UNIVERSITY OF CAPE COAST

STUDY LEAVE WITH PAY AND HUMAN RESOURCE DEVELOPMENT IN THE METROPOLITAN EDUCATION DIRECTORATE OF THE GHANA EDUCATION SERVICE IN KUMASI

BY

SARAH OSEI-GYASI

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DECLARATION

Candidate's Declaration

I hereby declare that this dissertation is the result of my own original work and that no part of it has been presented for another degree in this University or elsewhere.

Candidate's Signature:……..……. Date……

Name: Sarah Osei – Gyasi

Supervisor's Declaration

I hereby declare that the preparation and presentation of the dissertation were supervised in accordance with the guidelines on supervision of the dissertation laid down by the University of Cape Coast.

Supervisor's Signature:…… Date……

Name: Dr. E.K. Ekumah

ABSTRACT

Education plays a vital role in the development of the human resource of every nation and it is an undeniable fact that the development of every nation also depends on the human resource. Investment in the education, training and development of the human resource is a necessary condition for national development however the success of this largely depends on the quality of teachers. Hence there is the need for staff development programmes that commensurate with the nation's development programmes. Study leave with pay is one of the staff development programmes instituted by the GES for teachers to enable them further their education and acquire the competences needed for the demands of the GES.

The study was carried out to examine the effect of the study leave with pay policy on human resource with regard to the need for the policy, the quota system, performance of beneficiaries and the cost effectiveness of the policy. Officials at the regional, metro, sub-metro, some teachers on study leave and others in the classroom were the respondents.

The study revealed that respondents were against the abolition of the policy as being advocated by some stakeholders. They said the quota should be increased to ensure the presence of a competent workforce within the GES. Beneficiaries should be monitored and assessed always to reduce the attrition level and to make sure that the policy becomes cost effective.

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DEDICATION

To my parents, Johnson Osei-Gyasi and Grace Osei-Gyasi.

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ACRONYMS

IDS	Institute of Development Studies
CS	Circuit Supervisor
D-G	Director General
DL	Distance Learning
GES	Ghana Education Service
GNA	Ghana News Agency
GNAT	Ghana National Association of Teachers
GNATOC	Ghana National Association of Teachers on Campus
HR	Human Resource
HRD	Human Resource Development
HRMD	Human Resource Management Division
ICT	Information Communication Technology
MOES	Ministry of Education and Sports
NGO	Non Governmental Organisation
PS	Previous System
QS	Quota System
SHS	Senior High School
SLWP	Study Leave With Pay
UEW, K	University of Education, Winneba, Kumasi Campus
VOC/TEC	Vocational/Technology

CHAPTER ONE

INTRODUCTION

Background to the study

In every country, the human resource is valued instrumentally as it contributes to increased productivity and economic growth. In Denison's early studies of the United States' economic growth, human resource investment was found to be substantially more important than the physical investment or the material resource (Denison, 1996). This means that the growth and development of every country depends on the quality of the human resource and its performance in terms of achieving the goals, aims and the objectives of the country.

Indeed a country that is unable to develop the skills and knowledge of its people effectively will find it difficult to move forward hence the need for competent and skilled employees. However, competent employees do not remain competent forever. Skills deteriorate and can become obsolete that is why organisations have to invest heavily in employee training and development. Robbins (1998), states that United States (U.S) Corporations with 100 or more employees spent $52.2 billion in one recent year on formal training and development for 47.3 million workers.

The manpower training and development of the employees is an issue that has to be faced by every organisation. Human Resource effectiveness depends to a large degree on developing the capabilities of employees. Rapid change in all aspects of business, from technology to social interaction demands constant efforts to keep employees informed of new policies, techniques, and developments in the organisation and in the economy (Crane, 1982). Developing the human resource of every organisation and country means providing learning and development opportunities and to ensure that the country has the quality of people it needs to attain its goals for improved performance and growth. In the ever more competitive world of business, no company can afford not to improve its performance, and improved performance comes from people producing more, to a higher standard, quicker, more efficiently and with greater flexibility (White, 1999). In view of this, employers seek to give employees the deserved skills, knowledge, attitudes, techniques, abilities and procedures that have been considered and defined as necessary and relevant for effective employees' performance.

Teachers play a vital role in the development of the human resource of every country because they are engaged in the training and the development of the people in a country. To carry out this work effectively, teachers need to upgrade their knowledge and skills, and attain high level of competence. The demands placed on public and non-profit organisations keep changing. Agencies are threatened with budget cuts and reductions in staff while citizens are requesting changes in the level of services. Jobs today are requiring employees to assume

more challenging responsibilities. Training and development is used by organisations to improve the skills of employees and enhance their capacity to cope with the constantly changing demands of the work environment. Agencies that wish to be viable must develop strategies to maximise their hours (Pynes, 1997). The performance of teachers should be subject to continuous improvement so as to maximise their potentials for growth and development.

To have a competent, innovative and internationally competitive national human resource with the ability to contribute to the socio-economic and technological advancement of the country, the Ghana Education Service (GES) instituted staff development programmes and policies. One of these policies is the Study Leave with Pay (SLWP).

Study Leave with Pay (SLWP) is a conscious effort by most governments to help workers leave their work to further their education and still receive their salaries and other annual increments due them. According to Budu Smith who was the Acting Director – General for the GES in the year 2003,

> "Ghana Education Service personnel, as educators need regular and relevant training and re-training in order to fulfil their professional role of educating and training students to meet the nation's resource development goals. It is based on this that the GES has over the years shown its commitment to the granting of study leave with pay for further training to equip the GES staff to carry out their duties and responsibilities efficiently and effectively (Foh, 2003)".

Change has become an inevitable part of organisational life and to remain viable, organisations must learn how to manage change. The GES thus serves as a learning organisation. A learning organisation is one whose employees are continuously learning new things and apply what they have learned to improve product or service quality. Improvements do not stop when formal training is completed (Noe, Hollenbeck, Gerhart, Wright, 1996). Jobs and tasks within the sector may change overtime both quantitatively and qualitatively and the employees have to be updated to maintain adequate performance. It is therefore necessary to move the organisation through organisational development to help the employees adapt to change. Today's employees are becoming more concerned than ever with keeping their skills, abilities, and knowledge current and prepare for tomorrow's new tasks. They are beginning to see learning as a lifelong process.

The granting of Study Leave with Pay (SLWP) to teachers has existed since colonial times and the fact that it is under the GES conditions and scheme of service makes it relevant for the teachers and the nation's development as a whole. Nevertheless, there is the need to handle the granting of SLWP with care to avoid the situation where the nation's money is used to train teachers on subject areas that do not meet the immediate national needs. It is also aimed at preventing the situation where those who enjoy this opportunity abandon their profession and move to other jobs rather than fulfilling the objectives of granting the SLWP. Some teachers refuse postings or do not return to the GES at all and as a result of this, a lot of questions have been raised about the impact of the SLWP on the

individual, all the stakeholders and the nation as a whole. This is in relation to the quality teaching and enhanced educational development in Ghana in spite of the good motive behind the granting of SLWP.

The GES Council and the GES Management and Development Partners in 1999 called for the revision of SLWP policy to rationalize the system and to put in place an effective mechanism that will act as a bonding and a tracking system for the SLWP beneficiaries. This led to the introduction and the implementation of the Quota System for the 2002/2003 academic year. The Quota System of the SLWP policy is a way of releasing teachers to pursue further studies taking into consideration the human resource needs of the GES presently and the potential vacancies bound to be created. With the exception of the 2002/03 academic year when 5000 teachers were granted SLWP under the quota system, the number has been reduced to 3000 for the subsequent years.

Generally speaking, the former policy on study leave was too flexible, and it was against this background that the government, the GES Council and other stakeholders took a critical look at the situation and decided on drastic measures to reduce wastage in the system, to make it more cost effective and for it to reflect on the human resource development needs in the country.

I have therefore chosen this topic to research into how the Study Leave with Pay (SLWP) and the introduction of the Quota System have had effect on the human resource development of teachers in the country. The study will cover the Subin Sub-Metro of the Metro Education Directorate (MED) of the GES in Kumasi.

Statement of the problem

Most organisations in Ghana ignore training and the development of their human resource because of the high cost involved.

It has been observed that a substantial portion of the GES payroll goes into supporting employees of the GES on study leave thereby reducing the GES funds on other equally important needs such as infrastructural development like classrooms, textbooks and teacher support materials for schools.

Also, it has been identified that Study Leave with Pay (SLWP) granted to teachers for further studies has a positive impact on the teachers because of benefits like professional competence, upgrading of knowledge and skills, improvement in the quality of work and performance, and the changing attitudes towards their work. In spite of this, many vacancies are being created in the schools especially in the rural areas due to the fact that teachers who are granted SLWP are more than those who replace them. Some beneficiaries also refuse or do not return to the GES at all creating vacancies in schools.

It has further been observed that some teachers could not be placed after enjoying the policy of study leave because the course they pursued are not in demand which later become waste of man hours and the funds of the GES. One cannot just identify the current human resource development needs to achieve certain stated goals without finding out the organisational goals and the tasks to be completed to achieve those goals and how do we use teachers to achieve these goals. In achieving these goals, the question is whether teachers need training and

development and how this training and development is going to affect teachers in their abilities, knowledge and competences.

So, the problem is, is the study leave with pay policy necessary for teachers and will it improve their competences and affect the human resource development needs of the GES.

Objectives of the study

Generally the objective of this study was to examine the effects of SLWP on human resource development of teachers in the Kumasi Metropolitan Office of the GES.

The specific objectives of the study included the following;

- To assess the need for the granting of the study leave with pay to the teachers for further studies and its effects on Teacher education.
- To establish the relationship between the study leave with pay policy and the human resource development of the GES.
- To examine the previous study leave policy and the introduction of the quota system.
- To establish the relationship between the costs incurred in the granting of the SLWP and performance.
- To make recommendations to the government, the Ministry of Education and Sports (MOES), the GES Council, Teachers and other stakeholders.

Research questions

In an attempt to establish how SLWP and the implementation of the quota system affects the human resource development (HRD) of teachers, it was necessary to answer the following questions:

- How does the implementation of the SLWP policy affect Teacher Education in Ghana?
- How has the staff of the GES accepted the SLWP policy as a means to enhance human resource development?
- How is the Quota system affecting the SLWP policy and the development of human resource (HR) at the GES?
- How does the SLWP policy benefit the GES?

Scope and limitations of the study

The study focused on the Kumasi District of the Ashanti Region of Ghana. It dwelt on the staff (teaching and non-teaching) of the GES who were yet to apply for SLWP, those on study leave and those who have already benefited from the policy. However, the study did not proceed without encountering initial problems.

Getting access to information and financial constraints were the major limitations to the study. It was not smooth at all for me to get the vital information on the research especially the information on the SLWP. The researcher encountered a lot of difficulties before the facts and the figures especially were released to me by the Regional and the Metro Offices of the GES in the Ashanti

Region. The researcher had to travel several times and write official letters to the appropriate authorities for security reasons before the necessary information was released to me. The researcher also had it rather tough getting the figures from the Metro and Regional Offices of the GES because of the way records are kept. Records of previous years were not readily available so l could not get all the necessary information needed for this research.

Financially, the researcher encountered problems in terms of the money and the materials needed to carry out the research.

Notwithstanding, the researcher was not discouraged at all, with hard work and determination l was able to achieve my aim.

Significance of the study

It is the researcher's fervent believe that the study into this topic will be of immense significance in diverse ways. Some of the significance of the study were;

- To help the GES in its efforts to streamline the implementation of the SLWP policy and the quota system to make it cost effective to benefit the nation.
- To help the GES to identify the HRD needs and the methods, procedures, policies and programmes to adopt to suit the changing trends of the service.

- The findings of this research shall expose the weaknesses associated with the former blanket approval of the SLWP and the need for the quota system.
- The study shall bring out the best methods and procedures to be adopted with regard to the granting of SLWP and the implementation of the quota system without encountering a lot of difficulties.
- It would serve as a guide and a source of reference material for the staff of the GES especially those whose subject areas are demand driven and cost effective and to encourage them to apply for SLWP so as to improve their knowledge and enhance their teaching skills.

Organisation of the study

The study was organised into five chapters. Chapter one was the introductory aspect of the study. It discussed the background to the study, the statement of the problem, objectives, research questions, significance of the study, and the scope and the limitations of the study.

Chapter two dealt with the review of related literature. The views, findings and suggestions made by earlier researchers in relation to the topic were reviewed to support the study.

The third chapter dealt with the methodology. The methods, instruments and techniques employed in collecting data, the sample and data analysis procedures were discussed.

Chapter four looked at the analysis and discussions, interpretation and the findings of data collected. Finally, the fifth chapter summarised the findings, presented conclusion, recommendations and offered suggestions.

CHAPTER TWO

REVIEW OF LITERATURE

Introduction

Various works have been undertaken about human resource development and study leave and this chapter reviews the relevant theories and works that have been undertaken on the topic. These great works, contributions and publications by the various authors were of great help to me in the course of my study. The following areas will be reviewed:

- Study leave policy of the GES
- The Quota system
- HR training and development
- Assessing HR training and development needs
- Application of HRD in GES
- Measures adopted to check the effectiveness of the SLWP policy

Study leave policy of the Ghana Education Service

The policy of study leave for teachers has been in existence since colonial times through independence up to date. This shows how relevant the training and the development of teachers is to the country's growth and development.

According to the Ghana National Association of Teachers (GNAT) conditions and scheme of service and the code of professional conduct for Teachers (2000), Study Leave with Pay (SLWP) or without pay, may be granted to members of the service by the council on the advice of the Director – General (D-G) for approved courses including industrial and/or professional qualifications.

It also states that the grant of SLWP shall be governed by regulations relating to courses, duration, qualification, bonding, etc as may from time to time be laid down by the council. The period spent on SLWP shall count for service and shall be increment earning subject to satisfactory work and conduct during the course. However, staff that are fifty-five years and above cannot apply for SLWP to pursue courses that have duration of four years or more.

In a Press Conference on the operations for the study leave policy held by Osafo-Marfo, Minister for Education and Sports on Monday, 25th April 2005, he stated that:

> "The importance of education, training and re-training for the development of the personnel of an organisation is obvious to all of us here. This is the more reason why the Ministry of Education and Sports (MOES) and the Ghana Education Service (GES), the key providers of Education in this country appreciate the importance of continuous training and development of their staff in order to improve delivery of quality education to Ghanaians. It is for this reason that for many years the Ministry of Education and Sports (MOES), Ghana Education Service

(GES) and for that matter the Government of Ghana instituted the granting of Study Leave with Pay (SLWP) scheme to teachers of this country as part of their conditions of service".

This means that every member of staff (teaching and non-teaching) has the right to apply for study leave for further studies to acquire higher qualifications.

The quota system

Before the 2002/2003 academic year, the SLWP policy was so generous and flexible that the GES was able to grant SLWP to any number of qualified personnel. According to Ahose, the D-G of the GES for 2002, a substantial portion of the GES payroll went into supporting staff on SLWP, thus putting a strain on the sector's budget. Another resultant effect of such blanket approval of the SLWP was the creation of too many vacancies in schools, as well as staff management problems (Foh, 2003).

In the 2002/2003 academic year, the GES in its effort to streamline the implementation of the study leave policy and to make it cost effective, introduced the Quota system, which is demand driven. The quota system is mainly based on the number of applicants to be granted study leave annually and the number of approved courses or subjects to be pursued. The number of applicants and the approved courses are determined and approved by the GES council.

"In order to ensure that we do not create empty classrooms with the study leave policy, the management of the quota system also takes into consideration the inflow of teachers annually from our training colleges

and the outflow of teachers through the study leave system. For instance the number of teachers on study leave as at April 2005 stood at 14,689. The average salary per annum per teacher is ¢15,566,504.00. This implies that the average salary per staff on study leave per annum works out to ¢228,656,377,256.00 (Osafo-Marfo, 2005)".

For the 2006/2007 academic year the GES required about 47 billion cedis to pay salaries of teachers on study leave (Nsowah, 2006).

Due to the above problems associated with the policy, stringent measures had to be instituted to check the creation of vacancies in our various classrooms. Some of the measures can be found in the conditions members of the service have to satisfy to qualify them for the award of the SLWP.

The criteria for the granting of SLWP are as follows:

- Members should have served a minimum of three (3) years after certification or since returning from the approved course at the time of putting in the application for the SLWP facility that is those who completed their last courses in the year 2001.
- Teachers in deprived areas should have served a minimum of two (2) years. Staff serving in Deprived Schools who completed their courses in the year 2002 qualify for SLWP since at the time of the submission of their application forms they would have served for two consecutive years.
- Non-Professional graduate teachers should have served for at least one year and are to embark on the Post Graduate Degree in Education (PGDE) course.

- Members of the service returning from secondment should have served for at lease two years before embarking on any course.
- Members of the service who vacated post and were reinstated should have served for at least five years before embarking on any course (HRMD-GES, 2004).

Even though most applicants may qualify based on the above conditions, it must be emphasized that not all qualified applicants may be granted approval due to the large number of applicants and also based on the needs assessment and analysis of the service.

It is pertinent to point out that the total number of teachers coming out of all the training colleges at the end of every year is about eight thousand (8000). At a workshop held at Ajumako, Central Region on the 30th April, 2006 on posting procedures for newly trained teachers, Samuel Bannerman-Mensah the Director General in charge of Quality Access said the GES needs 25,725 trained teachers to fill vacancies at the basic education level throughout the country for the 2006/2007 academic year. Unfortunately, the teacher training colleges, the main source of teacher supply for the basic schools, will supply only 8,209 for the academic year which begins in September. This was confirmed by the Ghanaian Times with the headline “25,000 basic school teachers needed”. Out of the number of teachers to graduate this year, 7,024 were trained for general studies, 917 for technical skills and 268 for French. The GES recruits new entrants every year to fill vacancies created due to retirement, death, study leave and withdrawals (Ghanaian Times, May 10, 2006). To address the shortfall of about

17,516, Nsowah the Director General of the GES said the GES is negotiating with the Ministry of Finance and Economic Planning to engage the services of about 2,000-4,000 retired teachers who were strong and hardworking. Pupil teachers of about 3,000 were also being recruited to fill the vacancies that have been created.

However, the number of applicants for SLWP always exceeds the number of teachers coming out of the training colleges. In the 2005/2006 academic year, the number of applicants for SLWP was 9311 (Table 1, p17). Unfortunately, "for the year under consideration the GES Council gave approval for the award of SLWP to three thousand (3000) applicants of the service" (Nsowah, 2004:1). This came about as a result of the needs assessment and analysis conducted by the Human Resource Management Division (HRMD), District, Regional and Divisional Directors.

Despite the fact that the import of the establishment of the SLWP policy had been to motivate staff to put up their best in order to continuously improve teaching and learning, and to achieve the basic skills and knowledge needed for the development and growth of the nation, the quota system had to be established by the GES to make the policy cost effective and to reduce if not to prevent the creation of vacancies and wastage in the whole system.

Table 1 shows the total number of applicants for the 2005/2006 academic year and the number of applicants granted in the ten regions of Ghana.

Table 1: Total number of applicants and the number of applicants granted study leave for 2005/2006 academic year

S/n	Regions	Number of applicants	Reg proportion of national quota	Aprox. Regional quota	Number of applicants granted
1	HEADQUARTERS			50	50
2	BRONG-AHAFO	1303	0.139942004	412.828912	413
3	UPPER WEST	273	0.029320159	86.49446891	87
4	WESTERN	646	0.069380303	204.6718935	205
5	NORTHERN	502	0.053914725	159.0484373	159
6	VOLTA	1208	0.129739018	382.7301042	383
7	EASTERN	1229	0.131994415	389.3835249	389
8	GREATER ACCRA	1058	0.113629041	355.2056707	335
9	UPPER EAST	502	0.053914725	159.0484373	159
10	ASHANTI	1538	0.165180969	487.2838578	487
11	CENTRAL	1052	0.112984642	333.3046934	333
	TOTALS	9311	1	3000	3000

Source: HRMD, GES - ACCRA

Human resource training and development

Training and development are two very important elements in Human Resource Development (HRD). This is because the training and development of the human resource is usually the pivot around which an organisation's progress and excellent performance revolve. Change, growth and displacements are facts of modern organisational life. It is therefore prudent that employees are trained, educated and developed to be able to adapt to these changes, growth and displacements.

Human Resource (HR) could simply be defined as the workforce of an organisation or the number of workmen needed for a certain type of work, as in an industry, the army or the police.

Human Resource Development (HRD) is any attempt to improve on the current or future human resource performance by imparting knowledge, increasing skills and changing attitudes. HRD can also be defined as a set of systematic and planned activities designed by an organisation to provide its members with the necessary skills to meet current and future job demands (DeSimone and Harris, 2000).

Stoner and Freeman (1996) said the most important resource of an organisation is its human resource, that is, the people who supply the organisation with their work, talent, creativity and drive. In addition to the critical tasks of a manager are the selection, training and development of people who will best help the organisation to meet its goals and objectives.

Sunil and Sangeeta on the web: http: ww.techno-preneur.net/timeis/technology/manpower.htm stated that unless manpower working in organisations is provided training and re-training, they become obsolete in their knowledge and skills of technology and management. They said many of the problems and deficiencies can be minimised by organising a well-designed continuous training and development programmes.

Human resource can be said to be the number of people available for work or service. The above definition implies that the human resource of every organisation is the workforce. It therefore becomes necessary for the manpower to be trained and re-trained to ensure that the organisation achieves excellence. Training and re-training can never be ignored in terms of human resource development.

Training can be said to be "the planned and systematic modification of behaviour through learning events, programmes and instruction which enable individuals to achieve the levels of knowledge, skill and competence to carry out their work effectively" (Armstrong 2001:517).

Training can also be understood as "any learning activity that is directed towards the acquisition of specific knowledge and skills for the purposes of an occupation or task. The focus of training is the job or task" (Cole 2002:330).

The programme should be specific, need based to update and upgrade knowledge and skills of professionals working in the organisation. The GES therefore grants study leave to its staff to upgrade their skills, knowledge and achieve competence through further studies, and to improve the

quality of education delivered to Ghanaians. The fact that more than nine thousand (9000) employees of the GES always apply for SLWP in pursuit of academic laurels makes further training and development necessary. It should be noted that employees need considerable attention from the GES and other stakeholders, if they are to realise their full potential.

It is an undisputable fact that human resource training goes with HRD if an organisation is to achieve all its goals. Traditionally, it is believed that employees at the lower levels of an organisation are trained whilst employees at the higher level are developed.

HRD is any attempt to improve on the current or the future human resource performance by imparting knowledge, changing attitudes and increasing skills. It can also be seen, as any learning activity that is directed towards future needs rather than present needs, and which is concerned more with career growth than immediate performance. The focus of development tends to be primarily on an organisation's future manpower requirements, and secondly on the growth needs of individuals in the workplace. Examples of development needs might be the need for microcomputers in the operation of the business, the need for replacing senior staff with potential candidates from within the organisation, and the need for preparing employees to accept change (Cole, 2002).

Harris (2000:340) also defines training and development as "planned efforts by organisations to increase employees' competencies". The objective of training and development is to raise the level of performance in one or more of its aspects. This may be achieved either by providing new knowledge and

information relevant to a job; by teaching new skills; or by imbuing an individual with new attitudes, values, motives, and other personal characteristics (Miner, 1992).

There is the need for human resource training and development to sustain the achievement so far made by an organisation. It prevents waste, adds value and quality to products. There needs to be a coherent and well-planned integration of training, education and continuous development in the organisation if real growth at individual and organisational levels is to be achieved and sustained (Harrison, 1992).

Training and development as defined by Wexley and Letham is a planned effort by an organisation to facilitate the learning of job – related behaviour on the part of its employees. Training and development programs seek to change the skills, knowledge, and or attitudes of employees. Programs may be focused on improving an individual's level of self–awareness, increasing an individual's competence in one or more areas of expertise or increasing an individual's motivation to perform his job well (Pynes, 1997). Training and development is therefore a process of imparting new knowledge and attitudes to people.

DeSimone and Harris (2000:342) on the other hand define development as the "growing capabilities that go beyond those required by the current job; it represents efforts to improve employees' ability to handle variety of assignments". Development also refers to the acquisition of knowledge, skills, and behaviours that improve employee's ability to meet changes in job requirements and in client and customer demands (Noe… et al 1996).

Development can also be seen as the growth or realization of a person's ability and potential through the provision of learning and educational experiences. It is a process designed to develop skills necessary for future work activities (Cole, 2002). It deals with preserving and enhancing employee's competence in their jobs through improving knowledge, skills, abilities and other characteristics. Employers therefore need to train and develop their employees to meet the changes occurring in our workplaces in terms of technology (computer-aided designs), and to maintain competitiveness and improve productivity. Training and development are essential for maintaining global competitiveness and from an organisational perspective, training and development programmes can have a large pay off in productivity improvement. HRD therefore consists of planned programmes designed to improve performance at the individual, organisational and national levels. Improved performance in turn, implies there have been measurable changes in knowledge, skills, attitude and social behaviour.

Training and development is a vehicle for HRD and it is concerned with improving skills of staff and enhancing the capacity to cope with the ever-changing demands of the work situation. It also makes positive contribution to the empowerment of staff (Piot, Barton and McMahon, 1992).

Employee development by design is more future – oriented and more concerned with education than employee training. By education, we mean that employee development activities attempt to instil sound reasoning processes, to enhance one's ability to understand and interpret knowledge rather than imparting a body of facts or teaching a specific set of motor skills. Development therefore

focuses more on the employee's personal growth (DeCenzo and Robbins, 1996). Heneman, Schwab, Fossum and Dyer (1989) define employee development as a process of learning experiences intended to enhance employees' contributions to organisational goals. The purpose of employee development is to improve individual abilities and bring them more in line with existing or anticipated job requirements. It also improves and maintains employee's performance levels on their present jobs.

Whether current or future performance, employers depend on the quality of their employee's performance to achieve the organisational goals and objectives. Employees also have motivational needs for development that can and should be met through job satisfaction. This is the more reason why the GES has taken the initiative to provide SLWP to motivate their staff to put up their best and to continuously improve their teaching and learning skills through the furthering of their education. Continuing education is therefore necessary for HRD.

Continuing education is defined as learning experiences, after initial training, to help maintain competencies relevant to their areas of responsibility. It brings the staff up to date on advances and changes in their particular fields. Continuing education is an essential managerial tool which help keeps staff abreast with current practices and so a source of motivation (DeCenzo and Robbins, 1996). It can also help employees to develop their ability to learn, adapting themselves to new work methods, learning to use new kinds of equipment, and adjusting to major changes in job content and work relationships

(Pigors and Myers, 1981). Continuous learning requires employees to understand the relationships among their jobs, their work units, and the company and to be familiar with the company's business goals Employees are expected to acquire new skills and knowledge, apply them on the job, and share this information with other employees (Noe et al, 1981).

The employers should however take note that it is necessary to train and develop employees in areas that will be in the interest of the individual, the organisation and the nation as a whole. Also, from cost-benefit perspective, it is important to identify specific problem areas in an organisation so as to reduce cost and achieve the aim of the training and development. One component of the study leave policy is the cost involved in training and developing the person's ability and potential, which is paying the salary of the employee whilst the employee is furthering his education.

DeCenzo and Robbins (1996) explain that intensified competition, technological changes, and the search for improved productivity motivate management to increase expenditures for training. The essence of a progressive development program is built on providing support for employees to continually add to their skills, abilities, and knowledge. This support includes offering financial assistance. The organisation should offer tuition re-imbursement to help employees keep current.

According to Robertson and Downs (1979), organisations provide training to those who are most likely to make the organisation profit from it hence the need for "needs assessment". The GES in its effort to make the SLWP policy cost

effective, demand driven and to determine the total number of personnel to benefit from the policy introduced the quota system based on the needs assessment and analysis conducted by the Human Resource Management Division (HRMD) of the GES.

Assessing human resource training and development needs

The Ghana Education Service (GES) introduced the quota system in the 2002/2003 academic year based on the needs assessment done by the organisation. In the 2002/2003 academic year, only 5000 teachers were granted SLWP out of about 15,000 applicants nationwide according to Peter Owusu, the officer in charge of study leave in the regional head quarters, Ashanti Region. For the 2005/2006 academic year, only 3000 applicants were granted SLWP out of the total number of 9311 who applied nationwide. This is as a result of the needs assessment and analysis of the GES and the Ministry of Education and Sports (MOES).

DeSimone and Harris (2000) define needs assessment as a process by which an organisation's human resource needs are identified and articulated. Thus, it is the starting point of the HRD process.

A need can be defined simply as the difference between what is currently being done and what needs to be done. This difference can be determined by conducting a needs assessment of the skills and knowledge currently required by the position and those anticipated as necessary for the future. A needs assessment is critical to discerning whether training can eliminate performance deficiencies.

Without a needs assessment, it is possible to design and implement a training programme as the solution to a problem that is related to a training deficiency (Pynes, 1997).

Armstrong (2001:551) also states "training needs analysis is partly concerned with defining the gap between what is happening and what should happen". This is what has to be filled by training, that is, the differences between what people know and can do and what they should know and be able to do.

Needs consist of actual and potential performance discrepancies that are important to the organisation and that can be remedied as effectively and efficiently by training and development. Performance discrepancy is a gap between attained and desired performance (Pigors and Myers, 1981).

According to Moore and Dutton (1978) as cited in DeSimone and Harris (2000), it is a primary requirement of cost effective training that the training must meet actual rather than imagined needs of work.

Training needs analysis is therefore "an assessment by the organisation of its employees' training needs" (Harris, 2000:342). Training needs analysis answers the following three questions;

- What competencies do employees need?
- Are some employees deficient in these competencies?
- Will training and development solve the deficiencies?

It follows, then, that, needs assessment, to be useful for HRD, must be defined in terms of measuring and appraising the gap between the current situation and the desirable set of circumstances (Gilly and Eggland, 1989). These

circumstances for example can be described in terms of proficiency, with reference to knowledge, skills, attitudes and performance.

Human resource training and development needs can also be seen as "any shortfall in employee performance, or potential performance, which can be remedied by appropriate training" (Cole, 2002:339). An organisation adopting a systematic approach to training and development will usually set about defining its training needs for training and development in accordance with a well-organised procedure. Such a procedure according to Cole (2002) will entail looking at training needs from a number of different perspectives such as:

- the organisation, that is corporate requirements
- the department, or function
- the job, or occupational group
- the individual employee and
- The particular perspectives chosen will depend on the circumstances.

Basically, the aim is to identify the strengths and weaknesses of the organisation. According to DeSimone and Harris (2000), needs assessment is undertaken to;

- Identify an organisation's goals and objectives and their effectiveness in reaching those goals.
- Identify the discrepancies between employees' knowledge and skills, and the skills required for effective job performance.
- Identify discrepancies between current skills and the skills needed to perform the job successfully in the future.

Michala and Yager (1979) established the importance of using needs analysis techniques to guide human resource development programmes. They argue that needs analysis helps with the identification of specific problem areas in an organisation and the question is “why is this so” (Foh, 2003). Needs analysis also determines the cost and benefits for training as training involves cost to the organisation.

It is therefore important for every HRD practitioner and the management of every organisation to know where human resource problems exist in their organisation in order to determine the appropriate training and development required, that is how to close the gap between the current circumstances and the desirable set of circumstances. Another major question that management of organisations needs to address is what will be the difference of the cost of “no training and development” and the cost of training and development to the organisation. In specific terms, finding out what the cost will be if the need continues without any solution being applied. Needs assessment programmes must therefore be established in HRD realm so that coordinated methodical and accountable training and development programmes tailored to organisational objectives may be achieved and to make it cost effective. Analysis of these needs is an essential pre-requisite to the design and the provision of effective HRD.

Generally, there are three levels at which needs analysis might be carried out and these are;

- Organisational Analysis: This is expected to reveal where in the organisation manpower training and development will be needed and the conditions under which training will be conducted.
- Task or Job Analysis: This explains what must be done to perform a job or task satisfactorily, effectively and efficiently.
- Person Analysis: This reveals who needs to be trained, what kind of training will be appropriate or essential and for how long. It covers all employees and their job descriptions (McGehee and Thayer, 1961).

These three analyses are interdependent because the corporate performance of an organisation ultimately depends on each individual employee and its sub-group.

According to DeCenzo and Robbins (1996), when determining training and development needs the following questions should be asked;

- Is there a need for training and development?
- What are the organisation's goals?
- What tasks must be completed to achieve their goals?
- What behaviours are necessary for each job incumbent to complete his or her arranged task?
- What deficiencies if any do incumbents have in the skills and abilities required to exhibit the necessary job behaviours?

Based on the determination of the organisation's needs, the type of work to be done, and the type of skills necessary to complete this work, the training and

development programme should follow naturally. Once deficiencies have been identified, one has a grasp of the extent and nature of the training needs.

The important thing, regardless of the approach employed, is to develop some conception not only of whether performance deficiencies are present, but also regarding the extent to which training and development can remedy such deficiencies (Miner, 1992).

According to Tyson and York (1989), training needs must be identified in the following means:

- The evidence of manpower planning which provides information about demand and supply of human resources and the possible implication of training needs.
- The introduction of new methods, example the introduction of computers as a requirement for effective performance.

To operate efficiently, training and development must be focused on individuals and situations where the need is greatest. This means that large gaps between role expectations and existing role behaviours must be identified. Then a decision must be made on whether a significant reduction in the size of the gap might be achieved through training and development. Establishing training and development needs thus requires an answer to two questions:

- Is there a problem in terms of the level or type of performance?
- Can training and development be of any value in correcting such a situation?

If training and development is to be done in an efficient manner, it must be directed into areas where clearly identified training and development needs exist (Miner, 1992). Apart from specific needs, there is also a general need for training in broad developmental sense. There is the need to develop the experience of employees within a particular appointment. It is the responsibility of management in their career development roles to ascertain these developmental needs and meet them by career planning as far as operational demands will permit. Similarly, training needs must be related to the achievement of broader organisational goals and be consistent with management's perceptions of strategy and tactics.

Needs assessment also helps to determine whether training and development is necessary. There are many "pressure points" that may suggest that training and development is necessary: performance problems, new technology, new legislation, or employees' lack of basic skills. By themselves these pressure points do not guarantee that training and development is the correct solution. One of the goals of needs assessment is to determine whether the "pressure points" can be successfully addressed by training and development (Noe et al, 1996).

Application of human resource development in the Ghana Education Service

The introduction of the quota system by the GES addresses some of the problems that were encountered under the former blanket approval for the SLWP through the assessment and analysis of human resource training and development needs. The Human Resource Management Division (HRMD), District, Regional

and Divisional Directors are responsible for assessing the needs of the GES every year. The HRMD identifies the study programmes the Ministry of Education and Sports (MOES) and the GES should support her staff to pursue in the tertiary institutions. This means the number of teachers and the subjects that will attract SLWP will vary from year to year.

After carrying out needs analysis at the various levels the HRMD came out with the priority courses. The priority courses that have been systematically and contextually identified are the Sciences, Mathematics, English, French and Information Technology. The Ghanaian Times confirmed this on the 8th August, 2005. The paper quoted Michael Nsowah, the Acting Director General of the GES as saying "60% of the quota allocation would be given to applicants teaching priority subject areas such as Mathematics, English, Ghanaian Languages, Science, Vocational, Technical, Primary Education, Agriculture Science and French". The selection of teachers to be granted SLWP is conducted regarding the percentage of the quota earmarked for each specific approved course for a particular year. However, the selection of applicants for each approved course is done on competitive bases regarding the set criteria or conditions for the granting of SLWP. For example, if mathematics is the subject under consideration, all applicants for mathematics throughout the country are put together before applying the set criteria for selecting those who qualify for the grant of SLWP.

Under the quota system, the following criteria are applied for the selection of applicants for the grant of SLWP.

The first criterion is “personnel of GES who have served for two consecutive years in a deprived area. Teachers serving in a deprived area with longer service will be considered first”.

The second criterion is “personnel who have served for ten years and above after their last course of study. Nevertheless, staff who have served for longer periods are given priority for the grant of SLWP”.

Finally, “depending on the course as at the time of application, applicants must be granted SLWP if they have served not less than three years” (Osafo-Marfo, 2005). Based on the above criteria, applicants are selected for approved courses but it should be noted that if the expected number of applicants for a particular course is achieved by applying the first criterion, no consideration is given to even persons who have served for longer periods in the service.

The approved courses for the granting of SLWP have been grouped according to their priority to the GES that is based on the needs of the service, the kind of development and training needed and the people who need the appropriate training and development.

Based on the quota system, courses in group one as indicated in Table 2 are the priority courses and are considered to be very important to the GES. About 55% of total applicants are granted SLWP nationwide for the course in this group.

Table 2: List of approved courses and percentages of applications approved for 2004/2005 academic year

Group	Courses	Percentage allocated
ONE	Mathematics	55%
	English	
	Integrated Science	
	French	
	Agricultural Science	
	Technology/Vocational Skills	
	Information Technology	
TWO	Secretarial Management	30%
	Business Education (B.ED)	
	Science/Laboratory Technology	
	Geography	
THREE	Fine Art/Industrial Art	10%
	Physical Education	
	Accounting	
	Educational Planning/Administration	
	Public Relations	
	Catering/Institutional Management	
	Home Economics	
	Guidance and Counselling	
	Music	
FOUR	Store Management	5%
	Certificates in Education (Technical Teachers)	

Source: HRMD, GES – Accra

Needs assessment and analysis enables the organisation to prioritise the urgent needs of the organisation and to prevent the management from over

looking the pressing needs of the organisation. It also helps to correct the problem of deficiency.

The GES considers the courses in Groups 2, 3 and 4 as needs but not urgent as compared to that of group 1. Out of the 3000 applicants who were granted SLWP for the 2004/2005 academic year, the priority group, Group 1: had 1650, Group 2: 900, Group 3: 300 and Group 4: 150.

It is on record that at the moment the GES has produced surplus teachers for Accounting, Social Studies, Secretarial Management, Sociology, Marketing, Religious Studies, Physical Education, just to mention a few. It was within this context that a systematic needs assessment was conducted to identify the study programmes that Ministry of Education and Sports (MOES) and the GES should support her staff to pursue in the tertiary institutions.

Out of the 3000 applicants who were granted SLWP nationwide, the Ashanti Region had the highest number of applicants. The total number of applicants was 1538 but only 487 were granted SLWP.

Below is the list of the approved subjects or course areas that attracted SLWP for the 2005/2006 academic year and the number of applicants who were granted SLWP in the Ashanti Region.

Table 3: List of approved courses for 2005/2006 academic year

Group	Courses	Number of applicants	Percentage allocated
ONE	Mathematics	51	60%
	English	46	
	Science	51	
	Ghanaian Language	48	
	Voc/Tech	48	
	Primary Education	22	
	Agric Science	16	
	French	10	
	Total	292	
TWO	Business Education (Accounting UEW-K)	16	20%
	Geography	16	
	Physical Education	16	
	Religious Studies	16	
	Economics	16	
	Computer Science	17	
	Total	97	
THREE	Home Economics	10	12%
	Art Education/Industrial Art	10	
	Guidance and Counselling	13	
	Public Relations/ Communication Studies	4	
	Information Studies / Archival Studies	4	
	Business Education / Secretarial Management (UEW-K)	9	
	Music	8	
	Total	58	

Table 3 Continues

FOUR	Special Education	7	6%
	B.ED Social Studies	7	
	Social Science	10	
	Certificate in Education	5	
	Total	29	
FIVE	Education Management / Planning (Adm)	7	2%
	Curriculum Studies	1	
	Human Resource Management / MPA	1	
	Measurement and Evaluation	1	
	Total	10	

Source: HRMD, Metro Education Office, Kumasi

The above data reveals the priority areas of the region. It means that more than half of the total applicants of courses in group 1 are likely to be granted the SLWP.

Generally, the benefits of HRD at the GES cannot be overemphasised; hence the granting of SLWP and the quota system to this effect will turn out a well-developed workforce in a more cost-effective manner and a better chance of achieving organisational goals.

The GES as an organisation shall enjoy potential benefits like the maintenance of a sufficient and suitable range of skills amongst her employees and the development of knowledge and skills in the workforce; achievement of improved job performance and productivity; and improved quality of service (teaching and learning) to students.

It also increases the motivation and job satisfaction amongst the employees and improves the prospects of internal promotion.

Human resource training and development is therefore beneficial to both the organisation and the employees. Employees and managers with appropriate experience and abilities enhance the ability of an organisation to compete and adapt to the changing competitive environment (DeSimone and Harris, 2000). Effective human resource training and development can also help to manage change by increasing understanding of the reasons for change and providing people with the knowledge and skills they need to adjust to new situations (Armstrong, 2001).

Measures adopted to check the effectiveness of the study leave with pay policy

The Ghana Education Service (GES) has put in place a lot of measures to check the effectiveness of the policy and to ensure that beneficiaries return to the service.

Ohene, Minister of State in charge of Tertiary Education (2005), has said she would systematically check on all teachers on SLWP to determine whether they were complying with the regulations of the GES with regard to the granting of SLWP.

It is necessary to assess and evaluate the effect that SLWP has on HRD because any human resource programme involves money and time, it is important to justify the expenditure, particularly given today's emphasis on cost cutting and

accountability. Evaluation must provide a continuous stream of feedback that can be used to reassess training needs, thereby creating input for the next stage of employee development (Cascio, 1992). By evaluating its success, a much more informed choice can be made as to whether the programme should be repeated or continued, changed or discontinued, that is making decisions about future programmes (Harris, 2000).

According to Noe et al (1996), the reasons for evaluating training is to determine whether the programme is meeting objectives, is enhancing learning, is resulting in transfer of training to the job. Also, it helps to determine the financial benefits and costs of the programme, and to compare the costs and benefits of different training programmes to choose the best programme. So evaluation helps to assess the extent to which the overall employee development process met its goals.

Evaluations also identify training and development needs. They pinpoint employee skills and competencies that are currently inadequate but for which programmes can be developed to remedy. They can be used as a criterion against which selection and development programmes are validated. They also fulfil the purpose of providing feedback to employees on how the organisation views their performance (Robbins, 1998).

It is not enough to merely assume that training and development an organisation offers is effective; we must develop substantive data to determine whether training effort is achieving its goals; that is, if it is correcting the deficiencies in skills, knowledge, or attitudes that were assessed as needing

attention. Also, any training or development effort must be cost-effective. That is, the benefits gained by training must outweigh the costs associated with providing the learning experience (DeCenzo and Robbins, 1996).

Gilly and Eggland (1998) assign four reasons why the evaluation of human resource training and development programmes are necessary. The evaluation of human resource training and development helps to determine whether the programme accomplished its assigned objective. That is, "did the training programme enable the learner to develop adequate knowledge, skills and attitudes in order to close the gap between "what is" and "what should be". Evaluation also helps to determine the strengths and weaknesses of the programme and to determine the cost – benefit ratio so that management can assess the value of the programme. Finally, human resource training and development programmes should be evaluated to establish a database that can be used to demonstrate the productivity and effectiveness of the HRD department of the organisation (Gilly and Eggland, 1998).

The evaluation of the SLWP and its effect on HRD has revealed that despite the skills, knowledge and competence employees acquire, some of the employees refuse to go back to the GES for the organisation to achieve its aims and objectives, and for the GES to benefit from the cost incurred on such employees. The government spends close to ¢400 billion or more per year on salaries of teachers on study leave plus teachers recruited to replace them (Osafo-Marfo, 2005).

To curtail this problem, staff of the GES who have been granted SLWP are required to sign a bond. They are therefore expected to return to the GES to serve for a specified period of time as indicated in Table 4.

Table 4: Course duration and bonded period

Duration of Course	Bonded Period
Six months to one year	Two years
From one year to two years	Four years
Beyond two years	Five years

Source: HRMD-GES, (2005)

Beneficiaries who fail to avail themselves for posting are requested to pay the value of the bond, which is five times the total amount spent on the individual during the study leave period.

Although the bond system has been in existence for years, its enforcement was relaxed and this has contributed partly to the shortage of teachers in our various schools. The GES will from next academic year strictly enforce its bond policy to ensure that teachers granted study leave return to teach at the end of their courses. Failure by beneficiaries to serve the bond will amount to breach of the agreement. According to Nsowah the Director General “teachers who breach the bond will be traced and made to pay a penalty of 30 million cedis for breach of contract. For those who cannot be traced, their guarantors will be held liable for the penalty.

The signing of the bond will help the GES to track all staff that refuse to accept postings. According to Amponsah-Twumasi, the Metropolitan Director, staff who refused to accept postings in September and October shall have their names deleted from the GES payroll latest by December (Joy News, 12th October, 2006). Elizabeth Ohene again, has stated that she has decided to monitor teachers on SLWP after a teacher pleaded with her to facilitate his admission to the University Of Ghana School Of Nursing. This student had already been admitted at the Accra Polytechnic in November 2002 and was pursuing HND programme in Laboratory Technology and was on SLWP. However, this student had no background in nursing and was expected to return to the classroom after the HND programme and teach for at least three years. Investigations into cases like this will help the management of the GES to identify and to check whether her employees offer the courses for which they were granted SLWP.

Measures are also being put in place by the Ministry of Education and Sports (MOES) and GES to review the existing policy guidelines on the SLWP and the quota system. The MOES has constituted a committee to investigate among others:

- To rationalize the criteria for management of the quota system.
- To determine the methodology for the strict enforcement of the bond signed after the SLWP has been granted.
- To establish definite guidelines for the grant of SLWP for teachers
- To determine whether Ghana should continue to grant SLWP to teachers.

To study the leave policy on decentralisation and faction out how the grant of SLWP will be decentralised (Osafo-Marfo, 2005)

- On the issue of decentralization, the GES has started handling the SLWP at the regional level. In a Daily Graphic report on the 8th August, 2005 headlined SLWP for Teachers – GES RELAXES PROCESS – Now to be handled at the regional level, Justina Torjagbo, the Central Regional Director of the GES is quoted as saying "the GES has decentralised the processing of SLWP for teachers. This year's SLWP for teachers will be processed in the regional offices. To this end, regional committees have been set up and these comprise officials from the districts and the regional offices of the GES to handle the processing of the study leave to be granted". The Metropolitan and Regional Offices of the GES in the Ashanti Region confirmed this.

The main reasons for the decentralisation were based on the assumption that the regions were familiar with the teachers` and could detect any falsification of personal records. Again, it would be easier for the District Directors to monitor and track teachers who have been granted SLWP. This will enable the District Directors to know which teachers returned to the classrooms at the end of their courses as well as those who breached the bond and thus take the necessary steps to enforce the bond terms. The other measures will be implemented as from next academic year.

Again, in a Daily Graphic report headlined "Enforce system that bonds Teachers-Bagbin". A Director at the Basic Education Division of the GES

Bertinus Bagbin called on the GES to enforce the system of bonding of teachers from the universities and the training colleges. He entreated the Regional Directors to develop an effective way of tracking teachers that went on study leave and fresh graduates from the training college so that they return to the classroom to fill the vacancies. Bagbin lauded the decentralisation of the study leave system and said, “the regional offices should find a way of documenting those who benefited from the study leave in order for the offices to trace them”. He ended by saying that Regional Directors should find out whether or not such people had reported at their stations, adding that those who failed to report should be made to pay (Daily Graphic, June 14, 2006).

From the above, it could be said that the impact of SLWP on HRD at the GES cannot be over emphasised since the staff at the GES get the opportunity to upgrade their knowledge, abilities and skills, and achieve high level of competence which leads to an improvement in the quality of work and performance. The various literatures reviewed also attest to the fact that for any organisation to compete and adapt to the ever changing competitive environment, then it is important for the HR department of the organisation to engage in human resource training and development all the time.

CHAPTER THREE

METHODOLOGY

Introduction

This chapter discusses the study design and the study population. It also looks at the methods and procedures used in gathering data needed for the study. This includes the sampling procedure, sources of data, data collection techniques and the methods used in analyzing the data.

Study design

The research design used was the descriptive cross sectional survey. This is because the sample population was chosen from the Regional, Metro and Sub-metro offices. Since the study was primarily seeking the opinions, knowledge, perceptions and attitudes of all teachers about study leave with pay and the quota system, the sample population also covered teachers within the Subin sub-metro and the teachers on study leave at the University of Education, Winneba, Kumasi Campus (UEW, K). This sample population was grouped into four categories namely:

- Teachers who had already benefited from study leave with pay.
- Teachers yet to benefit from study leave with pay.
- Teachers who were currently enjoying study leave with pay.

- Staff at the Regional, Metro and Sub-metro offices.

It is my belief that this study type gives a clear picture of the research.

Study population

The population of this study comprised:

- The teaching staff of the Subin sub-metro, which has three circuits namely Amankwatia, Asem and Kejetia with three circuit supervisors. There are 4 SS and 75 Basic schools with 749 teachers who fall under the category of teachers already benefited from study leave with pay and those yet to benefit from study leave with pay.

The Amankwatia circuit has 31 Basic and one SH schools with about 300 teachers. The 300 teachers are made up of 212 teachers at the Basic school level and 88 teachers at the SHS level. (Subin sub-metro office)

- The 794 teachers on study leave with pay at UEW, K (GNATOC, UEW, K).
- The staff in charge of study leave with pay at the Regional and Metro offices and Circuit Supervisors (CS).

In all the study population is approximately 1100.

Interacting with these categories of people helped me to gather relevant information on the implementation of the previous study leave with pay system and its problems, quota system and its effects on education, and study leave and human resource development at the GES.

Sampling method

Both random and non-random sampling methods were used in selecting the sample size. Specifically the Purposive, the Multi stage and the simple random sampling techniques were used in selecting the various respondents.

The Purposive sampling technique which is a non-random sampling method was used in selecting Staff at the Regional, Metro, Sub-metro offices and Circuit supervisors (CS). This is because these respondents have a lot of knowledge on the issue and were in a better position to give detailed and relevant information needed.

The multi stage sampling method was used in selecting the sub-metro and the circuit within the sub-metro. The simple random sampling technique was however applied in the selection of the various schools within the circuit and the respondents at the schools.

To determine the sample size, this formula $S = \frac{X^2NP\ (1-P)}{d^2\ (N-1)} + X^2P\ (1-P)$ by Krejcie and Morgan (1970:607) as cited in Sarantakos (1998:161) was used. With this formula the sample proportion lies within 0.05 degree of accuracy with the population proportion set at 0.50. It takes into consideration chi square for one degree of freedom and it is desired to be 90% confident. Therefore out of the population size of 1100 a sample size of 285 was to be chosen. However, due to limited resources and logistical constraints, a sample size of 200 was used in obtaining data for the study. Proportionately, the breakdown is as follows:

- 19 respondents from the SHS (10 males and 09 females).
- 40 respondents from the Basic schools (20 males and 20 females).

- 135 respondents from UEW, K (68 males and 67 females).
- 3 respondents from the Regional, Metro and Sub-metro offices.
- 3 Circuit supervisors.

Methods of data collection

In order to get relevant data and information needed for the study, the two main sources of data collection were adopted and these are the primary and secondary sources. The primary source comprised the administration of questionnaire and personal interviews. The questionnaire contained both open and close-ended questions and it delved into areas like the need for study with pay, the quota system and its effect on teachers' performance. Interview schedule was arranged for staff at the offices and circuit supervisors. Out of the sample size of 200, 194 (97%) of the respondents were given questionnaires to answer and a face-to-face interview was used to gather information from the staff in charge of SLWP at the various offices and the CS who form just 3% (6) of the total number of respondents.

The secondary source of the data covered available information and data from Human Resource Management Division of the GES Headquarters, Accra, the Regional and the Metro offices of the GES in the Ashanti Region. It also included existing reports, speeches and relevant literature on study leave.

Data analysis

The statistical methods used for the analysis of data to make issues clear and to give quick visual impressions on issues was descriptive statistics such as frequency tables, graphs, percentages and pie charts. These were also in line with the study objectives.

Ethical consideration

The main ethical issues and practices that protect the research subject from physical and psychological harm and ensure the subject's rights are not violated were taken into consideration.

Practices that lead to appropriate methodology, complete and accurate research reports, and inferences, conclusions and recommendations based on actual findings were strictly adhered to.

Finally, to ensure that the respondents' rights were not violated, their right to free consent, informed consent, confidentiality, anonymity and privacy were respected.

CHAPTER FOUR

RESULTS AND DISCUSSION

Introduction

This chapter presents the analysis of data and the findings obtained from the field. Issues discussed included the background analysis of the study, the need for study leave with pay (SLWP) and the teacher's education, the Quota system and the previous SLWP system, SLWP and the Human Resource Development (HRD) of the Ghana Education Service (GES) in terms of the courses pursued and lastly the costs incurred and enhanced work performance as contained in the data gathered.

Background analysis of the study

The sample of the study comprised teachers enjoying SLWP at the University of Education, Winneba, Kumasi campus (UEW-K), teachers at the Secondary and the Basic Schools within the Subin – sub metro, Circuit Supervisors (CS) and staff at the Regional, Metro and Sub metro offices in charge of SLWP.

In all, the study had a total number of 200 respondents with 102 (51%) males and 98 (49%) females as indicated in Table 5.

Table 5: Distribution of respondents by sex

Sex	Frequency	Percentage
Male	102	51
Female	98	49
Total	200	100

Source: Survey data, (2007)

Table 5 shows a fair distribution of the respondents in terms of sex even though the number of males was slightly above that of females.

Age distribution and educational background

The ages of the respondents ranged between twenty-six (26) to fifty-five (55) years. Eighty percent of respondents were 50 years and below whiles 20% were above 50 years.

Table 6: Educational levels of respondents

Level of Education	Frequency	Percentage
Certificate 'A'	174	87
Graduate	23	11.5
Post Graduate	3	1.5
Total	200	100.0

Source: Survey data, (2007)

There were 174 (87%) of respondents who had attained Teachers Certificate 'A' from the training colleges, 23 (11.5%) were Graduates while 3(1.5%) of respondents were Post Graduates.

The need for SLWP and the teacher's education

The study revealed that most teachers needed SLWP to be able to further their education. Most of them had to apply more than once to get the opportunity to further their studies. In figure 1, out of the 135 respondents currently enjoying SLWP at the UEW-K, 12 respondents had to apply three times before they were granted SLWP, 59 had to apply twice and 64 applied just once and they were granted SLWP.

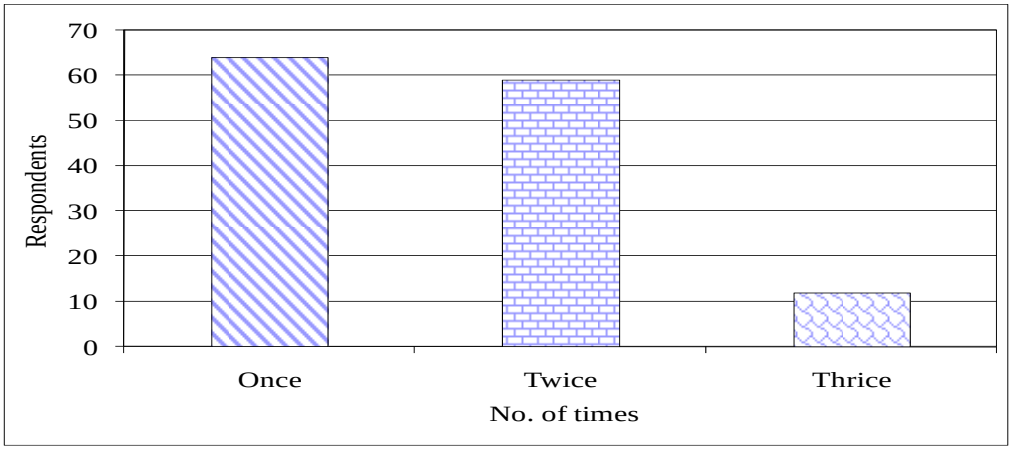

Figure 1: Views of respondents enjoying SLWP and the number of times they applied

Source: Field Survey, (2007)

Figure 1 shows that a total of 71 respondents had to apply more than once though they were more than qualified. After meeting the necessary criteria, 59

and 12 respondents had to wait additional 2 and 3 years respectively before being granted the opportunity.

What can be deduced from the result is that about 52% of the teachers needed the policy so much that without it they could not further their education to acquire the necessary skills and knowledge needed to face the various challenges within the GES.

In the same vein, 55% (22) and 12.5% (5) of the respondents yet to enjoy the policy but were qualified said they had applied once and twice respectively. Thirteen (32.5%) respondents had not applied at all because they were yet to meet the criteria.

The teachers who were more than qualified were still waiting for their turn because they needed the SLWP to upgrade their skills and competences so that they could transfer them to their students. They were all relying on the policy because their salaries were not enough for them to save for further studies.

The above revelation, however, contradicts the criteria set for the granting of SLWP to teachers as stated in the literature review. The first criteria by the GES for the granting of SLWP is that members should have served a minimum of three years after certification or since returning from the approved course at the time of putting in the application for SLWP. Unfortunately, many respondents had served a lot more than the minimum years but were yet to benefit from the policy.

It, however, confirmed the fact that the number of applicants were always more than the quota to be granted. For example, in the 2005/06 academic year, a

total of 9311 teachers applied but only 3000 applicants were approved by the GES council which is just about 31% of the total applicants and in 2006/07 academic year, 2950 applicants were approved out of the 8311 applicants. (HRMD-GES, 2006).

Nonetheless, as stated in the literature review, "GES personnel as educators need regular and relevant training and retraining in order to fulfil their professional role of educating and training students to meet the nation's resource development goals" (Budu-Smith, 2002).

For those who had already benefited from the policy, 79.9% said they would not have been able to enrich their knowledge and competencies if the policy was not available. They confessed that it reduced their financial burdens and without it they would not have been able to further their education and at the same time cater for their family. Also 21.1% of respondents said they would have been able to further their studies without the policy but had to take the opportunity since they met the criteria and were entitled to the policy.

SLWP and Distance Learning (DL)

On the issue as to whether the SLWP policy should be replaced with distance learning, the study revealed that majority of respondents totally disagreed.

Table 7 indicates that 171 respondents out of the 194 did not like the idea that DL should replace SLWP. This is because with the SLWP the teacher goes out of the class and concentrates on his studies. Unlike the SLWP, teachers

furthering their education through DL taught and at the same time attended lectures which to them was tedious.

One respondent made an assertion that DL should not replace SLWP because most of the work is done by the teachers with DL.

Table 7: DL to replace SLWP

Category	Yes	No	Total
Respondents yet to benefit	3	37	40
Respondents currently enjoying	16	119	135
Respondents already benefited	4	15	19
Total	23	171	194

Source: Survey data, (2007)

Others also said SLWP should be maintained to at least encourage and boost the morale of the upcoming generation to enter the teaching profession since it is becoming unattractive to the upcoming generation.

Nonetheless, most teachers were taking advantage of the DL to further their education and upgrade their skills and competences needed for the ever changing syllabus of the GES. For the 2005/06 academic year a total of 5288 students from the ten regions of Ghana matriculated at the University of Cape Coast Centre for Continuing Education (UCCCCE) alone. These students pursued courses like Basic Education, Business Studies (Management and Commerce) and Information Technology in Education (UCCCCE Programme and List of Matriculants, Jan., 2005). According to Nsowah, for the 2006/07 academic year, a total of 11,000 students were approved by the GES council to pursue various

courses under the DL progarmme (GNA, May,2006).This, however, showed that even though majority of respondents' were against the DL the number of teachers enrolled for the DL was huge. The number of students for the 2006/07 academic year was more than three times higher and that of UCC is far above the quota for the SLWP which stood at 3000. Most of the teachers were now taking advantage of the DL because they had realized that if they had to wait for the SLWP policy, then it would take them several years before they could further their education.

The 23 respondents who opted for DL believed it would reduce the vacancies created in the classrooms as a result of SLWP and the cost associated with it since the government spent a lot on teachers who were on SLWP. Also with the DL teachers upgraded their knowledge and competencies on the job so it would not be difficult to retain them in the classroom as compared to the SLWP which made it easier for some beneficiaries to leave the GES after their education.

Previous SLWP system and the Quota System (QS)

Before the introduction of the QS the previous SLWP system which was in operation gave the opportunity to everyone who met the laid down criteria to further his education. The introduction of the QS, however, brought about some changes in the policy. The QS takes into consideration the course of study and the number of applicants granted the SLWP has been reduced to 3000 annually.

One striking revelation of the study is that a large chunk of respondents preferred the previous system to the QS. Just 23% of respondents preferred the QS to the previous policy and this is indicated in Figure 2.

Majority of respondents (77%) were not happy with the introduction of the QS because the probability of an applicant being granted SLWP was very low. They preferred the previous system because it gave majority of teachers who applied the opportunity to further their education and to improve their professional competences needed for the ever changing syllabus and other technological changes.

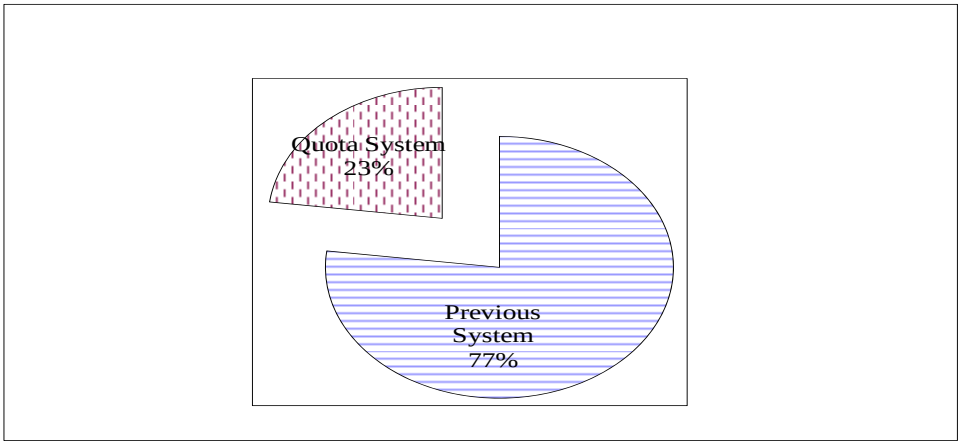

Figure 2: Previous SLWP system and QS

Source: Field survey, (2007)

They saw the QS as a measure that is preventing a lot of teachers from going further on the academic ladder hence preventing them from keeping abreast with demands of the education sector. This observation contradicts the statement made by Budu-Smith, the Acting Director – General of the GES (2002) that teachers need relevant and regular training and re-training to meet the nation's resource development goals.

Respondents who were yet to benefit from the policy were not happy with the QS because it prevented them from furthering their education and this served as a disincentive to teachers to give off their best.

Respondents in favour of the QS believed that the previous system (PS) was giving too much room to teachers and this included those who were not even qualified. This created a lot of vacancies and their fear was that it would have come to a time that a lot of vacancies would have been created which would have been disastrous to our educational system. As stated in the literature review (p15), about 25,725 teachers were needed to fill vacancies created at the basic level but the training colleges supplied just 8209 teachers for the 2006/2007 academic year. They were also happy with the QS because it took into consideration the priority course areas.

Implementation of the Quota System

The implementers of the SLWP policy supported the QS and said the PS has impacted negatively on teaching and learning. To them, those who went on SLWP were always more than those who replaced them every year so there was always shortage of teachers. They also talked about the high amount of money spent on teachers on SLWP. The QS has reduced the wastage caused by the PS in terms of the courses pursued because it took into account the areas which were urgently in need at the GES.

Contrary to the above, 16.7% of implementers did not believe that the vacancies and the wastage caused had been reduced. This is because applicants were still pursuing courses like Accounting, Management, Social studies while there is shortage of teachers for subjects like French, Mathematics and English. For example there was the urgent need for about 3000 English teachers in both the

basic and senior school levels whilst the sector had produced surplus teachers for Accounting, Social studies, Management, Sociology, Religious studies, just to mention a few.

Respondents who had already enjoyed the policy had varying responses about the implementation of the QS. On a Likert scale of Outstanding, Very good, Satisfactory and Below average, only 10.5% of respondents considered the implementation as outstanding whilst 31.6% rated the implementation as below average.

It is evident from figure 3 that respondents who had already enjoyed the policy were not happy about the implementation of the QS.

The study further revealed that respondents currently enjoying study leave were also not impressed with the implementation of the QS as compared to the PS.

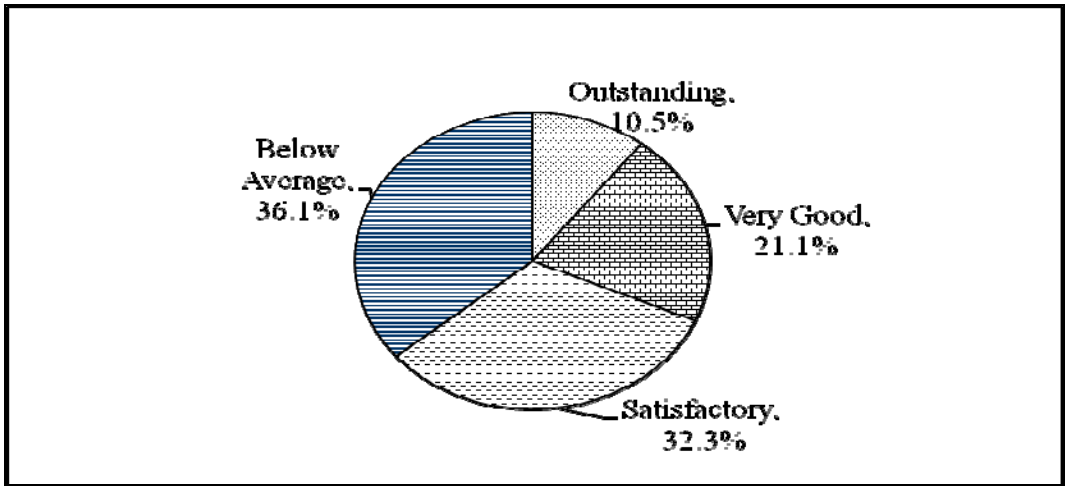

Figure 3: Views on Implementation of QS

Source: Survey data, (2007)

Table 8 shows that only 21.5% were impressed with the implementation whilst 78.5% were not impressed. Responses gathered point to the fact that the selection procedure seemed not to be transparent and the criteria for the selection were somehow not being followed. This is however defeating the purpose of the introduction of the QS. If these allegations were true, then it explained why respondents who were more than qualified had to apply several times before getting the opportunity. It also explained why courses which were not in the priority group were mostly pursued.

Figures 2 and 3 and Table 8 indicate that majority of respondents were not impressed, were unhappy and disappointed with the introduction and the implementation of the QS. They all preferred the PS and this is contrary to the views expressed by the implementers who believed that the QS was better than the PS which was too generous and flexible, but as a matter of fact the QS has come to stay.

Table 8: Views on implementation of QS

Impression	Frequency	Percentage
Impressed	29	21.5
Not impressed	106	78.5
Total	135	100.0

Source: Survey data, (2007)

SLWP and HRD at the GES

One main reason for the introduction of the QS was to solve the problem of the PS which was not addressing the HR needs of the sector. After the needs assessment in the 2002/2003 academic year, courses to be pursued under the SLWP were grouped into priority course areas and the percentages of applicants allotted to each group that the SLWP was granted.

Views of respondents at UEW-K

Majority of respondents currently on SLWP at UEW-K were offering courses like Accounting, Secretarial Management, Vocational or Technical Skills (Voc/Tec) and Certificate in Education for post graduates (Cert in Education).

A total of 51.1% of respondents were offering Business Education with specialization either in Accounting or Secretarial Management (Sec. Mgt). About 31.9% of respondents were at the College of Technology Education offering either Vocational or Technical Skills, 9.6% for Certificate in Education and 7.4% for Information Communication Technology (ICT) as indicated in Figure 4.

These revelations, however, contradicts the programme of the GES which considered courses in group1 as the priority course areas which needed urgent attention because there was shortage of teachers for these course areas. With the exception of Voc/Tech and ICT which are in group 1 all the others are not in the priority course areas as indicated in Tables 2 and 3 (Literature Review).

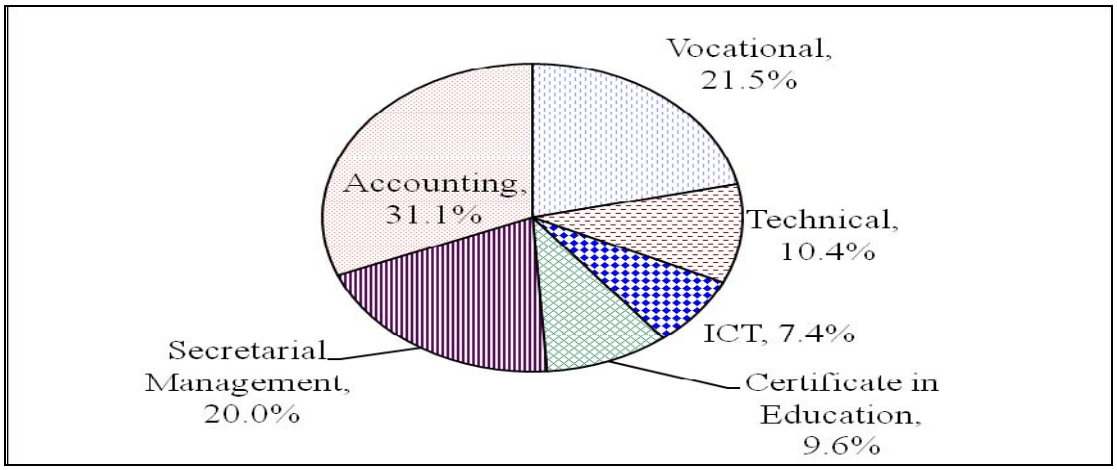

Figure 4: Courses offered at UEW-K

Source: Survey data, (2007)

Respondents yet to benefit from SLWP

This category of people had varying course areas they intended to pursue which were not different from that of the respondents at UEW-K. About 42.5% of respondents intended to offer courses in groups 1 and 2 respectively, 2.5% for group 3 courses and 12.5% for courses in group 4. As much as 57.5% of respondents preferred to pursue courses which were not priority course areas. The above percentages of courses to be pursued by the respondents in the various groups were however different from that allocated for the various groups by the GES. The GES had allocated 55% of the total number of applicants for group 1, 30% of total applicants for group 2, 10% for group 3 and 5% for group 4(tables 2&3). All the respondents however, believed that the courses they intended to pursue qualify them for SLWP.

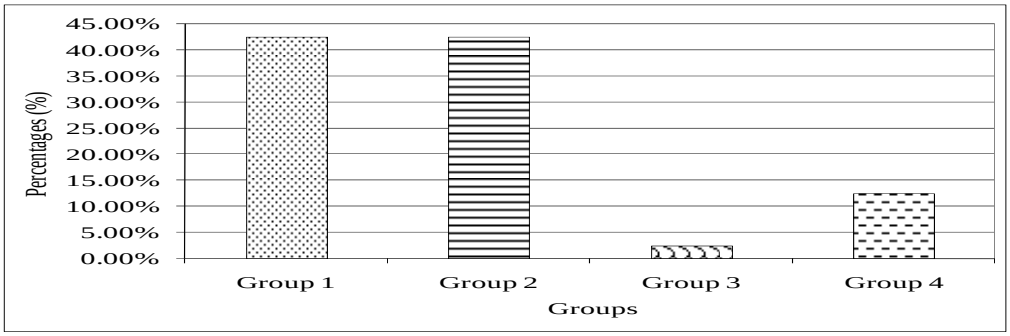

Figure 5: Course areas of respondents in groups.

Source: Field work, (2007)

Respondents already benefited from SLWP

All the respondents in this category responded yes to a question as to whether the SLWP policy was a way of developing the HR of the GES. They offered varying courses but as it was the case of those in the other categories, just about 26.3% of the respondent's pursued courses in the priority group. This means as much as 73.7% pursued courses other than the priority course areas (Table 9).

Staff at the offices and Circuit Supervisors

Respondents in this category who helped with the implementation of SLWP policy had varying opinions on the assertion that the policy was addressing the HR needs of the GES. About 66.7% of respondents believed that the policy was addressing the HR needs of GES. According to them, the policy was now being granted to applicants whose courses fell within the priority group. They were however quick to add that unfortunately most of the course areas in group 1 were not highly patronized especially French, Science, English and Maths as

compared to the other course areas. They also confessed that there were some challenges with the implementation of the policy.

Table 9: Course areas of respondents

Group	Frequency	Percentage
1	5	26.3
2	7	36.8
3	4	21.1
4	13	15.8
Total	19	100.0

Source: Field survey, (2007)

The others disagreed with the above assertion and believed that the policy was still not addressing the HR needs of the GES because the policy was being granted to majority of applicants whose course areas did not fall within the priority group defeating the purpose of the QS. This further confirmed the above data that the priority course areas were not being pursued by most applicants.

In all, 31.9% out of the total number of 194 respondents pursued, were pursuing or were yet to pursue courses in group 1 and a total of 68.1% were in groups 2, 3 and 4 with group 4 having the highest percentage of 36.1 %.(Table 10).

However, according to the new education reforms of 2007, special attention would be given to the training and development of teachers in Technical, Vocational, Agric, Special Needs Education, Guidance and Counselling, ICT and

French. The Minister for Education and Sports, Prof. Dominic Fobih, said the new reforms put a lot of emphasis on laying sound foundation on the teaching and learning of Mathematics, Science and Technology (GNA, 2007).

Table 10: Course areas of all the respondents

Group	Frequency	Percentage
1	62	31.9
2	26	13.4
3	36	18.6
4	70	36.1
Total	194	100.0

Source: Field Survey, (2007)

From the study, it is evident that contrary to the idea that about 55% of the total applicants shall be granted SLWP to pursue courses within the priority group, respondents were much more interested in courses in the other groups. The question now is whether the GES is actually addressing the current and future HR needs of the sector through the SLWP.

Proponents of definitions of HRD always link it to the current and future needs of an organisation or a country and the competences of the employees. Even though there was shortage of teachers in the priority course areas, most respondents especially those who enjoyed the policy at UEW-K were pursuing courses other than the priority ones. If 68.1% of the respondents pursued, were pursuing or were yet to pursue courses other than the priority course areas under

the SLWP policy, then there is a problem with the implementation of the policy. If this is a reflection of what is happening nationwide, then the QS and the policy as a whole is gradually outliving its usefulness. Since HRD is an attempt to improve on the current or the future HR performance by imparting knowledge, changing attitudes and increasing skills, it is necessary for the GES to take a second look at the SLWP policy and the implementation of the QS.

Also, even though majority of the respondents accepted that SLWP was a way of addressing the HR needs of the GES that was not the reality on the ground. As a matter of fact, if the GES is to meet its targeted goals, achieve a successful educational reform and address its HR needs, then the various stakeholders would have to deal with the various challenges facing the implementation of QS.

Relationship between costs and performance

It is an undeniable fact that high amount of money is spent on study leave since teachers on study leave have to be paid as well as those who replace them. According to Michael Nsowah, the Acting Director General of the GES for the 2005/2006, the government spent as much as 47 billion cedis to pay the salaries of teachers on study leave (Nsowah, 2006). The question is whether productivity is enhanced through the SLWP and how the GES benefits from the high cost incurred.

Respondents already benefited from SLWP

Respondents disagreed with the popular notion out there that majority of beneficiaries did not go back to the classroom after enjoying the policy. About 57.9% of respondents answered no to the question as to whether teachers do not go back to the classroom after enjoying the policy. The rest who formed 42.1% accepted that some teachers did not return to the classroom. The main reason being the fact that after enriching their knowledge and improving their competences, beneficiaries would want to be employed in other sectors other than the GES which pay salaries that commensurate with the competence, enrichment and the qualification acquired or better still gain lucrative employment elsewhere. It is an undeniable fact that teachers had been complaining about their meagre salary and poor conditions of service and this demoralized them and served as a disincentive. Also only 31.6% of respondents believed that teachers only took advantage of the SLWP policy to upgrade themselves and to keep abreast with the demands in the sector for promotion.

The above indicates that majority of beneficiaries were willing to enrich their knowledge, improve their professional competences and broaden their understanding to meet the challenges within the GES and were willing to return to the GES and gave back what they had acquired for the GES and the nation as a whole to benefit.

To ensure that the nation enjoys maximum benefit from beneficiaries and for them to return to the sector to give off their best, the government would have to pay good salaries and put in place good conditions of service.

Respondents enjoying SLWP currently

Respondents also rejected the notion that the attrition level of beneficiaries of SLWP is high. 112 (83%) out of 135 respondents answered no to the question as to whether they had plans of leaving the sector. They argued that it was morally wrong to leave the GES immediately after their course. They believed in improving the quality of education by giving off the best of what they had acquired. Few of the females wanted to return to the classroom so that they could get some time off for their families and 4 respondents said they would return to the classroom because they loved their profession so much and would forever remain teachers. Table 11 gives a pictorial view of respondents on the attrition level of beneficiaries of the SLWP policy.

Table 11: Attrition level of beneficiaries

Category	Yes	No	Total
Respondents enjoying SLWP	23	112	135
Respondents already enjoyed SLWP	8	11	19
Total	31	123	154

Field Survey, (2007)

From Table 11, 123 (79.9%) respondents did not believe that majority of teachers left the sector immediately after benefiting from the policy. If this is the case, then the GES benefits from the cost incurred on the SLWP.

Table 11 however, contradicts the view of Aheto-Tsegah, Head of Planning and Development Partners Coordinating Unit of the GES who wanted

the SLWP policy to be abolished. He described the policy as a huge drain on education in the country because very few teachers return to the classrooms to teach after completing their studies, thus making government incur double loss. He gave out figures of teachers who went on SLWP from 1999 to 2005 and those who came back to the sector for re-posting. This is indicated in Table 12.

Table 12: Attrition level of beneficiaries at the GES from 1999 to 2005

Year	Beneficiaries	Beneficiaries Re-posted
1999	5,918	2,581
2000	9,814	2,527
2001	6,033	4,602
2002	6,085	2,888
2003	5,000	4,870
2004	3,000	4,233
2005	3,000	4,200

Source: Ghanaian Times, (2006)

For the 2004 and 2005 academic years, Aheto-Tsegah conjectured that the excess numbers might be those who were unable to honour their re-posting in previous years (Ghanaian Times, November 15, 2006).

Respondents yet to benefit from the policy

Respondents expressed mixed reactions about who should bear the cost for teachers to improve their competences so as to perform effectively and efficiently.

It is evident from figure 6 that 44.5% of respondents believed that it was the sole responsibility of the government to bear the cost for teachers to upgrade themselves to be able to enhance the quality of education in the country. About 32.5% of respondents believed both the teacher and government should bear the cost, 16% went for the teacher alone and 7% went for other institutions and organisations like the Non Governmental Organisations (NGOs) and the Communities or Districts where the beneficiary hoped to work to sponsor some teachers to further their education. For now, the reality of the issue is that the government spends a lot on teachers on SLWP. As stated in the literature review "the average salary per staff on study leave per annum works out to ¢228,656,377,256.00" (Osafo-Marfo, 2005).

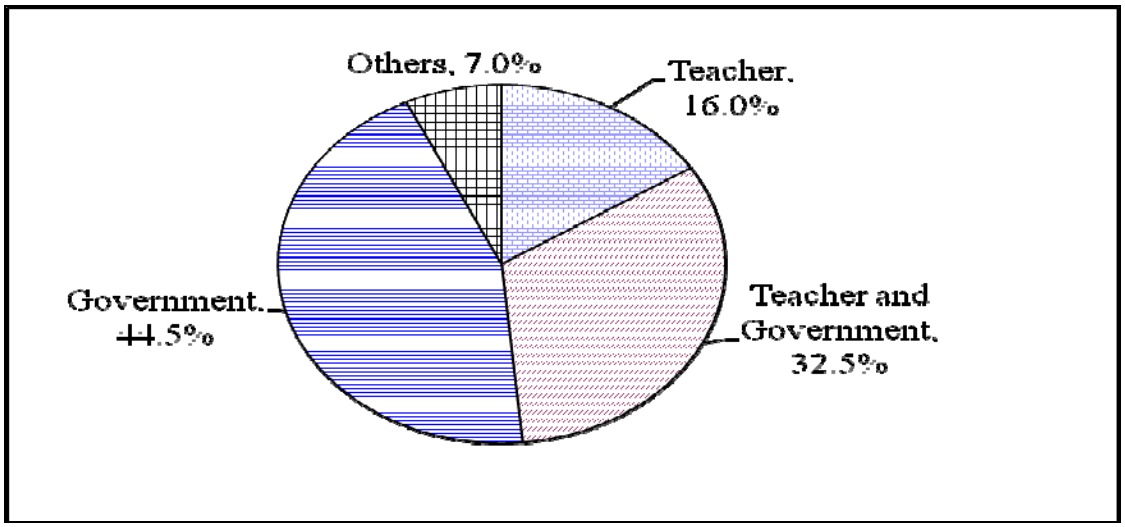

Figure 6: Payment of Cost

Source: Field Survey, (2007)

Staff at the regional, metro and sub-metro offices

Respondents in this category were subjected to a one-on-one interview. They see to the smooth implementation of the SLWP policy and express varying reactions on the assertion that the policy ensured the presence of skilled and competent workforce in the GES. Though no one strongly disagreed, only 16.7% of respondents strongly agreed, 66.6% agreed and 16.7% disagreed with this assertion (Figure 7).

On the performance of beneficiaries, respondents had equal reactions. Though no one believed that their performance was outstanding or below average, 50% believed beneficiaries' performance was very good and 50% said it was satisfactory. Responding to the question as to whether beneficiaries work hard to justify the investment made on them, 66.7% said yes and 33.3% responded no.

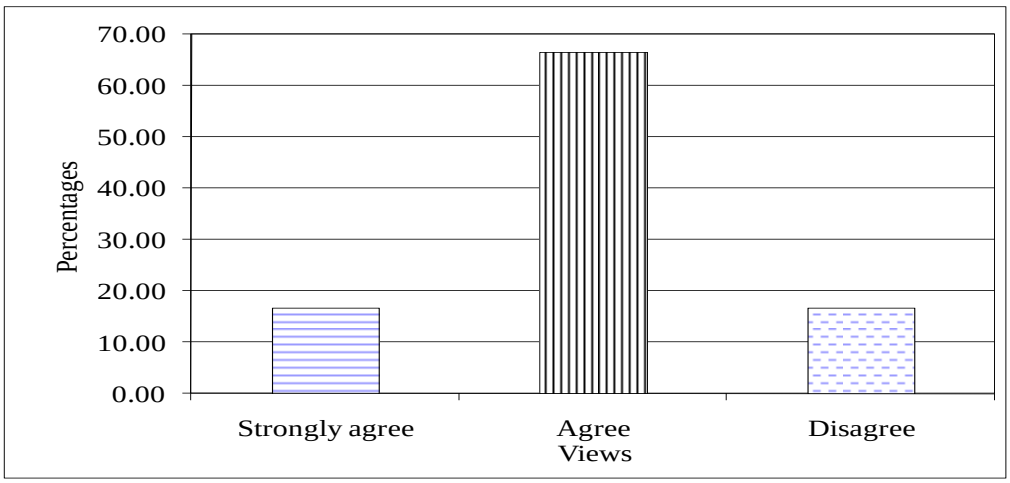

Figure 7: Presence of competent workforce

Source: Field Survey, (2007)

Most teachers however worked hard or performed well not because of the investment made on them but because they had to teach and teach well whether they had benefited from the policy or not.

Majority of respondents (88.3%) agreed that the policy had however impacted positively on the educational development in Ghana hence the nation benefits from the policy. Some reasons given by the minority (16.7%) were that; the policy drained the sectors' budget too much and the nation loses since some beneficiaries did not return to the sector. Also, as stated earlier on, the policy was still being granted to applicants whose course areas did not fall within the priority course areas therefore producing surplus teachers for certain course areas and a lot of vacancies were still being created.

Those in the majority also agreed that the teacher, the GES and the nation as a whole benefited immensely from the policy. Beneficiaries became fully competent; they broadened their understanding and knowledge in their field of work and able to cope with the challenges and changes within the sector. The policy therefore ensured the presence of skilled and competent workforce and beneficiaries were motivated to give off their best in the various areas they handle. The policy was also gradually addressing the HR needs of the GES and it encouraged and boosted the morale of teachers to remain in the GES.

No respondent disagreed or strongly disagreed with the assertion that staff development is costly but pays off in the long run with higher rates of productivity. As much as 66.7% strongly agreed and 33.3% also agreed to this assertion.

Evaluating the effectiveness of the SLWP policy

As stated in the literature review on measures adopted to check the effectiveness of the SLWP policy, it is necessary to assess and evaluate the effects that SLWP has on HRD at the GES because any HR programme involves money and time. Any training or development effort must be cost – effective, that is the benefits gained must outweigh the costs associated with providing the learning experience.

Cost – Benefit analysis

This analysis shows programme costs and evaluates them against the benefits. As stated in the literature review, on the introduction of the QS, the GES required about 47 billion cedis to pay the salaries of teachers on SLWP for the 2006/2007 academic year. So, are the students, teachers, the GES and the nation as a whole benefiting from the policy and is the GES justified in spending high amounts of money on the policy?

From the study it is evident that more than 60% of respondents agreed that the policy was of great importance to all the stakeholders. The benefits far outweighed the cost incurred because beneficiaries became very competent, broadened their understanding on the field of education thereby becoming up to date with the various challenges within the GES with its ever changing syllabus.

Also, the study revealed that 79.9% of beneficiaries were back or were willing to return to the sector with the new skills and apply the new knowledge by transferring it to the students thereby giving off their best to the students.

Beneficiaries performed effectively and efficiently thereby enhancing the quality of education.

It must be admitted that there were some challenges facing the implementation of the policy with regard to addressing the HR needs of the sector but comparing the monetary costs of development to the non-monetary benefits received, it is evident that the policy is of enormous benefit to all the stakeholders. The QS should be accepted as an investment which is costly but pays off in the long run.

Assessment of performance of beneficiaries

Respondents agreed that assessing or measuring the performance of beneficiaries of the policy was very essential. Officials of the GES were supposed to assess the efficiency and effectiveness of the beneficiaries as well as the results achieved. These views expressed by the respondents confirmed one of the reasons given by Noe….et al (1996) for evaluating training as stated in the literature review. According to them evaluation of training is to determine whether the programme is meeting objectives, is enhancing learning, is resulting in transfer of learning to the job. Unfortunately, effective assessment of the performance of beneficiaries on the job to find out whether there was transfer of learning was missing. District directors, CS and other officials at the inspectorate division of the GES who are supposed to assess the performance of the beneficiaries are not doing it effectively. Respondents believed that assessing the efficiency and effectiveness of beneficiaries to find out whether there was transfer of learning

could be done through class observation, performance appraisal, written tests, monitoring, results or performance of their students and interviews.

Though the beneficiaries were trained teachers, as a way of developing their skills and knowledge and as a way of improving their mode of transferring what they had acquired to their students, beneficiaries were given the opportunity to participate in a job-related exercise. This exercise was a year long teaching practice with a lot of supervisors to give the necessary guidance for beneficiaries to enhance their learning transfer. According to the respondents, direct class observation by supervisors sometimes unannounced should be a way of assessing beneficiaries' performance. This would give supervisors the opportunity to observe beneficiaries directly on the job, critically assess their performance and record what was observed.

Another way to assess beneficiaries is through performance appraisal Performance appraisal is used to determine how well an employee is performing against a set of established standards. It is also used to determine the degree to which employees have acquired new knowledge and skills and transferred them to the job (Gilly and Eggland, 1989). This means apart from determining the degree to which beneficiaries have acquired new knowledge and skill, supervisors can also determine how the beneficiary is performing against the set of established standards of his institution or the teaching methods that are to be applied. Performance appraisal can also give a comprehensive analysis of each of the steps or processes of the teaching methods to be applied and it will ensure that the teaching process is being conducted in an efficient and effective manner for

students to understand well. Out of the various suggestions made by respondents to assess the performance of teachers on the job, performance appraisal seemed to be the only method mostly used by officials at the GES.

"Typical written test are tests of intelligence, aptitude, ability, interest and integrity" (Robbins, 1988:554). "A test is also a device that makes one demonstrates his level of ability, mastery or competency in a specific area" (Tamakloe, Amedahe and Atta, 2005; 168). Some respondents believed that written tests or essays can prove whether beneficiaries had acquired new knowledge and whether they were up to the task. It could be used to measure the achievement levels of beneficiaries. They would be assessed on their knowledge or proficiency to perform their tasks and the results would reflect the ability and intelligence of the beneficiary.

Other respondents thought the performance of beneficiaries should be based on the performance or the final results of the students. This is termed as "Individual task outcomes" and according to this method the end counts rather than the means (Robbins 1988). This determines how the whole developmental process has had effect on the organisational goals. This can be said to be an outcome – based criteria for assessing the performance of beneficiaries. It focuses on what has actually been accomplished, that is the end product rather than how it was accomplished.

Monitoring of the beneficiaries could also be a way of assessing the performance of beneficiaries. With this the monitor or the supervisor always observes the performance of the beneficiary so it is an on going process. The

monitor then compares the actual performance of the beneficiary with the set targets to find out whether the beneficiary is meeting the set targets. He regularly checks the development level or progress of the beneficiary and then comments on it.

Interviews and questionnaires could be used to assess the performance of beneficiaries. Interviewing and giving out questionnaires for colleagues of beneficiaries to find out their opinions and observations about the beneficiary could help to assess one's performance and attitude towards work.

Measures to be adopted to retain beneficiaries at the GES

As stated earlier in the literature review, the GES has instituted some measures to retain beneficiaries in the sector and these are the signing of a bond to return to the GES and the payment of penalty for breach of contract. The D-G of the GES for 2005/06 academic year, Nsowah said beneficiaries who breach the contract will be traced and be made to pay a penalty of 30 million cedis. Guarantors for those who cannot be traced will be held liable for the penalty. The unfortunate thing is that these measures were not being enforced. Nsowah admitted that the enforcement had been relaxed and that the measures will be enforced. The reality on the ground is that not a single beneficiary had been penalised for breach of contract. Teachers who refused to return to the sector were left off the hook so easily without being made to pay a pesewa.

According to the GES, the bonded period for beneficiaries ranges from two to five years depending on the duration of the course but those who even

accept postings back to the sector vacate their post without informing those in authority. Others too apply for leave without salary and leave the sector without being made to pay any penalty. One sad thing about the issue is that those who refuse to accept postings sometimes receive their salaries for about three to four months (September-December) before their names are deleted from the payroll.

Other beneficiaries managed to change the course for which they were granted SLWP. Beneficiaries are normally offered courses which are teaching subjects with the aim of bringing them back to the sector to offer their services. Those with the intention of leaving the sector managed to change their course to make them effective in other sectors other than the GES. Elizabeth Ohene, Minister of State in charge of Tertiary Education said she had decided to monitor beneficiaries to find out whether they were complying with the regulations of the GES with regard to the granting of SLWP (GNA, 2005) but this is yet to materialise. All these are happening because there is no effective monitoring or tracking system to systematically check on all beneficiaries whilst in school.

To curtail the above problems, respondents made the following suggestions;

Severe punishment should be meted out to all beneficiaries who fail to return to the sector. The punishment should be more than just paying penalties, for example being jailed for breach of contract.

Proper tracking system to check or monitor the activities of beneficiaries should be put in place so that they can be made to return to the GES. They should

be monitored so that they cannot divert their courses as they enter the tertiary institutions so that the QS can be a success.

For the QS to have a positive impact on the GES and the nation, the implementers should ensure that all beneficiaries are posted to the schools where their services are needed most after their education for the nation to benefit from the cost incurred.

Circuit supervisors and heads of the institution also have a vital role to play. They should ensure that beneficiaries are always at school working hard to justify the investment made on them.

Finally for all the stakeholders to benefit fully from the policy, officials at the helm of affairs should enforce all the laws that are made with regard to the implementation of the policy. All measures adopted should also be enforced so that all beneficiaries can be retained in the sector.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Introduction

This chapter presents a summary of the findings, conclusions drawn from the study and then ends with recommendations.

Summary

In all 200 respondents consisting of 135 students from UEW-K, 19 teachers from SHS, 40 teachers from JHS, 3 CS and 3 members of staff from the Regional, Metro and Sub-metro Offices in charge of SLWP were sampled for the research.

Main findings:

With regard to the need for SLWP and its effect on teachers education the study revealed the following:

- Teachers need the policy so that they can further their education. About 79.9% of respondents who had already benefited from the policy confessed that without the policy they would not have been able to further their education. They also believed that the policy will boost the morale of teachers to remain in the profession.

- As much as 171 (88.1%) respondents were not in favour of the replacement of the SLWP with DL or the abolition of the SLWP entirely.
- About 11.9% (23) of the respondents were in favour of the replacement of the SLWP with DL. They believed that teachers could combine their work with their studies at the same time. They advocated for the abolition of the SLWP entirely because to them the policy created a lot of vacancies and most beneficiaries did not return to the classroom.
- The total number of applicants is gradually reducing since 2002/03 due to the DL, the introduction of sandwich programmes and the fact that teachers are now being conscious about who qualifies and who does not.

On the issue of the previous SLWP system and the QS the study revealed the following:

- About 77% of teachers were not happy with the introduction of the QS because only 3000 applicants enjoy the policy every year since its introduction. This is preventing a lot of teachers from benefiting from the policy.
- However, the implementers of the policy and CS' were in support of the QS. As much as 83.3% supported the QS because they believed that the previous system impacted negatively on the GES.
- High level of dissatisfaction among the respondents with regards to the implementation of the QS. About 78.5% of respondents were not impressed with the implementation due to the fact that a lot of teachers were more than qualified but had not yet enjoyed the policy.

On the relationship between SLWP and HRD at the GES;

- Majority of courses outside the priority course area were pursued by beneficiaries. A high percentage of 68.1% of respondents selected courses outside the priority group contradicting the HR needs of the GES.
- At the UEW-K, a total of 60.7% of respondents were pursuing courses in groups 2, 3 and 4 and the rest were pursuing Voc/Tec and ICT which were in group 1, the priority group.
- Majority of staff at the offices and the CS accepted that the QS was addressing the HR needs of the GES. 33.3% of respondents rejected this and said most beneficiaries' course areas fall outside the priority course area.
- High level of dissatisfaction amongst respondents with regard to the criteria for selecting beneficiaries.

With regard to the cost incurred and the performance of beneficiaries;

- In all, 42.5% of respondents said that the government alone should bear the cost for teachers to upgrade their knowledge, skills and competences.
- On the whole, 66.6% of respondents agreed that the QS ensured the presence of skilled and competent workforce within the GES.
- Assessment of the performance of beneficiaries should be done through class observations, performance appraisal, written tests, interviews, monitoring and the performance of students.

- Proper tracking system, effective bonding system, severe punishments and good monitoring system by officials at the GES, CS and heads of institutions should be adopted to retain beneficiaries in the service.

Conclusions

From the above analyses and discussions, it can be concluded that;

- Teachers were in need of the SLWP policy to be able to further their education and acquire the necessary skills, knowledge and competences needed for the ever changing demands of the GES.
- Teachers were not in favour of the abolition of the SLWP policy and its replacement with the DL as stakeholders in the education sector are advocating.
- Both teachers and implementers of the QS accepted that it was a way of addressing the HR needs of the GES but were quick to add that for the QS to achieve positive effects, the challenges with its implementation need to be addressed.
- Respondents recognized the need for the QS to enhance the performance of teachers to ensure the presence of competent workforce within the
- GES always, but disagreed on who should bear the cost.
- Respondents preferred the PS to the QS because the PS gave the
- opportunity to a lot of applicants to enjoy the policy as compared to the
- QS which gave the opportunity to 3000 applicants per year.

- Majority of beneficiaries were offering courses other than the priority course areas and this defeats the aim of the introduction of the QS.
- No monitoring system in place to track the activities of beneficiaries and no system in place to assess the effectiveness and efficiency of beneficiaries on the job. There is laxity in the enforcement of the bonding system which is currently in place.
- Some respondents advocated for private sector involvement in the development of teachers. Private organisations and NGO's within the communities and districts that believe in better education as the engine of growth of every society should be involved in the HRD of the GES.

Recommendations

The following are some recommendations of the study:

- The success or failure of every organisation depends on the employees so it is important for every organisation to develop its employees to meet current and future challenges and needs of the organisation. The GES should therefore maintain the SLWP policy to ensure the presence of a competent and a skilful workforce.
- The government should provide good conditions of service to encourage beneficiaries of the policy to return to the sector since the availability of suitable motivated teachers is crucial to the success of the educational reforms.

- Management of the GES should revise the priority course areas to be in tune with the new education reforms. Special attention should be given to the development of teachers in Technical and Vocational skills, French, Guidance and Counselling, English, Science and ICT.
- Management of the GES should increase the quota if possible so that the backlog of qualified applicants can get the opportunity to further their education.
- Proper and strict measures should be put in place to track all beneficiaries so that they will return to the sector. However, necessary punishment should be meted out to recalcitrant beneficiaries who fail to return to the GES.

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APPENDIX A

QUESTIONNAIRE

SECTION A: PERSONAL DATA

1. Sex:……..

2. Age:……...

3. Marital Status:……

4. Educational level:…….

SECTION B: TEACHERS WHO HAVE BENEFITTED FROM SLWP

1. How long did you work with the GES before you were granted SLWP?

   …….

2. Which course did you pursue under the SLWP system?

   …….

3. Do you prefer the quota system to the previous SLWP system?

   a. Yes ( ) b. No

4. Give reason(s) for your answer…….....

   ……..

5. How would you rate the implementation of the quota system?

   a. Outstanding b. Very good

   c. Satisfactory d. Below average

6. Do you think the granting of SLWP to teachers for further studies is a way of developing the human resource of the GES?

   a. Yes ( ) b. No ( )

7. How should the performance of beneficiaries of SLWP be assessed?

…….

8. Do you think a lot of teachers would have enriched their knowledge and competences if the SLWP was not available?

a. Yes ( ) b. No ( )

9. How in your opinion has the SLWP system been of help to teachers?

…….

10. Do you think most of the beneficiaries of the SLWP policy do not go back to the classroom after their education?

a. Yes ( ) b. No ( )

11. If yes, why? .....

…….

12. Do you think teachers only take advantage of the SLWP policy to upgrade themselves for promotion?

a. Yes ( ) b. No ( )

13. Does SLWP encourage teachers to work harder after their education?

a. Yes ( ) b. No ( )

14. Do you think there is the need for some amendments to be made in the criteria used for the selection of teachers for SLWP?

a. Yes ( ) b. No ( )

15. Give reason(s) for your answer …….

……

SECTION C: TEACHERS YET TO BENEFIT FROM SLWP AT THE BASIC LEVEL

1. How long have you been working with the GES? ……

2. Have you ever applied for SLWP to further your education?

a. Yes ( ) b. No ( )

3. If no, do you intend applying for SLWP?

a. Yes ( ) b. No ( )

4. If yes, which programme do you intend to pursue under the SLWP policy?

…….

5. Do you think your programme qualifies you for the SLWP?

a. Yes ( ) b. No ( )

6. In your opinion which course areas should attract SLWP? (List in order of priority)……

…….....

7. Should the GES grant SLWP to every teacher who decides to further his education?

a. Yes ( ) b. No ( )

8. Give reason(s) for your answer ……..

…….

9. Do you prefer the quota system to the previous SLWP system?

a. Yes ( ) b. No ( )

10. Give reason(s) for your answer…….

…….....

11. The GES should grant SLWP based on

a. Course of study b. Number of years served

c. Both (Course and Years) d. Other(s) specify……..

12. Who should bear the cost for teachers to upgrade their knowledge and competences to be able to cope with the changes within the GES?

a. Teacher b. Government

c. Both (Teacher and Government) d. Other(s) specify …….

…….....

13. What suggestions would you like to make to help improve the SLWP policy?.....

SECTION D: TEACHERS WHO ARE CURRENTLY ENJOYING SLWP AT UEW-K

1. What programme are you pursuing? ……

2. How many times did you apply before you were granted SLWP?.....

3. Could you have pursued your course without SLWP?

a. Yes ( ) b. No ( )

4. Can the increase in the number of teachers leaving the classroom to further their education be attributed to SLWP?

a. Yes ( ) b. No ( )

5. Give reason(s) for your answer …….

……

6. Do you have plans of leaving the sector after your programme?

a. Yes ( ) b. No ( )

7. Give reason(s) for your answer…….

…….

8. What is your opinion about the idea that SLWP should be replaced with Distance learning within the GES?.....……

……..

9. Do you think teachers only take advantage of SLWP to upgrade themselves for promotion?

a. Yes ( ) b. No ( )

10. Generally, what are your impressions about the implementation of the Quota system compared to the previous SLWP system?……..

.……

APPENDIX B

INTERVIEW SCHEDULE FOR STAFF AT THE REGIONAL, METRO AND SUB-METRO OFFICES

1. Did the previous SLWP system impact negatively on teaching and Learning?

   a. Yes ( ) b. No ( )

2. If yes, how?.....

   ……...

3. Has the quota system reduced the number of vacancies created by the previous SLWP system?

   a. Yes ( ) b. No ( )

4. Has the quota system reduced the wastage caused by the previous SLWP system?

   a. Yes ( ) b. No ( )

5. Is the quota system addressing the human resource needs of the GES?

   a. Yes ( ) b. No ( )

6. Give reason(s) for your answer……..

   ……..

7. The SLWP ensures the presence of skilled and competent workforce in the GES.

   a. Strongly agree b. Agree

   c. Disagree d. Strongly disagree

8. What has been the performance of beneficiaries of SLWP?

a. Outstanding b. Very good

c. Satisfactory d. Below average

9. Do beneficiaries of SLWP work hard to justify the investment made on them?

a. Yes ( ) b. No ( )

10. Has the SLWP policy impacted positively on the educational development in Ghana?

a. Yes ( ) b. No ( )

11. Does the nation benefit from granting SLWP to teachers?

a. Yes ( ) b. No ( )

12. Give reason(s) for your answer……..…..

…….

13. Staff development is costly but pays off in the long run with higher rates of productivity.

a. Strongly agree b. Agree

c. Disagree d. Strongly disagree

14. What measures should be put in place to maintain teachers who have benefited from SLWP in the service?.....

…….