

UNIVERSITY OF CAPE COAST

**HUMAN RESOURCE MANAGEMENT POLICIES AND PROGRAMMES
OF TEACHERS AND MANAGERS OF GHANA EDUCATION SERVICE
IN TAMALE METROPOLIS**

JOHN ISSAHAKU

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IN TAMALE METROPOLIS

BY

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HUMAN RESOURCE MANAGEMENT

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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: John Issahaku

Supervisor's Declaration

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

Supervisor's Signature:..... Date.....

Name: Dr. David W. Essaw

ABSTRACT

This research assessed the human resource management policies and programmes of teachers and managers with focus in the Tamale Metropolis. The broad objective was to determine the effectiveness of the policies and programmes in terms of its ability to motivate, improve teachers' welfare, and to satisfy teachers. To carry out the study, the descriptive survey method was adopted. A total of 157 questionnaires were administered out of which 144 were retrieved given a response rate of 91.7 percent. The main methods used in analysing the data were frequency and simple percentage distributions.

The findings of the study revealed, among others, that the main source of recruitment of teachers to the GES was from colleges and universities. However policies failed to bridge gender gap in teaching as there were more male teachers than females in the Metropolis. Again, some policies such as postings, recruitment, and maternity leave, have been implemented to the satisfaction of teachers, however some other policies such as study leave, in-service training, orientation, and job description have fallen short of the intent to which they were implemented. Despite the shortfalls majority of teachers love the profession.

This study recommended to the Ghana Education Service (GES), to organise orientation services for newly recruited teachers and follow up subsequently by organising in-service training once a year for every teacher. The MOE and GES should also consider motivating teachers by providing incentives such as accommodation, adequate teaching and learning materials, and improved remuneration.

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DEDICATION

To my mother, Martha Paul, for her encouragement, upbringing and love.

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LIST OF ACRONYMS

BECE	Basic Education Certificate Examination
CBA	Collective Bargaining Agreement
GES	Ghana Education Service
GETFUND	Ghana Education Trust Fund
GNAT	Ghana National Association of Teachers
HR	Human Resource
HRM	Human Resource Management
JSS	Junior Secondary School
MOE	Ministry of Education
NGO's	Non-Governmental Organisations
NRCDC	National Redemption Council Degree
PTA	Parent Teacher Association
SPSS	Statistical Product and Service Solutions
SSS	Senior Secondary School
TLM's	Teaching and Learning Materials

CHAPTER ONE

INTRODUCTION

Background to the study

Education is a system of inculcating knowledge, ideas, attitudes, values, and skills into the lives of people of a nation to make them functional both now and in the future. Habinson (1976) as cited in Forojalla (1993) noted that capital and natural resources are passive factors of production, human beings are the active agents who accumulate capital, exploit natural resources, build social, economic and political organisations and carry forward national development agenda. Clearly speaking a country which is unable to develop the knowledge and skills of its people and to utilize them effectively in the national economy will be unable to develop anything else.

According to Forojalla (1993), it is now generally accepted that, it is the human resource of a nation, not its capital, nor natural resources that ultimately determine the pace and character of its economic and social development. To him, the education system constitutes the principal mechanism for the development of the necessary human knowledge and skills. For the education sector to play this role effectively, all stakeholders of education must have a suitable platform to give-off their best to ensure that the requisite knowledge, skills, experience and attitudes are imparted to beneficiaries of the system.

One of the principal actors of education is the teacher. To this effect, the role of the teacher is crucial, especially the basic school teacher who handles pupils at their formative years. Forojalla (1993) observed that the level of satisfaction and morale of the primary teaching force cannot be ignored since it enables the provision of a better service to the pupils. Hence to be able to create and sustain a quality education system requires the services of an equally competent and committed teaching force.

Ghana as a nation acknowledges the key role the education sector plays in her drive towards development of the human resource. After her independence in 1957, the Ministry of Education (MOE) was established in 1974 to be responsible for the formulation of education policies in Ghana. In addition, the Ghana Education Service (GES) was established by NRCDC 247, 1974 as the Ghana Teaching Service. This was subsequently amended in 1975 by NRCDC 357 which changed the name “Ghana Teaching Service” to Ghana Education Service. The GES was, therefore, mandated to implement pre-university educational policies formulated by the MOE. This included the management of teachers throughout the country (Antwi, 1992).

Besides the establishment of the GES, the MOE has embarked on several education reforms geared towards the improvement of education in Ghana, notably in 1974, 1987 and 2007. The 1987 education reforms was precipitated by the exodus of trained and qualified teachers who were unsatisfied with the poor conditions of service to other countries and left half of the primary schools without teachers. The lack of textbooks and other instructional materials,

deterioration in school buildings, furniture and equipment all were considerations for the reforms (Sadique, 2006). To arrest the situation the government in 1987 initiated an education reform as part of its national plan for economic recovery. This process restructured the school system, revised the curriculum for primary, Junior Secondary School (JSS) and Senior Secondary School (SSS) levels. The reforms also made provisions for the development of new teaching and learning materials and in-service training for teachers. It raised teacher qualification requirements, steadily replaced unqualified teachers and began the process of administrative decentralization (Sadique, 2006). The 2007 education reforms also made provisions to improve the conditions of service of teachers to make the teaching profession attractive and to inspire confidence and efficiency in the Ghanaian teaching force (Sadique, 2006). There are indications in the Ghana Education Sector Annual Report (June, 2006) that by the end of the 2005/2006 academic year all pupils and students were supplied textbooks in all the subject areas. Sadique (2006) also stated that teacher qualification was being raised and that the process of administrative decentralization had kick started.

Acknowledging the need for a motivated and satisfactory workforce the MOE and GES have over the years made attempts to improve the conditions of service of teachers through the building of head teachers quarters, accelerated promotion, bicycles, radio cassettes players, study leave with pay, national best teachers' award among others (Education Sector Report, June 2006). The June (2006) education sector report noted that a major review of current teacher management, development and practice must be undertaken to facilitate the

development of attractive terms and conditions that will attract teachers to the remotest areas where they are mostly needed. The Ministry of Education was to consider introducing tax-free allowance of 15-20 percent of basic salary to teachers deployed to deprived areas to replace the current ineffective package of bicycles, ghetto blasters, cooking utensils among others. The June (2006) education sector report also emphasized that the availability of an adequate supply of professionally trained and suitably motivated teachers is the cornerstone of the entire programme of educational reform. Earlier in response to provisions made in the 1987 education reforms, Dr. Sawyer intimated that, “It should be emphasized that the success of the comprehensive proposals in education depends primarily on the presence of an adequately trained and motivated cadre of teachers otherwise the new system will reproduce the old” (Antwi, 1992).

Despite the numerous attempts to improve upon teacher management, statistics from Tables 1, 2 and 3 indicate poor classroom conditions and high rate of unprofessional teachers in the Tamale Metropolis.

Table1: Physical conditions of public school buildings in Tamale

Type Of School	Number With Good Buildings	Number Without Buildings	Number Need Rehabilitation	Total
Nursery	55	50	79	184
Primary	100	36	100	236
J S S	69	0	10	79

Source: GES, Tamale, 2006

Table 2: Nursery staff

Year	No. of Trained Teachers	No. of Untrained Teachers	% of Trained Teachers	% of Untrained Teachers
2002/03	166	393	29.70	70.30
2003/04	189	418	31.14	68.86
2004/05	200	426	31.94	68.05
2005/06	215	456	32.04	67.96

Source: GES, Tamale, 2006

Table 3: Primary staff

Year	No. Of Trained Teachers	No. Of Untrained Teachers	% of Trained Teachers	% of Untrained Teachers
2002/03	1,189	237	83.38	16.62
2003/04	1,331	284	82.41	17.59
2004/05	1,221	305	80.10	19.99
2005/06	1,296	349	78.78	21.22

Source: GES, Tamale, 2006

The education sector report (2006) also hinted on refusal of teachers to accept postings to deprived areas, due to low salaries and inadequate motivation for teachers. This is an indication that the Tamale Metropolitan Education area is not

exempted from teacher management issues. Agyening- Boateng et al (2009) also noted that inadequate supply of school textbooks and equipment in addition to the fact that policies are not made known early to teachers to plan ahead in time is a great source of worry to teachers. There is therefore, the growing concern that teachers have not been managed properly, especially the basic school teacher. One of the reasons identified in the 2007 education reforms is the wide range of subjects they teach and the fact that they are classroom teachers, and the condition of service (1994) do not make provision for entitlement to allowances as compared to their counterparts at the Senior High School level. According to Bame (1991) teachers occupy such central and vital position in any education system that their attitude and problems have been of paramount interest not only to educational authorities and practitioners but also to researchers.

Statement of the problem

Over the years, teachers have expressed grave concern about their discontent in their conditions of service, which they attribute to management. For instance, the 1987 education reform was greatly influenced by the exodus of teachers to foreign countries as a result of worsening conditions of service. In some of the cases they had to resort to strikes to register their protest to management. Notably, in 2006 teachers embarked on a prolonged nationwide strike to press home their demands for better conditions of service which in one way or the other affected education delivery in Ghana. Presently, there is a growing concern about the dwindling and poor performance of pupils in the Basic

Education Certificate Examination (BECE). For instance, in the 2005/2006 BECE, 37 percent of the candidates did not secure the required grade to proceed to senior high school (Ghana Education Sector Report, 2006). Some attempts have been made to blame the poor performance on teachers, who intend blame the situation on poor conditions of service.

Realizing the need for better teacher management, the MOE and GES are making frantic efforts to decentralize teacher management to afford local authorities to device their own incentive packages to meet their local demands (Education Sector Report, 2006). Despite the enormous efforts by the MOE and GES and the persistent demands made by the Ghana National Teachers Association (GNAT) to better the conditions of service of teachers, basic school teachers for that matter, teachers' problems have not ceased.

From the researcher's 10 years personal experience and observation as a teacher, interaction with the rank and file of teachers in the Tamale Metropolitan area has revealed discontent on certain issues bordering on promotion, study leave, in-service training, accommodation, salaries, allowances and incentives, transfers, teacher prestige, teaching and learning materials, working conditions among others.

In addition, statistics from the Tamale Metropolitan Directorate of Education also indicate an increasing proportion of untrained teachers to trained teachers. For instance, while trained teachers at the Primary School level declined from 83.3 percent in 2002/2003 to 78.8 percent in 2006, proportions for the untrained teacher increased from 16.62 percent to 21.2 percent in the same period

(Tamale Metro Statistics, 2006). The same could be said at the Junior High School level. The case of nursery is worse as in the 2005/2006 academic year 67.96 percent of the teaching staff were untrained. Meanwhile the MOE and the GES acknowledges a strong link between teacher professionalism and achievement level of pupils (MOE, Policies and Strategic Plan, 2001). The issue of teacher discontent, poor academic performance, and increasing trend of untrained teachers in the Tamale Metropolitan area beg the following questions:

- Are there policies in the GES and MOE to manage these situations?
- If there are; Are the policies being followed, and
- What are the challenges in the implementation of those policies?

This study is intended to evaluate the human resource policies and programmes of the GES in the Tamale Metropolis.

Objectives of the study

The main objective of the study is to examine the Human Resource Management policies and programmes in the management of Basic School teachers in the Tamale Metropolitan area.

Specifically, the objectives of the study are to:

- Determine the kinds of policies and programmes that motivate teachers.
- Examine the Human Resource Management policies and programmes of teacher management.
- Assess the level of satisfaction of teachers on the policies and programmes.

- Make recommendations to key stakeholders in education delivery for effective teacher management.

Research questions

The following questions informed the study.

- What are the issues involved in human resource management policies and programmes used in teacher management?
- What kinds of policies and programmes motivate teachers to give off their best?
- What is the level of satisfaction of teachers on the policies and programme?

Significance of the study

An evaluation of the policies and programmes of teacher management in the basic schools will help us determine the success or otherwise of such policies and programmes. It is, therefore, hoped that the findings of this study will highlight the strengths and weaknesses in the policies and programmes of the Ghana Education Service (GES) to ensure better teacher management. Further, findings of this study will help provide information for the policy making bodies of the MOE, GES and the Tamale Metropolitan Education Directorate for the formulation of improved teacher management policies and programmes to attract and retain qualified teachers.

Again, a study on the personnel policies and programmes of teacher management could be of significance to circuit supervisors, head teachers, teachers, the Ghana National Association of Teachers (GNAT), NGO's and other stakeholders of education in Ghana. In addition, the study could form the basis for the introduction of new policies and programmes geared towards the improvement of teacher management by the MOE and the GES. This study will further seek to stimulate research into the area of policies and programmes of the GES.

Delimitation of the study

The study covered all the 22 educational circuits in the Tamale Metropolis, teaching and management staff. Two schools were selected each from four sampled circuits, one Primary and one Junior High School (JHS) making a total of eight schools. The target population was confined to these schools. Ideally the study should have covered the 170 districts in Ghana in order to minimize the problems associated with generalization of findings. However, only the Tamale Metro Education was chosen for the study due to the limited time that was available for the study, in addition to logistical and financial constraints. Again the choice of the Tamale Metro Education area was not done by any line of merit, but with the hope that the problems of human resource management policies and programmes and their effectiveness in teacher management are not peculiar to those of the other districts in Ghana.

Notwithstanding this, it is hoped that the findings of the study will reflect a fair representation of the problems associated with human resource management policies and programmes of teacher management in Ghana.

Organisation of work

The study is presented in five chapters. Chapter One covered background to the study, statement of the problem, objectives of the study, research questions, significance of the study, delimitation of the study, and organisation of the study.

Chapter Two reviewed related material to the topic. This comprised approaches to human resource management, policy as a function of human resource management, human resource management policies, human resource management policy areas, and teacher management issues.

Chapter Three covered research methodology including the research design, the type and sources of data, data collection instruments, and the procedure employed for collecting and analyzing data.

Chapter Four covered data presentation and analysis. Chapter Five presents summary, conclusions, and recommendations.

CHAPTER TWO

REVIEW OF RELATED LITERATURE

Introduction

This chapter reviews literature related to the research topic. It covers, approaches to management in organisations, policy as a function of human resource management, human resource management policies, human resource policy areas, factors affecting human resource management, and teacher management issues.

Approaches to management in organisations

Drucker (1974) asserted that management is tasks, discipline, and people. He views management as indicating a function as well as the people who discharge it, a social position and authority. Mullins (1995) sees management as the cornerstone for organisational effectiveness and is concerned with arrangements for the carrying out of organisational processes and the execution of work.

Several approaches have been adopted to management in organisations since the 19th century. Notably are the scientific management approach, the human relations approach, and the human resource approach.

The Scientific Management Approach: This approach to management was considered the most effective means of managing employees characterized by constant supervision and threats of loss of their jobs. Proponents of this theory believed that managers should take a scientific and objective approach in studying how work can be most effectively designed. The approach considers the employee as another factor of production like raw materials, capital and machinery.

It emphasizes work methods and techniques that show greater concern for employee output but little concern for employee satisfaction. There is no attempt to treat employees specially; in other words, no extra value is placed on the human resource. There is no consideration of the unique needs, psychology and aspirations of employees (Carcell, Elbert, & Hayfield, 2000).

The Human Relations Approach: The human relations or behavioural approach pays attention to the social factors at work and to the behaviour of employees within an organisation-human relation. They are concerned about the individual's social needs, motivation, and behaviour. The proponents of the human relations approach believe that employee productivity is affected not only by the way the job is designed and the manners in which employees are rewarded economically, but also by certain social and psychological factors (Carcell et al, 2000). The studies of Mayo (1945) and Roethlisberger (1939) provided new insight derived from studies that linked improved productivity to management philosophies, emphasizing employee communications, cooperation and involvement. It was asserted that treating employees with dignity would both enhance employee satisfaction and enable the achievement of higher productivity.

In their view, organisations need to pay attention to behavioural techniques, supervisory training programmes and support, and concern for workers because they help to increase productivity.

The Human Resource Approach: The emerging trend in human resource (HR) management is clearly toward the adoption of the human resource approach, through which organisations benefit in two significant ways: an increase in organisational effectiveness and the satisfaction of each employee's needs. Rather than addressing organisational goals and employee needs as separate and exclusive, the human resources approach holds that organisational goals and human needs are mutual and compatible: one set need not be gained at the expense of the other. Personnel and human relations managers were now responsible for motivating people and help their organisations navigate a maze of regulations, exclusive orders, and court decisions. Over time, the nature of work changed. Self-fulfilment became a primary concern, and employees wanted jobs that were challenging and interesting (Carcell et al, 2000).

The HR approach views the employee as an important asset that needs special attention. Mullins (2006) corroborated this view when he stated "there are many aspects to management in work organisations, but the one essential ingredient of any successful manager is the ability to handle people effectively". The manager needs to be conversant with the social and human skills, and have the ability to work with and through other people. Without people there cannot be organisation and no meaningful activity. The Human Resource approach places emphasis in investing in employees to develop their skills and be able to retain

them which can lead to increase productivity. In their view, the employee deserves special treatment from other factors of production such as capital, machinery, and raw materials.

Policy as a function of human resource management

In the view of Wright and Noe (1996), Human Resource Management consists of the management of activities related to investing in human resources, such as recruiting employees, assessing their performance, providing training and development, and determining the appropriate level and type of compensation. Boachie-Mensah (2006) also defines HRM as the management function concerned with recruitment, selection, training, and development of employees. These activities require policies and programmes, to make them function properly. In their view, managing human resource is critical to the success of today's organisations, because they meet the criteria for being a source of sustainable competitive advantage. To manage human capital effectively managers must understand the ways people behave within organisations and to formulate appropriate policies to guide those behaviours.

In line with this, Noe, Hollenbech, Gehart, and Wright (2003) corroborate this view as they define HRM as the policies, practices and systems that influence employees' behaviour, attitudes and performance. Here, HRM is viewed as policies and practices geared towards influencing the behaviours and attitudes of employees positively towards greater level of performance in an organisation.

Cole (2002) also defines policy as a statement of the manner in which work activities are to be pursued, thus contributing to the development and implementation of a set of dominant values in an organisation. To him, policies prescribe the mode and manner activities are to be performed in consonance with the values expounded by the organisation. Still in connection with policies, Pearce and Robinson (2003), regard policies as directives designed to guide the thinking, decisions and actions of managers and their subordinates in implementing a firm's strategy. Some organisations choose to call it standard operating procedure and others refer to it as manual of procedure. There is no doubt that policies increase managerial effectiveness and harmony at workplace as such policies standardize many routine decisions and clarify the discretion in implementing these decisions. In their view, policies stem from an organisation's strategic goal and not formulated at will. According to Armstrong (2007), Human Resource Management (HRM) is a strategic and coherent approach to the management of an organisation's most valuable assets (the people) who contribute to the achievement of the overall organisational goal. To him, Human Resource Managers must view human resource as a crucial element that is relevant to the achievement of organisational goals

This includes the formulation of Human Resource (HR) policies to guide the conduct and behaviours of the HR to ensure that they give off their best for the achievement of organisational goals.

In all these definitions, it is evident that policy guidelines are part of Human Resource Management process as they contribute significantly in creating conducive environment at workplace.

Human resource management policies

To ensure the successful performance of any important programme that recurs in an organisation's schedule of activities which involves the engagement of the services of one or more employees, policy guidelines are inevitable.

Armstrong (2003) identifies two kinds of policies. These are advisory and mandatory policies. Advisory policies give decision makers some degree of flexibility. They promote innovation and self initiative spirit of managers and employees. Mandatory policies, on the other hand, leave managers with no discretion. Generally, policies communicate guidelines to decisions, and stipulate the limits on the kinds of administrative action that can be taken by administrators to reward or sanction behaviours. Policies therefore set out the guidelines on what is acceptable or prohibited in an organisation. According to Pearce and Robinson (2003), policies perform the following functions;

- 'Policies establish indirect control over independent action by clearly stating how things are to be done. They do so by defining discretion, control, decision, and empower employees to conduct activities without direct intervention by top management. Policies promote uniform handling of similar activities. These enhance the coordination of work and help

reduce conflicts emanating from favouritism, discrimination and the disparate handling of common functions;

- Policies ensure quicker decisions by standardizing answers to previously answered questions that otherwise would recur and be pushed up the management hierarchy repeatedly;
- Policies institutionalize basic aspects of organisation behaviour : and
- Policies reduce uncertainties and repetitive day to day decision making there by providing a necessary foundation for coordinating efficient efforts and freeing operating personnel to act’.

According to Mullins (2006), a policy is a guideline for organisational action and the implementation of goals and objectives. This definition further corroborates the view that the policies of an organisation must reflect the goals and objectives of that organisation. He further noted that policy is translated into rules, plans, and procedures; it also relates to all actions and levels of the organisation; policy when clearly stated reinforces the main function of the organisation, and make for consistency and reduce dependency on the actions of individual managers. Policy clarifies the roles and responsibilities of managers and other members of staff and provides guidelines for managerial behaviour. Policies can help overcome reliance on outdated practices and aid the introduction of organisational change.

The Ministry of Education Policies and Strategic Plan (2001) acknowledged that policies form the core functions of the ministry, and it is

through such policies that the ministry ensures that national objectives on education are achieved. Examples of such policies are contained in Table 4.

Table 4: Policies, strategies and activities for the Ghana Education Sector

Policies	Strategies	Activities
Access and Participation	1 Increased entry to and progression through the formal system	a. Improve attendance rates b. Provide School buildings c. Reduce poverty barriers
	2 Reduced barriers to access to formal education and access made more equitable	d. Reduce gender barriers
Curriculum	1. Curriculum made responsive to the needs of pupils, schools and society.	a. Plan curriculum development on identified critical objectives that meet developmental needs of pupils, schools and society.
	2. Pupil achievement improved by innovative curriculum and teaching	b. Implement orientation programme for teachers on the demand and use of the curriculum
Teacher Preparation and Motivation	1. In-service upgrading and teacher competency improvement programmes developed and expanded.	a. Organise cluster of Schools in-service training b. Organised school based teacher development programmes
	2. Teacher preparation, motivation and posting programmed to match the demand for teachers.	c. Provide teacher accommodation d. Implement the district sponsorship programme e. Organise the best teacher award scheme on district, regional and national levels.

Table 4: Cont'd

Inspection and Supervision	1. National inspection system established and functioning. 2. Impact of inspection and Supervision on pupil achievement improved.	a. Conduct School inspections and disseminate reports. b. Monitor Supervision system at regional, district and School levels. c. Implement supervision and inspection recommendations in schools.
Education and Training for Employability	1. Post Basic training places increased. 2. Opportunities for out of school children and drop-out extended.	a. Increase number of TI places b. Strengthen linkages with vocational training providers.
Allocation and Financial Management		a. Develop procedures manual for GES operations b. Prepare and issue job description. c. Raise the average pupil teacher ratio. d. Strengthen local accounting capacity through training and systems development.

Source: MOE, 2001

Aside the general organisational policies, there are specific policies targeted at the effective management of the human resources of the organisation. These policies are formulated after managers have set corporate or business goals in order to provide the organisation with focus and direction (Mathias & Jackson, 2004). Once corporate goals are established, organisations begin to state in what manner they intend to achieve those goals. Policy statements are made to indicate to the organisation's members the types of behaviours which the organisation will expect employees to demonstrate in the pursuit of its goals. According to Mathias and Jackson (2004), as soon as

corporate goals and objectives are determined the next in line is to formulate appropriate policy guidelines stipulating how and when organisational goals are to be achieved. They consider HR policies as a guide to the actions and decisions of the organisation's members. They further noted that, policies are directives, issued from top management and provide a framework for the conduct of organisation's members; in their view, policies must be specific to particular areas by clearly stating what is expected in such specific situations to enable employees apply the appropriate measures to avoid role conflict.

Carcell et al (2000) also define policies as guidelines to management thinking and they help management to achieve the organisation's HR objectives. This definition seeks to confirm the earlier view that policies help define acceptable and unacceptable behaviours and establish the organisation's position on an issue. In connection with this, Armstrong (2003) has this to say "HR policies are continuing guidelines on the approach the organisation intends to adopt in managing its personnel". In his view, policies define the philosophies and values of an organisation on how people should be treated. He again intimated that, the overall HR policy defines how the organisation fulfils its social responsibilities to its employees and sets out its attitude towards them. The values expressed in an overall HR policy statement may explicitly or implicitly refer to the concerns of equity, consideration, quality of working life and working conditions.

In explaining these concepts, Armstrong (2003), states that equity refers to treating employees fairly and justly by adopting an 'open handed' approach in HRM issues. This includes protecting individuals from any unfair decisions made

by their managers, providing equal opportunities for employment and promotion, and operating an equitable payment system. Quality of work life refers to consciously and continually aiming to improve the quality of work life and to achieve work life balance as a means of increasing motivation and improving results. Consideration means taking account of individual circumstances when making decisions which affect the prospects, security or self-respect of employees. Finally, working conditions refer to the provision of healthy and safe environment that can boost the productivity of employees.

Human resource policies play a major role in organisations. Policies, therefore, constitute a major tool for effective HR management. The HR department must develop policy and procedure statements to help managers at all levels to administer the employee terms and conditions of service or collective bargaining agreement (Mathias & Jackson, 2004). To them, policies form an important pillar of management, the level of success of any manager can to a large extent be attributed to the effectiveness of policies. Mathias and Jackson (2004) noted that a culture of management by policies goes a long way to promote employee retention, morale and motivation. In their view, managers must inculcate in themselves the habit of designing policies since policy plays a critical role in employee retention, boost employee morale and motivation. They further identified five specific functions of policies to management. These are control, consistency, uniformity, fairness, and as a tool of administration.

Control: policy and procedure statements ensure control. A policy is a guide to the actions and decisions of people in an organisation, especially managers. When

policies are well developed and well published, they enable organisation's members to know what they should do (and in what manner) in certain specific circumstances.

Consistency: policies ensure consistency. A policy on selection of employees for training, for instance, ensures that managers, everywhere in the organisation at any point in time (until the policy is reviewed) will adopt the same procedure in selecting employees for training.

Uniformity: policies ensure uniformity. Uniformity is ensured because the same policy is adopted across the organisation in dealing with human resource issues.

Fairness: the existence of policies and procedures also promote fairness. Fairness is achieved because if Mr. A is handed the prescribed verbal warning for reporting for work "late" for the first time, the same treatment shall be handed down to Mr. B. for the same offence under the same circumstance.

Tool for administration: policies provide a major tool for HR (management) administration. The employee's terms and conditions of service or Collective Bargaining Agreement (CBA) are usually worded in such a manner as to give management some flexibility in managing the agreement.

Human resource policy areas

According to Mathias and Jackson (2004), policy statement is needed to ensure the interpretation and administration of almost every clause in the employee's conditions of service or CBA. Policy statement would thus be needed for almost every area in human resource management, including areas such as

annual leave, overtime, promotion, discipline, resignation, and transfer. Though mention is made of some areas in which HR policy is needed, they argued that almost every item in the CBA should be guided by policy and procedure statement. Armstrong (2003) also identified key HR policy areas as involving, employment policies, equal opportunity policy, reward policy, employee development policy, involvement and participation policy, employee relations policy, new technology policy, health and safety policy, harassment policy, and smoking policy. Carcell et al (2000) indicated that most of the critical issues facing HR Managers are included in four broad areas: employee influence, staffing flow, reward systems, and work systems. Each of these areas must be addressed regardless of the industry, size of the firm, or types of employees involved. Developing critical HR policies with those four areas in mind, decision makers can create HR programmes in a unified systematic manner rather than by accident or by gut reaction to problems and pressures. Such decisions involve choices and choices are most effectively made through planned policies and practices. In their opinion, regardless of the size of an organisation or the type of employees, policies must be designed to cover those four broad key areas, identified. Policies in their view must be carefully formulated as a matter of plan and not an attempt to address problems or respond to pressure. According to Carcell et al (2000) policies define the degree of employee influence, deal with such diverse matters as organisational goals, compensation, working conditions, career advancement and job design. Staffing flow is geared towards meeting the organisational long-term requirements in terms of the number and kinds of human

resources. It involves decisions about selection, promotion, job security, career development and advancement, fair treatment and termination must be made in light of profits, growth and other critical organisational goals. Reward systems are geared towards the attraction, motivation and retention of employees at all organisational levels. Finally, work systems are concerned with the design of work, how tasks and technologies are defined and arranged, the quantity and kinds of decisions that people make and the extent to which quality of work life is an important organisational goal. Still on HR policy areas, Asare- Bediako (2008) is of the view that policies must cover all aspects of the Collective Bargaining Certificate starting from recruitment, job description, orientation, training and development among others. The explanation of these policy matters is presented below.

He sees recruitment as searching for and obtaining potential job candidates in sufficient numbers and quality so that the organisation can select the most suitable candidates to fill its job needs. The external recruitment processes include advertisement, employee referrals, employment agencies, schools, colleges and universities. The organisation can also use internal recruitment process through career development, succession planning and promotion.

A job description provides an important source of information about individual jobs or positions on the organisation chart. Job description is stated in a manner as to indicate the job purpose, major duties expected by the jobholder, internal and external contract inherent in the job. It also covers the key

competencies, knowledge, skills, values, attributes etc which the job holder must possess in order to successfully perform the job.

Orientation is a socialisation process which seeks to expose the new employee to the operations, norms and culture of the organisation. A more progressive approach is to view orientation as an opportunity to communicate the organisation's vision and values, shape the new employee values and integrate him/her into the organisation's culture.

Training and Development is career oriented, rather than job oriented. It aims at preparing people for higher level jobs or responsibilities in the future. Training refers to those programmes or events which are designed to help individuals to learn the competencies they require to better perform the duties or tasks they are currently performing.

One other major policy area is motivation of employees. Herquits (2006) as cited in Johnson (2010) defines motivation as the ability to keep people inspired, excited and engaged in the work of the organisation despite set backs, disappointments and opposing influences. This definition gives a broader perspective of motivation, keeping people to work towards overcoming challenges of an organisation rather than creating the atmosphere for people to runaway when they are faced with challenges. Also, motivation refers to the extent to which an employee is willing or wants to invest his or her time, attention and effort in a task (Akata, 2003). Lussier and Achua (2007) agreed that there is no single universally accepted theory of how to motivate people, but however indicated that motivation theories could be classified under three broad categories;

content motivation theories, process motivation theories, and reinforcement theory.

According to the content theories the primary reason people do what they do is to meet their needs or wants, to be satisfied. People want job satisfaction, and they will leave one organisation for another to meet these needs. An employee who has job satisfaction usually has a higher level of motivation and is more productive than a dissatisfied employee. One of such theorist is Abraham Maslow (1940) who propounded his hierarchy of needs theory that people are motivated by five levels of needs physiological, safety, belongingness, esteem and self actualization. Another content theorist is Herzberg (1960), who combined lower-level needs into one classification, he called hygiene or maintenance; and higher level needs into one classification call motivation. Herzberg two factor theory propose that people are motivated by motivators rather than maintenance factors. Maintenance factors are also called extrinsic motivation because motivation comes from outside the person and the job itself. Extrinsic motivation include: pay, job security, title, working conditions, fringe benefits, and relationship. Motivators are called intrinsic motivators because motivation comes from within the person through the work or self. These include: achievement, recognition, challenge and advancement.

Process motivation attempts to understand why people have different needs, why their needs, change, how and why people choose to satisfy needs in different ways, the mental process people go through as they understand situations and how they evaluate their need satisfaction. Prominent among process

motivation theories is Adams (1964) equity theory. It argues that if employees perceive organisational decisions and managerial decisions to be unfair or unjust, they are likely to experience feeling of anger, outrage, and resentment.

Skinner (1953) reinforcement motivation theory contends that to motivate employees, it is not necessary to identify and understand needs nor to understand how employees choose behaviours to fulfil them, but to understand the relationship between behaviour and their consequences, and then arrange contingencies that reinforce desirable behaviours and discourage undesirable behaviours.

The individual's objectives at work: Workers join organisations with myriad of needs. The desire to satisfy these numerous and varied needs acts as a motive force that drives workers performance. These needs vary from psychological through socio-economic to physiological. The average worker takes employment with a view to earning money with which to meet his basic physiological needs of food, shelter and clothing. In this same process, the desire to satisfy his security safety needs, growth and advancement also emerge in the context of employment. Attempting to satisfy the various needs has been addressed by leading motivation theories (Armstrong, 1999).

Still in relation to policy areas, the conditions and scheme of service in the Ghana Education Service (GES) for teaching personnel identified some areas of CBA as follows:

Section I. looks at entering the service, under that we have membership of the service, appointment, probation and trial period, confirmation, and promotion.

Section II. looks at postings and transfers, reinstatement, petitions and appeals.

Section III. Considers the broad area of remuneration, salaries and increment

Section IV. Considers fringe benefits maintenance and mileage allowances (night allowance, non taxable inducement allowance, responsibility allowances, and medical care), advance and grants, leave of absence (annual leave, emergency leave, leave for examinations, entrance examinations to approved institutions, membership of committee, study leave, sick leave, maternity leave, teachers joining spouses on approved courses of posting overseas, leaves without pay to join other organisations) travelling and transport, working conditions, in-service training, accommodation, and release of teacher.

Section v. Deals with mode of leaving the service, bonded teachers, compulsory retirement, voluntary retirement, retirement on medical grounds, premature retirement, resignation and termination of appointment, discharge of pupils teacher, secondment, retiring and death benefits, and final salary of deceased employee.

Section VI. Considers miscellaneous facilities to be accorded to employee organisations, check off system, and administrative system.

Section VII. Deals with grievance handling procedures

Section VIII. Considers review; there shall be general review of the terms and conditions of service at intervals of not more than two (2) years.

Section IX. Undertaking and statutory provisions, nothing in this agreement shall worsen any existing provision of conditions of service in the Ghana Education Service.

Knowledge of the policy areas, especially that of the GES has provided the building blocks for the conduct of this research. Specifically it gives an idea about the issues involve in the conditions and scheme of service for teaching personnel which ideally should be backed by policy statement. This therefore, serves as a bench mark for the assessment of policies and programmes of teacher management in the GES.

The challenges of human resource management

Human resource management activities and goals do not take place in a vacuum, but within the context of issues and factors affecting the entire organisation. According to Bohlander, Shell, and Sherman (2001), the key challenges of HRM are; globalization, technology, managing change, human capital, effectiveness, and cost containment. In a similar vein, Boudreau and Milkovich (2004) identified three broad areas that influence HRM. These are external conditions, organisation's conditions and employee conditions. In explaining further, they said that;

- External environmental conditions: the external environmental influences restrict an organisation's strategies, activities, and ultimately its effectiveness. This amalgam of social, cultural, political, and economic factors relevant to the organisation and its employees includes economic conditions, government regulations and union expectations.
- Economic conditions: challenging economic conditions directly influence all operations of any organisation, including its human resource activities.

Management's decision to hire additional people, to lay off current employees, or to grant a cost of living wage increase, are all decisions influenced by economic conditions.

- **Government regulations:** laws reflect a society's response to social, political, or economic problems. A growing share of business decisions are shaped by the government. The human resource laws and regulations of the state, local governments, and courts interpretation of these laws, have become increasingly important to employers. Equal employment opportunity legislation and employment-at-will decisions are especially significant examples. These laws require a total re-examination of every single personnel policy and programme to ensure compliance. Pension and benefit regulations, health and safety guidelines, and immigration laws also shape decisions regarding HR.
- **Union Expectations:** unions are formed for several reasons; too often the reason is poor management of human resources. In many cases, unions have forced employees to adopt sound human resource programmes. However, the presence of a union reduces employers' flexibility in designing human resource programmes. Union strategies and their organising and negotiating priorities are important factors in an organisation's external conditions.
- **Organisation conditions:** the organisation's internal environment is made up of many factors. Two of the key uses are discussed here, but the list is not exhaustive;

- Nature of the organisation: several factors make up the nature of the organisation, its strategies and objectives, financial situation, technology, and culture among others.
- Nature of the work: the work done at one organisation differs from the work done at another organisation. While each organisation requires human resources the differences in the work require designing and choosing different human resource management system. The work to be done influences the skill and training required, the compensation and rewards systems that can be offered, the manner in which the job can be designed and other HR activities.
- Employee Conditions: information about the nature of employees is critical in setting objectives and shaping HR decisions. Information can be obtained on each individual and on the work force as a whole. Each employee has unique experiences, skills, abilities, needs, and motivation. Individual differences relevant to HRM include possession of highly sought-after skills, career preferences, or performance characteristics. Information on workforce demographics is important for several reasons; experienced work force tends to have lower turnover rates than those with younger, less experienced workers. Similarly, a younger work force values pensions and different compensation differently than older work force. Differences in expectations and values may also exist. Management analyzes information on these categories to set objectives for HRM.

In their view, HRM is largely influenced by three functions; external, organisation's internal factors, and the employees. These factors ought to be properly dealt with in order to have good planning and effective operational policies and programmes.

Teacher management issues

Teachers have a dual regard for education. They may be attracted by the opportunities it offers as a source of income and employment. Sometimes, the material benefits that education brings (car loans, government houses) are so obvious and so alluring as to appear to overshadow the - instrumental, aesthetic and spiritual values of education (Forojalla, 1993). To him, teachers can be motivated in several ways; spiritually, aesthetically and materially. If the material rewards such as car loans and houses outweigh the aesthetic and spiritual values the education system is likely to attract teachers who will be there to acquire material gains.

Forojalla (1993) noted that "in education the largest area of recurrent expenditure is that related to staff salaries. It is however inconceivable to say that teachers' salary should be cut in anyway unless as part of a policy that applies across the board to all sectors of recipients of state funding. One source of potential savings, however, lies in the improvement of incentives to teachers in rural areas, aimed at reducing teacher attrition with its resultant high costs of severance pay, additional recruitment and replacement training, and the lost of experienced staff. Yet the stability of the primary teaching force can be easily

ensured by such devices as improved school buildings, more in-service training, and less staff turnover all of which constitutes work satisfaction and boost morale in primary education". To him, there is a direct link between the stability of a primary teaching force and the quality of educational provision. The stability avoids extra cost in recruitment and training at the same time maintains experienced teaching force. Further, he established a direct link between the stability of the primary teaching force and costs savings, and suggested that this savings could be channelled to provide incentives and in-service training to boost teacher morale and confidence.

In the view of Forojalla (1993), the measures suggested above requires that a much greater degree of autonomy should be given to all three sectors of education- primary, Junior High School, and Senior High School . It is therefore, crucial that at the primary and secondary levels individual local authorities are allowed ample freedom to decide on such issues as staffing, capital expenditure and the provision of incentives or penalties regarding the structure and utilisation of the teaching force as they are likely to be responsible to the central ministry to such local factors as population changes, enrolment profiles and staff turnover.

He observed that, the management of education should be decentralised to ensure efficiency in management. In his view, local demands vary and it is the people who know what they want at what time and should be given the latitude of freedom to make and implement decision to meet local demands. Since, national offices are detached from local conditions; they cannot be seen to be taking decisions that best meet local requirements.

Bame (1991) explains that, in the view of both male and female Ghanaian teachers the three most important factors which drives teachers out of the teaching service are; inadequate or poor salary, lack of opportunity for promotion and low prestige in elementary teaching. The survey looked at eight areas of teacher dissatisfaction and the teachers ranked their dissatisfaction as follows;

- Inadequate or poor salary
- Lack of opportunity for promotion in teaching
- Low prestige in elementary teaching
- Poor relationship with supervisors
- Frequency of transfer in teaching
- Lack of opportunity to perform a useful service
- Poor relationship with fellow teachers
- Inability on the teacher's part to teach well

He further intimated that one can envisage a number of consequences that are likely to emanate from teacher satisfaction and dissatisfaction. This include : teacher retention and drop-out, enthusiasm or indifference, cooperation or the lack of it among teachers, commitment to teaching, teachers' transmission of values and attitudes about teaching to pupils, and absenteeism. Bame (1991) noted that when a teacher remains in teaching for a long-time, other things being equal, he will grow to like it and thus tend to express satisfaction with it. Also over time, those most dissatisfied are more likely to leave teaching. Salary has been a source of dissatisfaction by Ghanaian teachers.

Antwi (1992) noted that if teachers are unsatisfied with their conditions, instead of staying in the classroom the teacher often found himself spending his working time chasing after the barest necessities of life. Accordingly, many have no other alternative but to seek their fortunes elsewhere. It was further observed that the increasing teacher turnover has taken a toll in terms of a lowered quality of Ghanaian teaching staff and unsatisfactory examination results.

The survey sought to establish a clear link between teacher retention, commitment and satisfactory conditions. He also tries to establish a link between teacher professionalism and retention against students' examination performance.

Conceptual framework for human resource management policies and programmes and employee management

Following from the review of related literature, the study looked at the approaches management of organisations adopt which set the goal for human resource management. Policies as a function of human resource management consist of the management of activities relating to investing in human resources such as recruitment, training and development, motivation, and compensation. There is therefore the need for policies to be instituted to cover all areas of the Collective Bargaining Agreement (CBA) to ensure their effectiveness in making a positive impact on employees. The focus of this study looks at how policies and programmes could be instituted in the GES in the Tamale Metropolis to address the key concerns of teachers bordering on training and development, motivation, compensation, and job satisfaction. Figure 1, represents the link between the

overall goal of an organisation and how these are translated into effective human resource management policies which culminates into the fulfilment of organisational plans. When organisations determine their over-all purpose, policies are formulated to guide the conduct of the organisation's members towards the attainment of the purpose. Strategies are then formulated based on the policies intended to achieve organisation's goals. The strategy is formulated to cover areas such as human resource, finance, purchase, and research and development which culminate into the meeting of set plans and targets.

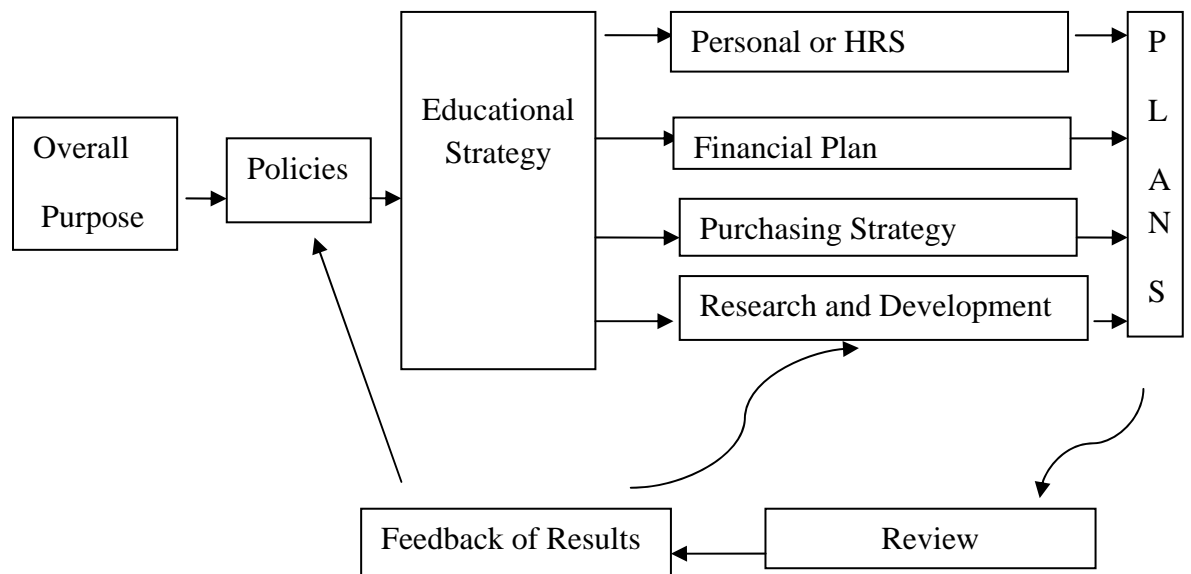


Figure 1: Policies and programmes of an organisation

Source: Cole ,2002

This is followed by review of plans and the given of feedback which calls for policy adjustment to keep in tune with current trends in the organisation's human resource. Human resource management therefore is a continuous process

which revolves around the dynamics of the changing times and seasons of global business.

CHAPTER THREE

METHODOLOGY

Introduction

This chapter discusses the procedure adopted in conducting an assessment of the teacher management policies of the Ghana Education Service in the Tamale Metropolis. The key areas of the chapter include; the study design, the study population, sample and sampling procedure, method of data collection and how the data was analyzed.

Study design

The study is non-interventional; it adopts descriptive and exploratory approach aims at examining the human resource management policies and programmes of teacher management and their effectiveness in motivating teachers in the Tamale Metropolis. It is non-interventional because it describes and presents an analysis of the problems regarding human resource management policies and programmes and their effectiveness without introducing any stimulus. The research design is a descriptive sample survey which according to Kumar (2005) attempts to describe systematically a situation, problem, service or programme or provides information about the living conditions of people in a community. The main purpose of such studies is to describe what is prevalent

with respect to the problem or issue under study. In addition the study is exploratory because it is in a small scale and of short duration and intends to refine procedures.

This design has been selected because it has the advantage of generating a reasonable amount of responses from a relatively wide range of respondents. Also, it provides meaningful and lucid picture of events to explain people's perception and reaction on the basis of data gathered at a particular point in time.

However, the challenge is the difficulty of ensuring that the questions to be answered are clear and non ambiguous or misleading. Equally important is the problem of getting sufficient quantities of the questionnaires completed and returned in order to undertake meaningful analysis of the data. Despite these challenges, the descriptive method was considered most appropriate since the study is to report the issues in their real context.

Study population

The target population for the study was the GES teaching staff in basic schools of the Tamale Metropolis and management staff at the Metro Education Office. It was intended to use the entire population of 3,881 made up of 3,840 teaching staff, 22 circuit Supervisors, and 12 management staff at the Tamale Metro Education area. However as a result of the limited time frame and financial constraints, samples of the population were used.

Sample and sampling procedure

The study was confined to basic schools (primary and junior high) of the GES in the Tamale metropolis. The Tamale metropolis was chosen because of proximity and the researcher's familiarity of the area and also due to logistical, financial and time constraints. Basic schools was chosen due to the key position it occupies in education delivery (it is the formative stage of individual development) and the wide-scope of basic schools in the municipality.

Since it was practically impossible to question all the elements in the target population, a sample was drawn for the survey. One major issue considered in determining the sample size was its homogeneity. This was guided by issues such as time and resources available to the researcher in relation to the proposed plan of analysis.

The study adopted a multi-stage sampling procedure base on statistics collected from the Tamale Metro Education Directorate. The first phase considered the identification of the number of circuits (collection of schools in a defined geographical area) as well as the number of schools and teachers in each circuit. The total number of schools was 337 and total teaching staff of 3,840 in 22 circuits. The second phase dealt with the selection of circuits and schools from the selected circuits. The simple random sampling was used to select four circuits out of the 22 circuits. This was adopted because it is the same policies that are administered in each of the circuits. To determine the selected circuits, the lottery method was used, pieces of paper of equal size were numbered from one to 22 with each number associating to a particular circuit. These papers were folded and

put in an enclosed container and shaken to make sure they were well mixed. The researcher then randomly picks four cards, one after the other from the list of 22 papers in the container. The container was shaken after each selection to ensure that all units had equal opportunity of being selected. The numbers that were picked for instance four, eight, five and 10 were tallied respectively with their corresponding Circuits in the same order, such as; Bolga 'A', Education 'A', Zogbeli 'C' and Mile Nine.

Two schools were selected from each of the selected Circuits. The purposive sampling technique was adopted in the selection of a primary school and a Junior High School each from the selected Circuits. The criteria for the selection of the schools was, the primary and J.H.S with the highest female staff. This approach was adopted to enable gender concern relating to human resource policies to be captured. Using this approach the schools considered include:

- Bolga 'A' Circuit: Tishegu Anglican J.H.S 'A' and Tishegu Anglican Primary 'A'.
- Education 'A' Circuit: Ridge M/A J.H.S 'A' and Bagabaga Demonstration N/A Primary.
- Zogbeli 'C' Circuit: Almarikazia Islamic J.H.S and Ngan-nuni Primary.
- Mile Nine Circuit: Malshegu R/C J.H.S and Tampie Kukuio R/C Primary.

The third phase dealt with the selection of management staff (personnel responsible for initiating, developing, implementing and monitoring policies and programmes) at the Metro Education unit. The purposive sampling technique was adopted to select 12 offices at the Metro education office, Tamale. In addition, 15

circuit supervisors were selected through this method. The use of the purposive sample to select the management staff is due to the role they play in policy formulation, implementation, and monitoring. The breakdown of the sample of the management and non-management staff are shown in Tables 5 and 6 respectively.

A total of 157 subjects were sampled from the target population. Out of this number, 130 represented the teaching staff while 27 represented the management staff of the Tamale Metro Education area. Table 5, shows the category of management staff respondents while Table 6 shows the respondents of the teaching staff.

Table 5: Sample size- management staff

Position	Number
Metro Director	1
Deputy Metro Director	3
Personnel Manager	1
A/D Basic Schools	1
Statistics Officer	1
Community and Agric Officer	1
Training Officer	1
Welfare Officer	1
Public Relations Officer	1
NGO/ Second Cycle Officer	1
Circuit Supervisors	15
Total	27

Source: Metro Education Statistics, Tamale, 2009

These position holders were chosen for the study because by virtue of their positions they have a role to play in policy formulation and implementation and for that matter are in a better position to provide relevant information for the study.

Table 6: Sample size – teaching staff

Circuit	Male	Female	Total
BOLGA ‘B’			
Tishegu Anglican JHS ‘A’	12	7	19
Tishegu Anglican Prim. ‘A’	7	9	16
EDUCATION ‘A’			
Ridge M/A JHS ‘A’	20	10	30
Bagabaga Dem. M/A Prim.	8	7	15
ZOGBELI ‘C’			
Almarikazia Islamic JHS	8	2	10
Ngan-Nuni	2	4	6
MILE NINE			
Malshegu R/C JHS	10	4	14
Tampie Kukuo R/C Prim.	14	6	20
TOTAL	81	49	130

Source: Metro Education Statistics, Tamale, 2009

The teaching staff was considered because they are the direct beneficiaries of these policies for that reason can provide useful information for the study.

Methods of data collection

Questionnaires were the main instruments used in the collection of data. Two sets of questionnaires were designed for data collection. The first was for the management staff and the second questionnaire for the teaching staff. Questionnaire was adopted because the management and non-management staff are well educated enough to read and understand and respond to the questionnaire with no assistance. The questionnaire is also more appropriate and convenient because of the busy schedule of some management and non-management staff. Further the questionnaire is adopted because of the large number of respondents vis-à-vis the time frame for the research. Kumar (2005) observed that the questionnaire tends to be more appropriate when the population is scattered, when the population is literate, and to ensure anonymity as compared to interview. Items in the questionnaire contained both open ended and closed ended questions. The open ended questions were intended to allow the respondents to express their own opinion on HR policy issues of the GES in the Tamale Metropolis. The close ended questions were to solicit answers to specific information relating to personal characteristics and specific policy matters. Both questionnaires contained question items that seek to elicit information on HR policies and programmes of the GES of the Tamale Metro Education Directorate.

Data analysis

The analysis was based on data collected through the administration of the questionnaire. Information gathered was coded and with the aid of the Statistical

Product and Service Solutions (SPSS) version 16, data was inputted and descriptive statistics were generated. Descriptive statistics through the use of frequencies and percentiles were the main statistical techniques used for evaluation. The data analysis is discussed in chapter four.

Challenges in data collection

The study was conducted with some challenges, first and foremost, the unavailability of a policy manual made it difficult for the researcher to identify the policies and programmes of the Ghana education Service in the Tamale Metropolis. Also the uncooperative attitudes of some respondents to the questionnaire pose a setback to the study. It was difficulty getting the management staff to response to the questionnaire on time due to their busy schedules.

In an attempt to minimise the setbacks the researcher, sought an authority letter from the Institute for Development Studies for the notice of the management and teaching staff that the exercise was purely for academic purpose. Again, the researcher used the services of the Human Resource Management and Development Officer at the Metro Office in distributing and collecting the questionnaire.

CHAPTER FOUR

RESULTS AND DISCUSSION

Introduction

In this chapter, the data gathered through the questionnaire from the teaching and management staff of the Tamale Metropolitan Education area are presented and discussed. The analysis involved four steps based on the background characteristics of the respondents and the objectives of the study. Step one considered the background characteristics of the respondents. This was followed by a discussion on general teacher management policy issues. The next step took a critical look at the kind of policies and programmes in the GES that motivated teachers to give off their best. The final step dealt with a presentation on the level of satisfaction of teachers on policies and programmes. Out of the 157 questionnaires administered, 144 responded representing a retrieval rate of 91.7 percent.

Background characteristics of respondents

Examining the background characteristics such as age, gender, academic and professional qualifications, would be useful in a study of this kind because as noted by Boudreau and Milkovich (2004), each individual has unique demographics which are critical in setting objectives and shaping human resource decisions.

Table 7: Age distribution of respondents

Age	Management	Percentage	Teachers	Percentage
18 – 27	0	0.0	23	19.2
28 – 37	0	0.0	58	48.1
38 – 47	11	45.8	30	25.0
48 – 57	11	45.8	9	7.5
58 +	2	8.3	0	0.0
Total	24	100.0	120	100.0

Source: Field Survey, 2010

Table 7 shows the age distribution of the teaching and management staff of the Ghana Education Service in the Tamale Metropolis. From the table, it is clear that majority of the respondents from the teaching staff were aged between 28 and 37 years, which is within the active working population. In general the very high percentage of teachers (67.3%) below age 40 in the GES in the Tamale Metropolis is a positive indication that if the right policies and programmes are put in place these employees could work for more than 20 years before they reach the compulsory retiring age of 60 years. This is also a signal to management that there are more years of advancement and therefore calls for effective policy in training, career advancement, promotion and motivation as suggested by Cole (2002), that policies must be stated in a manner in which work conditions are to be pursued, and contribute to the development and implementation of a set of dominant values. It is worthy of note that over 50 percent of the management staff

were above age 48 which implies that they have 12 or less years to work before they retire at age 60. The Ghana Education Service (GES) must formulate policies to enable this category of staff share their experience with the younger ones at the same time organising workshops and seminars for them to prepare adequately towards retirement.

On the issue of sex, the study revealed that there were more males in teaching and management position than females; with the management staff, 79.2 were males and 62.5 percent of respondents from the teaching staff were males. This finding is contrary to the public opinion that the teaching profession, especially at the basic level is for females. This did not also reflect the 2000 Ghana population and housing census that put the population of the females in Tamale at about 51 percent. The findings on gender are presented in Table 8.

Table 8: Sex distribution by categories of respondents

Sex	Number of Respondents		Number of Respondents	
	(Management)	Percentage	Teachers	Percentage
Male	19	79.2	75	62.5
Female	5	20.8	45	37.5
Total	24	100.0	120	100.0

Source: Field Survey, 2010

Figure 2, shows the professional qualification of respondents from the study area. The results of the study indicated a very high level of professional teachers, as 91.7 percent constituted management and teaching staff with various

level of professional training. This finding is contrary to the Tamale Metro statistics from 2002 to 2006 that indicated a declining rate of professional teachers from 83.4 percent to 78.8 percent. The high percentage of teacher professionalism fell in line with the GES strategy to archive 100 percent professional status by 2015.

An attempt was further made to determine the kind of professional certificate respondents held. The outcome as shown in Figure 2 indicated that 42 percent of the teaching staff were holders of three year post secondary (cert 'A') and 31 percent held diploma in Basic Education and 19 percent were first degree holders. This means that majority of the staff did not have first degrees. There is therefore the need for an effective employee development policy to ensure that the teachers upgrade their knowledge through distance and sandwich courses without compromising classroom work or frustrating these teeming masses of teachers who would like to progress academically.

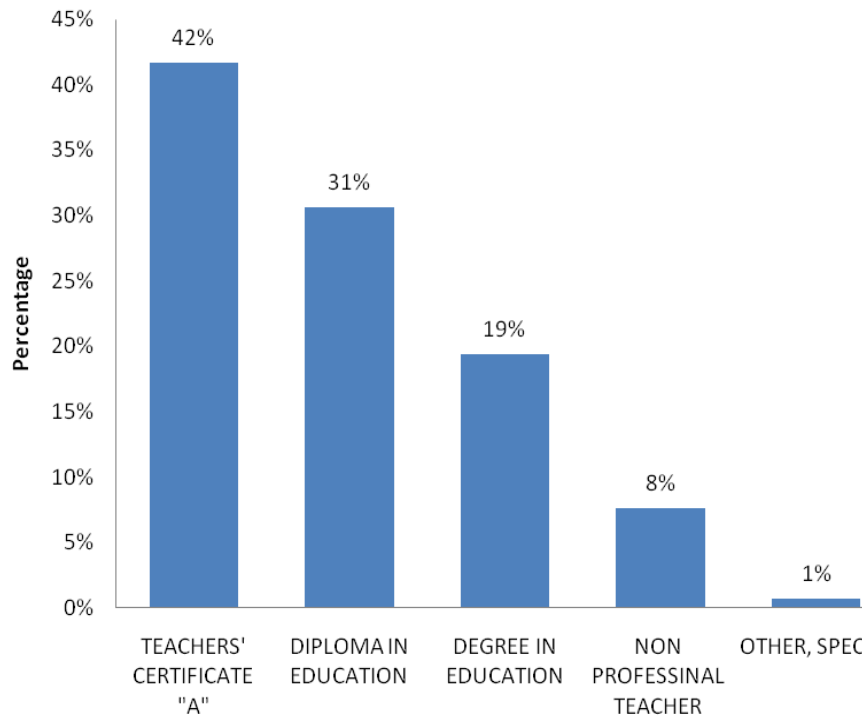


Figure 2: Professional qualification

Source: Field Survey, 2010

General issues on teacher management policies

Organisations enrol employees to their system through recruitment. The study therefore required respondents to indicate the mode by which they were recruited into the GES. The outcome from Table 9, showed that the major source of recruitment into the GES was from educational institutions as 71.7 percent of the teaching staff and 79.2 percent of the management staff were recruited from educational institutions. This confirms Asare- Bediako's (2008) observation that one of the ways through which institutions recruit externally is by the colleges and universities. The Ministry of Education (MOE) together with the Ghana Education Service (GES) need to liaise with such institutions to share specific needs of their organisation so as to develop curriculum that would meet the

changing trends of the teaching profession. Experiences from such institutions could be a basis for development of policies that meet the changing trends within the education sector. This is consistent with Boudreau and Milkovich's (2004), argument that information about the nature of employees is critical in setting and shaping HR decisions.

Table 9: Mode of teacher recruitment

Recruitment	Teaching	Percentage	Management	Percentage
Posting from Sch.	86	71.67	19	79.2
Interview	7	5.83	1	16.7
Appointment	27	22.5	4	4.3
Total	120	100.0	24	100.0

Source: Field Survey, 2010

Considering the role orientation plays by getting new employees to understand the vision, mission, culture, strategy and the entire environment which the organisation operates in, it is ideal each employee be properly ushered into service through an orientation. However, the results obtained from both teaching and management staff suggests the opposite as 50 percent of teachers and 37.5 percent of management staff indicated that teachers were given orientation to enable them adjust to their new roles. The current situation where some teachers receive orientation and others do not has the potential of dampening the moral of staff that were denied such opportunity and may consequently affect their ability to perform their roles effectively. The discriminatory nature of the way the

orientation policy was being implemented is in sharp contrast to Mullins (2006) proposition that policies provide for consistency and reduce dependency on the actions of individual managers.

Table 10: Orientation of teachers

Orientation	Frequency		Frequency	
	(Teachers)	Percentage	(Management)	Percentage
Yes	60	50	15	62.5
No	60	50	9	37.5
Total	120	100	24	100.0

Source: Field Survey, 2010

On the issue of written job description, 85 percent of teachers and 70.8 percent of management respondents indicated that the GES did not issue written job description to teachers (Table 11). The very high percentage score of both teachers and managers may be that the GES did not issue written job description to teachers. This stems from the fact that there is no concordance in the responses of those who claimed that the GES gave written job description when they were required to indicate the schedule officer who issued the said written job description. It was established that 13 out of the 35 of them said the District Director, 11 alluded to the fact that it was the National Director, and five claimed it was the Regional Director. This revelation contradicted the Ministry of Education's position that teachers would be issued job description as captured in

the policies and strategic plan (2001), and Mathias and Jackson’s (2004) view that policies should be uniform to ensure fairness across the entire organisation.

A further question to ascertain who determined the daily work schedule of teachers without job description yielded varied responses. Nearly 75 percent of both teaching staff and management staff indicated head-teachers were responsible. The remaining 25 percent of both the teaching and the management staff gave the responsibility to Circuit Supervisors, Unit Managers, District Director, and heads of department. Though there was again inconsistency in the response, majority (75%) of the teaching and management staff attributed such responsibilities to the head teacher. To this effect policies must be put in place to train head-teachers to administer such roles effectively as indicated by Pearce and Robinson (2003) that policies increase managerial effectiveness, standardise many routine decisions and ensure harmony at workplace.

Table 11: Written job description for teachers

Job Description	Frequency		Frequency	
	(Teachers)	Percentage	(Management)	Percentage
Yes	35	29.2	7	29.2
No	85	71.0	17	70.8
Total	120	100.0	24	100.0

Source: Field Survey, 2010

Training and development brings employees up to date on current knowledge and skills (Asare-Bediako, 2008). The result from Table 12 indicates

that only 25 percent of teachers had not benefited from any training and development programme. Specifically on in-service training, 69.2 percent of teachers ever attended. It was evident from the result that the GES was doing well in training and development. Considering the key role training and development plays in employee development, policy direction must therefore be focused on implementing strategies to ensure that every teacher frequently attends training and development programmes. This is consistent with Wright and Noe's (1996) position that the effective management of human resources includes activities such as organizing, training and development of programmes.

Table 12: Training and development

Training and Development	Frequency (Teachers)		Frequency (Management)	
	Frequency	Percentage	Frequency	Percentage
Yes	90	75	24	100
No	30	25	0	0
Total	120	100	24	100

Source: Field Survey, 2010

People work in organisations for various reasons; they will continue to work in the same organisation as long as the organisation satisfied those reasons. Figure 3, shows that majority of respondents continued to work with the GES because of the love they had for the profession, as 51 percent of respondents from both teaching and management staff alluded to this reason. However, 36 percent attributed their continued stay to lack of a better job; this means that any moment

from now if they are offered a better job in a different organisation they will quit teaching. The exodus of such great proportion of teachers will create instability in the teaching force and lower the morale of those already in the system and at the same time become a repelling force to others who may want to join the teaching profession (Antwi, 1992). However, it is also highly possible that if conditions in the GES are improved their services could be retained since the major factor that is likely to take them away from teaching is availability of a better condition elsewhere.

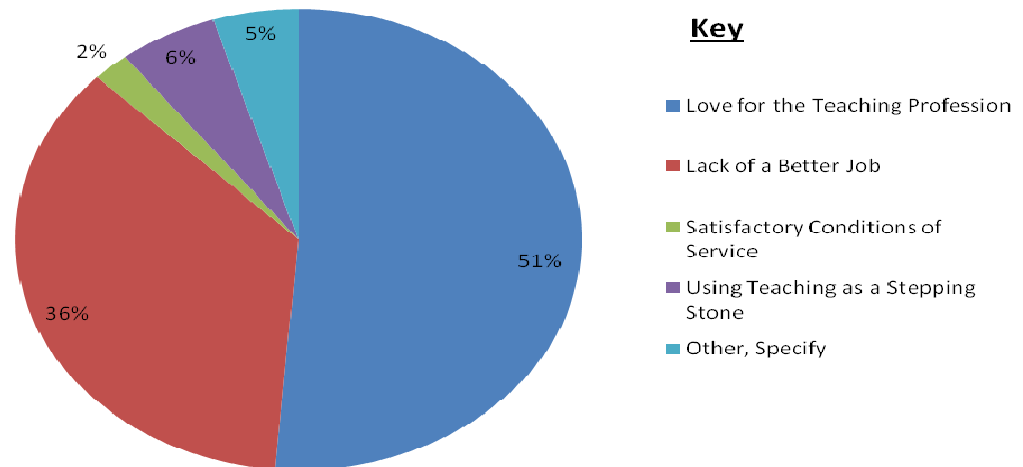


Figure 3: Reasons why teachers continue to teach

Source: Field Survey, 2010

The level to which an organisation meets the expectation of its employees has grave consequences on productivity and labour turnover. The result from Figure 4, shows that the Tamale Metro Education Office has failed to meet the

expectations of teachers. This is evidenced by the fact that 92 percent of respondents constituted those who had their expectations met at average and below average levels. This is contrary to Boudreau and Milkovich's (2004) view that the expectations of employees should form the basis for management to set objectives for HRM. The GES needs to institute measures to implement its policies effectively in such a way as to meet the expectation of majority of teachers in order to retain them.

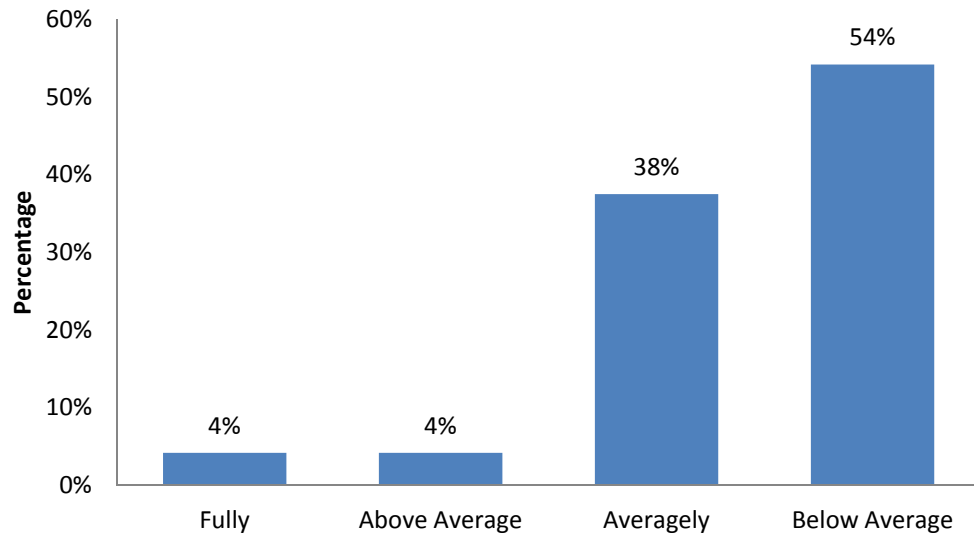


Figure 4: The extent to which teachers expectations have been met

Source: Field Survey, 2010

The issues on general policy matters sought to obtain respondents' opinion as to whether or not they will like to continue to pursue teaching as a profession. About 53 percent of teachers responded in the affirmative whereas 47 percent answered in the negative. The very high number of employees (47%) who did not express the desire to pursue teaching is reflective of the low expectations that had

been met. This affirms Antwi's (1992) finding that if teachers are dissatisfied with their conditions of service they have no alternative but to seek their fortunes elsewhere.

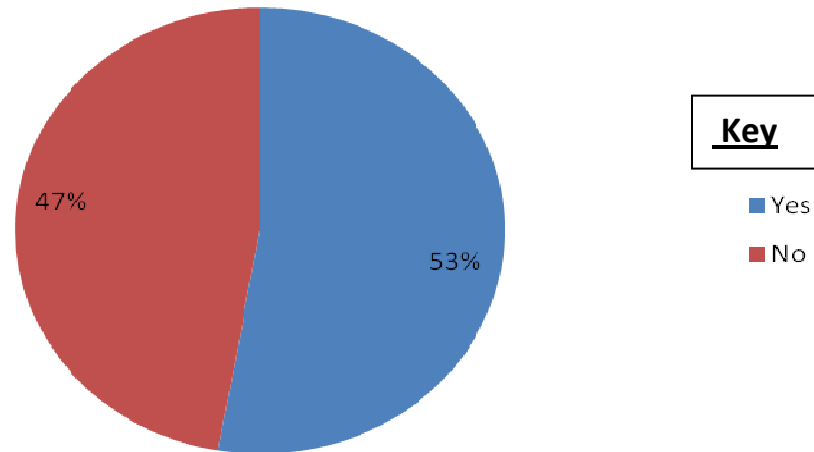


Figure 5: Respondents opinion on whether they will like to continue teaching

Source: Field Survey, 2010

Policies and practices

The study made an attempt to solicit the opinion of management and teachers to the degree to which they agree or disagree with selected policies and practices in the GES. The findings of the study are discussed below.

In connection with compensation the study found out that, 81.7 percent of teaching staff and 91.6 of management staff disagreed with the statement that teachers were adequately compensated, 19.3 percent and 8.3 percent agreed or were uncertain respectively. Both scores by management staff and teachers

showed an over whelming evidence that they strongly disagreed with the policy statement that teachers are adequately compensated as in both cases the scores are above 80 percent. Compensation plays a key role in motivating employees to give off their best, the appropriate authorities within the GES must quickly bring this to the notice of government for the current situation to be reversed before teachers' morale are dampened which may facilitate their departure from the teaching profession (Forojalla, 1993).

The policy on promotions was also considered, the outcome showed that 46 percent of the teaching staff and 25 percent of the management staff disagreed with the statement that promotions have been conducted based on merit and scheme of work. Also, 35.8 percent of the teaching staff and 66.7 percent of the management staff agreed with the statement, 18.2 percent and 8.3 percent of teaching staff and management staff were uncertain respectively. There was more of the management staff agreeing than teaching staff, though both are subject to the same conditions when it comes to promotion. Much weight will be put on the teachers response since the focus of the study is on teachers. Considering the fact that those who were satisfied were not up to 50 percent of the respondent population, management needs to take a second look at the policy to straighten the rough edges to ensure that a lot more teachers are pleased.

On health and safety, 60 percent of teachers and 54.2 percent of management disagreed that the GES policies promote health and safety at the work environment, 40 percent and 45.8 percent disagreed or were uncertain respectively. In both cases over 50 percent of respondents indicated that the

policy that sought to promote health and safety had not achieved this purpose. This meant that teachers and management were of the same view that conditions on the ground did not give maximum security to teachers as their health and safety needs are concerned. Since the primary concern of humankind is to live comfortably, teachers might not want to take certain risks to endanger their lives be it in the classroom, laboratory, or at the workshop. This may have negative impact on the performance of pupils thereby worsening the current situation. For that matter the needed infrastructure, tools and equipment, protective wears, and a clean environment must be provided to ensure the smooth conduct of teaching and learning in these schools.

As to whether teachers were posted to places based on where their services were needed, 54.1 percent of teachers agreed, 38.3 percent disagreed and 7.5 percent were uncertain. On the part of management staff 70.8 percent agreed, 20.8 percent disagreed, and 8.3 percent were uncertain. The perception of majority of respondents (over 50%) from both the teaching and management teams agreed to the policy statement by the GES that teachers were posted to where their services were needed. This gave a positive view of how the policy was being implemented, however management should not be complacent but work hard to deepen this impression in the minds of a lot more teachers, this could enable teachers accept postings to deprived communities.

Another concern was whether teachers posted to deprived areas were given special incentives. About 58.3 percent of teachers disagreed, 30 percent agreed, and 11.7 percent were uncertain. On the other hand 62.5 percent of

management disagreed, 20.8 percent were uncertain, and 16.7 percent agreed. This indicates that majority of the respondents from both the teaching and management staff disagreed with this policy statement. The implication is that teachers who would have accepted postings or volunteer to teach in deprived areas may be reluctant to do so because in their perspective there was no incentive to do so. On the other hand, if those who were responsible for posting teachers were not certain that teachers in deprived areas were given special incentives how could they be in a better position to convince teachers to accept postings to deprived areas based on the policy statement that teachers in deprived areas were given special incentives as claimed in the Ministry of Education Policies and Strategic Planning (2001). A lot must be done in this area for the evidence to be felt by teachers on the ground and not just by way of announcement.

When it came to the issue as to whether the selection of study leave was fair and just, 82.5 percent of teachers disagreed, 15.8 percent were uncertain and 11.7 percent agreed. With management, 33.4 percent agreed, 41.7 percent disagreed, and 25 percent were uncertain. Teachers were of the considered opinion that study leave selections were not fair and just, this has serious implication for the GES. This is because people who would have remained in the service with the hope that they could be awarded study leave with pay will be discouraged and may eventually leave teaching. In the same vein, those who would have been attracted into teaching may back out. In this regard, the policy, instead of being an incentive becomes a disincentive to teachers and prospective

teachers. There is no shroud of doubt that the study leave policy needs to be reviewed to meet the aspiration of teachers.

To the question on conducive working environment, 75 percent of teachers disagreed that they work under conducive environment, 13.3 percent agreed, and 11.7 percent were uncertain. With management staff, 70.8 percent disagreed, 20.8 percent agreed, and 8.3 percent were uncertain. It is clear from the responses that greater numbers of teachers teach under deplorable environmental conditions. Teachers in such places may not feel motivated to give off their best since the school environment itself could motivate or de-motivate teachers. There is therefore the need to take cogent steps to address these lapses to ensure conducive working environment for effective teaching and learning.

On the issue of whether women enjoy three (3) months maternity leave, 84.2 percent respondents of teachers agreed, 8.3 percent were uncertain and 7.5 percent disagreed. However, the management staff was unanimous in their response as all the 24 (100%) respondents agreed to the policy statement on maternity leave. There was overwhelming agreement by teachers and management that the policy on maternity leave was observed. This outcome is encouraging and for that matter management needs to continue in this direction.

Teachers' motivation factors

An employee who is well motivated has a higher level of job satisfaction and is more productive than a less motivated and dissatisfied employee. The findings of the study showed that 81.7 percent of respondents from the teaching

staff were less motivated. On the same issue 79.2 percent of management thought teachers were not motivated enough to give off their best. This high percentage of teachers and management who felt teachers were not motivated enough is a worrying sign for the future of the teaching profession. If employees think they are not motivated enough they either spend part of the teaching time doing part time jobs or even leave to join other organisations that they think can motivate them to give off their best (Antwi,1992).

Table 13: Motivation

Motivation	Frequency		Frequency	
	(Teachers)	Percentage	(Management)	Percentage
Yes	22	18.3	5	20.8
No	98	82.0	19	79.2
Total	120	100.0	24	100.0

Source: Field Survey, 2010

In addition, respondents from both management and teaching staff were asked to rank factors based on the way they thought they could motivate teachers to give off their best (Table 14). Both management and teaching staff agreed that the first most important factor that could motivate them to give of their best was increase in salary. Again, both ranked the national best teachers’ award as the least motivating factor. Another similarity in rank was conducive working environment, as teachers rated it fourth and management staff placed it in the fifth position in terms of motivating teachers. On adequate provision of teaching and

learning materials, the ratings were close, teachers were of the view that it is the second most important factor that could motivate them to perform their teaching duties well, where as management ranked it the third most important factor. On teacher accommodation the management staff thought it could be put at the same motivation level as provision of teaching and learning materials and have rated the two policies same on the third position. This is similar to the view of teachers as they rated teacher accommodation the third motivating factor. There was however a departure when it came to means of transport. Whereas teachers considered it second but last motivating factor, management on the other hand thought it was the second most important motivating factor to enable teachers to give off their best. This could be attributed to the fact that they have different level of experiences. The teachers who are delivering instructions in class need to use Teaching and Learning Materials (TLM) and since they are immediately affected they think if they are supplied their work would move on well. However, the immediate concern of managers especially circuit supervisors who constituted the majority (58.3%) of the respondents from the management considered the lack of transport to move to one school to the other to ensure effective supervision a priority. It is worthy of note that the ratings of both management and teachers as to which factor could best motivate teachers to give of their best are similar except on the issue of means of transport. This implies that management are aware of the motivating needs of teachers and are in an informed position to make proposals for the right policies and programmes to be put in place to motivate teachers. It is quiet striking the way teachers ranked the motivation factors. It

seems to fall in line with Maslow’s (1954) hierarchy of needs theory where by the individual seeks basic needs such as money before aspiring to self esteem needs and actualization such as best teachers’ award.

Table 14: Ranking by teachers and management on teacher motivation factors

Motivating Factor	Management	Teachers
Increase salary	1	1
Adequate TLM	2	3
Teacher Accommodation	3	3
Conducive Work Environment	4	5
Means of Transport	5	2
Best Teacher’s Award	6	6

Source: Field Survey, 2010

Policies and teachers’ welfare

Both teaching and management staff were asked to indicate the level to which they thought the implementation of the following policies have promoted their welfare; in-service training, career development, promotion, working condition, study leave, postings, motivation, employee relations, transfer, and discipline policies. The responses were ranked, the outcome of which is presented in table 15.

Table 15: Rankings on welfare and policies by category of staff

Policy	Teachers	Management
Working Conditions	1	9
Promotion	2	1
In-Service Training	3	2
Study Leave	4	7
Discipline	5	8
Career Development	6	4
Postings	7	5
Motivation	8	10
Employee Relations	9	3
Transfer	10	6

Source: Field Survey, 2010

From the rankings, in-service training and promotion were ranked within the first three. This showed management and teaching staff's agreement that the execution of the in-service training and promotions policies have greatly promoted the welfare of teachers. However, there was a lot of diversity when it came to policies such as working conditions which have been ranked by the management staff in the 9th position where as teachers have considered it the number one policy that had promoted their welfare most. The high rating by teachers might be attributed to the fact that teachers are not looking at the policy in isolation but in comparison with the other policies and thought it offered much in terms of promoting their welfare than the rest. In that instance, though teachers

might not be satisfied with their conditions of service they still thought that it had promoted their welfare best. The management might be focusing on the fact that teachers were not satisfied with their conditions of service and for that matter it was not promoting the welfare of teachers. Again, an employee relation is expected to be a strong indicator of welfare, where as the management staff ranked it third the teaching staff ranked it ninth. This is an indication that teachers are not satisfied with the current policy on employee relation where as the high rating of the policy by management seemed to suggest that there is good human relations among teachers. Since teachers are the category of workers who are supposed to be affected by this policy the search light should be on them, and for that matter their view should be given serious consideration in implementing employee relation policy in the GES. Further, the rankings on motivation though varied were close. The teaching staff ranked motivation 8th whereas the management staff ranked it the last policy that has promoted teachers' welfare. It is obvious that both management and teaching staff do not think that the motivation policy of the GES has been implemented to promote teachers' welfare. Teachers have placed discipline as a promoter of teachers' welfare on the 5th position, where as management placed it on the 8TH position, an indication that teachers better appreciate the level to which policy on discipline has promoted their welfare higher than management. In the view of management, more needs to be done in the area of policy on discipline to promote teachers' welfare.

On the issue of transfer, teachers ranked it the last promoter of welfare 10th. On the other hand, management ranked it the 6th promoter of teachers'

welfare. The teachers did not think the transfer policy had promoted their welfare to satisfaction. Though the rank of management is better compared to that of teachers it is still not impressive on a scale of 10. This gives an indication that both management and teaching staff are dissatisfied with the transfer policy as a promoter of teachers' welfare. The next to consider is study leave policy as a promoter of teachers' welfare. The teaching staff was of the view that it had promoted teachers' welfare and for that matter ranked it on the fourth 4th position. Conversely, the management staff ranked it the 7th promoter of teachers' welfare, a complete departure from that of teachers. The divergent opinion may result from the fact that management would have wish that as many teachers that have applied be awarded study leave to upgrade themselves to improve performance, but the quota system did not allow for this. Teachers on the other hand felt that though all of them did not get approval to go on study leave they still thought that the policy was geared towards promoting their welfare.

Postings is another policy that could be linked to teachers' welfare. Teachers did not think that the way postings were conducted promoted their welfare and for that matter rated it on the 7th position, whereas management thought that it did better by rating the policy the 5th promoter of teachers' welfare. Teachers are the most affected when it comes to a policy such as postings. Management must therefore institute measures to make teachers appreciate that it is done to promote not only the interest of the GES but the welfare of the teachers as well. Finally, career development was considered, and was ranked on the 6th position by teachers and on the 4th position by management. This shows that

management have higher perception of career development promoting welfare of teachers than the teachers themselves. Urgent steps must therefore be taken by management in order to ensure that the current policy is reviewed and implemented well to meet the welfare needs of teachers. Organisations must be concerned about the individual's needs, motivation and behaviour; treating employees with dignity will both enhance employee satisfaction and enable the achievement of higher productivity. Organisations need to pay particular attention to behavioural techniques, supervisory training programmes and support, and concern for workers as opposed to emphasising structures and principles as a mode of increasing productivity. The surest way of boosting productivity is seeking the welfare of employees by ensuring a good working environment (Mayo, 1945).

Level of satisfaction of teachers on policies and programmes

Workers join organisations to satisfy many needs. The desire to satisfy these numerous and varied needs acts as a motive force that drives workers performance. The study looked at selected policy areas and required both teaching and management staff to indicate the level to which they were content with those policy issues (Table 16). The findings of the study are reported below.

On Satisfaction level on teacher development policy, 58.3 percent of the teaching staff and 79.8 percent of management staff indicated that they were satisfied with the policy. On the other hand 41.7 percent of respondents from the teaching staff and 20.8 of management staff indicated that they were dissatisfied

with the policy. From the results it is clear that majority of both management and teaching staff are satisfied with the policy on teacher development. Specifically, on in-service training, 53.3 percent of the teaching staff was dissatisfied where as 70.8 percent of management staff was satisfied. There is a marked difference in the perception of the effect of the policy on in-service training. Whereas a greater proportion of teachers were not satisfied majority of the management staff thought that the in-service training policy had satisfied teachers. The high rating of the management staff may be due to the fact that they claimed that they organise in-service training frequently, but this may be for different zones as majority of teachers indicated that it took more than two years to attend in-service training programmes.

In connection with compensation policy, 70.5 percent of respondents from teaching staff and 83.3 percent of the management staff were dissatisfied with the policy. Only 29.5 percent and 16.7 percent claimed they were satisfied respectively. Over 70 percent of both teachers and management thought that the compensation being given to teachers is unsatisfactory, given an indication that the compensation package teachers receive is woefully inadequate.

On the perception of respondents on the postings policy, 68.3 percent of teachers expressed the view that they were satisfied, and 31.7 percent were dissatisfied. With the management staff, 87.5 percent were satisfied where as 12.5 percent expressed dissatisfaction on the policy. The outcome of this finding indicates that a greater number of teaching and management staff are satisfied with the current policy on postings.

The study leave policy was also considered, the results show that 49.2 percent of teacher respondents expressed dissatisfaction with the policy where as 50.8 percent were satisfied. On the part of management 54.1 percent were dissatisfied and 45.9 percent were satisfied. About 50 percent of respondents from both the teaching and management staff expressed dissatisfaction with the study leave policy. The high level of dissatisfaction may be attributable to the implementation of the quota system which has reduced the number of teachers to be allowed to go on study leave.

On recruitment policy, 60.3 percent of teachers and 58.4 percent of management staff were satisfied with the policy. Those dissatisfied were 39.7 percent of the teaching staff and 41.6 percent of the management staff. The outcome showed that more people were satisfied with the recruitment policy as it is. This is good for the GES, since recruitment is the process of attracting the required workforce in terms of quantity and quality, these processes must be seen to be satisfactory in order to attract the needed workforce in terms of both quantity and quality.

The final policy on level of satisfaction was health and safety at work environment. The results showed that 75.8 percent of teachers and 83.3 percent of management staff were dissatisfied, those satisfied were 24.2 percent and 16.7 percent respectively. The level of dissatisfaction on health and safety at work environment was distasteful. If teachers do not feel comfortable in their work environment they would not want to spend much of their time in school and may resort to lateness or leaving the classroom before the end of the school session.

This situation will not be pleasant to teaching and learning in the schools and could jeopardise the future of the pupils who indeed are the future leaders. The GES in collaboration with the Ministry of Education must take urgent steps to put in the right infrastructure in terms of decent classrooms, office blocks and accommodation. In connection with satisfaction of teachers, Bame (1991) noted that teacher dissatisfaction results in teacher drop-out, indifference, lack of cooperation, low commitment, transmission of negative values and attitudes about teaching to pupils, and absenteeism. On the other hand, teacher satisfaction brings about teacher retention, enthusiasm, cooperation, commitment to teaching, transmission of positive values and attitudes about teaching to pupils, and punctuality.

Table 16: Ranking of policies based on level of satisfaction by category

Policy	Teachers	Management
Promotions	1	4
Postings	1	1
Recruitment	3	2
Teacher Development	4	3
In-service Training	5	5
Study Leave	6	7
Job Description	7	6
Work Environment	8	8
Compensation	9	9
Health and Safety	10	10
Motivation	11	10

Source: Field Survey, 2010

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Summary

The study set out to identify the policies and programmes of the GES and the extent to which they have been effective in the management of teachers in the study district. Specifically, it examined the effectiveness of general policies, policies and teacher motivation, and the satisfaction level of teachers on the policies and programmes.

The survey used questionnaire to collect primary data. It employed the simple random and purposive sampling techniques to select 157 subjects from the target population. Out of this, 130 represented the teaching staff and 27 represented the management staff. Both primary and secondary data were to complement each other. Data analysis was facilitated by the use of Statistical Product and Service Solutions (SPSS).

The main findings of the study were:

- The background characteristics of respondents revealed that, 79 percent of management staff were males and 62 percent of teachers were also males.

This shows that there is a gender imbalance in favour of male teachers.

- Majority of teachers (71%) are recruited directly from schools and colleges.

- About 50 percent of the teachers did not receive orientation when they first join the teaching service.
- Over 60 percent of management and teachers do not have written job description.
- Nearly 70 percent of teachers have benefited from in-service training in the previous years.
- About 80 percent of both teachers and management staff are not well motivated.
- The three-tier factors that could motivate teachers were increase salary, adequate supply of teaching and learning materials, and teacher accommodation.
- About 68 percent of teachers are satisfied with the policy on postings.
- One other key finding is that 75 percent of the respondents from the teaching staff and 83 percent of the management staff express dissatisfaction for the health and safety policy.
- In ranking policies based on level of satisfaction, the most ranked within the first three are promotions, postings, and recruitment.

Conclusions

From the main findings of this study, the following conclusions with regard to teacher management policies of the Ghana Education Service in the Tamale Metropolis can be drawn:

The main source of recruitment of teachers into the GES is from schools and colleges. This has contributed to the gender bias in favour of males, due to the fact that the Tamale Metro Education Directorate has no control over the postings of teachers from the institutions.

The policy on orientation is not fully implemented as about half of teachers who join the service in the Tamale Metropolis do not receive any form of orientation. The outcome is that teachers do not understand their job description, and rely mainly on their head teachers to determine their work schedule. Again, teachers do not know their in-service training, and career development schedules.

In the area of policy on motivation a high percentage of respondents do not feel motivated. This is reflected in the fact that teachers have low expectation of the GES ability to meet their needs, and consequently the unwillingness of a large number of teachers to pursue teaching as a career. This in no small way has contributed to the lowering of educational standards which is reflected in poor performance at the BECE, resulting in the inability of large number of the candidates been able to progress to the SHS.

In connection with teachers' satisfaction on policies and programmes, it was found out that majority of teachers were dissatisfied with policies such as in-service training, study leave, and general working environment. As a result, people are attracted to any organisation with improved service of condition thereby making teaching profession unattractive.

Recommendations

Based on the findings and conclusions drawn from this study, a number of measures could be put in place to ensure that best human resource management policies are adopted to improve upon teacher management in the GES in the Tamale Metropolis.

- Orientation services should be conducted for all newly posted teachers to enable them adapt easily to the new environment and settle down quickly to perform effectively in the Ghana Education Service. During orientation issues relating to job description, in- service training, and training and development must be discussed. Before assumption of duty, contents of the job description must be discussed with all teachers to enable them understand their scope of operations, this could serve as the bench mark for performance assessment in the future.
- All teachers should be afforded the opportunity to attend in-service training at least once a year. Teachers must be told how often in-service training programmes will be organised and the officer responsible. In-service training boost teachers' confidence level and also enable them gain new knowledge and skills needed for improve performance.
- Training and development policies also need to be discussed with newly recruited teachers to afford them the opportunity to know the training and development programmes available and how to access them. This is to ensure that teachers have the opportunity to upgrade themselves in order to keep pace with the changing demands of their profession.

- In the interest of retention of qualified teachers, teachers must be given a remuneration package comparable with other public sector workers. Teachers normally compare their compensation package with other sectors and if in their perspective the others are treated better they make attempts to leave the teaching profession. Since, a motivated teacher is an invaluable asset to the service; salaries, allowances, accommodation, teaching and learning aids, conducive working environment and other incentive packages given to teachers should be improved to retain their services. Dissatisfaction will facilitate the exit of teachers to other areas which will have a telling effect on the ability of the GES to achieve its strategic goals.
- Review of existing policies and programmes to make them more effective. There is the need for the MOE and GES to critically assess the existing policies regarding training and development and general working environment. The quota system of study leave should be maintained but must be decentralised to the district level. Again, there is the need to focus on sandwich and distance learning programmes, and teachers who opt for this should enjoy sponsorship. This will ensure that teachers do not vacate the classroom for further studies. Another area of concern is the general working environment in the schools.

Studying under trees, dilapidated classrooms, deplorable environmental conditions, absence of offices and workshops are a major setback to education delivery in the Tamale Metropolis. This problem must be

tackled holistically through budget support; in addition, set aside a quota of the Ghana Education Trust Fund (GETFUND) for infrastructure development in basic schools; also, by giving incentives to organisations that make it part of their cooperate social responsibilities to support basic schools; and further, by re-instituting Parent Teacher Association (PTA) levy for schools in well endowed areas. The review process must be consultative involving the broad mass of stakeholders in the education sector. The areas to be reviewed must be communicated in writing to all the stakeholders requesting them to consult their members and to present proposals regarding the review. This will enhance acceptability of the revised policies by all stakeholders.

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APPENDICES

APPENDIX A

QUESTIONNAIRE FOR MANAGEMENT STAFF

This questionnaire has been designed to solicit information for the purpose of writing a dissertation. It is therefore purely an academic exercise and any information given would be treated as confidential.

Thank you for your co-operation.

Guidelines:

- I. Please tick the response most acceptable to you for each of the following questions;
- II. Also, provide a short explanation, where applicable, for your response.

Section A: Personal data

- 1. What is your current age? []
- 2. i. Sex: Male [] ii. Female []
- 3. (a) Please, put a tick in the box which describes the highest education you have
 - i. SSS/ O' Level [] ii. Diploma [] iii. Degree []
 - IV. Post Graduate [] v. Other, Specify.....
- (b) (i) Are you a professionally trained teacher? I) Yes [] ii) No []

(ii) If your answer to b(i) above is Yes, What type of teachers' certificate do you have? (1) Teachers' Certificate "B" [] (2) Teachers' Certificate "A" [] (3) Diploma in education [] (4) Degree in education [] (5) Other, Specify.....

4. Which of the following ranks corresponds with your Current rank in the GES?

- a) director [] b) Assistant Director []
- c) Principal Superintendent [] d) Senior Superintendent []
- e) Assistant Superintendent [] f) Superintendent []
- g) Teacher [] h) Non Professional Teacher []

5. How long have you worked on your current rank ?

6.a) Were you promoted to your current rank ? i) Yes [] ii) No []

b) If yes, by what means? (i) Interview [] (ii) Long Service []

(iii) Appointment [] (iv) Other, Specify

7. What position do you currently hold in the GES?

8.(a) How long have you worked for the Ghana Education Service (GES)? []

b) Which of the following reason(s) explains why you continue to work with the GES ? I) Love for the teaching profession [] ii) Lack of a better job []

iii) Satisfactory condition of service []

iv) Want to use teaching as a stepping stone [] v) Other, specify

Section B: Teacher management policy issues

1. Please, indicate which of the following way(s) do you recruit teachers?

(i) Posting from school [] (ii) selected through interview []

(iii) Appointment [] (iv) Other, Specify.....

2. a) Do you organise orientation for newly recruited teachers?

i) Yes [] ii) No []

b) If your response to 2(a) is Yes, what form did the orientation take?

i) Seminar [] ii) Workshop [] iii) Other, specify

c) If your response to 2(a) is No, how do teachers get used to their work

environment when you first post them GES? I) Assisted by colleague teaches []

b) Assisted by head teacher [] c) Self adjustment [] d)

Other, specify

3. a) do you organise or promote employee development programmes for your

teachers? i) Yes [] ii) No []

b) If your response to 3(a) is yes, which of the following policies do you make accessible to teachers?

i) In- service training [] ii) study Leave [] iii) On the job training []

iv) Distance learning programme [] v) Sandwich Programmes []

vi) Other, Specify.....

c) Please, state three areas of your training programmes for teachers.

i.....

ii.....

iii.....

d) Do you think your teachers need further training to enhance their job

performance? i) Yes [] ii) No []

e) If your response to 3(c) is yes, which of the following areas do you think they would need training to help them perform their duties to satisfactorily?

- i) Computing [] ii) Modern teaching methods []
- iii) Improvisation of teaching and learning materials []
- iv) How to use existing teaching and learning materials []
- v) Other, specify.....

4(a) Do you issue written job description for teachers? I) Yes [] ii) No []

b) If your answer to 4(a) is Yes, who issues the job description?

- i) district director [] ii) Regional Director [] iii) National director []
- iv) National Human Resource Director [] v) Regional Human Resource Director []
- vi) District Human Resource Director []
- vii) Other, specify

c) If your answer to 4(a) is No, who determines the work schedule of your teachers?

- a) head teacher [] ii) Circuit supervisor [] iii) Unit manager [] iv) District director []
- v) Other, specify

5. (a) Do you organise in -service training for your teachers?

- I) Yes [] ii) No []

(b).If yes, when was the last time you organise an in-service training?

- (i) within the last twelve (12) months [] (ii) within the last two (2) years []
- (iii) within the last three (3) years [] iv. within the last four (4) years and over [] .

6. Do you think your teachers feel motivated enough to give of their best?

i) Yes [] ii) No []

7. To what extent will you say teachers' expectations in the GES have been met ?

i. Fully [] ii. Above average [] iii. Averagely []

iv. Below average []

8.a) Do you think your teachers have the interest to continue to pursue teaching as a profession? i) Yes [] ii) No []

b) If your response to 8(a) is No, which of the following reasons may account for it? a) low salary [] b) inadequate opportunity for growth []

c) poor working environment [] d) inadequate teaching and learning aids []

e) Other, specify.....

Section C: Teacher management policies and teachers' welfare

Please indicate the degree to which you think the following policies are promoting Teachers' welfare by choosing between the range of numbers 0 to 5. With five (5) indicating the strongest; four(4) representing stronger ; three(3) representing strong ; two(2) showing weak ; one(1) showing a weaker ; and zero(0) indicating no effect .

Policy statement	0	1	2	3	4	5
1. career development						
2. in –service training						
3. discipline						
4. Promotions						

5.Postings						
6.Study leave						
7. transfer						
8. motivation						
9. working conditions						

Section D: Policy implementation

Indicate the extent to which you think the following teacher management practices are observed *by ticking the following options that corresponds with your description. Strongly Agree (SA), Agree (A), Uncertain (UN), Disagree (D) and Strongly Disagree (SD)*

POLICY STATEMENT	SA (5)	A (4)	UN (3)	D (2)	SD (1)
1.In-service training is systematically organise for teachers					
2.In the 1 st and 2 nd cycle institutions teachers are released at the end of the academic year					
3.Promotions are based on merit					
4.Teachers are posted based on where their services are need					
5.Teachers in deprived areas are given special incentives					

6.GES is bound to keep its premises and equipment in good condition so as not to impair in any way the health and safety of persons lawfully using them					
7.Female employees are entitled to (3) months maternity leave on full pay on becoming pregnant, and on the certification by a medical officer or recognised medical practitioner					
8.Heads of institutions make sure that new employees receive orientation to adjust to their roles					
9.Teachers on bond are not permitted to leave the service except with the prior written approval of the GES Council					
10. Teachers are issued with written job descriptions					
11. Recruitment processes are fair and transparent					
12. Study leave selections are fair and just					

13. Do you receive complaints from teachers on policy issues? Yes [] No []

14. If your answer to (10) above is Yes, indicate which of the following areas

i) promotion [] ii) Transfer [] iii) study leave []

iv) other, specify.....

15. Please, state two ways, policy Implementation in the GES can be improved

i.....

ii.....

Section E: Management’ assessment of motivational factors

Please, rank the following factors base on the level to which you think they can motivate teachers to give of their best, with zero(0) indicating non motivational, one (1) low motivator, two (2) moderate motivator, three (3) high motivator, four(4) higher motivator, and five(5) highest motivator.

1.Motivational factor	0	1	2	3	4	5
2.Increase in salary						
3.Improvement in the working environment						
4.Adequate supply of teaching and learning materials						
5.Teachers accommodation						
6.Best teachers’ award						
7.Provision of means of transportation						

8. Please, suggest two ways you think teachers could be motivated to give off their best

- i.....
- ii.....

Section F: Level of satisfaction of teachers' on policies

Please, indicate the degree to which you are content with the following policies by *ticking the following options that corresponds with your description. Highly satisfied(HS), Satisfied (S), Moderately satisfied (MS), Dissatisfied (D) and Highly Dissatisfied (HD)*

POLICY	HS (5)	S (4)	MS (3)	D (2)	HD (1)
1.TEACHER DEVELOPMENT					
2.IN –SERVICE TRAINING					
3.TEACHER COMPENSATION (SALARY)					
4.PROMOTIONS					
5.POSTINGS					
6.STUDY LEAVE					
7.JOB DESCRIPTION					
8.TEACHER MOTIVATION					
9.HEALTH AND SAFETY					
10.RECRUITMENT					
11.WORKING ENVIRONMENT					

12. Recommend two ways you think the job satisfaction level of teachers can be improved

APPENDIX B

QUESTIONNAIRE FOR TEACHING STAFF

This questionnaire has been designed to solicit information for the purpose of writing a dissertation. It is therefore purely an academic exercise and any information given would be treated as confidential.

Thank you for your co-operation.

Guidelines:

- I. Please tick the response most acceptable to you for each of the following questions;
- II. Also, provide a short explanation, where applicable, for your response.

Section A: Personal data

1. Name of the school you currently teach.....
2. What is your current age? []
3. i. Sex: Male [] ii. Female []
4. (a) Please, put a tick in the box which describes the highest education you have
i. SSS/ O' Level [] ii. Diploma [] iii. Degree []
iv. Post Graduate []
v. Other, Specify.....
(b) (i) Are you a professionally trained teacher? I) Yes [] ii) No []

(ii) If your answer to b(i) above is Yes, What type of teachers' certificate do you have? (1) Teachers' Certificate "B" [] (2) Teachers' Certificate "A" [] (3) Diploma in education [] (4) Degree in education [] (5) Other, Specify.....

5. Which of the following ranks corresponds with your Current rank in the GES?

- a) Director []
- b) Assistant Director []
- c) Principal Superintendent []
- d) Senior Superintendent []
- e) Assistant Superintendent []
- f) Superintendent []
- g) Teacher []
- h) Non Professional Teacher []

6. How long have you worked on your current rank?

7.a) Were you promoted to your current rank ? i) Yes [] ii) No []

- b) If yes, by what means? (i) Interview []
- (ii) Long Service [] (iii) Appointment []
- (iv) Other, Specify

Section "B": Teacher management policy issues

1. How were you recruited into the GES?

- (i) [] Posting from school [] (i) selected through interview []
- (iii) Appointment [] (iv) Others, Specify.....

2. a) Were you given an orientation when you were first recruited as a teacher?

- i) Yes [] ii) No []
- b) If your response to 2(a) is Yes, what form did the orientation take?
i) Seminar [] ii) Workshop [] iii) Other, specify

c) If your response to 9(a) is No, how did you get used to your work environment when you first joined the GES?

I) Assisted by colleague teachers [] b) Assisted by head teacher []

c) Self adjustment [] d) Other, specify.....

3.a) Have you benefited from any employee development policy since you joined the GES? Yes [] No []

b) If your response to 3(a) is yes, which of the following policies did you benefit from? i) In- service training [] ii) study Leave []

iii) On the job training [] iv) Distance learning programme []

v) Other, Specify.....

c) Please, state three areas of your training

i.....

ii.....

iii.....

d) Do you think you need further training to enhance your job performance?

i) Yes [] ii) No []

e) If your response to 3(c) is yes, which of the following areas do you think you need training to help you perform your duties satisfactorily?

i) Computing [] ii) Modern teaching methods []

iii) Improvisation of teaching and learning materials []

iv) How to use existing teaching and learning materials []

v) Other, specify.....

4.(a) Do you have a written job description for your schedule?

i) Yes [] ii) No []

b) If your answer to 4(a) is Yes, who issued the job description?

i) district director [] ii) Regional Director []

iii) National director [] iv) National Human Resource Director []

v) Regional Human Resource director [] vi) District Human Resource director []
iii) Other, specify.....

c) If your answer to 4(a) is No, who determines your work schedule?

a) Head teacher [] ii) Circuit supervisor []

iii) Unit manager [] iv) District director []

v) Head of department [] vi) Other, specify.....

5. (a) Have you ever attended in-service training? I) Yes [] ii) No []

(b). If yes, when was the last time you attended an in-service training?

(i) within the last twelve (12) months [] (ii) within the last two (2) years []

(iii) within the last three (3) years []

iv. within the last four (4) years and over [] .

6.(a) How long have you worked for the Ghana Education Service (GES)? []

b) Which of the following reason(s) explains why you continue to work with the

GES? I) Love for the teaching profession [] ii) Lack of a better job []

iii) Satisfactory condition of service [] iv) Want to use teaching as a stepping stone []
v) Other, specify

7.(a) As a teacher do you feel motivated enough to give of your best?

i) Yes [] ii) No []

8.To what extent will you say your expectations as a teacher in the GES have been met? i. Fully [] ii. Above average [] i

ii. Averagely [] iv. Below average []

9. Do you wish to continue to pursue teaching as a profession?

i) Yes [] ii) No []

Section C: Teacher management policies and teachers’ welfare

Please indicate the degree to which you think the following policies are promoting Teachers’ welfare by choosing between the range of numbers 0 to 5. With five (5) indicating the strongest; four(4) representing stronger ; three(3) representing strong; two(2) showing weak ; one(1) showing a weaker ; and zero(0) indicating no effect.

Policy statement	0	1	2	3	4	5
1.career development						
2. in –service training						
3. discipline						
4.Promotions						
5.Postings						
6.Study leave						
7. transfer						
8. motivation						
9. working conditions						

10. employee relations						
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Section “D”: Policy implementation

Indicate the extent to which you think the following teacher management practices are observed by, by ticking the following options that corresponds with your description. Strongly Agree (SA), Agree (A), Uncertain (UN), Disagree (D) and Strongly Disagree (SD)

POLICY STATEMENT	SA (5)	A (4)	UN (3)	D (2)	SD (1)
1.In-service training is systematically organise for teachers					
2.In the 1 st and 2 nd cycle institutions teachers are released at the end of the academic year					
3.Promotions are based on merit and scheme of work					
4.Teachers are posted based on where their services are need					
5.Teachers in deprived areas are given special incentives					
6.GES is bound to keep its premises and					

equipment in good condition so as not to impair in any way the health and safety of persons lawfully using them					
7. Female employees are entitled to (3) months maternity leave on full pay on becoming pregnant and on the certification by a medical officer or recognised medical practitioner					
8. Heads of institutions make sure that new employees receive orientation to adjust to their roles					
9. Teachers on bond are not permitted to leave the service except with the prior written approval of the GES Council					
10. Teachers are issued with written job descriptions					
11. Recruitment processes are fair and transparent					
12. Study leave selections are fair and just					

(iii). Please, recommend two ways, policy Implementation in the GES can be improved

- i.....
- ii.....

Section E: Teachers’ assessment of motivational factors

Rank the following factors base on the level to which they can motivate you to give of your best, with zero(0) indicating non motivational, one (1) low motivator, two (2) moderate motivator, three (3) high motivator, four(4) higher motivator, and five highest motivator.

Motivational factor	0	1	2	3	4	5
1.Increase in salary						
2.Improvement in the working environment						
3. Adequate supply of teaching and learning materials						
4.Teachers’ accommodation						
5.Best teachers’ award						
6.Provision of means of transportation						

7. Please, suggest two ways you think teachers could be motivated to give off their best

- i.....
- ii.....

Section F: Level of satisfaction of teachers’ on policies

Please, indicate the degree to which you are content with the following policies by *ticking the following options that corresponds with your description; Highly satisfied(HS), Satisfied (S), Moderately satisfied (MS), Dissatisfied (D) and Highly Dissatisfied (HD)*

Policy	HS (5)	S (4)	MS (3)	D (2)	HD (1)
1. Teacher development					
2. In –service training programmes					
3.compensated (paid)					
4.promotions					
5.postings					
6.study leave					
7.employees are issued written job description					
8.teachers’ motivation					
9.health and safety at working environment					
10.recruitment					
11.working environment					

12. Recommend two ways you think the job satisfaction level of teachers can be improved

.....

.....