EDUCATION SECTOR REVIEW (ESR)

Ministry of Education
Government of Ghana

Final Team Synthesis Report

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Acronyms

ADE	-	Assistant Director of Education
BECE	-	Basic Education Certificate Examination
CAG	-	Controller and Accountant General
CPC	-	Community Participation Coordinator
CRDD	-	Curriculum Research Development Division
CRIQPEG	-	Centre for Research on Improving Quality of Primary Education in Ghana
CRT	-	Criterion Reference Testing
CS	-	Circuit Supervisor
DA	-	District Assembly
DCE	-	District Chief Executive
DDE	-	District Director of Education
DDG	-	Deputy Director General
DEO	-	District Education Office
DEOC	-	District Education Oversight Committee
DFID	-	Department For International Development
DPs	-	Development Partners
DG	-	Director – General
ECCD	-	Early Childhood Care and Development
ECDU	-	Early Childhood Development Unit
ECE	-	Early Childhood Education
EFA	-	Education For All
ESR	-	Education Sector Review
EU	-	Education Unit (of Religious Bodies)
FCUBE	-	Free Compulsory Universal Basic Education
FEs	-	Financial Encumbrance
FPMU	-	Funds and Procurement Management Unit
GBT	-	Ghana Book Trust
GLB	-	Ghana Library Board
GER	-	Gross Enrolment Rate
GES	-	Ghana Education Service

GLSS	-	Ghana Living Standards Survey
GNAT	-	Ghana National Association of Teachers
GOG	-	Government of Ghana
GPRS	-	Ghana Poverty Reduction Strategy
GSTS	-	Government Secondary Technical School
JSS	-	Junior Secondary School
KG	-	Kindergarten
KNUST	-	Kwame Nkrumah University of Science and Technology
MDA	-	Ministries, Department, and Agencies
MOE	-	Ministry Of Education
MOF	-	Ministry Of Finance
NER	-	Net Enrolment Ratio
NGO	-	Non-Governmental Organisation
NNTTC	-	National Nursery Teachers Training College
OHCS	-	Office of Head of the Civil Service
PMT	-	Performance Monitoring Testing
PTA	-	Parent/Teacher Association
QUIPS	-	Quality Improvement in Primary Schools
RDE	-	Regional Director of Education
RECAAST	-	Regional Colleges of Applied Arts, Science and Technology
SMC	-	School Management Committee
SPAM	-	School Performance Appraisal Meeting
SSNIT	-	Social Security and National Insurance Trust
SSS	-	Senior Secondary School
SSSCE	-	Senior Secondary School Certificate Examination
TTC	-	Teacher Training College
TVET	-	Technical, Vocational Education and Training
UCC	-	University of Cape Coast
UCEW	-	University College of Education, Winneba
WSD	-	Whole School Development

Executive Summary

1. The Education Sector Review (ESR) set out to assess the performance of Ghana's education delivery in the context of changes in the sector since the 1987 educational reforms, the FCUBE implementation, the Education for All initiatives (EFA) and the fast track initiative, new realities of globalisation, and the Ghana Poverty Reduction Strategy (GPRS). The outcome of the ESR will assist the sector identify key challenges and present recommendations to enable the MOE and its development partners plan towards a sector wide approach. The report has been compiled based on consultations, literature review and research into the various educational subsectors. The areas were: a) Education Outcomes, Linkages and Outcomes, b) Management, c) Finance, d) Community/School Relations, e) General Education, Gender and the Disadvantaged. This report presents the outcome of the ESR. This executive summary is an overview of the key issues, the main findings and recommendations for a way forward.

Basic Education

2. Fundamental changes in structure and content of basic education, which began with the 1987 education reforms, and the implementation of the FCUBE have expanded primary and JSS education throughout the country. The Government of Ghana (GOG) has built many new schools with assistance from Development Partners. Physical access to schools has improved; there have been considerable inputs of educational materials, furniture and books and incentives for teachers have increased. A new textbook policy, which places more responsibility on publishers to develop their own books, has also been designed.

3. The number of primary schools (public and private) in 2000/2001 was 13,965 having increased from 9,569 in 1987/88. Private participation in basic education has also increased. Enrolments have increased at all levels but the Gross Enrolment Ratios (GER) indicates that the goals of the FCUBE and EFA are a long way off. Estimates based on the 2000 Population Census fix the GER for primary schooling in 2000/2001 at 78.6% and the projected GER for 2001/2002 at 80%. For most of the 1990s, GER based on projections from the 1984 Population Census, ranged from a low 69.23% in 1988/89 to a high 79.05% in 1991/92.

4. Though some regional variation has existed throughout the period under review the main difference is between the three Northern Regions – the North, Upper East and Upper West – and the rest of the country. This global statement conceals the low enrolments, which are common in many rural areas throughout the country. The MOE planning and monitoring division should consider district based analysis rather than regional based analysis

when considering inequity in educational programmes. Actual GER based on school census data and the actual 2000 Population Census reveals regional differences shown in Table 1 below:

Regional differences in enrolment

Ashanti	Brong	Central	Easter	Gt. Ac	North	UEast	Uwest	Volta	West.	Nat.
75.1	81.5	89.2	89.0	79.6	61.6	70.3	56.4	86.5	82.7	78.6

5. Under-enrolment of girls compared to boys has improved from approximately 41% of total enrolment in the late 1980s to 45% in 2001.

6. Delayed enrolment is high, thus the most recent estimates based on the 2000 Population Census which fixed the national GER at 78.6% for 2000/2001 also put the Net Enrolment Rate at 57.1%.

7. Junior Secondary Schools numbered 5,260 in 1987/88, and in 2000/2001 rose to 7,010. JSS enrolment in 1987/88 was 610,094, representing a projected GER of 64.09%. Actual JSS enrolment for 2000/2001 was fixed at 804,419 and the GER at 60.9%.

8. Key gender concerns at the basic level include: The high number of out of school children (50% in Northern Region) majority of whom are girls.[1] The high drop out rate for girls at basic level particularly in Northern Region (25%)--- Less than 60% of girls complete Primary school level with far fewer in the Northern and Upper regions of the country. Another key concern is the high incidence of child abuse within basic schools particularly at the JSS level (Fiscian and Casely-Hayford, 2002). The literacy rates for women are low --- only one out of every eight women has completed 6 years of Primary schooling and over 75% of women are illiterate in rural areas in the North (GSS, 1998).

9. Other major gender concerns relate to the poor transition rates of girls from JSS to SSS and lack of awareness of other educational options (vocational and technical)---only 30% of girls complete JSS.

10. Quality of teaching and learning in primary schools as measured by criterion-referenced testing (CRT) are very poor in public primary schools. From 1992 to 2000, there has been a progressive but slight increase in the percentage of pupils obtaining mastery levels from 2 to 9.6% in English, and 1.1% to 4.4% in Mathematics. Private schools perform better than public schools. In 2000, while public schools obtained a mean score of 36.9% with 9.6% of the pupils scoring above 60% in English, private schools obtained a mean of 70.4% with 77.9% of private school pupils scoring above 60%. Urban schools perform

[1] 75% of girls access the formal Primary education system --- less than 50% in several districts in the Northern Regions and deprived rural areas of the country (GSS, 2000)

better than rural schools. This result is reinforced by schools in Greater Accra achieving higher scores than schools in all other regions. Boys perform better than girls in Mathematics but not in English.

11. Another assessment instrument, the Performance Monitoring Test (PMT), which measures achievement in English and Mathematics in all primary classes, unlike the CRT, which is restricted to Primary 6, also reveals the poor teaching and learning outcomes of Ghana's primary schools. The School Performance Appraisal Meeting (SPAM), which the PMT has introduced, is highly successful in tracking performance on a regular basis and providing a feedback mechanism to communities and schools.

12. The CRT reveals that the majority of public school pupils who enter the JSS have very poor literacy and numeracy levels. The results of the Basic Education Certificate Examination (BECE) also show a sharp and wide gap in academic performance between private schools and public schools. While the conditions of private schools cannot be replicated in most public schools, the poor CRT scores indicate the very shaky academic foundation on which the JSS rests.

13. Below are the main challenges and measures to improve Access and Quality of Basic Education:

    (I) More effort to improve the quality of teaching and learning in public basic schools to include (a) the earlier assessment of learners at P3 and P6 stages (b) further measures to improve quality of teaching through improved pre-service training, in-service training, further rationalization of study leave facility, measures to attract more academically able trainees (c) further improvement in the conditions of service of teachers (d) faster devolution of authority and increased resourcing for management, control and supervision to district assemblies (e) ensuring the timely and adequate provision of books and learning materials (f) improving the physical infrastructure and sanitary conditions of schools.

    (II) More effort to encourage, promote and enhance community support for Basic Schools to enable public schools to adopt more results oriented local management and mobilisation of community resources and fostering of community ownership.

    (III) More support for teaching and learning in Basic Schools through the mobilisation of the mass media, i.e., radio and television; and the development of an augmented community and school library service.

(IV) Confronting the challenge of the huge teaching and learning needs of the heterogeneous intellectual mix of pupils, who are admitted into the JSS. More timely measures for testing children at primary level should be systematically implemented. This brings to the forefront the question of whether the same curriculum for all the JSS should continue. The CRT should be thoroughly researched for improvement and use as a determinant for entrance into the JSS; those with very low scores should be placed into a remedial programme.

(V) Addressing the educational problems of deprived, and very poor communities would require intervention measures, which should be more multisectoral. Improvement in community health, sanitation, nutrition, support to enhance local economic activity would improve the social and economic circumstances which alone can sustain schools and provide assistance to attract teachers.

Mass education Non-formal education

14. The Ghana non-formal education programme began in 1992 and was implemented by the Non Formal Education Division (NFED) of the MOE with World Bank assistance. The programme succeeded in reducing the illiteracy rate of 52% in 1992 to 46.6% within 8 years (2000 census). However, projections by Orivel (2002) indicate the unit costs will be further reduced from the current US$53 per participant. The number of people to be supported will stagnate at 600,000 annually until 2006. This will mean that Ghana will be unable to meet the EFA targets of 100% literacy by 2015.

15. The national literacy campaign of 1952 and similar models indicate a need for a campaign style approach to mass education/literacy, which leaves management, and programming to the district level. The ESR team recommends that a NFED directorate should concentrate on material development and supervision of field officers. More participation by districts and non-state actors as implementers will ensure a wider set of stakeholders are involved in mobilizing resources (i.e. National Service Personnel, SSS Graduates, university and polytechnic students during the holidays etc) and creating interest in eradicating illiteracy from the community. The media should also be mobilized to support this national campaign.

16. The Ministry of Information and Presidential Affairs should team up with the Department of Social Welfare and Community development to revive the programme of mass education. The MOE should utilize cinema vans to spread information on education, health, agriculture that are vital for rural development in Ghana.

17. A developing country such as Ghana with limited resources and high illiteracy rates particularly for women should focus its non-formal education on the age group 15-25 and continue to have a special focus on women. This age group includes young people who never enrolled in school, who have dropped out including a large numbers of post JSS pupils who have fallen back into illiteracy.

Equity and the Disadvantaged

18. Improving the access, retention and achievement of children under the Poverty line requires three key strategies:

    - Investing in flexible schooling and alternative delivery systems particularly in the northern sector
    - Increasing focus and support to girls education particularly at P4 to JSS level (i.e. remedial programmes/vacation clinics for girls, gender sensitive training in classroom practice for teachers, sponsorship and feeding programmes)
    - Improving the quality of education at primary level in rural deprived areas country-wide (increasing the books, substantially increasing the number of locally engaged teachers, providing school libraries and teaching/learning materials, and in service training for teachers in reading methods).

19. The investment in supporting the educational progression of only one half of children in completing basic public school education represents a crisis. More realistic approaches to the provision of high quality education must be found to support education in rural areas of Ghana. Introducing and scaling up complementary more flexible schooling approaches, which reduce the time involved in acquiring basic literacy skills, will be key to this process. The GPRS has identified this as a key strategy and allocated funding for this process to occur.

Secondary Education

20. The most important change which the reforms brought is the conversion of the traditional secondary school of 5 Years plus 2 Years Sixth form, into the 3 Years' JSS, and 3 Years' SSS. The JSS is part of the MOE's universal basic education programme and therefore open to all products of the primary school. Admission into the SSS is based on performance in the Basic Education Certificate Examination (BECE) taken by all JSS 3 pupils.

21. After the change the secondary school population expanded from 153,284 in 1987/88 to about 220,000 in 2002. The number of public secondary schools increased from 240 to 474.

22. The SSS runs a diversified curriculum, which comprises five programmes from which students select three or four elective subjects. These programmes are General Arts and Science, Agriculture, Business, Technical, and Vocational. While electives are selected from all five programmes, the number of students who take the technical electives is the lowest. The highest number of candidates in the Senior Secondary School Certificate Examinations is in Economics, followed by Mathematics, the Sciences and Accounting.

23. Experts in Technical and Vocational Education and Training (TVET) would prefer institutions dedicated to Technical and Vocational training as opposed to the current vocationalised secondary schools. They argue that the theoretical orientation of the general secondary school environment is not conducive to teaching the practical aspects of technical and vocational subjects.

24. Many of the new community secondary schools suffer from severe under-enrolment. They lack hostels to attract students from catchment areas and also staff housing to attract qualified teachers. Many of the "new" senior secondary schools are not appropriately located to areas with adequate numbers of pupils from local JSS. It is suggested that the District Assemblies may wish to build hostels and staff housing. Some of them may be developed into specialised schools for vocational agriculture or technical and vocational institutes.

25. A large majority of SSS students perform poorly in the Senior Secondary School Certificate Examination (SSSCE). There have been noticeable increases in the number of pupils obtaining Grade E and above in recent years, however the vast majority of candidates still obtain grade E or fail the SSSCE. For 1999, 2000 and 2001, 48% of candidates failed in Core Mathematics while 21% obtained Grade E. In English Language for those same years, 34% of candidates obtained Grade E, while 43% failed. There is a huge gap in the performance of the better endowed schools compared to the new and less well-known schools. For example, 26% of all candidates in Mathematics, nationally, had Grades A to D, compared to 82% from Presbyterian Secondary School (PRESEC) Legon.

26. There is a clear case for allowing the new schools located in rural deprived areas to complete the SSS in four years rather than three. The Education Reforms Review Committee of 1994 and the National Education Forum of 1999 both recommended the 4-Year SSS[2]. Another option is to raise the

[2] Performance in a subject area in the Senior Secondary School Certificate Examination is ranked on a five-point scale (Grade A is the best and Grade E is the worst). The Basic Education Certificate Examination is ranked on a nine-point scale (Grade 1 is the best and Grade 9 is the worst). The aggregate score is the total score in the best six subjects at BECE level.

entry BECE from Aggregates 6 – 30 to 6 – 20. This would reduce participation in the SSS to unacceptable levels.

27. Second cycle education must be rethought to embrace the general arts, science and business schools; a restricted number of secondary technical schools, modelled after the old Government Secondary Technical School (GSTS) to educate future engineers, and technologists must also increase. Technical and Vocational Institutes to educate future technicians and artisans; and apprenticeship schools to educate the majority of JSS products to enter the world of work must be designed and developed in all parts of the country to reduce the migration to urban centres and the "brain drain" phenomena.

28. The key gender concerns at this level include the poor transition rate of girls from SSS to Tertiary Level Institutions ---particularly for girls from rural SSS (see annex 6).

29. The **main challenges and measures to improve secondary education**

    (i) Focus should be placed on the improvement of the Community Secondary Schools, particularly in deprived areas of the country. Suggested measures include district assemblies building hostels particularly for females and staff housing to attract pupils and qualified teachers, improving the equipment and books available in the new SSSs and insuring regular in-service training for teachers.
    (ii) Converting some of the rural community schools into schools which specialise in vocational agriculture and supported by the Ministry of Food and Agriculture with modern agricultural equipment to orientate pupils to modern agribusiness;
    (iii) Convert some of the new secondary schools into Technical Institutes and Vocational Institutes;
    (iv) Develop the following tracks for second cycle education: (a) General Arts and Science SSS (b) Secondary-Technical Schools and Technical Institutes (c) Vocational Institutes (d) Apprenticeship Schools;
    (v) The President's Model School Concept should be extended to include a secondary, technical and vocational school in each district.
    (vi) IT education/resources should be introduced in all SSS schools.
    (vii) The 30% allocation of places for the local community should be replaced with an **equity measure**, which ensures that all the top schools[3] allocate at least 30% of places to public school pupils.
    (viii) The gap between the private primary schools where the elite send their children and the public primary schools will not change in the short-term. Meanwhile Ghana is losing its most educated pupils

[3] A list of the top 50 schools are included in the Addae-Mensah Report, 2000

from the larger public school system every year. A special government intervention is needed to sweep the countryside for the very best pupils to take advantage of state patronage. A President's list of 25 candidates, from each district should be drawn annually, with an equal number of girls and boys and presented to the President by the Minister of Education to be awarded full scholarships into the best schools. With 2,750 of such scholars annually, over a ten-year period, a pool of 27,500 SSSCE pupils with the best chance to proceed to tertiary education would be created.

Technical and Vocational Education and Training (TVET)

30. TVET was introduced into basic education as pre-technical and prevocational skills. While the intention was to predispose or expose pupils to basic technical and vocational education, as indeed the old Senior Schools and Middle Schools did, many JSS's still do not have workshops and qualified teachers for meaningful teaching to take place. The MOE has a timetable to put up workshops for all JSS but this has proven difficult due to resource constraints.

31. The experts and practitioners argue that TVET should be de-emphasised at the JSS to make more time available for the teaching of literacy and numeracy. They recommend the replacement of vocational skills with arts and crafts education, technology and career guidance.

32. The attempt to raise the status of TVET in the SSS through the diversification of the curriculum has produced contradictory results. Many SSS graduates who took TVET subjects are unable to enter universities. Yet alternative avenues for tertiary education are minimal.

33. The reforms did not promote Technical Institutes. Since 1987 the number of Technical Institutes increased from 22 to 23. The Technical and Vocational Division of the GES went through a period of dissolution before reinstatement.

The **main challenges and measures to improve TVET**

34. It is recommended that TVET at the second cycle level should follow the following tracks (I) Secondary–Technical Schools for training future engineers (ii) Technical Institutes to prepare future artisans (iii) Vocational Institutes to prepare pupils with work-related skills (iv) Apprenticeship Schools and (vi) Farm Institutes to train for agribusiness.

35. Polytechnics should focus their attention on receiving candidates from the Technical and Vocational Institutes. Counselling at JSS level should assist potential candidates understand their educational options.

36. It is recommended that Open Community Colleges should be built by District Assemblies to provide technical and vocational education as well as remedial and continuing education for the post JSS and post SSS.

Teacher Education and Development

37. The teacher is critical to improving the quality of education particularly in areas where lack of parental support and poor social and economic conditions exist. The needs of the Ghanaian teacher and their role within the reform process have not been adequately addressed. The attempts that have been made with the Best Teacher Awards are a good beginning to enhance the image of the teaching profession.

38. The poor public image of the teaching profession persists and makes it difficult to recruit SSS graduates particularly those with good SSSCE grades into Teacher Training Colleges (TTC).

39. The brightest and most ambitious trained teachers use the study leave facility to get out of the profession as quickly as possible. Over a five-year period (1997/98 to 2001/2002) an estimated three hundred and six billion cedis (¢ 306 billion) was spent on study-leave payments. Research on teacher education and professional development finds that teachers spend an average of four to five years in the teaching profession (Akyeampong, 2002)

40. The low commitment of teachers in the profession is translated into poor performance in the classroom. An increased level of commitment is being realised by teachers who are not "trained teachers" but have the academic background and are committed to serving in rural deprived areas of the country. Studies suggest the need to increase the number of pupil teachers in the system and provide them with adequate in-service training to upgrade their skills. Innovative programmes, which some NGO's are piloting in the north, reveal that more commitment in teaching can translate into significant gains for students in reading and writing (i.e. the Rural Education Volunteer programme).

41. Some innovations such as District Sponsorship of Teachers; programmes such as WSD and QUIPS have funded integration of in-service training and incentives, with the supply of teaching and learning inputs to schools. New approaches in teacher education such as the IN-IN-OUT have been introduced to provide more pre-service field experience. Incentive measures

in the form of head teachers' bungalows and teachers' housing have been instituted.

42. The capacity of training colleges to supply new teachers to keep up with the expansion in enrolment and the high attrition of trained teachers pose a serious challenge to the realisation of the objectives of the reforms, the FCUBE and the EFA. Recent projections in teacher demand suggest that achieving universal enrolment would require 7000 new teachers annually. This is high when compared with the current capacity of the 38 TTCs to produce 6000 new teachers a year. There is also a significant problem in recruiting qualified female SSS level graduates into the profession. Many female SSS graduates are not able to attain the grades needed to enter training college.

43. A beginning has been made at the University of Cape Coast (UCC), and the University College of Education in Winneba (UCEW), to provide further professional training for teachers while they remain at post through distance education. The UCC programme was started in 2001 with 750 basic schoolteachers. The UCEW programme, which began in 1998, graduated its first batch of 136 degree holders in 2002.

44. The **main challenges and Measures for Improved Teacher Development**

The main challenges which confront teacher education are (I) Further measures to improve the working conditions of teachers (ii) Upgrading of the TTCs into Tertiary level institutions (iii) Rapid development of distance education to save the considerable sums of money presently spent on study leave payments (iv) Ensuring that new measures such as the District Sponsorship of Teachers achieve their objectives and (vi) Adoption of measures to recruit more **pupil teachers** and train them on the job through modular and distance learning programmes.

45. The ESR team recommends that the MOE significantly increase the number of pupil teachers recruited, particularly in the remote rural districts of the country and introduce an OUT-OUT-IN System of training based on the modular approach. The pupil teachers will be provided with in-service training during the vacation periods and those who perform well will be transferred into training colleges in their last year.

Tertiary Education

46. Tertiary education has undergone rapid expansion since the implementation of tertiary level reforms in 1991, which helped, prepare for an expected increase in demand resulting from the 1987 reforms. Enrolment in universities expanded from about 10,000 in 1990 to an all-time high of 40,600 in 2002. The polytechnics, which were elevated by the reforms into tertiary

institutions, increased in enrolment from about 13,000 in 1991 to 18,500 in 2002.

47. Regional Colleges of Arts Science and Technology (RECAAST) which were proposed in the Tertiary Education Reforms White Paper to bring together teacher training colleges, nurses' training colleges, agricultural, forestry and veterinary colleges have not materialised. The ESR revealed that rather than placing them into a new segment of tertiary education under the Ministry of Education they should stay with their respective sector ministries.

48. Recent research has highlighted the high social selection into the University of Ghana (Legon) and the Kwame Nkrumah University of Science (KNUST) and Technology. Studies suggest that that as many as 60 to 92% of students admitted into degree programmes at Legon in 1999/2000 were from only 50 out of 474 secondary schools. Also 43% of those admitted come from only 18 schools. At the KNUST as many as 75% of admitted students came from the 50 top schools in Ghana while out of this number 41.5% come from the same 18 top schools.

The **main challenges and Measures to advance Tertiary Education**

49. The main challenges facing tertiary education include (I) coping with further expansion as high social demand for university education increases and secondary education expands (ii) planning for further expansion of polytechnic education while redirecting curriculum to ensure relevance and greater emphasis on practical and industrial areas (iii) further development of distance education, mainly for teacher education and programmes to reduce pressure on the universities.

50. The Way Forward for Tertiary education should include:

(i) Development of an Open University Programme to facilitate the distance programmes needed to cope with expansion of tertiary education, especially teacher education.

(ii) Development of Open Community Colleges at the district level to provide work-related education and training for post JSS and Post SSS products that have no opportunities for continuing education.

(iii) Development of practical skills focused post-secondary colleges, such as the Agricultural Colleges, to advance vocational education and training beyond second cycle TVET.

(iv) The universities must institute admission policies, which deal with the extreme inequity, which is keeping out the larger population of products of the secondary school system. A twenty five percent equity

quota must be enforced to ensure places for children from rural deprived areas in SSS.

(v) Affirmative Action strategies at tertiary level should include a quota system for girls to ensure that the 50:50 participation goal is achieved (see tertiary education section). Boys and girls from deprived rural areas should be given preference using this quota system.

51. The Teacher Training Colleges must be brought into the fold of tertiary education as soon as possible. Adequate preparation in terms of instructors, textbooks and physical facilities must be made in order to upgrade teachers colleges.

Key Gender Concerns

52. Evidence from countries around the world suggest that Sub Saharan Africa (including Ghana) will fall far short in meeting its developmental commitment to gender equity and **will not** achieve the sustained growth and poverty reduction that it so desperately needs.

53. There are serious gender inequalities in Ghanaian education particularly at the secondary and tertiary level. The low participation rate of girls in technical and vocational training particularly in non-traditional areas and science related subjects are a cause for concern.

54. The low participation of women in the teaching profession (25%) and higher management positions (20%), particularly in tertiary level institutions, represent a crisis in educational management (i.e. University of Cape Coast has less than a 10% female teaching force). Studies report the increasing incidence and reporting of female discrimination within these institutions of higher learning (Prah, 2002).

55. The main thrust of MOE policy should be focused on girls and women reaching higher levels of education. More work is needed to help move the debate on gender equity from concerns on access and participation to issues of educational quality, retention and opportunity in order for education for all to be achieved.[4]

- Rural Education Counselling Centres (REC's) should be set up along the same lines as the Science Technology and Mathematics Education (STME) clinic and open to all rural girls at the JSS level to provide

[4] Massiah presents a model of gender relations, which moves gender issues from level 1 "conceptual or subjective visibility, to level 2--theoretical and statistical visibility (where the issues become information data) to level 3 where gender issues finally become socio-economically and politically. Visible as well as domestically visible. Gender issues in education in Ghana are somewhere between level 1 and level 2 in visibility.

remedial courses during vacation time for reading, mathematics and science along with counselling.[5]

- Scholarship funds for girls' education should be increased through the Ghana Education Trust Fund (GETfund) and District Education Oversight Committees should ensure they are properly distributed to deprived area girls at the JSS, vocational or technical and SSS levels.[6]

- Provision and construction of all new schools (Primary to SSS) should include simple and technologically appropriate water and sanitation facilities.

- Teacher Education Division and all teacher-training colleges should ensure that gender issues and concerns are mainstreamed in education courses to create a gender sensitive teaching/learning environment for children at the basic school level.

- A Gender policy for the MOE/GES should be developed to address issues of career development and promotion of women in the areas of teacher management. Access courses for women wanting to enter teacher-training college should be supported and introduced at training colleges around the country.

- A significant amount of funding should be allocated to girls' education programming. A special fund for NGO's and District Assemblies should be allocated for girls' education programming. NGOs, CBOs and District Assemblies should be encouraged to promote girls' education through a decentralised fund to support projects to improve quality and retention in education.

56. Despite the large number of interventions within the girls education field there needs to be added educational approaches which help to complement their low socio-economic backgrounds in order to aid them through the system. **Poverty** and lack of parental care often lead to early pregnancy. The inability of girls to purchase basic needs often forces them to engage in "transactional sex". This is a dangerous social phenomenon in any society attempting to control HIV/AIDS.

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[5] A full description of the REC approach can be found in Casely-Hayford and Wilson's report on the Needs of Female Teachers in Rural Deprived Areas of Ghana (2001)

[6] At least 400 scholarships for girls in each district should be allocated at the JSS level and approx. 100 at the SSS level.

57. One set of comprehensive targets and a comprehensive approach to programming, which pays particular attention to female education, is necessary for Ghana.[7] The targets should include:

- Placing priority on the Northern, Western and Central Regions based on the problems of gender inequity in the education sector.
- Focus on girls between the ages of 10-15 since they are highly vulnerable due to early marriage, teenage pregnancy and HIV/AIDS.
- Increasing emphasis on moral education of children in their early years

58. The Girls' Education Unit should be expanded and resourced to ensure that issues of child rights and protection are properly addressed (i.e. District girls' officers should be responsible for reporting cases of abuse to DEOC's and other sub committees). The Girls' Education Unit "National Vision for Girls Education" provides the framework for channelling donor assistance and promoting gender equity at a basic level.

Special Needs Children

59. Some of the access and participation challenges within the sub sector are as follows:
    - Services for special needs children are unevenly distributed across the country and located mainly in urban centres.
    - There is a problem in ensuring only severely handicapped children gain access to special needs schools and others are integrated into the mainstream. According to the latest MOE data only 3,362 children are provided with special needs services representing less than 2% of the population.

60. There are also several key challenges related to quality facing the sub sector including:

- High attrition rate of teacher's completing UCEW Special Needs training.
- Disagreement within the sub sector concerning the type of sign language (I.e. exact English or Ghanaian Sign"
- Lack of books and special equipment for special needs children.
- Lack of financing to the sector (less than 4% of the MOE budget goes to special needs children).
- High degree of stigma attached to people with special needs
- Lack of books and curriculum materials for children with special needs
- Lack of access to educational facilities due to poor architectural design.

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[7] The education sector in Ghana has several agency programmes, which identify with different sets of targets and goals. For instance the Education Sector Support Programme (ESSP) set the following targets in 1997 for achieving gender equity. "Female participation should increase from 46% to 48% at Primary level and 43% to 45% at the JSS level by 2001".

61. Despite the MOE policy for inclusive education there are very few children involved in the programme to date[8]. Approaches for reaching larger numbers of special needs children are required. The implementation of a systematic programme for inclusive education will require preparing teacher trainees in simple approaches to identify, support and assist children with special needs in the mainstream schools. The MOE policy thrust towards inclusive education is clear; the main challenge is for the strategic planning process to develop cost-effective plans, which can be easily implemented within the current context of Ghanaian education[9].

62. Special needs education supplements at all training colleges should include more in-depth knowledge of special needs children, particularly in light of the policy on inclusive education. All teachers in the country should be trained in the UNESCO kit, which provides basic approaches to helping children with special needs.

HIV/AIDS programming

63. The situation of School Health and HIV/AIDS is becoming a critical area of concern for the Ministry of Education. The total MOE workforce is 188,504 in the public Education sector and with a target group totalling over 3,109,915 (inclusive of TTC's and Technical vocational institutes, SSS, JSS, and Primary). The formal education sector is catering to the "largest percentage of the population"—covering over 37.6% of the entire national population (HIV/AIDS Workplan, 2002). While education can be an important vehicle for assisting in the prevention of HIV/AIDS, the disease can also do the most harm in the sector by preventing the delivery of quality education[10].

64. Deaths among teachers in Ghana are on the increase (MOE, 2002). Deaths of teachers in service at the pre-tertiary level increased in the period of 1995 to 1998 particularly in the Eastern, Western, Central and Volta regions of the country. These are the same regions with the highest rates of HIV infection. The lack of data makes it extremely difficult to estimate or project the impact the epidemic will have on the demand, supply and delivery of educational services in Ghana.

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[8] Approximately 87 Children have been successfully integrated through the Sight Saver/MOE programme. There are only three districts throughout the country that have inclusive education programmes for low vision children and these are supported mainly through the NGO sector (i.e. Sight Savers International).

[9] A Special Education Task Force set up to review the ESR recommendations and help the Special Education Division put together a strategic plan and implementation programme has been set up.

[10] The Ghana National AIDS Control programme estimates that the number of AIDS orphans will increase to 160,000 by the year 2000 and 400,000 by 2010. Growing numbers of HIV/AIDS cases within Ghana will affect the entire education system from a management and outcome perspective.

65. Some identifiable groups within the education sector, who are particularly vulnerable to the disease, include learners (particularly the girl child), teachers (particularly those on transfer or first posting), National Service Personnel, educational directors, circuit supervisors, non-teaching staff and other educational personnel who are highly mobile. Mobility is one of the key factors in vulnerability since people are away from their regular partners and susceptible to extra marital relationships. Girls aged between 15 to 19 years are five to six times more likely to contract HIV than boys in the same age group.

66. The focus of the MOEs programming is on the "Window of Hope"--- **youth between the ages of 0-15 years of age.** One of the key strategies is to implement training and educational programmes for behaviour change among school pupils and students. The main emphasis of the MOEs HIV/AIDS work plan is the focus on awareness creation activities--- less emphasis is placed on institutionalising behavioural change processes (i.e. improving guidance and counselling services) (see page 91).

67. Monitoring information within the education sector in Ghana (i.e. the rate of teacher infection through tracking the reasons for deaths in the system) is still not available through EMIS or other data systems. There are no statistics specifically documenting the prevalence, epidemiology or determinants of the disease among teachers, students or education workers (MOE Workplan, 2002). More work is needed to ensure that MOE data monitoring systems include HIV/AIDS as a major data need.

68. Strengthening the level of **guidance and counselling** programmes and introducing moral education at all levels will be key to assisting youth reorienting their behaviour particularly at the upper basic levels and SSS levels. The HIV/AIDS initiatives will demand a higher level of vigilance within the MOE related to child rights and protection.

69. Different interventions should be designed for different levels within the system. For instance:
    - Moral education particularly at the early childhood and basic level is essential
    - Guidance and counselling services from JSS to Tertiary level
    - Peer Education from JSS to Tertiary level
    - Testing and counselling services particularly at the University and tertiary level

70. The MOE should carefully consider using existing materials, which have been tested in other countries in the sub region in order to ensure efficacy in the "fast track approach" to HIV/AIDS programming. The Ministry should be careful not to try to "reinvent the wheel" and learn from other African countries, which are further along in programming for HIV/AIDS within the

School System (UNESCO, 2002)[11]. The MOEs work plan should place more emphasis on guidance and counselling services and the provision of testing particularly at Second cycle and Tertiary institutions.

School Health

71. There are several pressing problems which children in Ghana face and which SHEP appears the best placed to address:

- Malnourishment among children is very high in Ghana
- Lack of nutritional supplements in some areas of the country (i.e. Vitamin A and Iodine deficiency particularly in the Northern region)
- Extremely poor hygienic conditions at most schools including lack of basic sanitation facilities and lack of potable water (GNCC, 2001;Ackom 2002)
- Early pregnancy and sexual activity among youth (MOH, 2000)
- Lack of parental care and high level of neglect

72. Many of these problems cannot be solved by the school alone and require a high level of community-school collaboration. Programmes such as Child Scope and Child to Child are demonstrating the need for communities to become actively involved in school health issues. They also demonstrate that effective school health education can introduce more participatory approaches into the classroom and community setting.

73. The ESR assessment revealed that teachers often see school health activities as an added burden to their responsibilities and do not place a high priority on their implementation. Some studies also suggest that there is little activity within the SHEP programme at the school level. Regional officers identified the following key challenges: lack of policy framework, difficulty in monitoring and supervision/no logistical support, lack of interest by some GES officials in the SHEP programme, inactive regional and district SHEP steering committees, lack of funding and lack of sustainability in programming.

74. Stronger collaboration is needed between the MOE and MOH in planning and allocating resources to school health activities around the country. Since both Ministries are involved in the provision and implementation of School Health they should have a regular review of activities to plan out yearly activities. A common fund of resources should be used to carry out the Programme.

    - A regular budget allocation should be provided for the entire SHEP programme.

[11] UNESCO following the HIV/AIDS and Education Conference in Elmina in 2001 has developed a HIV/AIDS Strategic Resource Guide for African Countries. The Resource Book assists Ministries of Education learn about available curriculum and materials and methods around Africa and across the sub region. The resource book is available from the UNESCO office in Ghana.

- Media campaigns alongside TV and FM stations should be encouraged allot free airtime at national, regional and district level with collaboration

Child Rights and Protection

75. There is no national child rights and equity policy within the education sector to ensure that the rights and protection of children are ensured within the Education sector[12]. Ghana has responded positively to various Acts and policies and effected necessary constitutional provisions on the rights to education. Article 25(1) of the 1992 constitution for example is a replica of Article 13(2) of International Covenant on Economic, Social and Cultural Rights (ICESCR), Article 28 of the Convention on the Rights of the Child (CRC) and to a large extent Article 10 of Convention on Elimination of all Forms of Discrimination Against Women (CEDAW) – MOE/GES 2001:20 are the main legal documents ensuring the right and protection of children.

76. Research on abuse in Ghanaian schools reveals that physical and verbal abuses were common problems pupils often experienced in the school. Bullying of girls by male pupils was the most common form of physical abuse in schools. Caning of children is another common practice used to discipline pupils in schools. Abuse studies in Ghanaian schools revealed that teachers did not consider caning as a form of abuse against pupils (Fiscian et al, 2002).

77. Under the 1995 GES Act – Act 506 empowers the **District Education Oversight Committees** to ensure the enforcement of the punitive measures as specified in the Teachers Code of Conduct. The fact still remains that the guidelines for punitive action as stated in the Teachers code of conduct are not explicit enough and limited by the provision, which restricts district disciplinary committees to refer serious cases of teacher misconduct to the national level in cases where dismissal may be appropriate. The key recommendations to improve child rights and protection include:

- Counselling and legal service points should be set up at the district and school level to ensure the practice of child rights and gender equity in all schools. These legal points should be widely publicised to ensure that children and the public are able to report any forms of abuse.
- All corporal punishment should be abolished in schools (use of canes and other instruments) and a national campaign should begin through the media and TTC
- The policy should clearly state the legal service points to address child abuses particularly at school level.
- The Code of Professional Conduct should be reviewed and provide more detail as to the procedures for dealing with cases of abuse in schools.

[12] See Asiegbor, Fincham, Nanang, Gala and Britwum. November, 2001: V

- The district disciplinary committees should take up cases of child abuse and sexual offences within schools within one month of the offence.

Community School Relations

78. Efforts and activities geared towards encouraging communities to own and run their schools are directed mainly at basic education; some of these activities have impact on preschool (such as feeding programmes) and the JSS levels. One such programme is the WSD (funded by DFID), which supports government efforts to achieve the objectives of the FCUBE by 2005. It involves training the membership of DEOCs, CPCs as well as establishing and training the members of SMCs and PTAs. It has established its presence in all 110 Districts and is on course to have been active in all primary schools by 2007.

79. Two other organisations, the Community School Alliance and the ILP implement community empowerment training components of the QUIPS programme both of which are funded by USAID. QUIPS operates in tandem with the WSD, with the community mobilisation and teacher training aspects. QUIPS operates in cohorts of three districts at a time. The CRS administers a feeding programme for selected school children in the northern parts of the country. It is generally agreed that the programmes have contributed to improved inputs leading to teacher effectiveness and improved pupil performance based on CRT, PMT and BECE measurements.

80. The achievements notwithstanding, effective community ownership of schools requires a greater level of mobilisation beyond the DEOC, SMC and PTA. The SPAM element of the WSD/QUIPS programmes is limited. The school must be seen as an active agent of the community just as visits to the school must be more than parent-teacher interviews.

81. The legal framework for community/school partnership and the implementation of directives and regulations is based on the 1992 Constitution, which prescribes the FCUBE and endorses private ownership of schools. Community involvement in education must go beyond providing communal labour for the construction of schools. The community involvement in the school system must move toward operating and managing schools to support activities such as paying teachers' salaries.

82. The Local Government Act is the source of authority for the DEOC. However, the immediate community of the school is not given the authority to supervise and monitor. This is the responsibility of the DEOC, which in most cases is not operational. A legal backing is needed to ensure communities have

oversight, supervisory responsibilities in their communities and are able to act quickly on non-performing teachers.

83. The GES Act recognises various communities and organisations that have been allocated representation on its council. This presupposes community input into its policy formulation. At the District level, the DEOC has representation from various units of the community including the traditional council. Irrespective of these arrangements, the individual representative may not necessarily regularly consult his or her constituency. A mechanism is thus needed whereby these bodies would open channels of communication with the community (of the type of SPAM durbars) on a regular basis.

Improving the Learning Environment for Children in deprived rural areas

84. A child-friendly learning environment comprises healthy and ready-to-learn available books and learning materials, interested and responsible parents and guardians, good and conscientious teachers, an effective education administrative structure (implemented effective monitoring system), clean and tidy classrooms with appropriate furniture, and a community which strives to own its school. Several schools lack many of these. It needs to be recognized that anytime any of these components is/are missing it is to be concluded that performance of teachers and students (in the CRT, PMT and BECE) would be substandard.

85. At the moment, there is no means of externally assessing the performance of pupils until JSS 3, nine years into schooling, at which point pupils write the BECE. The ESR Team recognises the need to introduce a regular testing of pupils at the early stages of the education system. All public schools in Ghana should undertake at least two major examinations at P3 and P6 levels to ensure a basic level of literacy is attained.

86. The results of these tests on a school basis should be published on a national and district basis in order to assess the quality of teaching and learning in the classrooms and increase the accountability between teachers and their clients (parents and students).

87. The ESR team has also found that automatic promotion should be discontinued and continuous assessment should be improved to include parent teacher discussions held at the end of each term to assess the child's performance. A more transparent channel for parents to complain against non-performing teachers and those who are found to be breaching basic child rights must be implemented. Trained teachers should be held accountable for their poor performance.

Managing the Education System

88. There are many problems surrounding the management of the education system. The Ministry of Education itself, the highest organization in the sector and under which as many as nineteen agencies operate, has structural and capacity problems. The structural problems relate to the relationship of the Ministerial team with consultants and executing agencies while the capacity problems have two dimensions —— inadequacy in numbers of managerial staff and issues of their competence. There are shortages of manpower in critical areas of management and there are serious weaknesses in the performance of managerial roles such as effective supervision. These may be found almost throughout the whole sector. Management training has not been accepted as essential for persons who are promoted to management posts even though their earlier education/ training did not include any elements of management. The major criterion for promotion for instance in the GES is the number of years spent teaching.

89. Linked with the organizational problems are those of ineffective communication channels. Decentralization, which is the avowed objective of the sector, has been elusive due to a combination of factors such as capacity problems (already mentioned), with-holding of resources and of requisite authority as evidenced by the problems being faced in human resources and financial management. DDEs' control of staff is seriously weakened by the disciplinary system. Consequently indiscipline and misbehaviours abound in the system.

90. Assistance in the propping up and the management of education at various levels as well as the delivery of quality education is being received from Development Partners — the World Bank, friendly governments, Non-Governmental Organisations including Religious Bodies and Charitable Organisations.

91. These forms of assistance range from provision of infrastructural facilities to human resources development, to provision of teaching and learning materials to the supply of equipment, vehicles and other elements that promote the delivery of quality education to even items like food and uniforms to help retain children in schools.

92. It is recommended that

- The MOE structure is reviewed to ensure that consultants 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.

- District Education offices should be properly staffed and competent Assistant Directors, preferably graduates, be moved from Regional and Metro Education Offices to the rural districts.

- Officers promoted to posts where they are required to perform managerial functions should be given management training preferably before they assume the responsibilities of those posts.

- General Managers and other supervisory staff of Religious Educational Units should be absorbed into the GES system to strengthen supervision and at the same time eliminate dualism and the accompanying inefficiencies in the management of schools.

- DEOCs should be empowered to deal with serious breaches of discipline and be allowed to impose appropriate sanctions including dismissal.

- Effective communication is maintained, the Motorola equipment serviced regularly and an e-mail system adopted within the sector. Regular meetings among different levels of management should become standard practice.

- Ranking system of promotion should be discontinued and all promotions should be based on competence and performance. This requires that establishments in various grades should be specified and job descriptions prepared for all posts especially the non-teaching ones.

- For MOE to satisfy itself through verification that quality education is being delivered the post of Chief Government Inspector of Schools should be created in the ministry. That office would use external agencies, such as the universities, to carry out the inspectorate activities.

- Circuit Supervisors should be appraised on a regular basis and serious sanctions should be imposed on non-performers.

- Preference should be given to short-term consultants over long-term consultants in view of the negative attitude that the latter's presence creates. Consultants should always be given competent counterparts as a form of succession planning

- The Non-Formal Education Division should be reorganized as a Unit in the GES and should concentrate its efforts on material production and training of facilitators and allow implementation to be organized by District Directors of Education (DDEs) using National Service Personnel

- GES Council should approve all innovations before implementation.

- A national forum should be held every year to review and account for operations and the implementation of reforms in the various sub sectors. The Annual National Education Forum should be proceeded by an annual District Stakeholders Forum on Education.

Finance

93. Education for All (EFA) will require a larger funding envelop, as public expenditure per pupil at the basic level is rather low by international standards. This has had adverse impact on the quality of basic education. Ghana defines basic education as nine years of schooling in comparison to other least developed countries who define basic education as six years. Ghana has been providing a substantial amount of the budget support towards basic education but this is spread over the nine years. The challenges remain for the MOE to ensure that the focus of public expenditure is at the primary level.

94. By international standards Senior Secondary Schools in Ghana are three times more costly than the average cost of similar schools in the least developed countries. When boarding fees are included, the costs represent twice the GDP per capita (i.e. seven times the unit costs in comparable countries). More cost effective approaches for financing second cycle institutions should be found.

95.Several studies identified the lack of pro poor focus of educational expenditure. For instance the award of scholarships for second cycle education is based on location of institutions and not the type (i.e. day or boarding schools). Most of the scholarships are focussed on boarding schools in the Northern zone, central and Volta regions and not the "new SSS" schools, which often cater for a lower socio-economic grouping. A disproportion amount of public expenditure is going toward administration costs. The ESR team found cases where MOE could cut costs and avoid duplication in administration (i.e. religious education units).

96. A very large proportion of the MOE budget (non salary expenditure) is being provided by the donor community. The problem with donor funding is that it is concentrated on by a few donors and the large proportion of the funds are provided in the form of loans to the Ghanaian Government. One of the major failures in financing education in Ghana has been the very slow and irregular release of funds from the Ministry of Finance (MOE, 2002)[13].

97. Additional funding for basic education is needed and this should jointly be met by a combination of higher shares of the domestic budget for primary education and through greater support from the donor community (i.e. HIPC, EFA). This will increase the share of non-salary expenditure. More focus must be placed on primary educational expenditure.

[13] The Ministry of Finance released funds in October and November each year from 1998 to 2000, which is the last quarter of the budget year.

98. Much more work needs to be done to ensure the proper targeting of scholarships and other educational expenditure focus on the neediest groups in society particularly when certain schools attract children from the high socio-economic background. Scholarships should be based on need and not provided to schools simply based on location.

Research and improving in-country statistical analysis

99. The Ministry of Education should identify capable research institutions within Ghana to spearhead educational policy analysis, research and planning. The MOE and the GES needs to institute regular research programmes into all aspects of its education delivery. Impact studies on educational interventions should be conducted in a coordinated manner as part of a sector wide programme.

100. Local capacity should be built within Ghana to analyse key educational issues. The ESR team was unable to have a consistent and reliable set of educational data for the analysis of the sector. Reliable figures on the number of children who enrol at each level of education, the number of out of school children and the number of children who progress through the system (sex dissagregated) as well as other basic educational indicators should be accurately known by the MOE. The District Education Offices should be responsible for collecting and collating accurate data on a yearly basis. This information must also be widely disseminated at the local level on a regular basis.