



Teacher Gaps In Public Basic Schools In Ghana.

GLOBAL ACTION WEEK 2013.

GNECC POLICY BRIEF

Key Issues

Over 90 percent of sub-sector budget to pre-tertiary education is spent on personnel compensation and training. With the continuous news item of teacher unions' agitation for more remuneration, answers to these questions will help address the key quality issues that revolve around the teacher. These include:

- ✘ Does the number of enrolment vis-à-vis the pupil teacher norm indicate that the number of teachers on payroll is outrageous?
- ✘ Are there some teachers being paid for doing no work at all?
- ✘ What are the expected/ideal number of teachers that the pre-tertiary sector requires to sustain teaching and learning?
- ✘ Are there more teachers in the system than is required?
- ✘ Are the ongoing interventions to attain equilibrium in teacher demand and supply still relevant today?
- ✘ What are the other alternatives to beef up the teachers' core? Are they sustainable and efficient?
- ✘ What are the policy directions necessary for addressing the current huge wage bill at the public pre-tertiary level of education delivery?

Background

Teacher recruitment training and deployment are key policy issues that any education sector across the globe must give prior attention if quality improvements are to be sustained. This requires that policies and directives relating to teacher deployment need to be enforced down to the school level. Every educational system exists solely to achieve sustained quality improvements in pupils learning outcomes and to make the beneficiaries feel acceptable in society. The success or failure of any educational endeavour relies on the teacher who is the pivot of the entire system.

Governments across the globe especially in developing states continue to invest the largest portion of sector budget into the remuneration and training of teachers. Hence policies relating to teacher training, deployment and remuneration should be of particular concern to all stakeholders.

In Ghana, the government has committed itself to ensuring that there are enough teachers to support this endeavour. This led to series of packages to entice people to enter the teaching profession and be trained as teachers. Over the years, the package has come to include:

- ⊙ Free teacher training programmes in the nation's teacher training colleges (now known as colleges of education)
- ⊙ Provision of monthly stipend for teacher trainees
- ⊙ Provision of study leave with pay for teachers to pursue teacher related degree programmes after serving for a minimum number of years.
- ⊙ Provision of free teacher accommodation in relevant communities.
- ⊙ Provision of car maintenance allowance to teachers.

The above interventions are being provided with the objective of enticing and retaining teachers in the profession and reduce teacher attrition rate. The implementation of this policy directive has witnessed about

three decades with teacher training, retention and deployment challenges surging year after. This is an indication that the policy direction is not helping the sector to achieve its objectives. Data from the performance reports over the past five years indicate that teacher remuneration, training and management continue to surge and keeping the wage bill beyond bearable.

Ministry of Education Report noted that there are huge and progressive gap between the ideal teacher growth based on a calculation of numbers of teachers that are produced annually to augment the teachers' core and the actual trend.

There is an indication that over the past decade the policies relating to teacher training management and remuneration are either not being implemented or if they are being carried out, then those policies require a second analysis by stakeholders. The previous performance reports of the Ministry of Education continue to indicate that government investments into teacher training, management and remuneration increase in tandem with expected or ideal growth in the numbers of teachers. This presupposes that government might be:

- ⊙ Paying some teachers whose services are being delivered where they are not beneficiary.
- ⊙ Alternatively, more teachers are engaged in managerial positions than is required.
- ⊙ Some teachers might have opted out of the sector but continues to receive remuneration..
- ⊙ Anecdotal evidence suggests that in spite of these interventions, the sector experiences the highest staff attrition. This has resulted in the introduction of additional interventions to mitigate the surging rise in teacher attrition. One of these packages is the introduction of Untrained Teacher Diploma in Basic Education (UTDBE).

The education sector continues to grapple with many challenges including poor and inadequate infrastructure, insufficient financing and shortage of teachers especially in the rural areas. Within this spectrum of challenges, teacher shortage, which is largely associated with the low rate of teacher training and high level of teacher attrition, has been identified as one of the most intractable problems facing the education system in Ghana. Yet, teacher training and remuneration swallows about 95 percent of the pre-tertiary sub sector budget.

Objectives

This paper seeks to achieve the following objectives:

- Assess the teacher gaps in the public basic schools.
- To assess what factors are affecting effective and efficient deployment of teachers across the country.
- Review the processes for identifying vacancies and deployment of teachers to the public basic schools.
- Assess the rate of loss of trained teachers in the public basic schools

Methodology

Secondary data from the Education Management Information System (EMIS) was employed for this exercise.

Below is the summary of steps:

- Data on teacher situation in the public basic schools were extracted from the EMIS annual report 2011-12.
- The data is organized to reflect the trained and untrained teachers' situation across the regions.
- Using the established pupil-teacher ratio for kindergarten, primary and junior high schools, the paper provides the expected number of teachers required for each region and for each level of education at the basic stream.
- Next the data set provides information on teachers in management positions at the Headquarters, regional and districts level.

Data and Statistical Analysis

Teacher distribution at the basic level

- There is an enormous teacher deficit at the Kindergarten level in excess of 16,000.
- The primary level recorded a teacher surplus of over 1,500.
- The JHS has similarly recorded a surplus of over 21,000.
- The surplus at the primary (1,549) and JHS level (21,630) more than off-set the overall teacher shortage for the basic education sub-sector (resulting in surplus teachers of over 6000).

- At the Kindergarten level there are averagely 38 pupils to a teacher instead of 25; and pupil-trained teacher ratio of 85:1.
- The primary level indicates averagely 34 pupils to a teacher as against the expected requirement of 35, with a pupil trained teacher ratio of 52:1.
- Similarly, the JHS level recorded averagely, 17 pupils to a teacher as against expected norm of 25, with a pupil-trained teacher ratio of 20.

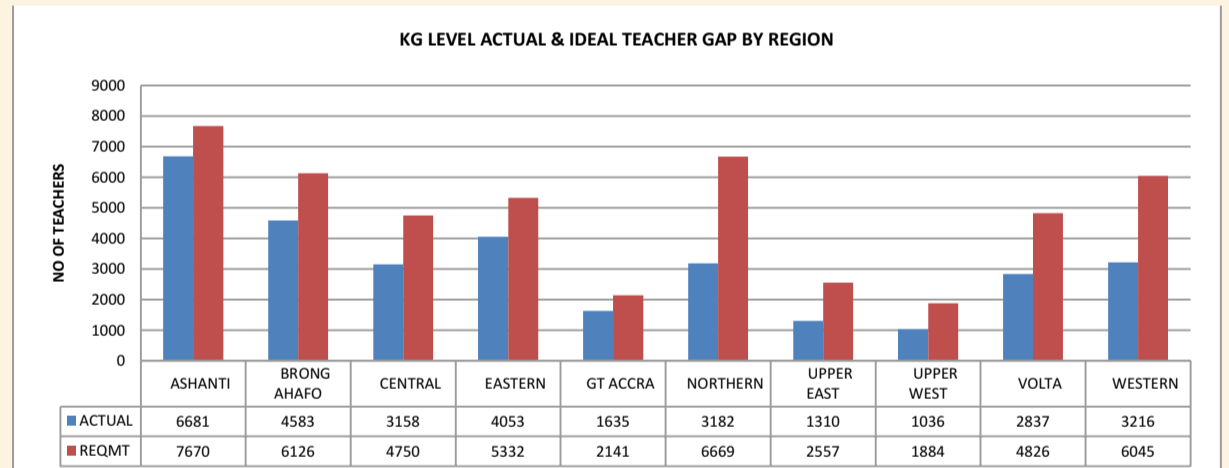
Table 1: Teacher distribution at the basic level

LEVEL	ENROLMENT	TOTAL TEACHERS	TRAINED TEACHERS	% TRAINED	PTR Norm	PTR	PTTR	REQMT	DIFF
KG	1,199,967	31,691	14,198	44.8%	25	38	85	47,999	(16,308)
PRIMARY	3,164,830	91,973	60,940	66.3%	35	34	52	90,424	1,549
JHS	1,122,601	66,534	55,179	82.9%	25	17	20	44,904	21,630
BASIC NATIONAL	5,487,398	190,198	130,317	64.7%	28	30	52	183,326	6,872

Source: MoE, 2012. EMIS 2011-2012 report

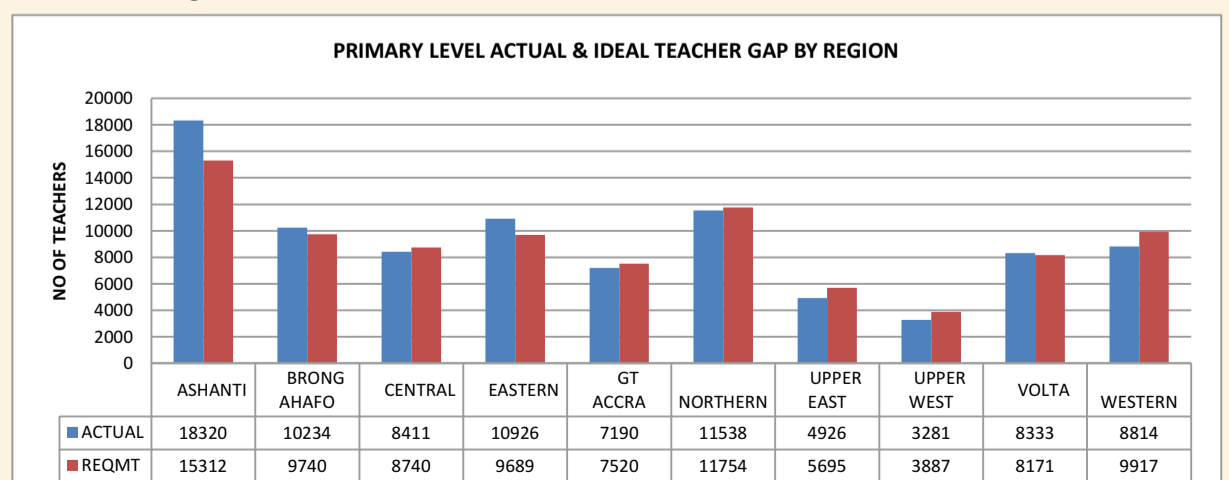
Teacher distribution at the Kindergarten level by region

- The 2011-12 Education census report indicate that at the kindergarten level, there is enormous teacher deficit across all the ten regions with the Northern, Western, and Volta recording the highest deficit.
- The national PTR norm of twenty-five pupils to one teacher is used to determine actual teacher requirement.
- There are also enormous gaps in terms of pupil trained teacher ratio, with Western, Upper East and Upper West being the highly affected.
- There exist a teacher shortage of over 16,000 at this level



Teacher distribution at the Primary school level by region

- Using the pupil-teacher ratio norm of 35:1; the analysis indicates that four out of six regions have excess teachers.
- The regions with teacher deficit include: Northern, Western and Volta Regions.
- There is a total surplus of teacher to the tune of 1500 plus.
- Ashanti Region alone has over 3000 surplus teachers.



Key Observations

A reflection on the regional and district level data; the following can be observed:

- Trained teachers are preferred by heads of schools or the district education office to teach high classes.
- After an untrained teacher has acquired training they prefer to leave their current class to teach at a relatively higher level.
- A reflection on the data set to the school level indicates that some schools have over subscription of teachers whilst other schools are grossly under staffed leading
- Similarly, some districts have more teachers than required whilst other districts are under staffed.
- At the managerial level, table 5 indicate that each regional office has on average a staff strength of seventy nine (79) whilst each district has on average staff strength of seventy-eight(78).
- The Educational Units numbering about 82 indicate that each has on average about twenty staff on GES payroll.
- Possible and anecdotal evidence accounting for some of the over subscription include the following
 - ✘ Interference of high ranking officials (politicians and technocrats) for their relations to be taken into a particular school or district to teach.
 - ✘ Reluctance of teachers to accept postings to the deprived areas for inadequate and sometimes lack of social amenities.
- The Untrained Teacher Diploma in Basic Education (UTDBE) has helped to increase the no of trained teachers in the deprived areas.
- Report from the Teacher Community Assistance Initiative that made use of personnel from the NYEP programme noted that:
 - ✘ The module was effective in getting teachers from the community which means teachers have no problem commuting.
 - ✘ The teachers' ability to deliver was far below expectation,
 - ✘ Payment to personnel was delayed which affected teacher attendance and time on task.
 - ✘ The recruitment process is ambiguous.

Recommendations.

- ✦ Determination of teacher vacancies should be done based on enrolments with reference to the approved PTR norm for all schools. This will ensure those classes and or schools with enrolment levels that are more and almost double the PTR norm to have two teachers. This will enable such classes to do remedial teaching by allowing the second teacher to the class to make time for slow learners and resolve the exclusion in the classroom⁵.
- ✦ Determination of teacher vacancies based on PTR norms will help to rid the system of over staffing in schools and enhance efficiency gains, producing value for money.
- ✦ GES should ensure that head teachers declaring vacancies and make request for additional teachers will have to do so in the light PTR norms. They should be mandated to provide particulars of teachers that have left. This will help the GES to cross examine the payroll on a consistently basis to whether those who have vacated post are either on approved study leave or have step out of the system. This exercise will help to consistently rid the payroll of teachers no more at post.
- ✦ To ensure that teachers remain at the places their services are needed, there must be enforceable sanctions and reward systems.
- ✦ MoE/GES should put mechanisms in place to ensure that teachers that are not at post are dealt with. This calls for a review of directives on teacher deployment and postings.
- ✦ A review of the staff requirement per requirement at the head quarters, regional, district, and educational units is imperative to ensure that surplus staffing are relocated to places where they are needed. This must be tackled immediately.
- ✦ Government must consider graduate teachers who annually graduate from the nations teaching universities (University of Cape Coast and University of Education)
- ✦ GES should review staffing needs and requirement at its Headquarters, Regional Education Offices, District Education Offices and Educational Units.

- ✦ Review of the 20 percent top up allowance for teachers in deprived areas to motivate trained teachers to accept posting to and to teach.
- ✦ Review of the 20percent top up allowance for teachers in deprived areas to motivate trained teachers to accept posting to and to teach.

Policy Options

- By 2014, measure and publish the Pupil-to-Trained-Teacher ratio, overall and in the public sector, (according to standards of training as indicated above), including regional variations. This should be included in reports to the International Covenant on Economic, Social and Cultural Rights (ICESCR).
- Undertake a gender review of national Education Sector Plans, and develop long-term strategies to recruit, train, support and compensate female teachers.
- Ensure initial pre-service training for all new recruits to teaching that covers subject knowledge, pedagogy and training in diagnosis of students' learning needs, with sufficient time to develop these skills; raise the ISCED level of teacher training by at least one level over the next three years.
- Provide ongoing in-service training and professional development for all teachers, making use of communities of practice and following up on training given.
- Ensure that all teachers are being paid a decent, professional wage; negotiate and agree pay scales with teacher unions; do not use pay as a system of individualized punishment and reward based on high-stakes testing or other "merit" pay.
- Promote adult literacy programmes that also empower newly-literate parents to take part in school management and support teachers.
- Government foster better collaboration with Civil Society in planning and budgeting processes within the sector.
- The Global Partnership for Education Grant project should provide coordinated financing and other support to the expansion of a well-trained, professional teacher workforce, explicitly recognizing the significance of this for learning outcomes and quality education.

- The World Bank should meet its original 2010 pledge of additional funding for basic education, by providing at least \$6.8 billion for basic education in IDA countries between 2011 and 2015, and an increase in funding for sub-Saharan Africa.
- The World Bank should refrain from providing advice or conditionality that limits the professional status, training, pay or unionization of teachers, or that encourages high-stakes testing.
- Publish its intended contribution to tackling the teacher crisis and lowering Pupil-to-Trained-Teacher ratios, and report annually on progress against this plan.
- Private Donors should support national strategies to develop the professional teacher workforce for public education by, for instance, contributing to pooled funds that support national education sector plans.

Pre-tertiary Teacher Deployment Process

Identification and declaration of teacher gaps

- Schools identify teacher vacancies and communicate to District Education Office.
- District Office collates school requests and communicates Districts request to Regional Offices.
- Regional Office collates District Requests and communicates Regional request to Head quarters.
- Headquarters collates regional requests and provides a national picture of total teacher vacancies.

Deployment of teachers to schools

- Ghana Education Service Headquarters deploy teachers (newly trained and teachers returning from study leave) to regional offices.
- Regional Offices in turn deploy teachers to the districts' education offices.
- District Offices finally deploy teachers to the schools based on request and availability.

Appendix

Table 2: Teacher Requirement, shortage and other characteristics in kindergarten Public Education

REGION	ENROL-MENT	TEACHERS	TRAINED TEACHERS	% TRAINED	PTR Norm	PTR	PTTR	REQMT	DIFF
Ashanti	191740	6681	3747	56.1%	25	29	51	7,670	(989)
Brong Ahafo	153138	4583	1721	37.6%	25	33	89	6,126	(1,543)
Central	118758	3158	1097	34.7%	25	38	108	4,750	(1,592)
Eastern	133290	4053	2368	58.4%	25	33	56	5,332	(1,279)
Gt Accra	53530	1635	1184	72.4%	25	33	45	2,141	(506)
Northern	166720	3182	1439	45.2%	25	52	116	6,669	(3,487)
Upper East	63915	1310	328	25.0%	25	49	195	2,557	(1,247)
Upper West	47097	1036	393	37.9%	25	45	120	1,884	(848)
Volta	120657	2837	1193	42.1%	25	43	101	4,826	(1,989)
Western	151122	3216	728	22.6%	25	47	208	6,045	(2,829)
National	1199967	31691	14198	44.8%	25	38	85	47,999	(16,308)

Source: MoE, 2012. EMIS 2011-2012 report

Table 3: Teacher Requirement, shortage and other characteristics in Public Primary Education

REGION	ENROL-MENT	TOTAL TEACHERS	TRAINED TEACHERS	% TRAINED	PTR Norm	PTR	PTTR	REQMT	DIFF
Ashanti	535919	18320	13654	74.5%	35	29	39	15,312	3,008
Brong Ahafo	340895	10234	6216	60.7%	35	33	55	9,740	494
Central	305899	8411	5219	62.0%	35	36	59	8,740	(329)
Eastern	339109	10926	8762	80.2%	35	31	39	9,689	1,237
Gt Accra	263196	7190	6700	93.2%	35	37	39	7,520	(330)
Northern	411386	11538	6034	52.3%	35	36	68	11,754	(216)
Upper East	199319	4926	2346	47.6%	35	40	85	5,695	(769)
Upper West	136044	3281	2007	61.2%	35	41	68	3,887	(606)
Volta	285980	8333	5813	69.8%	35	34	49	8,171	162
Western	347083	8814	4189	47.5%	35	39	83	9,917	(1,103)
National	3164830	91973	60940	66.3%	35	34	52	90,424	1,549

Source: MoE, 2012. EMIS 2011-2012 report

Table 4: Teacher Requirement, shortage and other characteristics in Public JHS Education

REGION	ENROL-MENT	TOTAL TEACHERS	TRAINED TEACHERS	% TRAINED	PTR Norm	PTR	PTTR	REQMT	DIFF
Ashanti	222192	15672	13899	88.7%	25	14	16	8,888	6,784
Brong Ahafo	112113	6963	5548	79.7%	25	16	20	4,485	2,478
Central	113517	7085	5698	80.4%	25	16	20	4,541	2,544
Eastern	120922	8153	7076	86.8%	25	15	17	4,837	3,316
Gt Accra	127867	6753	6414	95.0%	25	19	20	5,115	1,638
Northern	111224	5171	4062	78.6%	25	22	27	4,449	722
Upper East	63067	2869	2037	71.0%	25	22	31	2,523	346
Upper West	42649	2283	1661	72.8%	25	19	26	1,706	577
Volta	96593	5907	4871	82.5%	25	16	20	3,864	2,043
Western	112457	5678	3913	68.9%	25	20	29	4,498	1,180
National	1122601	66534	55179	82.9%	25	17	20	44,904	21,630

Source: MoE, 2012. EMIS 2011-2012 report

Table 5: Staffing Situation of GES Management

COST CENTRE	STAFF STRENGTH
HEADQUARTERS	630
DISTRICT EDUCATION OFFICE	13,354
REGIONAL EDUCATION OFFICE	797
EDUCATIONAL UNITS	1,756
STUDY LEAVE	6,007
BASIC SCHOOLS	170,439

Source: extracts from GES Budget presentation on 2012 performance

Figure 5

