumulated inflation for the 2 years equals 58.8 %. That makes the 2000 estimate become 474 billion in 2002. The difference between 474 and 403.9 (163.4 million cedis) or between 474 and 416.5 (150.8 million cedis) could be considered as the households non tuition expenditure for primary public. However, this assumption is questionable, because the proportion of pupils in private primary schools has significantly increased during the 2 years. The method then underestimates the actual contribution of households for non-tuition expenditure in primary schools, which is thus certainly above 163 or 150 million cedis.

### **Other household expenditure for education**

There are two types of other household expenditure. The first one is connected with enrolments in public senior secondary schools and the second, with enrolments to private tertiary education.

#### ***Senior secondary school related expenditure***

Enrolment in public senior secondary schools is based on merit after a selection process organised by each school. Candidates can apply to several schools and it is common to be recruited by a secondary school which is not located close to the home of the student. Therefore, the status of boarding secondary students is relatively common in Ghana, which is quite unusual by international standards. Although tuition is free in these schools, the cost of boarding is quite high. One can estimate the yearly boarding cost at about 2.5 million cedis. Unfortunately, the proportion of boarded students is not known. The estimate of the household contribution to this component is thus not possible. If one third of students in senior secondary schools are boarding, the yearly amount for households is 156 billion cedis (2.5 million cedis X 65000 pupils). If half were boarded, it would attain 237.5 million cedis (2.5 million cedis X 95000 students).

#### ***Fees for private tertiary education***

The development of private tertiary education is recent in Ghana. In 2002, the number of students enrolled is about 6000 and they pay an average fee of 1000 dollars (8 million cedis). That makes 48 million cedis.

The consolidation of the 5 types of household contribution to education expenditure leads to a total amount of 1077.4 billion in the low assumption and of 1184.1 billion cedis in the high assumption. As a share of GDP, this contribution is between 2.8 % and 3.1 %. This is a confirmation that household contribution to education is exceptionally high in Ghana.

## **8.4 Donor Funding**

Donor funding is made up of two categories of aid: concessional loans and grants. The first ones are provided by development banks, in particular the World Bank and the African Development Bank, while grants originate from bilateral donors. The most

active bilateral donors in the past decade have been USAID and DFID. Other bilateral donors are occasionally supportive, such as Norway, France, and Germany. Japan and the European Union have also brought some assistance more recently, but unfortunately, data are not recorded here. There are also some active NGO's, for which there is no specific data collection.

Most donors are still following a project approach. A project is usually concentrated on a specific level of education (basic or primary, non formal education, senior secondary, technical or vocational, teacher training or tertiary). The life expectancy of a project is about 5 to 6 years and it can not support teacher salaries. When the project is negotiated with the government, a total amount of funding for the project life is agreed between the donor and Ghanaian authorities. Yearly disbursements are sometimes precisely documented, but in some other cases, one has only the total amount of the project and the number of years of implementation. In this last case, we have divided the total amount by the number of years to have an order of magnitude of yearly disbursements.

Between 1990 and 1999, 17 projects have been negotiated for 473 million dollars, namely 47 million dollars per year on average during the nineties. These commitments have been or will be disbursed over a period of 14 years, up to 2004, namely a yearly amount of 34 million dollars on average. No major new commitments have been negotiated since 1999. That explains why, after 2002, anticipated disbursements will decline. As a matter of fact, since the late nineties the donor community is more and more inclined to support sector wide approaches, rather than projects focusing on specific levels of the educational system. To support a sector wide approach, the donor community requests that the country has a clearly defined educational policy for the middle term, which specifies the government priorities, not only in general terms (for instance, the improvement of basic education), but also in specific terms (the increase of the enrolment ratio at the primary level of X % in the next years). Ghana has recently undertaken this process, of which the present ESR is a significant component.

The importance of donor contribution can be assessed by its share in total MOE's education expenditure. For the period 1990-2001 this share has reached 16.7 % on average. It was less than 10 % in the early nineties, has increased to 20 % in the middle of the decade and has then declined to around 15 % in the late nineties, with the notable exception of the year 2000, for which foreign aid has peaked at 24.4 %. Such a level of assistance is rather above the average. If one considers all developing countries, education assistance represents between 1 and 2 % of domestic education budgets, and for the group of least developed countries, this proportion is about 10 %.

On the other hand, the structure of education aid to Ghana is more based on concessional loans (67 %), than on grants (33 %). The most important provider is indeed the World Bank, which are basically a loan provider and whose share in total aid is more than 50 % (see table below). This is rather an unusual pattern. Development assistance worldwide is based mostly on grants, especially in the educational sector. The structure of aid by level of education does not follow the domestic allocation pattern of education expenditure. In particular, the share of primary education, which is less than 30 % in the MOE's budget, represents more

than half the total amount of donor funding. Aid is also very active in the non formal sector (11 %, compared to less than 1 % in the MOE's budget). Finally, secondary and tertiary education (with respectively 14 % and 13 %) receive a share of foreign aid more or less equivalent to their share in the MOE's budget.

## **8.5 Consolidation of all Sources of Funding of Education**

The consolidation shows that, in spite of the uncertainty on the estimate of private funding (which has led to a low and a high assumption), Ghana is strongly committed to education, in terms of its allocation of resources. Total expenditure from the 3 sources of funding represent one tenth of GDP, of which 62 % are supported by public sources, 31 % by private sources and 7 % by donors. Ghana may likely improve the efficiency or the equity of resource utilisation, but it could hardly increase the domestic funding of education. In order to accelerate the achievement of the EFA objective, the most likely avenue is in the hands of the donor community.

# Chapter Nine: Towards a Sector Wide Approach in Education: Principles, Recommendations and Financing Options

## 9.1 Introduction

The experience in Ghana suggests the growing need to move towards a sector wide approach in education. The better management of aid and development partner interventions is critical to improving the effectiveness in education. The following evidence was gleaned from experience implementing education sector reform over the last ten years.

- "Informants suggested that a disproportionate amount of resources (especially human) and energy were being expended on setting up systems, writing proposals, reviewing and reporting than on implementing a functioning but inadequate education system. (Sibbons and Seel, 2000)."
- "One sub sectoral programme exists (fCUBE) and is being implemented. Early support for this from development partners was coherent and co-ordinated but this **unity of purpose** seems to have broken down as the development partners have moved in different directions. The World Bank led BESIP parallels fCUBE but is out of favour with most donors and government" (Ibid)
- "There is no one programme uniformly supported by all donors and there is a lack of coherence in the overall sector, with several policy documents defining education programmes" (Sibbons, 2001 p 12)

### Impact in the education sector

There is mounting evidence to suggest that despite the enormous amount of domestic and foreign resources, which have poured into Ghana's education sector since 1984, there has been little progress particularly in terms of **quality** improvements<sup>3</sup>. This lack of improvement was noted by Clare Short who in 1997 stated, "Advances have not been uniform and poverty remains pervasive. We have gone forward and backward over the past 50 years." (Ratcliffe & Macrae, 1999 p4)

The modest gains in the enrolment and participation rates across the sector indicate something is preventing children from access and achievement in Ghanaian schools. The effects of poverty are indeed pervasive and give us some indication to the fluctuating levels of educational progress. Extreme poverty particularly in the Northern regions of the country, the poor quality of rural education and the socio-cultural barriers are restricting most rural children from remaining in school particularly girls.

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<sup>3</sup> 1984 Ghana signed onto a structural adjustment agreement and began formulating an education policy reform programme with assistance from the World Bank/IMF.

Several "piloted interventions" have characterised Ghana's education system over the last 15 years. Donor supported programmes are now reaching scale and are creating tensions and duplication at the district level. Ratcliffe and Macrae (1999) found that educational projects funded by development agencies often "undermine Government leadership, contribute to policy fragmentation, duplicate approaches, distort spending priorities and insufficiently address institutional development and sustainability issues."(Ibid, 1999 p v) The added workload these projects demand at the district and national level (i.e. competing time requirements for workshops and poor collective planning etc) has caused some officers to report "donor fatigue" and disillusionment with the number of interventions at the district level.

Part of the problem of donor intervention in the education sector has been the question of capacity. There is much evidence to suggest weak absorption of resources and inability to utilise resources allocated to the sector<sup>4</sup>. Some development partners have contracted their own national agencies to implement the programmes being executed in the country (i.e. USAID); the question of sustainability of the interventions is very relevant. The ESR revealed that more MOE in-house planning is critically needed to implement modalities and plan for appropriate and realistic educational goals within the Ghanaian context. This would ensure that capacity for implementation and programming is available from within the GOG to carry out programmes.

These indicators suggest that despite the amount of foreign assistance there is fragmentation due to the "projectization" of the sector and lack of collective vision in Government led implementation strategies. The Education Sector Review and the education sector wide approach are not only timely but an essential step if Ghana is to improve quality, equity and performance in the sector.

### **Poverty Reduction priorities**

The GPRS initiative makes it imperative that a sector wide approach be achieved within the education sector in order to compete with other social sectors for freed up resources from HIPC (i.e. health and social welfare). Much of the Government's Resource allocation will depend on the GPRS and therefore strategic suggestions for resource allocation should be identified by a cohesive education sector plan (similar to that of Health). This would avoid misguided programming in the sector (i.e. teacher bungalows in areas where teachers refuse to live).

## **9.2 The Key Principles and Requisites for a Sector Wide Approach**

The Education Sector Review (ESR) affords the opportunity for all stakeholders to create a renewed Vision for Educational Development for Ghana. It provides all the key stakeholders within the development partner community and Government to engage in a process of change. Several channels have been set up to allow for the flow of dialogue namely:

- Regular workshops and interactive forums

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<sup>4</sup> Based on reports from Donor meetings and interviews.

- Task teams comprising consultants, development partners and government officials
- Solicitation of evidence based opinion statements from key stakeholders
- Literature review and information audits
- Field visits and interviews

The ESR is part of a wider process, which will lead to an intensive collective dialogue between high-level MOE/GES officials, and development partners concerned with the education sector.

Some of the prerequisites, which appear essential for a sector wide approach is emerging, examples of these are the following:

- Agreement by all donors/development partners of the timing of the next planning exercises to avoid any more "projectisation of the sector". If project time lines are running at different paces then funds for renewal should be negotiated with government. NO new projects or interventions should be allowed while the Government is getting the sector ready for collaborative approaches to funding and support.
- The Donor Co-ordination Unit should conduct a thorough audit of all the projects currently running in the education sector and advise on their effectiveness for scaling up purposes and integration in the new education sector planning process.
- Donors, Government and other development partners should build consensus on which programmes should go to scale and be supported by the sector wide approach to financing. "Pilot initiatives and projects should be kept to a minimum."
- There should be consensus that the planning needs of the various other initiatives (i.e. the Education for All and the Millennium Development Goals) should be based on this sector wide plan of action<sup>5</sup>.

Keeping in mind that domestic resources make up the largest bulk of the sectors programming (i.e. teacher salaries and training). Development partners should be wary of not overburdening the central and district level administration with planning and budgeting requests for information until the sector has one cohesive and comprehensive plan with the necessary "targets, triggers and benchmarks" for financing.

Most of these initial requisites will require Government-to-Government negotiations, which include but are not restricted to the education representatives from their various governments and international institutions. The Development partners are currently reviewing the potential of using a centralised financing mechanism to support social sector financing through the GPRS.

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<sup>5</sup> Pressure from external agencies attempting to meet their own planning requirements often derails the focus of key policy makers and technocrats in Central Government. The Sector Wide Plan should be used as the key and primary document for all new planning initiatives. Adjustment to this must only be made with full consensus during the yearly review exercises.

Jones and Lawson (in Sibbons and Seel, 2000) suggest that there is a hierarchy or staged process of approaches in the development of a sector wide approach. In the first stages these move from:

- i/ project based planning and implementation
- ii/ programming of donor funded projects within an agreed sector framework
- iii/ a co-ordinated planning framework with harmonised procedures
- iv/ sector wide approach based on parallel financing
- v/ a sector programme with common financing mechanisms.

The authors suggest that the key stage occur between iii and iv when donor resources are brought together in one budget envelope. The ESR team found that Ghana is moving from ii to iii within the basic education sector having achieved a common framework in 1995 with the fCUBE programme. The challenge is to broaden this framework to include all other sub-sectors and begin considering harmonised procedures, triggers and goals.

#### **A sector wide approach in the long term will require:**

- A common basket of funding and consolidated financial approach to ensuring the steady and timely flow of resources both domestic and foreign. (This is in line with the Education for All initiative, which states that any country able to prepare a plan for the sector, which passes a quality control mechanism, will be given support needed to execute its plans).
- Cohesive and cost effective plans (identifying the relevant implementers) which avoids any duplication of interventions.
- Targets and mechanisms for monitoring/evaluating progress towards these simple targets.
- Set of mutually agreed upon benchmarks or triggers to identify when funds should be released to the sector on a **bi yearly basis**. A regular and consolidated reporting system including narrative and financial statements to all development partners and government stakeholders.
- Internal and external audit systems to ensure transparency and accountability on funds to all the sub sectors.

Ratcliffe and Macrae (1999) in their research into sector wide approaches found three key areas they deemed as a necessity for effective reform in the education sector “Commitment to macro economic stability, effective governance manifested through realistic sectoral expenditure frameworks and open dissemination of educational information.”

The following steps will take a high level of commitment and trust between the development partners and the Government of Ghana. They will require that both sides respect the analysis and the direction, which the Government of Ghana and its Ministries, Departments and agencies may take.

The planning and implementation modalities for a sector wide approach in the education sector do not have to be complex and elaborate. The most effective plans are often simplistic and take cognisance of the limited implementation capacity at central and district levels<sup>6</sup>.

MOE and its sub sectoral agencies such as the GES and NCTE should develop clear, identifiable, prioritised project modalities that set indicators along which such projects can be monitored. A sector wide approach will demand that the following steps are taken to integrating the vast number of development partner initiative:

- i) Identify projects with high priority which fit into and support the overall national education policy objectives and which fall in line with the GPRS objectives of focussing on the rural and urban poor.
- ii) A Project must have complete and holistic specification of its objectives and the timetable for achieving such objectives.
- iii) The technical, institutional, economic, and financial conditions necessary for success must be very clearly stated.
- iv) At this stage, it is useful to establish the relative costs and the associated gains of alternative ways of achieving the project's objectives.
- v) The feasibility of the project also needs to be appraised technically, institutionally, economically, and financially. This would provide a scientific basis for mobilising public (such as parliamentary approval) and non-governmental support.
- vi) Implementation and supervision should be such that a large proportion of problems along with readiness for modifications can be anticipated.
- vii) Evaluation of the project must incorporate both internal and external auditing mechanisms.

The sector wide approach should start with a modest beginning providing a framework for bottom up planning for educational development thereby empowering the districts and regional departments. More precisely this would mean that community based and district based initiatives could be gradually integrated into the education sector work planning process in order to ensure ownership and leadership by the people. This is in keeping with the process of decentralisation and development planning articulated in Ghana's vision of development.

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<sup>6</sup> Elaborate plans and costing were carried out during the fCUBE reform but little was achieved since the planning did not involve all the stakeholders particularly those at the community and district level.

### **9.3: Final Recommendations**

This section highlights the most important recommendations of the Education Sector Review from each of the thematic areas and sub sectors in the education system. Together with the executive summary these recommendations are presented to the MOE and development partners as challenges, and strategies towards a sector wide approach.

The ESR team found that the Ghanaian education system is characterised by pupil underachievement, unsatisfactory teacher performance, and the extreme inadequacy of teaching learning materials (i.e. books). The output from the education sector does not match the large investment, which is being made by government, communities and development partners.

This demands a major reconceptualisation of policy regarding the allocation of resources, administrative structures, implementation mechanisms and a move towards community ownership of schools. The focus of government policy must be to ensure that every Ghanaian Child is provided with the basic primary education, cognitive skills that provide a sound foundation for practical training and higher academic achievement. Policy formulation and implementation must support a more conducive environment for promoting literacy in the Ghanaian classroom.

At the primary level the ESR team recommends a review of the principle of mass promotion and the introduction of a mechanism for evaluating pupils at an earlier and more strategic point in their educational progression (i.e. primary 3 and primary 6). Teaching and instruction at this level requires a sound language and communication policy. Improving quality education at the basic level demands more coordination among development partners in supporting the vision of the Ministry of Education.

#### **A/ Primary School**

The ESR team believes that the local language policy is the most scientifically substantiated approach to literacy acquisition. The implementation of this policy has been difficult but can be rectified through systematic and sustained effort.

Every child at primary level should be given at least one primary reader per term.

Moral education should be thoroughly integrated into the primary school syllabus to ensure that the basic moral values necessary for choices are provided to the people.

Teachers (both trained and untrained) should be given special consideration in society. The state should value their role in society, promote, recognise and remunerate them adequately.

All schools in Ghana should undertake two major examinations at the P3 and P6 level. The results of examinations should be compiled into a table of results or a league table on a national and district basis. These tables should then be published to allow the quality of teaching and learning to be assessed.

Automatic promotion should be discontinued; promotion must be based on child performance. Head teachers and teachers will be judged on their students' performance. The school system should be adapted to operate along the same lines as private schools where heads are given promotion based on their performance.

Continuous assessment should be improved and based on results gained from research into the aspirations of the Ghanaian Child. Continuous assessment should be given on a termly basis and parent/ teacher meetings should be held at the end of each term. When termly reports are introduced then parents and teachers can discuss the results of the continuous assessment report.

Experienced Ghanaian based institutions must properly research all innovations in the education system with support from external agencies when necessary. The GES Council must approve all innovations before they are implemented into the system.

### **Junior Secondary**

Increased avenues should be identified and publicized for the continuing education of the Junior Secondary school graduate. There should be an increase in the number of scholarships and financial support available to JSS graduates to enable them to further their educational careers particularly those children from rural deprived areas.

The main focus of Junior Secondary education should be on equipping children with literacy, numeracy, life skills and basic moral values.

Basic vocational and technical tool kits should be provided to all JSS schools to ensure that basic vocational skills are introduced to children. Clusters of schools should be provided with technical and vocational centres in the country. The tools sent to these schools should be relevant to the economic activities in the locality.

Girls from rural deprived areas should be given vacation courses to improve their self-esteem, literacy and their life skills. Rural Education Centres for mentoring and role modelling should be key to this process.

A large-scale scholarship scheme for girls providing at least 400 scholarships per district should be introduced to ensure that girls do not drop out of school and are able to complete the JSS level.

Counselling, mentoring and guidance officers should be properly trained in career options, and psychosocial approaches for JSS school leavers'. The Guidance and Counselling Unit should be provided with adequate financing to ensure that counsellors are functioning at the JSS level.

### **Literacy and the learning environment**

The MOE should institute a national literacy campaign in the formal school system, which focuses human and material resources on teaching children particularly at P1 to P2 how to read and write. This involves a heavy influx of resource for books and

learning materials. Teachers should all be given an intensive course in promoting reading particularly at the lower primary level.

All children should be provided with an adequate number of books at the primary and JSS level. Every child at primary level should be provided with at least one supplementary reader (reading book) per term. At JSS level at least two supplementary readers per child per term should be provided.

All teachers should be provided with a constant flow of literature to ensure their skills in reading proficiency are upgraded.

Every village school should attempt to create a village library. The NGO's and Donor Agencies should encourage and aid this process.

Publishers and children's books writers should be encouraged to publish larger numbers of books within Ghana. Development partners should be tied to purchasing books from local publishers in order not to flood the market with foreign books.

The media should develop reading programmes on radio and television, which promote reading competitions and spelling bees to encourage children to read and improve their spelling and understanding of words.

### **Alternative approach to education**

Alternative education should be encouraged; where alternative educational projects are in operation they should be evaluated particularly in areas of deprivation.

A Multi sectoral approach to education should also be encouraged concentrating on health, water, nutrition and economic activities to support formal education in deprived rural areas.

### **B/ Senior Secondary School and Second Cycle Institutions**

The ESR recognised that Senior Secondary Schools (SSS) are varied in quality and that three years is not enough to support quality education in many of the new SSS. The new SSS should be allowed to implement a four-year programme.

The senior secondary schools should limit the types of programmes offered and introduce a simplified system to ensure that a basic academic level of education is achieved (i.e. arts and science).

The Government model school programme by the Presidential initiative should ensure that at least one model of each type of secondary cycle institution is supported (i.e. SSS, Vocational and technical institute). Some of the new SSS should be transformed to ensure that their programme of education reflects a specific educational area.

Other second cycle institutions should develop technical and vocational programmes for JSS leavers. There should be clear delineation between technical institutes, vocational institutes and apprenticeship programmes.

The President's List should provide an opportunity for 25 students from underprivileged families in every district, based on their BECE results, to attend one of the 50 best SSS in Ghana. This award covers admission to the school and a scholarship to aid completion of learning.

Scholarship schemes should be available for children opting for vocational and technical training as well as Senior Secondary Schools. Scholarship schemes should not be solely focussed on boarding schools. Proper means testing should be used to assess promising students based on need.

A stronger emphasis on technical and vocational training should be instituted.

The ESR team has shown that serious inequity exists within the system and that public school children who are often from poor socio-economic backgrounds are not able to benefit from state resources at the second cycle.

The State should not continue financing boarding schools. Traditional boarding schools should charge fees to the students. Scholarship scheme programme for needy children should be financed by the state to provide fees for at least 30% of enrolment based on means testing of those entering the elite boarding schools (from the public basic schools).

### **Tertiary and Polytechnics**

To broaden the social base of Ghanaian Universities the five public universities special equity quotas should be introduced and monitored by objective institutions (i.e. the Presidents Office) to ensure that at least 30% of the intake comes from underprivileged families with a low socio-economic background.

A means based testing method should be used to select entrants to universities based on socio-economic profiles.

SSNIT loans are to be only given to the 30% of University entrants from low socio-economic backgrounds and in deprived area schools and also the most needy applicants based on needs based appraisal methods.

Universities and other tertiary institutions should be enabled to run their institutions on a fee-paying basis for students who can pay. A two-track system might be introduced based on the schemes being used in Uganda.

### **D/ Teacher Education and Development (i.e. Study Leave)**

Priority for MOE should be to improve the capacity of University teacher training programmes (i.e. UCEW and UCC) to provide distance education and sandwich programmes, which allow teachers to acquire degrees while, remaining on the job.

Study leave with pay should be granted to a maximum of 20% of those graduating from the Teacher Training College. A District Education committee should only grant study leave to high performing teachers after completing a performance appraisal.

Female teachers should be specifically recruited and provided with incentives to encourage some of them to teach in rural deprived areas. Female access courses for SSS girls should be available at all district and regional teacher education sites. Female pupil teachers should be provided with special in-service training programmes to improve their image and proficiency particularly if they are teaching in rural deprived areas.

#### **E/ Increasing the numbers of teachers in the system**

In view of the acute shortage of committed teachers particularly in rural communities, a larger percentage of suitable candidates should be engaged as pupil teachers in every district in the country. These pupil teachers should be required to undertake a modular programme of pre-service teacher training for two years and attend a teacher training college for a maximum of one year to obtain their teaching certificate ("out out in" systems of teacher training should run along-side the in-in-out system of teacher education")

The Educational portion of the District Common Fund (DACF) should be used for sponsoring pupil teachers to be engaged and trained.

#### **F/ Quality of teachers:**

- Access courses should be provided and should be supported by the state particularly for female candidates under a cost sharing agreement.
- Interviews and reference letters demonstrating a level of commitment should be part of the process of selecting candidates for training college.
- Media campaign to improve the image of the teacher and best teacher awards should be scaled up across the country and in every community.
- The relationship between GNAT, MOE and GES should be strengthened to improve communication, discipline and to ensure that child rights are protected. GNAT should help support and cooperate with GES to enforce the discipline of teachers.

#### **G/ Equity**

- A much larger percentage of government funding should be focussed on children especially girls in deprived rural areas.
- The focus of all GES scholarship schemes should be on needy children. Means testing by socio-economic background should be implemented. Scholarship schemes for children in the northern region should be reworked to ensure more pro-poor orientation (i.e. should not be restricted to "boarding schools pupils").

- Scholarships for needy children in all 110 districts in the country should be implemented particularly for children at the JSS level since this is the main point at which 'drop out' occurs.
- STME clinics and rural education clinics for girls during vacation periods should be increased in rural deprived areas.
- Government should rethink its boarding school policy particularly for those well-endowed schools.

#### **H/ Cross Cutting Issues**

- A large campaign on HIV/AIDS for teachers should be mounted across the country using radio and television.
- Special Needs education should receive at least 2% of the MOE budget to improve facilities and implement inclusive education programmes for children with Special Needs.
- A school-feeding programme should be implemented at the primary and JSS level in deprived communities. At the very minimum the MOE should provide nutrition biscuits or full meals where possible.
- The MOH should regularly supply de-worming and vitamin A supplements to schools.

#### **I/ Community Schools**

- Mechanisms should be developed to ensure that communities own their schools. Communities should operate their schools, with the state providing the resources and payment of teachers. The communities should also be involved in the selection of teachers particularly pupil teachers in their schools.
- Communities should be helped to supervise and monitor their teachers and report cases of indiscipline to the District Education Oversight Committee.
- An MOE and Development partner committee set up by the MOE to monitor all external agencies including NGO programmes should approve all interventions in the education sector. Documentation and reporting of interventions should be regular.
- Primary education should be a focus for all government resources to ensure that books are provided so that basic literacy is assured.

## **J/ Management**

- General managers and other supervisory staff of the (religious) education units should be absorbed into the GES system to eliminate dualism in the management of schools.
- To strengthen the management and capacity of district education offices, Assistant Directors, preferably graduates, should be moved from regional education and metro offices to the districts.
- The DEOC should be empowered to address serious breaches of discipline and impose appropriate sanctions including dismissal of teachers who are under-performing and/or committing serious offences (i.e. child abuse).
- There is a need to strengthen the District Education Oversight committee by ensuring sufficient financing to enable them to carry out their roles and responsibilities. DEOCs should also be trained on legal issues especially those related to child rights.
- Consultants should work through top management as a means of strengthening sector institutions as well as providing the Minister with suggestions that have been examined by staff who have institutional memory.
- Preference should be given to short-term consultants rather than long-term consultants in view of the negative attitude created by the presence of the latter. Consultants should be given competent counterparts as a form of succession planning and to ensure retention of institutional memory.
- All posts /positions should have job descriptions.
- The ranking system of promotion used by the GES should be discontinued and all promotions should be based on competence and performance.
- To ensure that effective communication is maintained, the Motorola equipment should be serviced regularly and an e-mail system of communication should be adopted by the GES administrative structures wherever possible.
- The Director General should meet at least once every quarter with the Regional Directors and once a year with the SMC and PTA's representatives across the country. Such meetings should be replicated at Regional and District levels.
- The Non formal Education Directorate should be reorganised to become a unit under the GES concentrating efforts on material production and training of facilitators. The National Service Personnel and teachers should undertake implementation at the district and regional levels.
- The Girls Education Unit should be upgraded to a full division with a separate financial budget for implementation.

## **K/ Supervision and Monitoring**

- A simple list of basic indicators should be used to guide circuit supervisors in their assessment of basic schools. These indicators should be pre-requisites to improving quality of education and should be developed and implemented into the system.
- Circuit Supervisors should be appraised on a more regular basis and where they are under performing, serious sanctions should be imposed.
- A post of Chief Government Inspector of Schools should be created at the MOE. The Chief Inspector of Schools should ensure that inspectorate activities are out-sourced to external agencies to maintain objectivity (i.e. Universities). This should enable MOE to verify that quality education is being delivered.

## **Any further education reform programmes and innovation in education**

- Every year there should be a national forum to review and account for operations and the implementation of reforms in the various sectors.
- There should be stakeholder discussions in which teachers participate and are made fully aware of all newly proposed reforms or innovations before such reforms are introduced.
- The GES council should approve all innovations before they are implemented.

## **9.4 Proposed Scenario for Financing the Development of the Ghanaian Education sector**

This section outlines the potential scenario for the education sector. The proposed scenario for the development of the education sector covers the 2003-2015 period, namely the Dakar Education for All horizon. The base year is 2001, since it is the last year for which one has reliable actual data. The present scenario has several innovations with respect to the GPRS costing document recently presented (Orivel, 2002). The first one lies in the concept of public expenditure. The GPRS costing approach was based on projections limited to the budget of the Ministry of Education. While the present budget includes all sources of public expenditure, namely the GET Fund, the District Assemblies Common Fund, the Student Loan Scheme and the Scholarship Secretariat, which appear under other sections of the state budget.

The second change is based on the fact that the budget covers all levels of education, and not only those prioritised in the GPRS document. The third concerns the way of dealing with administrative expenditure, which have not been redistributed among education levels for regional services. And the last one is due to the fact that actual education expenditure for the year 2001 are now published, and are quite different from previous data for the same year (the GPRS document was still based on data provided in the revised 2001 budget issued by the Ministry of Finance in November 2001). These changes explain why data are sometimes different in the two approaches.

The scenario starts with projections related to expected education resources for the period. These projections are based on the evolution of the GDP, public revenues and the shares of the different components of education public expenditure within both the GDP and the public revenues. The scenario defines priority levels within the education sector, expressed as shares of each level within total public education expenditure. This step provides budget constraints for all sub-levels within the education sector. As these constraints are sometimes too tight for achieving the Dakar objective of Education for All. It is assumed that donor funding, in the framework of the recently launched Fast Track Initiative will cover the gap.

### **Expected resources for the education sector**

Macro-economic projections are presented in annex 19. They are based on standard macro-economic forecast to be found in available documents from the Ministry of Finance and from the Bretton Woods institutions. The GDP real growth rate is supposed to be 5% from 2003, and the GDP deflator to fall to 5% in 2004; and to remain even afterwards. The discretionary budget of the central government is supposed to represent a stable proportion of the GDP, namely 21%. And finally, the share of the MOE's budget in the discretionary budget is 20.2%, taking into account the fact that the discretionary budget includes the HIPC component as well as some arrears in the budget execution.

As far as other sources of public revenues are concerned, the following assumptions have been made:

- The GET Fund, which receives 2.5% of the added value generated by the Ghanaian economy, is supposed to produce revenues equal to 0.83% of the GDP in the forecast 2002 budget. In principle, if all economic activities, which generate the Ghanaian GDP, were submitted to the VAT, it would produce 2.5% of the Net National Income. This is not the case because a large proportion of the GDP is not submitted to the VAT, in particular most of the informal sector. However, one can assume that the share of the informal sector is doomed to decline, while that of the formal one will increase, providing a larger fiscal base for collecting the VAT. Presently, only about 35% to 40% of the GDP is submitted to the VAT, and one has assumed that by the year 2015, slightly more than 50% would be submitted, which would give about 1.3% of the GDP to the GET Fund.
- The HIPC is the second major additional source of public revenue for education. It has been announced that over the next 20 years, the total amount of the debt service payments which will be forgiven in favour of Ghana will represent the equivalent of 3 billion dollars. The exact yearly amounts have not yet been published, but it is not unrealistic to assume that on average, 150 millions dollars will be saved every year by the Ghanaian budget to feed the HIPC fund instead of being transferred to Ghana's creditors. The share of HIPC allocated to education which has been announced for the year 2000 is 10%. It can hardly be seen as a priority, as education represents only 20.2% of the discretionary budget. The present scenario is based on the assumption that no less than 15% of HIPC will be allocated to basic education.
- Concerning the District Assemblies Common Fund, it represents by law 5% of public revenues, and it has been estimated accordingly. The only problem concerns the estimate of the share of the DACF which is allocated to education. In the past, one has observed that about 25% of the DACF was allocated to education (1999 data), and 21% (2000 data). Data for 2001 have not yet been released. One has therefore assumed that on average, 23% of the DACF would support education.
- The student loan scheme is a difficult issue. In principle, it generates a yearly obligation of about 56 billions cedis for the central budget, which are not effectively paid, but stand as a new debt. In any case, it constitutes an implicit cost to the Ghanaian society, either through the impoverishment of the SSNIT books, either through future reimbursements by taxpayer money. The scheme will be reformed in the near future, but no estimate of the expected Government obligation has yet been circulated. It is hoped that the future system will be cheaper for the state budget, but how much cheaper? One possible approach for providing a rough estimate of the possible public support for the student loan scheme is the following. One could say that the government is paying half the interest rate under normal inflation conditions namely those, which will prevail from 2004, with a GDP deflator equal to 5%. In such circumstances, the interest rate of Treasury bills can be estimated at around 9%, of which the government is paying half, namely 4.5%. If the principal is equal to about 400 billions, the yearly obligations will fall to 18 billions cedis (instead of 56).

- Scholarship Secretariat: the budget of the Scholarship Secretariat is supposed to increase at the same pace as the nominal GDP per capita, namely plus 5% for inflation, and plus 2.5% for real economic growth.

Public expenditure for education is therefore the consolidation of six different budget sections, which have presently their specific allocation procedures. It is assumed that for the implementation of the present programme, a co-ordination process will be required during the phase of budget preparation, in order to insure that all sources combined, the total share of each level of education is set up in accordance with the proposed distribution, as indicated in annex 20.

### **Evolution of the share of each level of education**

In the first proposed scenario, there are 5 priority areas, whose share will increase during the course of the programme:

- The share of primary will increase from its present level of 27.0% to 31.2%
- The share of pre-school will increase from 5.4% to 6.8%
- The share of non-formal education will increase from 0.4% to 1%
- The share of institutions for the handicapped will increase from 0.4% to 1.8%
- The share of technical/vocational education will increase from 1.3% to 2.7%
- Altogether, the share of priority sectors will increase by 9%

Two sectors will have a stabilisation of their share, namely junior secondary education (17.2%), and senior secondary (13.9%). Two sectors will see their share reduced, namely tertiary education (from 18.6% to 15.8%), and administration (from 11.2% to 6.3%).

### **Assumptions on which the first scenario is based**

For all levels of education it is assumed that teacher salaries will be adjusted every year to take into account both inflation and the national purchasing power increase. To insure this rule, teacher salaries are calculated as a fixed proportion of the GDP per capita. The proportion, which has been retained, is that of trained teacher salaries, assuming that progressively, all teachers will be trained teachers. This rule should allow that budget preparation anticipate salary increase, in order to avoid the undesirable revision of the budget during its implementation, which has the disastrous effect of reducing excessively non salary expenditure. For all levels, the share of non salary expenditure has been raised: 30% of the budget for pre-school, primary, and junior secondary, 40% of the budget for senior secondary education. These non-salary expenditure include some provision for the routine maintenance of existing schools, but not investment cost, which have been estimated separately. The 30% of the budget dedicated to non-salary expenditure is aimed at improving the quality of public schools, and at reducing the gap between public and private schools. In a way, it can be seen as a significant tool for improving also equity in the system.

Concerning capital cost, it is assumed that a new place in the system was costing 1.8 million cedis for pre-school, primary and JSS, while it was estimated at 3 million cedis for senior secondary. For the following years, capital costs are adjusted to inflation.

The share of enrolments in private primary schools has been maintained as it is now (17%), but it has been increased at the JSS level from 11% to 15%, and at the SSS level from the present 3% to 17%, the same as for primary education.

Finally, pupil teacher ratios have been maintained more or less at their present level: 33 for primary, 19 for JSS and 21 for SSS. The only increase is for pre-school, which is rising from 23 to 30.

To insure higher gender equity, a specific measure for girls has been introduced for JSS, namely a scholarship 250000 cedis for about 1200 girls in each district. This measure will entail a total number of 132000 scholarships in the country, at a yearly cost of 33 billion cedis, taken from the JSS budget.

For tertiary education, it is anticipated that some tuition fees will be introduced to cover part of the unit cost. The public subsidy per student, which is presently equal to 4 times the GDP per capita, will be reduced to 2 times the GDP per capita. In addition, the rate of growth of enrolment in tertiary will be lower for universities than for polytechnics, in order to change significantly the proportion of both groups. Presently, there are two students in universities for one student in polytechnics, and at the end of the period, one will have three students in polytechnics for one student in universities. The duration of polytechnics studies is supposed to be harmonised at three years.

Concerning the adult literacy programme, present unit costs have been preserved (adjusted for inflation), but given the size of the task (5 millions adults to enrol), one has assumed that the national budget will do what is possible with its share of total education expenditure (growing from 0.4% to 1%), and that donor funding will cover the cost for the rest of the target group, including recurrent costs. Unlike other levels of education, adult literacy programmes can stop when all adults have been reached. From this point of view, this intervention can be considered as an investment that last only during a limited period of time. Incidentally, one can also mention here that donor contributions for achieving this programme is limited to capital cost for expanding the system at the basic level. Potential donor programmes for other level of education have not been considered here, due to insufficient information. One can nevertheless notice that if tertiary education has not been granted any donor funding in this scenario, it is not because it is seen as unnecessary, quite the contrary. It is likely that some donors will intervene in the sector, and it will be a very positive intervention for compensating the lower level of commitments from national resources in the proposed programme.

### **Outcome of the scenario**

The first scenario indicates that at the end of the programme, the GER at the pre-school level will be close to 100% (94.7% exactly), which can be considered as a great achievement. Very few countries can be compared to Ghana from this point of view. Concerning primary education, the education for all objective will be reached in

2010, with a GER equal to 105.1%, which is close to a net enrolment ratio of 100% given the fact that repetitions in Ghana have a low level of about 5%. The enrolment ratio at the junior secondary level is declining at the beginning of the period, due to a rapidly growing school age population (from 1.3 million children to 1.64 million). As a matter of fact, even if 340000 new places were open between 2002 and 2006, the enrolment rate would not increase. This level is improving rapidly after 2010, and at the end of the programme, the GER will reach 77.4%.

For senior secondary education, the school age population is still relatively stable at the beginning of the period, and that allows some improvement in the GER, from 17% in 2001 to 23.6% in 2005 and to 31.4% in 2010. At the end of the programme, the GER would be reaching 40%, or 2.4 times the present level. Here again, one can consider that it is an enviable achievement.

Given the assumptions of development provided above, the development of tertiary education is quite remarkable, especially for polytechnics, as far as 8 multiply the number of students. There will be 143000 students in polytechnics in 2015, instead of 18474 today. The number of admissions will be 62000 per year, universities included. Given the number of secondary school leavers at that time (about 200000), more or less one secondary student out of three will be admitted to tertiary education (private institutions not included). Those who cannot be admitted will have extended opportunities in technical/vocational education (three times more places), or in teacher training colleges.

And finally, the programme is designed to ensure that all illiterate adults who will wish to become literate will be given this opportunity.

There is not a full second scenario, as far as most desired the programme meets objectives. Nevertheless, it appears that as universal primary education is achieved in 2010. Given the primary education budget which has been provided, there is an automatic increase of new places, which is unnecessary. As a matter of fact, in 2015, the primary GER would be reaching 128%, which is far too much. As a consequence, it seems appropriate to reallocate the part of the primary education budget, which is above its needs to JSS, as far as this level can be seen as the least favoured by the scenario. It is what scenario 2 recommends. The reallocation allows a GER of 84.2% in 2015, which is more satisfactory than in the first scenario (77.4%), without sacrificing the priority given to primary education.

As far as the funding problems are concerned, this programme is basically financed from domestic sources. Two exceptions have been made, one concerning capital cost for basic education, and the other for both capital and recurrent cost of the adult literacy programme. These two exceptions necessitate the intervention of donors, for an approximate amount of 30 millions dollars per year. It is more or less what donors have provided in the past, in the form of projects. For this programme, it would be appropriate to maintain the same level of funding, but in the framework of a sector wide approach, in order to integrate all sources of funding towards the achievement of a single policy, that is defined in the present report.

## 9.5 Conclusions

The ESR findings highlight the challenges that need to be met to bring about definitive change in the Education Sector. There are key underlying issues such as equity and rural poverty that when recognised and fully addressed will provide immeasurable improvements to the distribution of quality education for all. The measures that are currently being implemented in the education sector by the Government of Ghana, Donor Agencies, NGOs and other groups have created a good foundation for a coordinated and unified policy thrust.

The key recommendations outlined in each ESR thematic area contribute positively and effectively in instituting positive and sustained change in Ghana's Education Sector. The fundamental structures needed require adequate training, funding and other resources for the sector to emerge as a vibrant player in Ghana's social and economic development.

It is imperative for the future of the education sector and the economic, social and political future of Ghana that these recommendations in this document and those in the individual situational analyses are given serious and thorough consideration. The relevant sub-sectors with their staff should consult and review the proposed findings in order to develop a sector wide approach.

### Developing a SWAP

The process of developing a sector wide approach (SWAP) to manage and administer the education sector presents the MOE and its Development Partners with the opportunity to assess the performance of its sub-sectors in the context of national development objectives. The ESR process enabled the team to interact with the principal actors comprising policy makers and implementers at the highest level as well as programme directors, researchers and regional and district education officers. This report has synthesized the analyses from the ESR thematic areas and the views and insights obtained from this participatory process.

Meeting the challenges of free and compulsory universal basic education with quality while expanding all other sub-sectors of the education system at public expense is a huge task for any country. It is a particularly huge challenge for a Highly Indebted Poor Country (HIPC). When this task involves the problem of having to achieve literacy and numeracy in a second language, in this case English, the process becomes complex and appears almost insurmountable. The crisis in public education is illustrated by a thriving private basic education market, which has divided the country into a small educationally rich segment (trans-national), and the large educationally poor segment (national). The mandate of the Ministry of Education must be focussed on improving the quality of public basic education particularly at the primary level in order to remove the gap in educational opportunity.

This strategic objective must orient every aspect and consideration in policy formation, programme implementation and resource allocation in order to satisfy global targets and ensure the rights of every Ghanaian child over the age of 5 years to education. The GPRS and the fast track initiative will demand that a stronger focus of public resources in education meet the growing gaps and needs of the poor.

The ESR findings reinforce the view that the MOE must focus public finance towards deprived areas of the country and ensure systematic targeting is achieved (i.e. programmes, resources, scholarship schemes, selection and inputs etc.). The problems of education demand a multi sectoral approach particularly between economic, social and agricultural sectors of the nation.

The ESR proposes several adjustment mechanisms, which must be implemented from the primary up to the tertiary levels of education in order to ensure greater equity in the system. Scholarship schemes for needy girls in rural deprived districts, equity measures at secondary and tertiary level and the upgrading of educational institutions in targeted areas are needed. This will also require that public educational institutions at the community and national level are given more autonomy to manage and mobilise strategic resources.

The ESR clearly revealed that poor families and communities cannot create the social, cultural and economic conditions, which are conducive to high educational outcomes. Teachers' refuse posting to deprived communities and often absent themselves for up to 50% of the time. Children who supplement family income working on farms or shepherding livestock will not go to schools with inflexible timetables when quality is poor and content is irrelevant from the child's perspective. Studies reveal that children will drop out before achieving basic literacy and numeracy. Girls drop out early to be given away in marriage or due to teenage pregnancy. Focus for schools in rural contexts should ensure that children achieve basic literacy in their own language at minimal cost and time for both parents and the community.

After six years of basic education in Ghana over 90% of children in the public sector are unable to read. The inadequacies many school pupils encounter in trying to read and write in lower primary level must be resolved. The automatic promotion system must be abolished. A more systematic and regular approach to testing children at P3 and P6 is recommended. Teachers must be made effective through improving their environment and status. The system of promoting teachers must be based on performance and competence particularly at the primary level.

The widening gap between rural/urban and between private and public schools in educational achievement confirms heterogeneity of educational needs within the system. The issue of equity is inextricably linked to quality. The Ghanaian solution before the 1987 Educational Reforms were the *Continuation Schools* for training in practical skills and agriculture for Middle Forms 3 and 4 pupils (ninth and tenth grades) who had not made it to the secondary school. The concept of the JSS attempted to replace this experiment in the name of equity. More research is needed to delve deeper into the effectiveness, curriculum and implementation of junior secondary school education within the current context. Today, as an ESR team we realise that equity cannot be achieved without quality and the implementation of policies, which support this primary objective.

The poor quality in education has permeated the entire public educational system (i.e. from primary up to tertiary). The ESR team found concrete evidence that the poor quality public primary education had negatively impacted on the JSS, second cycle and post secondary institutions particularly teacher education. All these levels

are handicapped due to the fact they have to provide ongoing remedial and supplementary programmes to rectify the low literacy and numeracy levels of their students. The outcome of the low quality in public education is the growing private sector education industry particularly at the primary level.

The ESR recognised the need for MOE to move towards approaches, which support the heterogeneity within the Ghanaian Education context. Rural and Urban context, the north south divide and the growing linguistic and language challenges and social and economic conditions which complicate education sector reform. Policy Development and change must recognise these challenges in future policy formulation within the sector. The ESR has focussed on providing solutions particularly for the rural deprived sector and improving public education while competing with a better-resourced private sector education system.

MOE must recognise the diversity within the system and cater to the various needs of different social and economic groupings. This would include policy thrust towards:

- Encouraging public/private partnerships within the education sector
- Provide more decentralised authority to community for school management (i.e. mobilising funds and hiring/firing teachers)
- Ensure the focus of public resources on quality of primary schooling

#### Development Partner Coordination

Much effort is being made by the MOE and the Development Partners to build, rehabilitate and improve primary and junior secondary schools throughout the country. Many NGOs are involved in these efforts. The book supply situation is improving gradually in primary and junior secondary schools. Thus a myriad of interventions, projects and programmes are being implemented. Keeping up and coordinating these programmes has become a major challenge for the education sector, its functionaries, communities and stakeholders.

So where and when the basic conditions for successful schooling cannot be met, innovative programmes, many unsustainable take their root. The basic conditions are supportive home and community conditions. We argue in the study that multi-sectoral approaches, holistic interventions, which provide not only the school structure but also water, sanitation, good nutrition, and promote local economic activity, is the recipe to achieve the objectives of the GPRS and wealth creation. Since the national effort in education is also driven by the GPRS, a sharper linkage should be drawn between schooling and rural development as the driving force of educational development.

One coordinated plan (i.e. a sector wide programme framework), which commits development partners and MDAs to a set of principles and a code of conduct, is urgently needed to stabilise and improve resource management in the sector. The MOE and its agencies must be the primary mover of such a programme. The sector wide approach is expected to ensure that allocations and project modalities are unified--- freeing up valuable MOE/GES human resources and time spent on reporting to several donor agencies.

Fortunately additional funding sources besides Government subvention are currently available to support education. These include the District Assemblies Common Fund, the Ghana Education Trust Fund (GETFund), and District Education Endowment Funds and HIPC funding through the Ministry of Finance, as well as endowment funds set up by traditional leaders such as the Otumfuo Education Fund, philanthropists, and Ghanaians in the Diaspora. We recognise that the development partners in areas of educational management, quality and school improvement particularly at the district level have regularly provided external support. Greater community ownership and school autonomy are needed to free up the potential of the local stakeholders for improving the basic education system. The District Education Oversight Committee, which plays a pivotal role in the process of school reform and bringing educational discipline back into the system, needs to be strengthened.

The ESR suggests that more effort should go into Government, district and community programmes through the use of media and technology: to provide extra-school educational resources, improve school/village libraries, develop radio and television programmes to promote reading and thereby create a learning culture in communities. A national campaign to eradicate illiteracy is needed.

However, in the short-term, many programmes must continue to be initiated to tackle inequity in access and quality education. The report identifies scholarships to encourage girls at all levels of education, and a Presidential Award Scheme (The President's List) to place 25 pupils from each of the 110 districts annually into the top 50 Secondary Schools in Ghana). Dealing with the equity issue has to be reconciled with the Ministry's strategic objective to encourage private schools—measures must be taken to streamline all public resources away from private sector ventures (i.e. student loans, books).

The government has declared its intention to upgrade one senior secondary school in each district into a Model Secondary School. This would open more opportunities for quality secondary education and hopefully bring more public school pupils into the SSS. The ESR recommends to the Ministry to extend this concept to include a model Technical Institute, Vocational Institute, and Apprenticeship Centre for each district.

The ESR team, having interacted at length with practitioners in TVET, holds the view that the MOE and the Ministry of Manpower Development and all the agencies that provide TVET, should cooperate to form the Council for Technical and Vocational Education and Training (COTVET) to coordinate all aspects of TVET. The proposed National Qualifications Framework and the Skills Development Fund are sound recommendations in the Draft TVET Policy Framework for Ghana, which must be adopted and implemented. The ESR team is of the view that TVET in and out of school must be promoted by Government if polytechnic education is to have value.

Finally some of the issues which confront teacher education, namely, improving the quality and the self-esteem of the teacher through improved conditions of service, continuing education, and innovative measures to reduce the cost of study leave will be necessary to cope with further expansion while achieving 100% enrolment in basic schools. Distance education must be promoted to train teachers while at post and the 38 Teacher Training Colleges should forge closer links with the Universities.

The next steps are for the MOE and development partners to begin a process of planned consultation and costed programmes within the various sub-sectors using the programme frameworks, which have been developed by many of the education sub-sectors already.