

**GOVERNMENT OF GHANA**

**EDUCATION STRATEGIC PLAN  
2010 to 2020**

**VOLUME 1  
POLICIES, STRATEGIES, DELIVERY, FINANCE**

**Ministry of Education**

**February, 2012**

**EDUCATION STRATEGIC PLAN 2010 - 2020**  
**Volume 1: Policy, Strategies, Delivery, Finance**

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## **Annexes**

### **Annex A Education System: Structure and Organogram**

[2 pages, flow charts]

### **Annex B Education Sector SWOT Analysis**

[29 page 2008 overview of education strengths, weaknesses, opportunities and threats, prepared by joint MOE, GES, NGO, DP teams]

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### **Annex C Decentralisation – Process and Implications**

[49 page 2009 analysis of the outlook for decentralisation, prepared by GES consultancy team]

### **Annex D Financing of the ESP 2010-2020**

[16 page 2009 financial analysis and scenarios for funding the ESP, prepared by members of PBME with consultancy advice]

### **Annex E Performance Indicators and Targets**

[5 page matrix of selected ESP performance indicators and targets, including the UNESCO EFA indicators]

The above Annexes may be obtained by visiting the Ministry of Education's website at [www.moe.gov.gh](http://www.moe.gov.gh).

## Abbreviations

AF	Administration and Finance Division (of GES)
AFC	Associates for Change
AS	HIV&AIDS Secretariat (of MoE)
BE	Basic Education
BECE	Basic Education Certificate Examination
BED	Basic Education Division
BoG	Board of Governors (Senior High)
CAL	Computer Assisted Learning
CBO	Community Based Organisations
CBT	Competency Based Training
CD	Compact Disc
CDMoE	Chief Director of MoE
CL	Complementary Learning
CoE	College(s) of Education
COTVET	Council for TVET
CPM	Consultative Panel Meeting
CRDD	Curriculum Research and Development Division (of GES)
CRS	Client Report System
CRT	Criterion Referenced Tests
CSSPS	Computerised School Selection and Placement System
CWS	Community Water and Sanitation
DA	District Assembly
DEO	District Education Office/Officer
DG	Director General of GES
DP	Development Partner(s)
EFA	Education For All
EM	Educational Management
EMIS	Education Management Information System
ERRC	Education Reform Review Committee
ESAR	Education Sector Annual Review
ESP	Education Strategic Plan
ESPRR	Education Sector Policy Review Report
ESTAC	Education Sector Technical Advisory Committee
FBO	Faith Based Organisations
FCUBE	Free Compulsory Universal Basic Education
FPMU	Funds and Procurement Management Unit
GAC	Ghana Aids Commission
GBDC	Ghana Book Development Council
GCU	???
GDP	Gross Domestic Product
GER	Gross Enrolment Ratio
GES	Ghana Education Service
GETFund	Ghana Education Trust Fund
GEU	Girls Education Unit
GLB	Ghana Library Board
GNAPS	Ghana National Association of Private Schools
GNAT	Ghana National Association of Teachers
GoG	Government of Ghana
GPI	Gender Parity Index
GPRS	Growth and Poverty Reduction Strategy
HIV&AIDS	Human Immunodeficiency Virus and Acquired Immune Deficiency Syndrome
HQ	Head Quarters
HRD	Human Resource Development
HRMD	Human Resource Management and Development (GES)
HT	Head Teacher
ICCES	Integrated Community Centres for Employable Skills
ICT	Information and Communication Technology
ICU	Implementation Co-ordination Unit
IEA	International Evaluation of Achievement
IEC	Information, Education, Communication
IGO	Inter-Governmental Organisation
INSET	In-Service Education of Teachers
IS	Inclusive and Special (Education)
ISH	Integrated School Health
JH	Junior High
JHS	Junior High School
KG	Kindergarten
M&E	Monitoring and Evaluation
MDA	Ministry Departments and Agencies
MDG	Millennium Development Goals
MNS	Minimum National Standards
MoE	Ministry of Education

MoEP	Ministry of Economic Planning
MoF	Ministry of Finance
MoH	Ministry of Health
MoMYE	Ministry of Manpower Youth and Employment
MoYS	Ministry of Youth and Sports
MTEF	Medium Term Expenditure Framework
NAB	National Accreditation Board
NAP	National Apprenticeship Programme
NBSSI	National Board of Small Scale Industries
NCCA	National Council for Curriculum and Assessment
NCTE	National Council for Tertiary Education
NDP	National Development Plan
NDPC	National Development Planning Commission
NEPAD	New Partnerships for African Development
NER	Net Enrolment Ratio
NERIC	National Education Reform Implementation Committee
NF	Non-Formal (Education)
NFED	Non-Formal Education Division
NGO	Non-Governmental Organisation
NIB	National Inspection Board
NSS	National Service Secretariat
NTC	National Teaching Council
NUGS	National Union of Ghana Students
OU	Open University
PBME	Planning, Budgeting, Monitoring and Evaluation
PMT	Performance Monitoring Tests
PRESET	Pre-Service Education of Teachers
PRME	Policy Research Monitoring and Evaluation unit (of PBME)
PRU	Public Relations Unit (of GES)
PS	Private Sector
PTA	Parent Teacher Association
PTR	Pupil Teacher Ratio
RECOUP	Research Consortium on Educational Outcomes and Poverty
REO	Regional Education Office/Officer
SA	Subject Associations
SED	Secondary Education Division
SEN(s)	Special Education Needs(s)
SFL	Schools for Life
SH	Senior High
SHEP	School Health Education Programme
SHS	Senior High School
SL	Supply and Logistics Division of GES)
SMC	School Management Committee
SMTDP	Sector Medium-Term Development Plan
SpED	Special Education Division (of GES)
SPIP	School Performance Improvement Programme
SRC	School Report Card system
SRIMPR	Statistics, Research, Information Management and Public Relations
SSCE	Secondary School Certificate Examination
STD	Sexually Transmitted Diseases
STEU	Science and Technology Education Unit of GES
STME	Science, Technology and Mathematics Education
SWOT	Strengths, Weaknesses, Opportunities, Threats
TA	Technical Assistance
TE	Tertiary Education
TED	Teacher Education Division (of GES)
TEU	Technical Examinations Unit
TIMSS	Trends in International Mathematics and Science Study
TLM	Teaching and Learning Materials
TOT	Trainers of Trainers/Tutors/Teachers
TTC	Teacher Training College
TVET	Technical and Vocational Education and Training
TVI	Technical Vocational Institutions
TVED	Technical and Vocational Education Division (of GES)
TVSD	Technical and Vocational Skills Development
UBE	Universal Basic Education
UDE	University Department of Education
UENR	University of Energy and Natural Resources (Sunyani)
UHAS	University of Health and Applied Sciences (Ho)
UNESCO	United Nations Education, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
UTTDDBE	Untrained Teachers Diploma in Basic Education
VTI	Vocational Training Institute
WAEC	West African Examinations Council
WHO	World Health Organisation

## **Foreword**

The Education Strategic Plan 2010 – 2020 (ESP) spells out the strategies of the government for the education sector over the next decade. The plan builds upon its four predecessors and upon earlier visionary strategies such as FCUBE. In doing so, it aims to ensure that education makes a positive and permanent contribution to our national development plans and to achieving the international development goals.

The two volumes of the ESP are the outcome of year-long discussions and consultations between numerous stakeholders in the education sector, particularly those in District education offices, those in NGOs and our development partners. This interaction has provided assurance and confidence in the strength and probity of the plan. I therefore wish to thank my senior officials and technical staff in the MoE and all those who took part for their committed efforts during the preparation stages.

The ESP reflects the government's concern and policies for the educational welfare and development of all our people. Driven by the continuing need for improved access, equity for all and provision of quality educational opportunities, the ESP also reflects our determination that lasting benefits will only be derived through improved efficiency, effectiveness and value for money.

The publication of the ESP is timely insofar as it coincides with the national drive for the decentralisation of government services. It is our expectation that the plan be adopted and taken forward in Regions, Districts and institutions, and that the changing roles of central and decentralised government will be reflected in new modalities for the future delivery of education.

As in previous years, the plan will respond to changing priorities and conditions and will be updated following annual sector review and appraisal.

I wish to take this opportunity to commend this Education Strategic Plan to all those who support education development in Ghana.

**Betty Mould-Iddrisu**  
**Minister for Education**

March, 2011

## Chapter1

### Background to the Education Strategic Plan 2010 – 2020

#### Introduction

This is the fifth Education Strategic Plan (ESP). It has been prepared in accordance with the view that strategic planning is a continuous developmental process. The ESP covers the period 2010 to 2020 and, while building upon its predecessors, takes full account of the Acts, policies, reviews, and papers of national and regional importance that have been published in the years prior to and including 2009.

This chapter is presented as a preface to the ESP. It describes the main changes that took place in the education sector between 2002 and 2008, i.e. the first six years of the previous strategic plan, ESP 2003 – 2015, and how they have affected the design of this ESP.

#### 1.1 Focal Areas of the previous ESP 2003 – 2015

The ESP 2003 – 2015 was underpinned by ten broad policy goals (Box 1.1). These goals were grouped within the following four areas of focus:

1. *Access to Education*
2. *Quality of Education*
3. *Education Management*
4. *Science, Technology and TVET*

The four focal areas were thematic (or cross-cutting); they applied to all sub-sectors and related to the four priority interventions for education outlined in the first *Ghana Poverty Reduction Strategy (2003)*.

For ESP 2010 - 2020, it was decided to adopt a sub-sector approach in order to reflect the actual structure of the education system and the way that it is frequently reported. It was considered that this would be clearer for users, would be of direct benefit to planners and would assist reporting and accounting. Chapter 3 explains how this approach links to thematic areas which, though slightly revised, still emphasise access, equity and quality in education.

<p><b>Box 1.1</b> <b>Policy Goals for ESP 2003 -15</b></p> <ol style="list-style-type: none"><li>1. Increase access</li><li>2. Improve quality</li><li>3. Extend and improve TVET</li><li>4. Promote health/ sanitation in institutions</li><li>5. Improve planning and management</li><li>6. Expand science and technology education</li><li>7. Improve academic quality and research</li><li>8. Expand pre-school education</li><li>9. Promote programmes to prevent HIV&amp;AIDS</li><li>10. Provide equal opportunities</li></ol>
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#### 1.2 Selected Education Indicators and Statistics 2003 to 2008

Tables 1.2.1 to 1.2.6 on the next two pages contain selected education sub-sector data in public schools and institutions for the years 2002, 2005, 2008 in relation to the 2015 targets (previous ESP.) These provide an overview of sector progress in the period leading up to the development of ESP 2010 - 2020. The 2002 data were an important subset of the baseline indicators for the previous ESP. Similarly, the 2008 data form part of the base line for this ESP. Each table is accompanied by brief notes. Annex A shows how the sub-sectors link together within the formal education system.

**Table 1.2.1: Kindergarten**

<b>Indicators</b>	<b>2002</b>	<b>2005</b>	<b>2008</b>	<b>Target (2015)</b>
GER	46%	60%	90%	100%
% Female	49%	49%	50%	50%
% Trained teachers	29%	27%	25%	95%
PTR (pupils/teacher)	24	30	37	25
Transition to Primary	n/a	n/a	156%	100%

Notes:

Data reflect the significant expansion of KG from 2002-08. GER and % female data are on target; however the declining rate of trained teacher provision has not matched this expansion. The transition rate reflects P1 entries over 50% higher than KG2 leavers.

**Table 1.2.2: Primary School**

<b>Indicators</b>	<b>2002</b>	<b>2005</b>	<b>2008</b>	<b>Target (2015)</b>
GER	80%	88%	95%	107%
NER	n/a	59%	78%	90%
% Female	47%	47%	49%	50%
Completion rate	66%	79%	88%	100%
% Trained Teachers	77%	72%	59%	95%
PTR (pupils/teacher)	33	35	35	35
Transition to JHS	85%	n/a	101%	100%

Notes:

PTR, % female, completion rate, GER and NER appear to be on target. The fall in trained teachers reflects training not keeping pace with rising enrolments. The transition rate reflects that JH1 entries are slightly higher than P6 leavers – due to previous drop-outs re-entering the system.

**Table 1.2.3: Junior High School**

<b>Indicators</b>	<b>2002</b>	<b>2005</b>	<b>2008</b>	<b>Target (2015)</b>
GER	62%	73%	79%	90%
NER	n/a	70%	53%	90%
% Female	45%	44%	47%	50%
Completion rate	75%	60%	68%	100%
% Trained Teachers	88%	74%	76%	95%
PTR (pupils/teacher)	18	19	17	25
BECE Pass Rate	61%	62%	*63%	90%
Transition to SH school	30%	n/a	*52%	60%

Notes:

Although GER rates show growth in enrolment, the low NER and completion rates indicate that pupils are dropping out, perhaps to the world of work. The very low PTR indicates scope for efficiency savings through more effective teacher deployment. Just over half of JHS leavers obtain places in SH schools.

\* 2007 data

**Table 1.2.4: Senior High School**

<b>Indicators</b>	<b>2002</b>	<b>2005</b>	<b>2008</b>	<b>Target (2015)</b>
GER	18%	26%	32%	36%
NER	n/a	n/a	16%	
% Female	41%	43%	44%	50%
Completion rate				
% Trained Teachers			86%	95%
PTR (pupils/teacher)	19		21	22
SSCE/WAEC Pass Rate	41%	64%	40%	70%

Notes:

Despite beneficial PTRs and high proportions of trained teachers (and the high public costs of boarding and hostels) there are poor returns in terms of decreasing SSCE results (after peaking in 2005), particularly in science subjects and English. About half of all SHS leavers obtained places in tertiary institutions.

**Table 1.2.5: Adult Literacy**

<b>Indicators</b>	<b>2002</b>	<b>2005</b>	<b>2008</b>	<b>Target (2015)</b>
Literacy (as % of 15+ yr olds)	54%	54%	62%	81%

Notes:

There has been a slight improvement in adult literacy.

**Table 1.2.6: Tertiary**

Statistics	2002	2005	2008	Target (2015)
University enrolment	46 284	73 408	93 973	Targets not set
% female	29%	35%	34%	
acad staff	n/a	n/a	2 606	
Polytechnics enrolment	20 442	24 983	34 448	
% female	24%	27%	30%	
acad staff	n/a	n/a	1 098	
Prof Institutes enrolment	n/a	1 361	4 183	
% female	n/a	n/a	44%	

Notes:

There has been a virtual doubling of full time tertiary students in public institutions in the six years to 2008. Insufficient females appear to be taking advantage of this expansion. The 2008 student ratio sciences : humanities is 36:64 in universities (in contrast to the 60:40 government target)

Table 1.2.7 contains selected education statistics for the year 2007/08. These data contribute to the baseline for the ESP 2010 - 2020.

**Table 1.2.7: Selected Statistics for Education (2007/08)**

	No. of Institutions	No. of students	% female	GER %	No. of teaching staff	PTR	% of total education spending
<b>Kindergarten/Pre-school</b>	<b>15 075</b>	<b>1 229 473</b>	<b>49.8</b>	<b>89.9</b>	<b>34 859</b>	<b>35</b>	
Public	10 988	1 001 949	49.9		26 993	37	3.4
Private	4 087	228 832	49.5		7 866	29	
<b>Primary</b>	<b>16 785</b>	<b>3 501 543</b>	<b>48.6</b>	<b>95.2</b>	<b>108 858</b>	<b>32</b>	
Public	12 909	2 907 724	48.4		85 299	34	35.0
Private	3 876	593 819	49.5		23 559	25	
<b>Junior High School</b>	<b>9 507</b>	<b>1 192 442</b>	<b>46.7</b>	<b>78.8</b>	<b>71 703</b>	<b>17</b>	
Public	7 267	991 199	46.2		56 952	17	16.3
Private	2 240	201 243	46.7		14 751	14	
<b>Senior High School</b>	<b>700</b>	<b>437 771</b>	<b>44.0</b>	<b>32.2</b>	<b>21 790</b>	<b>20</b>	
Public	493	393 995	42.5		19 252	21	12.6
Private	207	43 776	54.4		2 538	17	
<b>TVET</b>							
Public and private	130	16 930	17.1	N/A	1 363	12	0.6
<b>Teacher Training (CoE)</b>	<b>39</b>	<b>27 000</b>	<b>43.5</b>	N/A	n/a	<b>10</b>	
Public	38	26 918	43.5		2 800	10	2.6
Private	1	<100	n/a		n/a	n/a	
<b>Tertiary</b>							
Public (f.t.)	19	132 604	33.0	N/A	n/a	N/A	23.0
Universities	6	93 973	33.7		2 606	36	
Polytechnics	10	34 448	29.6		1 098	31	
Prof. Institutes	3	4 183	44.3		n/a	n/a	
Dist Learning	N/A	22 819	n/a		N/A	N/A	
Private (f.t.)	138	18 278	39.0		n/a	n/a	
<b>Non-Formal</b>	N/A	2 740 566	61.7	N/A	109 623	25	0.4
<b>Special Education</b>	27	5 654	41.4	N/A	n/a	n/a	0.3
<b>Management &amp; Subvented bodies</b>	N/A	N/A	N/A	N/A	N/A	N/A	5.5

Notes: N/A:- Not Appropriate n/a:- not available f.t.:- full time

<sup>1</sup> Accredited by NAB; others await accreditation

**The private sector contribution to education** is substantial. In 2008 19% of kindergarten, 17% of primary, 17% of junior high, 10% of senior high and 14% of tertiary students were educated privately. This represents a considerable saving of public funds and makes positive contributions to admissions and enrolment ratios.

**Personal emoluments (PE):** In 2008 about 74% of all education spending was on salaries and emoluments, mostly within the teaching service. This figure has been reasonably consistent over the last decade.

The above tables were derived from various sources, including subvented agencies, EMIS publications and the annual *Education Sector Performance Reports*, 2004 to 2008. The annual reports contain more comprehensive data and are available from the Ministry of Education (MoE) upon request.

### 1.3 Education Quality

Despite the encouraging improvement in adult literacy in Table 1.2.5 and the 2007 TIMSS/IEA international assessment that improvements in mathematics and science (between Grades 4 and 8) were significantly higher in Ghana than in many comparable countries, actual proficiency in literacy and numeracy at basic education level is matter for serious concern. Table 1.3.1 shows why.

**Table 1.3.1: Distribution of mean scores, minimum-competency and proficiency, NEA 2007**

	2005 Scores (%)			2007 Scores (%)		
	Mean	Minimum-Competency	Proficiency	Mean	Minimum-Competency	Proficiency
<b>English P3</b>	38.1	50.5	16.4	37.6	50.1	15.0
<b>English P6</b>	43.1	63.9	23.6	44.2	69.7	26.1
<b>Maths P3</b>	36.6	47.2	18.6	35.0	42.6	14.6
<b>Maths P6</b>	34.4	42.7	9.8	35.7	46.2	10.8

Source: MOE (2007) National Education Assessment (NEA) (using multiple choice items with 4 options)  
Minimum competency: pupils achieving 35% or more on the test (i.e. just 10% points above guessing)  
Proficiency: pupils achieving 55% or more on the test

Girls performed slightly better than boys on the English tests; vice versa for the mathematics tests. Table 1.3.1 demonstrates overall weak proficiency in English and mathematics in P3 and P6 pupils, and that no significant improvements had taken place between 2005 and 2007.

It is evident (NEA, Table 1.3.1; BECE pass rates, Table 1.2.3; SSCE pass rates, Table 1.2.4) that learning outcomes are generally low at basic and secondary levels and that there has been no significant improvement in quality since 2002. This has serious implications for the management of learning in the next decade.

### 1.4 Financial Overview

Table 1.4.1 shows the proportion of education expenditure (capital and recurrent) on each subsector for the years 2002, 2005 and 2008, in relation to the 2015 targets proposed in the previous ESP. The five components of Basic Education are shown shaded and as a subtotal at the foot of the table.

**Table 1.4.1 Education expenditure by sub-sector**

<b>Subsectors</b>	<b>2002</b>	<b>2005</b>	<b>2008</b>	<b>Target (2015)</b>
Kindergarten	7.4%	3.4%	3.4%	5.7%
Primary	34.0%	29.9%	35.0%	33.4%
Junior High	22.7%	17.8%	16.3%	21.9%
Non-Formal	0.5%	1.9%	0.4%	1.2%
Inclusive and Special Education	0.5%	0.4%	0.3%	0.8%
Senior High	15.2%	20.8%	12.6%	17.2%
Tech Voc & Skills Development	1.2%	1.2%	0.6%	2.8%
Teacher training	4.5%	3.9%	2.6%	2.5%
Tertiary	11.5%	19.6%	23.0%	14.1%
Management & Subvented Agencies	2.5%	1.0%	5.5%	0.4%
HIV&AIDS	<0.1%	0.1%	0.2%	<0.1%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>	<b>99.9%</b>	<b>100.0%</b>
Basic Subtotal	65.1	53.4%	55.4%	63.0%

(1) Table may contain rounding errors

(2) < 0.1% signifies less than 0.1%

## Notes on Table 1.4.1:

1. Reduced spending on kindergartens and junior high schools contributed to basic education expenditure falling below 60% of education spending in the period to 2008.
2. Senior High school expenditure peaked in 2005, reflecting capital expenditure on 20 new SH schools at that time.
3. Expenditures on Tertiary and Management more than doubled between 2002 and 2008 in contrast to spending on the 1<sup>st</sup> and 2<sup>nd</sup> cycles which, together, fell by about 15% during the same period.
4. By 2008 expansion in the Tertiary subsector exceeded the absorption capacity of the economy, which may have been a partial contributor towards high graduate unemployment (51% in 2008).
5. Management expenditure reflects overstaffing in most Districts and the growth of subvented agencies. District expansion (to 170 Districts), together with decentralisation and the establishment of the National Inspection Board is likely to increase this expenditure during the period of ESP 2010 to 2020.

Table 1.4.2 shows education expenditures between 2002 and 2008.

**Table 1.4.2: Education Expenditure 2003 to 2008**

Education Expenditure	2003	2004	2005	2006	2007	2008
Total Expenditure (Million GH¢)	407	569	728	939	1,274	1,744
Public Expenditure on Edn. as % of GDP	6.2%	7.3%	7.5%	8.2%	9.1%	10.1%

Although the actual expenditures in the first line of Table 1.4.2 are not adjusted for inflation, the data for *Public Expenditure on Education as a Percentage of GDP* show that, relatively speaking, education expenditure rose significantly over the period 2003 to 2008<sup>1</sup>.

Table 1.4.3 shows how the share of government expenditure on education in relation to other high-spending ministries changed since 2002.

**Table 1.4.3: Education Share of National Budget Expenditure Allocation**

Ministries	2002 (%)	2005 (%)	2008 (%)
Education	23.6%	28.2%	30.2%
Health	9.2%	16.1%	17.9%
Local Government	2.3%	2.7%	3.2%
Agriculture	4.6%	4.7%	2.6%
Defence	19.3%	2.8%	2.8%
Transport	7.9%	19.7%	13.4%
Others (sub-total)	33.2%	25.6%	30.4%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

## Notes:

Table 1.4.3. Shows that the share of government's budget expenditure on education is greater than all the other high-spending ministries. The figures provided indicate an annual average increase of 1.1% over the period of 2002 to 2008. The contribution of education towards economic productivity should be of great interest to the government.

It is worth noting that since personal emoluments account for about 74% of annual education expenditure; this single item is responsible for about one-fifth<sup>2</sup> of all government spending.

<sup>1</sup> In other sub-Saharan African countries *Public Spending on Education as a Percentage of GDP* ranges from 4.3% to 5.7%. In High-Income countries it averages around 5.6%. The EFA benchmark is 6.5%.

<sup>2</sup> Estimated 19.5%, 2009 Annual Estimates, GoG, 2009

## 1.5 Education Sector SWOT Analysis

In 2008 as preparation for the ESP, an extensive education sector SWOT analysis (*Strengths, Weaknesses, Opportunities, Threats*) was conducted in relation to the period 2003 to 2008. The following five areas were analysed:

- Access and Equity
- Decentralisation
- Skills Development
- Teaching and Learning
- Tertiary Education

Table 1.5.1 contains some headlines derived from the full analysis. Table 1.5.2 contains a selection of key findings of the SWOT analysis. Annex B contains the full analysis.

**Table 1.5.1: SWOT Headlines**

<b>STRENGTHS</b>	<b>OPPORTUNITIES</b>
<ul style="list-style-type: none"> <li>• Increased access to basic education through improved public awareness and the use of capitation grants</li> <li>• Complementary education and other non-formal opportunities for out-of-school children and adults</li> <li>• Community-school partnerships</li> </ul>	<ul style="list-style-type: none"> <li>• Improved use of public resources in education through efficiency savings and value for money</li> <li>• Improved effectiveness through accountable decentralisation</li> <li>• The Report Card System</li> </ul>
<b>WEAKNESSES</b>	<b>THREATS</b>
<ul style="list-style-type: none"> <li>• Poor retention:                             <ul style="list-style-type: none"> <li>a) of pupils in the basic cycle</li> <li>b) of committed teachers, especially in deprived areas</li> </ul> </li> <li>• Increasingly inequitable distribution of education benefits</li> <li>• Management capacity, particularly at District levels</li> </ul>	<ul style="list-style-type: none"> <li>• A lack of effective means of ensuring decent returns against rising costs, especially on salaries</li> <li>• Expansion of the tertiary sector with little regard for the national economy</li> <li>• Official and unofficial absences</li> <li>• Diminishing public perceptions of the value of education</li> </ul>

**Table 1.5.2: Selected Key Findings of the SWOT Analysis**

<b>STRENGTHS</b>	<b>OPPORTUNITIES</b>
<p><b>Access and Equity</b></p> <ul style="list-style-type: none"> <li>• Increased access to basic education</li> <li>• Increases awareness about literacy and participation in non-formal education</li> </ul> <p><b>Decentralisation</b></p> <ul style="list-style-type: none"> <li>• Existence of autonomous formal systems (e.g. DEOCs, DAs, SMCs)</li> <li>• Institutionalised R &amp; D EMIS systems</li> </ul> <p><b>Skills Development</b></p> <ul style="list-style-type: none"> <li>• National economic growth coupled with significant private financing</li> <li>• Strong demand for apprenticeships</li> </ul>	<p><b>Access and Equity</b></p> <ul style="list-style-type: none"> <li>• Improved retention and transition</li> <li>• Reduced inequities (to achieve MDG)</li> <li>• ICTs as a management tool</li> </ul> <p><b>Decentralisation</b></p> <ul style="list-style-type: none"> <li>• Decentralised planning, financial management, implementation, M&amp;E</li> <li>• Effective community participation</li> </ul> <p><b>Skills Development</b></p> <ul style="list-style-type: none"> <li>• Strengthened institutional capacities and outcomes</li> <li>• CBT, general skills, lifelong learning</li> </ul>

<p><b>Teaching and Learning</b></p> <ul style="list-style-type: none"> <li>• High quality TLMs being developed, produced and introduced</li> <li>• PRESET and INSET providing sufficient trained teachers at basic level</li> </ul> <p><b>Tertiary Education</b></p> <ul style="list-style-type: none"> <li>• Legacy of high quality leading to a good reputation within Africa</li> <li>• Diversity: a) of programmes, b) of institutions</li> </ul>	<p><b>Teaching and Learning</b></p> <ul style="list-style-type: none"> <li>• Decentralised accountability through the Report Card System</li> <li>• Replace study leave with better INSET</li> <li>• ICTs (in all domains)</li> </ul> <p><b>Tertiary Education</b></p> <ul style="list-style-type: none"> <li>• Attract students and funding from other countries</li> <li>• Shift enrolments and costs to reduce public and increase private financing</li> </ul>
<b>WEAKNESSES</b>	<b>THREATS</b>
<p><b>Access and Equity</b></p> <ul style="list-style-type: none"> <li>• Teacher retention/deployment</li> <li>• Disparities still exist and are widening</li> </ul> <p><b>Decentralisation</b></p> <ul style="list-style-type: none"> <li>• Technical and management skills at local levels (SMCs, DEOCs, DEOs)</li> <li>• Basic facilities (ICT ,electricity) for communication</li> </ul> <p><b>Skills Development</b></p> <ul style="list-style-type: none"> <li>• Lack of policy direction</li> <li>• Low-quality inefficient programmes</li> </ul> <p><b>Teaching and Learning</b></p> <ul style="list-style-type: none"> <li>• Understanding of the effect of PTR on quality and costs</li> <li>• Head teachers incapable of dealing with teacher absenteeism/low time on task</li> </ul> <p><b>Tertiary Education</b></p> <ul style="list-style-type: none"> <li>• Explosion of enrolment in universities leading to escalating public costs</li> <li>• Expectation that students should be accommodated in tertiary institutions</li> </ul>	<p><b>Access and Equity</b></p> <ul style="list-style-type: none"> <li>• Eventual loss of confidence in the education system</li> <li>• Increased drop-out</li> </ul> <p><b>Decentralisation</b></p> <ul style="list-style-type: none"> <li>• Delays in payments of salaries and taking disciplinary measures</li> <li>• Poor coordination of services and collaboration between staff</li> </ul> <p><b>Skills Development</b></p> <ul style="list-style-type: none"> <li>• Low prestige attracting weak students</li> <li>• High unit costs</li> </ul> <p><b>Teaching and Learning</b></p> <ul style="list-style-type: none"> <li>• Teacher migration to urban areas affects staffing in deprived areas</li> <li>• Ineffective head teachers as a result of lack of training and resources</li> <li>• Inequitable distribution of ICTs</li> </ul> <p><b>Tertiary Education</b></p> <ul style="list-style-type: none"> <li>• Graduate unemployment and disaffection</li> <li>• Inadequate funding for primary and secondary education</li> </ul>

## 1.6 Analysis and Lessons Arising

The statistical and SWOT analyses on the preceding pages provide some important lessons for the ESP. Amongst these:

- a) Improvements in 1<sup>st</sup> and 2<sup>nd</sup> cycle enrolments and gender parities, primary completion, transition to JHS and initiatives in complementary education are achievements that must be maintained and built upon
- b) The improvements in equity and access (above) now need to be reflected in comparable improvements in delivery of quality education
- c) Effective means of measuring and subsequently improving education quality are required - necessitating regular national assessments of literacy and numeracy rates at P6 level, greater emphasis on qualitative performance reporting, effective strategies and operational means of improving the management of learning

- d) Enrolment growth in the 1<sup>st</sup> cycle has placed a strain on the provision of trained teachers for kindergarten, primary and JH schools, leading in turn to reduced capacity for delivering quality education
- e) Table 1.2.7 indicates that non-formal education (including various forms of NGO-supported complementary education that have demonstrably improved literacy and enabled out-of-school children to join mainstream classes) is extremely good value for money and should be supported in the ESP
- f) Retention of pupils in JHS needs to be improved in the next decade
- g) PTRs and time-on-task in JHS and SHS are very low, leading to inefficient teaching and high costs – staff rationalisation and deployment in these sub-sectors need to be addressed
- h) In terms of examination success and skills development, the rate of returns at second cycle level, particularly in SHS, is poor
- i) The issues of boarding and student accommodation at 2<sup>nd</sup> and 3<sup>rd</sup> cycle levels, with their high levels of public expenditure and corresponding inequities, need to be addressed
- j) Escalation in tertiary enrolment has skewed public expenditure (away from basic education), distorted government training targets for science and technology, and contributed to graduate unemployment
- k) Official and unofficial leave is expensive and takes people (particularly teachers) away from their place of work, invariably at public expense, and at a cost for the delivery of quality in the workplace
- l) Decentralisation, while an undoubted opportunity, will place strain on management capacity and public resources during the first five years of the ESP

### **Signpost**

This chapter has outlined the stages reached within the education sector over the six years to 2008; these have provided a platform for the ESP. Within the same period there have been a number of policy changes and education initiatives that provide direction for the education sector. Chapter 2, which in some ways is a continuation of Chapter 1, presents key policy proposals, which further serve to inform the ESP.

## Chapter 2 Policy Basis of the ESP

### Introduction

The ESP 2010 – 2020 has been guided by policy initiatives that emerged in the years following the publication of the previous ESP in May 2003, most notably the *National Education Reform* (NERIC, 2007) and resulting *2008 Education Act*, both of which were guided by the revised *Growth and Poverty Reduction Strategy, 2006-09* (GPRSII). In addition, there have been numerous significant sub-sector policy reforms. In 2009 the incoming government introduced a number of education sector policy initiatives which are important policy drivers for the ESP. This chapter highlights these and other broader international policies which guide education sector strategies.

### 2.1 Universal Basic Education, Poverty Reduction, National Development

In line with the *1992 Constitution*, national poverty reduction strategies and the *Millennium Development Goals*, basic level education shall be free for all children of school going age. This principle has guided education development in recent decades and remains as a central pillar of the ESP.

The current *Growth and Poverty Reduction Strategy, 2006-09* (GPRSII) contains policy objectives for the education sector that complement and extend the above principle. These objectives appear in Box 2.1 and are consistent with the previous and present ESPs. They also underpin the *Sector Medium-Term Development Plan 2010 – 2013* (SMTDP, NDPC, 2010)

#### Box 2.1 SMTDP Policy Objectives for Education

- a) Improve equitable access to and participation in quality education at all levels
- b) Improve quality of teaching and learning
- c) Bridge gender gap in access to education
- d) Improve access to quality education for people with disability
- e) Promote science and technical education at all levels
- f) Strengthen links between tertiary education and industry
- g) Mainstream issues of population, family life, gender, health, HIV/AIDS/STI, conflicts, fire & road safety, civic responsibility, human rights, and environment in the curricula at all levels
- h) Improve management of education service delivery

### 2.2 The 2007 Education Reform and the 2008 Education Act

The *2008 Education Act*, which was the legal outcome of the *2007 National Education Reform* programme, underpins much of the ESP. The Act allows for the following provisions:

#### 2.2.1 Structure of education system

<i>Basic education</i>	Two years of kindergarten Six years of primary school Three years of junior high school
<i>Second cycle education</i>	Four years <sup>3</sup> of senior high school or technical, vocational, business and

<sup>3</sup> At the time of writing, it is probable that the senior high school cycle will revert to three years from the academic year 2010. See Section 2.4 and Box 2.8 on page 19.

	agricultural education, or appropriate apprenticeship scheme
<i>Tertiary education</i>	Not less than one year provided in any institution of higher learning (university, university college, polytechnic or college of education)
<i>Non-Formal education</i>	Provision for non-formal and life-long education
<i>Distance education</i>	Each level of education to include distance learning programmes/opportunities

### **2.2.2 Poverty allowance**

District Assemblies to support children of parents who cannot afford the cost of basic education

### **2.2.4. Decentralisation**

Responsibility for the management of basic and second cycle education devolved to District Assemblies

### **2.2.5 Inclusive education**

School facilities should be designed to meet the needs of children with special educational needs

### **2.2.6 National Teaching Council (NTC)**

NTC with wide- ranging powers regarding the professional development, quality, registration and licensing of teachers

### **2.2.7 National Council for Curriculum and Assessment (NCCA)**

NCCA will be established with overall responsibility for the national curriculum and student assessment at the first and 2<sup>nd</sup> cycles

### **2.2.7 National Inspection Board (NIB)**

A NIB will be established, independent of the Ministry of Education, to set, enforce and monitor a wide range of academic, infrastructure and education standards for public and private schools, with routine inspection of schools

## **2.3 Sub-sector Policies**

Since 2003 a number of sub-sector specific policies have been developed. These collectively define many aspects of education delivery. There follows a brief synopsis:

### **2.3.1 Science, Technology and Mathematics Education (STME)**

The purpose of the STME policies is to strengthen the teaching and learning of science, technology, maths at all levels of the system so as to produce a critical mass of human resource that will stimulate Ghana's technological capacity. In brief the objectives are:

- Encourage the development of a STME culture supported by industry
- Develop infrastructures which will

#### **Box 2.2**

#### **Strategies to achieve STME objectives:**

- a) Strengthen science education in all aspects of the educational system at the Basic and Senior Secondary levels
- b) Provide Technical and Vocational Education and Training (TVET) to enhance middle level management and TVET delivery at all levels
- c) Introduce science and TVET innovations within the system
- d) Ensure that by 2020, 60% of all students in the Universities and 80% in the Polytechnics and Vocational institutions are registered in science and technology-related disciplines
- e) Provide special incentives for students and graduates of Science and Technology
- f) Ensure that adult literacy classes include studies into cause and effect, relations between entities, and how things work

enable industry and other sectors of the economy to provide the basic technological needs of society

- Make the most of existing STME capabilities
- Introduce and support STME projects, exhibitions and fairs at district, regional and national levels

Box 2.2 contains strategies that are expected to achieve the above objectives.

### **2.3.2 ICT in Education**

The *ICT in Education Policy* (MoE, 2006 draft) builds on the *Ghana ICT for Accelerated Development* (ICT4AD, 2003), that aims to transform Ghana “into an information rich knowledge based and technology driven high income economy and society”. To achieve this policy goal, ICTs<sup>4</sup> will be utilised in relation to equitable access, quality, science and technology, educational management, labour market needs especially skills for the 21<sup>st</sup> century.

#### **Box 2.3**

##### **Selected strategies to achieve ICT policy purpose:**

- a) Modernise the educational system through ICTs to improve the quality of education and training at all levels thereby expanding access to education, training (in particular teacher professional development) and research resources and facilities.
- b) Use ICTs to orient all levels of the country’s educational system to the teaching and learning of all subjects, including science and technology.
- c) Improve national competence in 21<sup>st</sup>-century ICT skills
- d) Use ICTs to assist in ensuring that graduates from basic education are functionally literate and productive

The purpose of the ICT policy framework is to ensure that there are adequate opportunities for those in the formal and non-formal sectors to develop skills that will enable them to benefit fully from ICTs. There will be an interlinked tri-partite approach: ICT as a management tool within institutions at all levels, ICT skills development for all, ICT as a pedagogical tool, particularly in Senior High Schools. Box 2.3 contains objectives that are expected to achieve this purpose.

### **2.3.3 Technical and Vocational Education and Training (TVET) Policy**

The TVET policy framework was developed in six partner Ministries. The thrust of the TVET policy is to integrate the various types of formal and non-formal TVET, from the elementary to the tertiary levels, into a single comprehensive demand-driven system, under a single umbrella management council for TVET, COTVET. Box 2.4 outlines strategies to take TVET forward during the next decade.

#### **Box 2.4**

##### **Grand Strategies for TVET:**

- a) Improve efficiency and management of the system
- b) Improve the trainability of the workforce
- c) Improve training quality and relevance
- d) Promote productivity in agriculture through TVET
- e) Build a human resource base for increased manufacturing and industrialisation
- f) Develop a world-class workforce
- g) Promote productivity in the informal sector through TVET
- h) Build capacity for ICT for global competitiveness
- i) Promote environmental sustainability concepts and practices in TVET (including sustainable funding)
- j) Recognise prior learning as a basis for TVET
- k) Develop and implement a National TVET Qualifications framework

<sup>4</sup> ICTs comprise a varied set of goods, applications, tools and services that produce, store, process, distribute and exchange information. They include ‘old’ ICTs: radio, television, telephone; and the ‘new’ ICTs: computers, satellite/wireless technology and the internet (MoE, 2006)

### **2.3.4 Inclusive Education (IE) and Special Educational Needs (SpED)**

The delivery of education to young people with disabilities and special educational needs is informed by three guiding principles:

- The right to education
- The right to equality of educational opportunities
- The right and obligation to be included in and participate fully in the affairs of society

Box 2.5 contains strategies that are expected to achieve these policy goals.

#### **Box 2.5**

##### **Strategies to achieve IE and SpED objectives:**

- a) Create and sustain public awareness on disability issues and special educational needs
- b) Determine the prevalence rates of various disabilities and special educational needs
- c) Conduct early comprehensive assessments of all learners experiencing educational difficulties for appropriate mainstream and special placement and intervention
- d) Increase equitable access to high quality educational opportunities in mainstream pre-tertiary and tertiary institutions for those with disabilities and special needs
- e) Provide for and safeguard the rights of learners and young people with disabilities
- f) Increase enrolment of girls with disabilities at the pre-tertiary levels
- g) Ensure that those with disabilities/special needs acquire appropriate technical and vocational skills for full community integration
- h) Strengthen and improve Special Educational planning and management
- i) Promote the development of ICT-based solutions to enhance the educational opportunities of learners and young people with disabilities and special needs

### **2.3.5 Tertiary Education Policy**

Tertiary education faces challenges such as the maintenance and upgrading of buildings and academic facilities, coping with demands arising from increasing student intake, the need to maintain academic staff standards and to address the skills-requirements of employers. Conversely, there are opportunities such as secure funding for infrastructure development; the ability to attract students and funding from other countries; and growing private sector participation which reduces public sector funding and infrastructure costs.

The National Council for Tertiary Education (NCTE) was established to promote quality, relevance and excellence in tertiary education, to facilitate the development of world-class human resources and to support national development. The goals of the tertiary sector are:

- To uphold quality standards in management and teaching and learning to foster the development of world-class human resources
- To contribute to the advancement of knowledge and scholarship; and thereby serve as a resource base for addressing national development challenges
- To support the orderly development of the 1<sup>st</sup> and 2<sup>nd</sup> cycle sub-sectors and technical institutions whose products ultimately serve as sources of recruitment into tertiary education institutions
- To forge partnerships with industry, commerce and international institutions to harness local and international support for tertiary education in Ghana
- To promote professionalism, equity, excellence, autonomy and academic freedom in the tertiary subsector
- To review tertiary curricula in line with current labour market trends

Box 2.6 contains outline strategies for achieving the tertiary level goals.

**Box 2.6**

**Strategies to achieve Tertiary goals:**

- a) Facilitate and increase equitable access to tertiary education, including distance education, for those eligible
- b) Strengthen technical vocational education and training within the universities and polytechnics
- c) Support collaboration between tertiary education institutions, business and commerce, and international and local educational institutions
- d) Facilitate research and postgraduate education
- e) Facilitate quality and excellence in tertiary education
- f) Build capacity in tertiary level governance, planning and management
- g) Procure additional funding for tertiary education by increasing private sector involvement in the tertiary subsector
- h) Promote science and technology education
- i) Support national development priority areas in tertiary education
- j) Support the orderly development of Colleges of Education

**2.3.6 Pre-Tertiary Teacher Professional Development and Management**

The pre-tertiary teacher development and management policy, drafted by the Teacher Education Division of GES, draws on the 2008 Education Act which specified the establishment of a National Teaching Council (NTC) to provide standards regarding the professional development, registration and licensing of teachers. Section 10 of the Act stipulates that the NTC will be responsible for providing facilities for in-service training (INSET) and employment of teachers, and shall periodically review professional practice and ethical standards for teachers and teaching. The draft TTDM policy recognises the importance of continuous professional development via school-based INSET and distance learning and includes strategies to achieve these goals. These are outlined in Box 2.7.

**Box 2.7**

**Strategies to achieve Teacher Professional Development and Management policy**

- a) Enhance the socio-economic and professional status of teachers through an incentive structure linked to an attractive career path based on evidence of professional growth
- b) Improve pre-tertiary teacher quality through the institutionalisation of a continuous school/cluster-based professional development scheme for all pre-tertiary teachers. Professional development through distance learning (DL) will also be used to deliver improvements in teacher quality
- c) Rationalise teacher supply and demand based on projections of teacher needs at district level and in line with decentralisation of teacher management
- d) Ensure teacher qualification and licensing framework based on standards and requirements set by the NTC
- e) Provide mandatory induction for all beginning teachers and regular school-based INSET for early career teachers designed to secure long-term commitment to excellence in teaching
- f) Improve teacher efficiency management through provision of resources and incentives for local management of schools

## 2.4 Government Policy Commitments

In most important respects the policy commitments of the incoming government are in accord with previous and existing practice, with the 2008 Education Act, with GPRSII, and with the sub-sectoral policies outlined above. This reflects the government intention that there should be restrictions on radical changes to the education system in the immediate aftermath of elections. However, certain policy initiatives have been proposed; these are outlined in Box 2.8.

### **Box 2.8**

#### **Government Policy Commitments**

- a) Motivation of parents and learners through fee abolition, feeding programmes, school uniform provision, reducing distance between home and school
- b) Provision of incentives through salary increments for licensed teachers (+15%), mathematics and science teachers (+9%), technical and vocational teachers (+10%), and teachers in deprived areas (+20%)
- c) Abolition of shift systems at JHS and the retention of three years of SHS
- d) Provision of at least one SHS and two 2 technical schools per district
- e) The establishment of two new public universities at Ho and Sunyani
- f) Allocation of 2% of the GETFund for bursaries and/or scholarships for needy tertiary students in pure and applied mathematics, science and technology; also the construction of a modern office complex for NUGS and affiliated and similar student bodies

## 2.5 International Policies and the ESP

The basic education sub sector is a major component of the education sector. Ghana subscribes to the *Education For All* (EFA) principles and process and has developed programmes that put into effect the six goals arising from the 2000 *World Education Forum* in Dakar (Box 2.9). In recognition of this Ghana has been included in the FTI programme of the World Bank.

In addition, Ghana is a signatory to the international

*Millennium Development Goals* (MDG), four of which have special significance for the education sector (Box 2.10).

### **Box 2.9**

#### **The Dakar Goals**

1. *Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.*
2. *Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete, free and compulsory primary education of good quality.*
3. *Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes.*
4. *Achieving a 50% improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.*
5. *Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality*
6. *Improving all aspects of the quality of education and ensuring excellence of all so that recognised and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills*

**Box 2.10**  
**Millennium Development Goals (Education and Education-Related)**

By 2015:

MDG2:

All children should complete a full course of primary schooling

MDG3

Elimination of gender disparity at all levels of education

MDG 6:

Eradication of malaria and reversal of the spread of HIV&AIDS

MDG 7:

Environmental sustainability and access to safe water

Finally, Ghana is a member state of and contributor to NEPAD, *New Partnerships for Africa Development*.

## 2.6 Mission Statement for Education

Box 2.11 contains the mission statement for education. This is an overarching principle that underlies aspirations for the sector.

**Box 2.11**  
**Mission Statement:**

To provide relevant education with emphasis on science, information, communication and technology to equip individuals for self-actualisation, peaceful coexistence as well as skills for the workplace for national development

## 2.7 Summary of Policy Drivers for ESP 2010 – 2020

The chapter has provided an overview of the policy basis for the strategic plan. Further insights into current policies may be obtained by referring to the various source documents produced by the relevant bodies. In summary, the policy basis of the ESP 2010 2020 is as follows:

1. To put into effect the key provisions of the 2008 Education Act that relate to access, decentralisation, inclusion, quality, and system monitoring, as outlined in Section 2.2 above.
2. To implement the STME, ICT, TVET, SpED, Tertiary Education, Teacher Education policies as they relate to enrichment of education provision, improvement in quality, and personal and national development, as outlined in Section 2.3 above.
3. Following enactment of the appropriate laws and measures, to implement the Government commitment to fee abolition and other poverty alleviation measures, and the provision of teaching incentives, and increased study opportunities at secondary and tertiary levels, as outlined in Section 2.4 above.
4. To continue to subscribe and commit to the principles that relate to *Education for All* and the *Millennium Development Goals* as outlined in Section 2.5 above.

Further details of the above, including indicative targets and a time-frame, are included in Volume 2 of the ESP.

**Signposts**

The policies, strategies and objectives outlined in this chapter, together with lessons arising from the analysis of performance in the six years to 2008 in Chapter 1, form the basis for the ESP strategic framework outlined in Chapter 3 and in the ESP Work Programme (Volume 2) which contains specific details about how the policies are will be put into operation.. Chapter 5 provides a summary overview of the costing of the ESP.

## Chapter 3

### The Strategic Framework

#### Introduction

The ESP is an outline strategic plan for education sector development for the 10-year period 2010 to 2020. For the purposes of the ESP, the education sector comprises those aspects of education and training that are the responsibilities of the Ministry of Education, the Regions and District Assemblies and the national subvented agencies for inspection, teachers, the curriculum, vocational education, tertiary education and accreditation<sup>5</sup>. The sector further includes private sector provision and incorporates career-based training programmes, shared with other ministries.

This chapter outlines the guiding principles, structure and strategic framework which form the basis of the ESP. For further details and elucidation, it is necessary to refer to Volume 2 of the ESP, *Strategic Framework and Work Programme*, which sets out, by sub-sector, specific policy objectives and related strategies.

#### 3.1 Guiding Principles of the ESP

Without losing sight of the policy goals of the previous ESP (Box 1.1, page 6) this ESP is predicated upon a revised set of *guiding principles*. These are derived from broad development policies and practices<sup>6</sup> together with key education-specific policies<sup>7</sup> that are outlined in Chapter 2. The guiding principles of the ESP are as follows.

- a) To eliminate gender and other disparities that arise from exclusion and poverty
- b) To cater for excluded children in mainstream schools whenever possible
- c) To improve the quality of learning and teaching, and to promote the culture of lifelong learning at all levels and for all ages
- d) To modernise and extend ICT, science education, technical and vocational education and training, and skills development at all levels
- e) To strengthen all forms of tertiary education
- f) To develop an effective, efficient and properly rewarded teaching service
- g) To devolve delivery and fiscal systems of 1<sup>st</sup> and 2<sup>nd</sup> cycle of education to District Assemblies
- h) To ensure periodic review of education grants and allowances
- i) To make efficiency savings in the education system
- j) To strengthen monitoring and accountability in the education sector

While the above principles have guided the approach of the ESP, there nevertheless remains an essential priority to continue to ensure universal access to 11 years of quality basic education with increased, affordable, equitable access to senior and tertiary education.

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<sup>5</sup> COTVET, NAB, NCCA, NCTE, NIB, NTC (acronyms explained in glossary on page 3)

<sup>6</sup> such as poverty reduction, gender equity, inclusive education, special education, decentralisation, GPRSII, the Millennium Development Goals (MDG), EFA

<sup>7</sup> such as the 2007 Education Reform, the 2008 Education Act, the Government manifesto on education, and the very many reports on education published between 2003 and 2009

### 3.2 Focal Areas

In line with the 2007 Education Reform (and in contrast to the previous ESP) ESP 2010 – 2020 is partitioned into six focal areas, the first five of which are sub-sectoral. See Table 3.1 below:

**Table 3.1 Focal Areas of ESP 2010 – 2020**

<b>1 Basic Education</b> (BE)	<i>1<sup>st</sup> cycle: kindergarten, primary, junior high</i>
<b>2 Second Cycle Education</b> (SC)	<i>senior high (general and technical), technical and vocational institutes, apprenticeship, agriculture</i>
<b>3 Non-Formal Education</b> (NF)	<i>complementary education, training, skills, literacy, adult education; informal apprenticeship</i>
<b>4 Inclusive and Special Education</b> (IS)	<i>Inclusion of excluded children within mainstream schools, special needs, special schools and units</i>
<b>5 Tertiary Education</b> (TE)	<i>3<sup>rd</sup> cycle: colleges of education, professional institutes, polytechnics, universities, open learning</i>
<b>6 Education Management</b> (EM)	<i>planning, decision-making, accountability, finance, decentralisation, capacity building</i>

The first five focal areas relate closely to the structure of the education system and are consistent with how education is frequently reported in many significant documents produced in recent years<sup>8</sup>.

### 3.3 Strategic Framework

The strategic thrust of the ESP is to place education closer to the daily lives of people:

- to meet their expectations of schooling and basic health,
- to provide them and their children with relevant skills to ensure their personal development and enable them to make the best use of future study and career opportunities, and
- to ensure that they receive value for money.

Therefore each of the five sub-sectoral areas is closely allied to three cross-cutting themes that relate to these points. See Table 3.2:

**Table 3.2 Thematic areas**

<b>A: Socio-humanistic</b> (demand)	<b>Expectations</b> <i>access, equity, welfare</i>
<b>B: Educational</b> (demand)	<b>Skills acquisition</b> <i>quality, skills development</i>
<b>C: Economic</b> (supply)	<b>Value for Money</b> <i>efficiency, effectiveness</i>

<sup>8</sup> For example: NERIC (2007) *National Education Reform*; Government of Ghana (2008) *Education Act*; NDPC (2008 draft) *Long Term National Development Plan 2008 – 2015*; GoG, *GPRS I* and *GPRS II*, SMTDP (2010); MoE/CREATE/World Bank (various years to 2008) Various studies (Boissiere, Caseley, Levine, Palmer)

**Table 3.3 Policy Objectives by Thematic Areas.**

<b>THEMES</b>	<b>POLICY OBJECTIVES</b>
<b>A: Socio-humanistic</b> (access, equity, welfare) <b>(demand)</b>	1. <i>Improve equitable access to and participation in quality education at all levels.</i>
	2. <i>Bridge gender gap in access to education</i>
	3. <i>Improve access to quality education for people with disability.</i>
	4. <i>Mainstream issues of population, family life, gender, health, HIV / AIDS/ STI, conflicts, fire and road safety, civic responsibility, Human rights and environment in the curricular at all levels.</i>
<b>B: Educational</b> (quality, skills development) <b>(demand)</b>	5. <i>Improve quality of teaching and learning</i>
	6. <i>Promote Science and technical education at all levels.</i>
<b>C: Economic</b> (efficiency, effectiveness) <b>(supply)</b>	7. <i>Strengthen links between tertiary education and industry.</i>
	8. <i>Improve management of education service delivery.</i>

Table 3.3, pages 24 to 27, is the *Outline Strategic Framework* for the ESP and is presented in terms of focal and corresponding thematic areas.

**Table 3.3: Outline Strategic Framework**

<b>Focal Area (Sub-sector)</b>	<b>Outline Strategies by Thematic Area</b>		
	<b>Socio-humanistic</b>	<b>Educational</b>	<b>Economic</b>
<p><b>1 Basic Education (BE)</b> <b>Strategic Goal:</b> <i>Provide equitable access to good-quality child-friendly universal basic education, by improving opportunities for all children in the first cycle of education at kindergarten, primary and junior high school levels</i></p>	<p><b>BE1.</b> Make available public and private child-friendly basic education for all through the District Assemblies, the Private Sector, CBOs, NGOs and FBOs.</p> <p><b>BE2.</b> Ensure that no child is excluded from BE by virtue of disadvantage</p> <p><b>BE3.</b> Remove barriers to education by improving pupil welfare to motivate parents and learners to attend school.</p> <p><b>BE4.</b> Ensure equal basic education opportunities for all.</p> <p><b>BE5.</b> Promote public-private partnerships (CBOs, NGOs, FBOs, and DPs) in the Integrated School Health programs.</p> <p><b>BE6.</b> Ensure that all BE schools meet national norms in health, sanitation and safety</p> <p><b>BE7.</b> Make transport available for KG and Lower Primary (P1 – P3) infants who live more than 3 km from school.</p> <p><b>BE8.</b> Include BE schools within national initiatives to reduce HIV&amp;AIDS pandemic and STDs</p> <p><b>BE9.</b> Provide all BE schools with an up-to-date curriculum relevant to personal and national development.</p> <p><b>BE10.</b> Ensure that girl-friendly guidance and counselling systems are in place centrally and in Districts.</p>	<p><b>BE11.</b> Ensure that BE pupils have access to relevant up-to-date teaching/learning materials.</p> <p><b>BE12.</b> Ensure that all P6 graduates are literate and numerate (in English and a Ghanaian language)</p> <p><b>BE13.</b> Provide relevant opportunities for ICT and skills development</p>	<p><b>BE14.</b> Improve the preparation, upgrading and deployment of teachers and head teachers especially in disadvantaged areas with emphasis on female and pupil teachers.</p> <p><b>BE15.</b> Ensure that the teaching service provides value for money in terms of pupil contact time and effective learning.</p> <p><b>BE16.</b> Develop an effective operational SMCs in BE schools.</p> <p><b>BE17.</b> Provide capitation grants to SMCs to manage school improvements</p> <p><b>BE18.</b> Remove the 'subsidy culture' from the BE sub-sector</p> <p><b>BE19.</b> Develop an open mutual-accountability scheme for parents, teachers, BE schools and Districts (likewise, DEO, REOs, GES).</p> <p><b>BE20.</b> Establish and operationalise an effective NIB.</p> <p><b>BE21.</b> Rationalise the deployment of KG, PrS, JHS teachers raising PTRs through multi-grade teaching, boarding, bussing and closure of uneconomic courses/schools</p>
<p><b>2 Second Cycle (SC)</b> <b>Strategic Goal:</b> <i>Increase equitable access to high quality second cycle education that prepares young adults for the various options available within tertiary education and the workplace</i> <i>[Note: there are five distinct strands to second cycle education, each with the above broad strategic goal]:</i> <b>Senior High Schools (General)</b> <b>Senior High Schools (Technical)</b> <b>Technical and</b></p>	<p><b>SC1.</b> Make available free public and private SC education and training for those eligible.</p> <p><b>SC2.</b> Provide transport for SC students who live more than 5 km and less than 15 km from their institutional</p> <p><b>SC3.</b> Provide free boarding as necessary for eligible SC students</p> <p><b>SC4.</b> Develop and implement an Integrated School Health (ISH) programme within SC education.</p> <p><b>SC5.</b> Include SC institutions within national initiatives to reduce the HIV&amp;AIDS and STD pandemics.</p> <p><b>SC6.</b> Ensure equal education opportunities for all academically eligible SC students</p> <p><b>SC7.</b> Expand and improve SC Health, Sanitation and</p>	<p><b>SC11.</b> Ensure that SC students have access to relevant up-to-date teaching/learning materials (including ICTs).</p> <p><b>SC12.</b> Make libraries available to SC students and staff</p> <p><b>SC13.</b> Ensure that all SC completers have appropriate skills for future study and work.</p>	<p><b>SC14.</b> Strengthen BoGs and introduce capitation grants to improve local management of SHS, TVI, Agric institutions.</p> <p><b>SC15.</b> Improve the effectiveness of SC teacher preparation, upgrading and deployment.</p> <p><b>SC16.</b> Ensure that SC teachers provide value for money in terms of student contact time and effective learning</p> <p><b>SC17.</b> Remove the 'subsidy culture' from the SC education sub-sector.</p> <p><b>SC18.</b> Improve accountability relationships between parents, Institutions and District Education Offices (DEO); (similarly REOs and GES) by developing an open mutual accountability</p>

<b>Focal Area (Sub-sector)</b>	<b>Outline Strategies by Thematic Area</b>		
	<b>Socio-humanistic</b>	<b>Educational</b>	<b>Economic</b>
<p><b>Vocational Institutes</b></p> <p><b>Formal Apprenticeships</b></p> <p><b>Agriculture Colleges</b></p>	<p>Safety systems.</p> <p><b>SC8.</b> Include SC institutions within national initiatives to reduce the HIV&amp;AIDS and STD pandemics.</p> <p><b>SC9.</b> Ensure that all SC national curricula are up-to-date and relevant to personal and national development.</p> <p><b>SC10.</b> Ensure that central and outlying GEUs are functional and informed by EMIS.</p>		<p>scheme.</p> <p><b>SC19.</b> Establish and operationalise an effective NIB that monitors and assists SC institutions</p> <p><b>SC20.</b> Ensure effective deployment of SC teachers nationally, between districts and between schools within districts</p>
<p><b>3 Non-Formal Education (NF)</b></p> <p><b>Strategic Goal:</b> <i>Provide opportunities for those outside the formal education system to have free access to meaningful high-quality user-friendly education and training, whether through inclusive or complementary provision, approved or informal apprenticeships, distance education or technical and vocational skills development (TVSD)</i></p>	<p><b>NF1.</b> Ensure that all citizens have access to education and training opportunities (that recognise and build on prior learning whether formal or non-formal)</p> <p><b>NF2.</b> Provide conditions for universal functional literacy.</p> <p><b>NF3.</b> Expand and improve post-basic education, non-formal and TVSD opportunities.</p> <p><b>NF4.</b> Provide public library facilities and support the development and use of community and private libraries.</p> <p><b>NF5.</b> Provide free bussing to registered children, youths and adults who live more than 5 km and less than 15 km from training centres.</p> <p><b>NF6.</b> Absorb cost of utilities in non-formal institutions within overall government budget.</p> <p><b>NF7.</b> Promote and expand distance education in its various forms (traditional and electronic).</p> <p><b>NF8.</b> Ensure equal opportunities for non-formal education and training for all out-of-school children, young people and adults.</p> <p><b>NF9.</b> Provide motivation packages to encourage the take-up of non-formal opportunities.</p> <p><b>NF10.</b> Identify and promote STD and HIV&amp;AIDS prevention, care and support in NF education.</p>	<p><b>NF11.</b> Ensure relevant and diversified education, training and skills development for employability and self employment.</p> <p><b>NF12.</b> Ensure that appropriate skills are provided for personal development and work.</p>	<p><b>NF13.</b> Provide effective preparation, upgrading and deployment of non-formal trainers.</p> <p><b>NF14.</b> Develop user-driven accountability schemes for NF courses</p> <p><b>NF15.</b> Rationalise the deployment of NF trainers, with greater emphasis on the informal sector</p>
<p><b>4 Inclusive &amp; Special Education (IS)</b></p> <p><b>Strategic Goal:</b> <i>Provide education for excluded children (including those who are physically and/or mentally impaired or disabled, slow/fast learners, orphans, young mothers, street</i></p>	<p><b>IS1.</b> Include disadvantaged children within the existing education system or provide special facilities for them.</p> <p><b>IS2.</b> Include all children with non-severe physical and mental disabilities within mainstream institutions.</p> <p><b>IS3.</b> Provide special schools or education units or for those severely disabled.</p> <p><b>IS4.</b> Provide transport and/or guides to non-boarding SSU students who</p>	<p><b>IS7.</b> Ensure that Special Schools and Units (SSU), and their pupils, have access to appropriate teaching/learning materials (including ICTs).</p> <p><b>IS8.</b> Equip school and public libraries with special facilities for the development of those who are severely disadvantaged.</p>	<p><b>IS11.</b> Establish SMCs and introduce capitation grants to improve local management of SSUs.</p> <p><b>IS12.</b> Ensure that SSU teachers provide value for money in terms of pupil contact time and effective learning.</p> <p><b>IS13.</b> Develop an open mutual-accountability scheme for parents, SSUs, teachers and Districts (likewise, DEO, REOs, GES)</p>

<b>Focal Area (Sub-sector)</b>	<b>Outline Strategies by Thematic Area</b>		
	<b>Socio-humanistic</b>	<b>Educational</b>	<b>Economic</b>
<i>children, those from deprived areas, slum children, poverty victims) by including them, wherever possible, within the mainstream formal system or, only when considered necessary, within special units or schools</i>	live more than 5 km and less than 15 km from school. <b>IS5.</b> Motive seriously disadvantaged children (severely disabled, orphans, street children, etc.) and their parents to attend mainstream or special schools. <b>IS6.</b> Ensure that Health, Sanitation and Safety systems are applied in Special Schools and Units (as well as mainstream schools).	<b>IS9.</b> Ensure that the curricula of Special Schools and Units (SSU) are relevant to personal development. <b>IS10.</b> Ensure that SSU completers have appropriate life skills including job-market training for the severely disabled	
<b>5 Tertiary Education (TE)</b> <b>Strategic Goal:</b> Increase equitable access to high quality tertiary education that provides relevant courses to young adults within Colleges of Education, Polytechnics and Universities, and for research and intellectual stimulus	<b>TE1.</b> Make available initial training of teachers within CoEs. <b>TE2.</b> Provide fee free education in Polytechnics. <b>TE3.</b> Provide an effective operational University system. <b>TE4.</b> Establish two new public sector universities – 1 <sup>st</sup> phase. <b>TE5.</b> Provide open learning, including a degree-awarding Open University. <b>TE6.</b> Ensure equal tertiary education opportunities for all academically eligible students. <b>TE7.</b> Include tertiary institutions within broad initiatives to mitigate HIV&AIDS pandemic and STD	<b>TE8.</b> Establish mechanisms for monitoring, evaluation and review of tertiary standards and norms. <b>TE9.</b> Promote academic programmes and research activities relevant to national development in collaboration with the private sector. <b>TE10.</b> Establish and maintain a NCTE documentation centre. <b>TE11.</b> Make research findings publicly available. <b>TE12.</b> Ensure that tertiary graduates have appropriate broad skills for future study and work.	<b>TE13.</b> Develop an efficient tertiary subsector. <b>TE14.</b> Ensure that academic staffs provide value for money. <b>TE15.</b> Develop a mutual-accountability scheme for students' institutions, academic staff and NCTE. <b>TE16.</b> Ensure that the NAB is functional and fit for purpose.
<b>6 Education Management (EM)</b> <b>Strategic Goal:</b> To improve planning and management in the delivery of education by devolving resource management and decision-making to regions, districts and institutions, while retaining central responsibility for establishing norms, guidelines and system accountability	<b>Outline strategies (non-thematic)</b> <b>EM1.</b> Create two-way public-private partnerships at all levels of the education system. <b>EM2.</b> Identify, clarify and strengthen education delivery at all levels of the education system <b>EM3.</b> Strengthen M&E, accountability and efficiency measures across the whole sector at all levels <b>EM4.</b> Strengthen the Education Management Information System (EMIS) and improve the availability of education statistics (through provision of relevant software for data collection, analysis and publication) <b>EM5.</b> Develop and implement equitable resource allocation systems that are available to public scrutiny <b>EM6.</b> Manage and oversee all pre-tertiary schools through community-elected SMCs or BoGs, each school with a SPIP <b>EM7.</b> Create two-way public-FBO partnerships at all levels of the education system <b>EM8.</b> Provide and enforce guidelines on cost sharing and cost recovery		

Table 3.3 has been abstracted from ESP Volume 2: *Strategic Framework and Work Programme*, which is an integral component of the ESP. Volume 2 contains considerably more detail in which the numbered outline strategies in Table 3.3 are each expressed in terms of policy objectives which are broken down into specific targets with accompanying activities, time lines and responsibilities. Volume 2 will serve as the basis for sub-sector planning tools in central and outlying education offices.

### 3.4 Strategies for making Efficiency Gains

If the ESP is to be effective and affordable there should be efficiency savings throughout the education system. In the interests of efficiency and equity, and in order to be able to afford the innovations within the ESP, it will be necessary to reduce recurrent expenditures, especially those that appear to reward a relative few at the expense of a relatively deprived majority. Table 3.4 outlines areas where significant annual savings and readjustments will be made over time, beginning in 2010.

**Table 3.4 Cost-cutting Strategies for ESP 2010 - 2020**

	<b>Area</b>	<b>Sub-area</b>	<b>Notes and Strategies</b>
<b>1</b>	<b>Over-staffing</b>	a) Primary schools	<p>By 2008/09 about one-eighth of primary schools, mostly in rural areas, had 90 or less pupils with a complement of 6 teachers and a head teacher giving a PTR of about 15. In general nearly 40% of primary schools have PTRs less than 30. Following a careful district-by-district needs assessment:</p> <ul style="list-style-type: none"> <li>• introduce multi-grade teaching in schools with enrolments of 90 or less on basis of 1 teacher to 30 pupils (i.e. max 3 teachers per school including HT);</li> <li>• provide training in multi-grade teaching;</li> <li>• close or merge very small schools (&lt; 30 enrolment);</li> <li>• introduce mixed multi-grad and class teaching in larger schools (e.g. Grades 1-2 and 3-4 combine as multi-grade - Grades 4 and 5 as 'normal' classes</li> <li>• PTR target of 45 in all KG and larger primary schools</li> <li>• All head teachers should be class teachers (and be rewarded for their extra responsibility).</li> </ul>
		b) JHS teachers	<p>In 2008, JHS schools in 94% of districts were overstaffed resulting in an overall PTR of 17. Current practice is that schools should have at least 5 teachers independent of enrolment size. This can lead to very low PTRs. There are numerous ways to address this:</p> <ul style="list-style-type: none"> <li>• Use of multi-grade teaching;</li> <li>• Share teachers within school clusters;</li> <li>• Merge nearby schools (requires considerable sensitisation since villages want their own schools);</li> <li>• Encourage students to commute (students are often given bicycles, commuting is generally accepted);</li> <li>• Rationalise any course that attracts 12 or less students, transferring teachers where necessary;</li> <li>• Provide schools, communities, districts with incentives to observe national teaching-load norms and to deploy teachers effectively;</li> <li>• In some cases it may be necessary to consider particularly exceptional problem schools on their individual merits (a general solution is not always possible).</li> </ul> <p>If people are properly informed about the reasons, they will accept cuts/changes, therefore IEC is important.</p>
		c) District	Even allowing for decentralisation, districts are mostly

		staff	<p>overstaffed (a few are actually understaffed). In 2008, there were more than 10,000 staff in DEOs, 75 per district; this is above the establishment norm of 60. 2008 staffing levels will be reduced in phases over the next 5 years</p> <p>Reasons for overstaffing:</p> <ul style="list-style-type: none"> <li>• job descriptions are too narrow, each staff member could have more responsibilities;</li> <li>• considerable duplication between the functions of DAs and DEOs; requiring staff rationalisation.</li> </ul> <p>However, when education is decentralized, there is likely to be an increase in duplication of some functions.</p>
		d) Non-teaching staff	There will be a review of numbers of non-teaching staff in all education delivery sectors, particularly in central management and the tertiary sub-sector (see 5d below).
<b>2</b>	<b>Study leave</b>	Teaching service	Study leave will be phased out from 2010 and be replaced by on-the-job distance education packages for those selected. There may be scope for some study leave in specialist areas of need
<b>3</b>	<b>Exam fees</b>	BECE WAEC	Subsidies for examinations, which reached GH¢50 million in 2009, will be reviewed in 2010 to encourage examinations boards to set real-cost fees, to improve cost-effectiveness and to operate without subsidies. Cost of examinations will be subsidised for the first and second attempt (in both public and private schools), but not for subsequent re-sits.
<b>4</b>	<b>Boarding</b>	a) SH schools	<p>Most of the students attending public senior secondary actually come from private schools, so they are not poor, and should not receive boarding subsidies. However it is important to subsidise needy students, especially those from northern and other hard-to-reach areas.. The scope of boarding and hostels provision at SH level will be reviewed in 2010. The following will be considered:</p> <ul style="list-style-type: none"> <li>• rationalisation of some boarding facilities, except for those from disadvantaged areas and for girls;</li> <li>• means testing (using Ministry of Manpower model) and cost-recovery from parents and guardians (especially those that can afford to pay);</li> <li>• grants and/or loans for needy students;</li> <li>• provision, where feasible, of free transport for day-students living within 20 km of schools;</li> <li>• student self-help schemes (cooking and cleaning).</li> </ul>
		b) Tertiary	Boarding loan schemes are in operation. Interest should be reduced to cover inflation only
<b>5</b>	<b>Tertiary</b>	a) Meet the 15% budget target	With student numbers doubling in the six years to 2008, tertiary expenditure accounted for nearly a quarter of public education spending (not including colleges of education). Moreover, by 2008, graduation rates were three times the rate of economic growth, contributing to 51% graduate unemployment. For reasons of equity and value for money this cannot continue. The following measures, which will be subject to negotiation, are designed to reduce tertiary spending to 15% of annual education expenditure by 2015.
		b) Fees	The granting of scholarships for university fees will be reviewed with the aim of capping scholarships at 40,000

			<p>science and 27,000 humanities students per annum from 2013 (in line with government requirements that these should be in the ratio 60:40). Polytechnic scholarships will similarly be capped at 24,000 technical and 16,000 non-technical students. This will bring student enrolments, in line with manpower absorption capacity. Those who do not receive scholarships but are eligible for tertiary, will either obtain private scholarships or pay their own fees.</p>
		c) Univ/Poly Subsistence	<p>From 2015 subsistence scholarships (accommodation and food) will be replaced by low interest (covering inflation) loans repayable within 5 years of graduating. As an inducement, this condition may be waived in the case of science/technical students who enter and stay in related employment for 5 years after graduating.</p>
		d) CoEs	<p>In 2010 Colleges of Education will become part of the tertiary sub-sector. Thereafter the practice of paying stipends to student teachers in training would be inequitable in relation to other tertiary institutions. From 2010 the payment of 'stipends' to student teachers will be phased out. However, for as long as it is necessary to encourage new entries to the teaching profession, full fees and accommodation costs will continue to be met.</p>
		e) Foreign students	<p>Students from other countries to pay full economic fees and subsistence costs. They will be obliged to show evidence of ability to pay before entering Ghana.</p>
		f) Non teaching staff	<p>A full audit of non-teaching tertiary staff will be conducted in 2010 and the current staffing norm will be revised to x non-academic staff per lecturer (x to be decided). From 2011 government will pay for non-teaching staff in line with the agreed norm of up to x : 1. If institutions wish to engage more non-academic staff, they will be paid from non-public sources.</p>
		g) NCTE	<p>Funding to NCTE will be tied to the achievement of clear and realistic targets that will be set by December 2010 following the audits and reviews mentioned above.</p>
6	Course provision	JHS	See 1 above
		SHS	Reduce cost of SHS and TVI by rationalizing programs offered to achieve a better use of teachers and physical facilities (not all institutions should offer all programs)
7	Equity through re-distribution		<p>Make programmes and activities fairer through:</p> <ul style="list-style-type: none"> <li>• Redistribution within the education sector between sub-sectors: basic, second cycle, tertiary, etc.;</li> <li>• Redistribution between levels within sub-sector: e.g. KG-primary, SHS-TVI, etc.;</li> <li>• Redistribution between different types of institutions: day and boarding;</li> <li>• Redistribution between different types of expenditure - salary and non-salary, capital and recurrent.</li> </ul>
8	Salaries		<p>Personal emoluments (PE) are the biggest cost driver of the education sector. Teachers' salaries alone account for nearly one-quarter of <b>all</b> government expenditure. In the run up to decentralisation (and thereafter) there will be a comprehensive census of education sector staff to assess which posts are necessary and which are not, and to remove all "ghost" and "unutilised/underutilised"</p>

		<i>personnel. Where it is necessary to rationalize staff, savings will be made through natural wastage.</i>
<b>9</b>	<b><i>Public-private partnerships (PPP)</i></b>	<p><i>There will be two-way support for PPPs as follows:</i></p> <ul style="list-style-type: none"> <li><i>• Support for private kindergartens by meeting some of their teacher costs;</i></li> <li><i>• Support to primary and JH schools by providing non-salary inputs (e.g. textbooks) and in-service training;</i></li> <li><i>• In return for private support to TVET, government will provide tax holidays, tax exemptions on imported equipment imported, etc.</i></li> <li><i>• In return for public support (above) private to increase contribution to kindergarten and tertiary</i></li> </ul>

**Signpost**

The fulfilment of ESP strategies will be dependent upon sound management planning and oversight. During the period 2010 to 2020 education management will gradually devolve to Districts, while the role of central government changes. The next chapter outlines the delivery of the ESP within this context and within the context of measures to improve efficiency.

## Chapter 4

### Decentralisation and the Delivery of ESP

#### **Introduction**

The principal points of delivery of ESP 2010 – 2020 will be public, private and/or non-formal institutions, whether kindergartens, schools, schools for life classes, adult classes, apprenticeships, colleges, polytechnics or universities. The majority of these are located ‘on the periphery’ within districts that have historically provided considerable local management and oversight. Accordingly, the ESP will be most effectively delivered by devolving many routine managerial and fiscal activities through realigning and restructuring education institutions (including schools and districts). This chapter describes the interrelation between the ESP and decentralisation (4.1) and the resulting implications for the education sector (4.2).

#### **4.1 Decentralisation and the ESP**

##### **Historical imperative:**

The issue of the decentralisation of government services is not new. It was first promulgated in the Local Government Act of June 1984 following which a number of decentralised departments were identified. The long term expectation was that, where feasible, government services would be decentralised by 2015. Basic education was, and still is, regarded as one of the priority areas for devolution<sup>9</sup>. The ESP 2010 – 2020 has been designed to benefit from the opportunities that decentralisation offers for change management of the education system for providing quality education which is equitable, affordable, and accountable.

##### **ESP guiding principle:**

One of the guiding principles of the ESP (see Chapter 3, page 22) is that education planning, provision, management and delivery should be devolved<sup>10</sup> to local government and institutions as far as is reasonable and effective. Hitherto, basic and second cycle education has largely been centrally managed with most decisions under the direct control of the Ministry of Education and implemented through the Ghana Education Service (GES) under the GES Act. However, during the period of the ESP and for the foreseeable future, education decision making and implementation will increasingly become the responsibility of *local government* (District Assemblies) and to some extent the *institutions* themselves, especially schools, with local community oversight through School Management Committees (SMC) in basic education and Boards of Governors (BoG) in the second cycle.

##### **Benefits:**

A number of benefits will arise from devolved education delivery:

- a) Schools, with oversight from locally-appointed SMCs and BoGs will develop *School Performance Improvement Programmes* (SPIPs) that address their specific institutional needs. Financial resources will be provided out of capitation grants supplied by Districts but managed and accounted for by SMCs and BoGs

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<sup>9</sup> For example, the 2008 Education Act emphasises decentralisation of education.

<sup>10</sup> It has been decided nationally that decentralisation will mostly take place by *devolution*, i.e. the statutory granting of powers from central government to local governments, such as regions and districts, within mutually agreed chains of accountability.

- b) Districts, given their familiarity with local conditions, are best placed to arrange an equitable and effective distribution of teachers, especially to disadvantaged areas
- c) Accountability will be driven upwards through the system, rather than imposed from above from a single accountant general. E.g. schools will account to Districts who will account to MoE and the MoF [Likewise EMIS]
- d) Financial budgeting, tracking and expenditure will be more manageable, effective, relevant and locally accountable under devolution
- e) Issues relating to quality of teaching, learning and pedagogical materials will be more responsive to knowledge of local conditions and proximity to schools
- f) Districts will be responsible for recruitment, professional development, promotion and retention of education officers and teachers

**Short to Medium term:**

In the short to medium term, between 2010 and 2013 during which legislative changes and capacity-building take place, changes to delivery systems will be carefully phased in. To ensure that the transformation from central management is in line with the national constitution and the 2008 Education Act, ESP delivery will take place using a hybrid arrangement involving school autonomy, devolution and deconcentration<sup>11</sup>. There are many examples of pre-2010 good practice relating to projects and programmes that will be continued within or adapted to the decentralisation process.

## **4.2 Implications of Decentralising the ESP**

During the initial phase of decentralisation the following will be required:

- a) A *Roadmap to Education Decentralisation* that sets out the activities necessary for devolvement, that allows time for negotiated stepped change, capacity building and restructuring, and that takes account of a changing role for the GES<sup>12</sup>, all within a carefully phased 5-year operational framework
- b) Capacity building at District level, particularly in budgeting, procurement, handling the teacher payroll, physical and human resource management<sup>13</sup>, data collection, management and applications, ICT skills as necessary, and accounting
- c) Capacity building at GES-HQ/Regional level in coordination (facilitation, monitoring and evaluation and research and development)
- d) The design of new funding arrangements at District and school levels
- e) The establishment of a budget for decentralisation transition that takes account of support costs, the setting up and maintenance of effective district and regional communications systems, expansion from 128 to 168 Districts

MoE and GES, through the Decentralisation Secretariat, will assume overall responsibility for the initial planning and enactment of education decentralisation. By 2020 it is anticipated that all delivery systems of the

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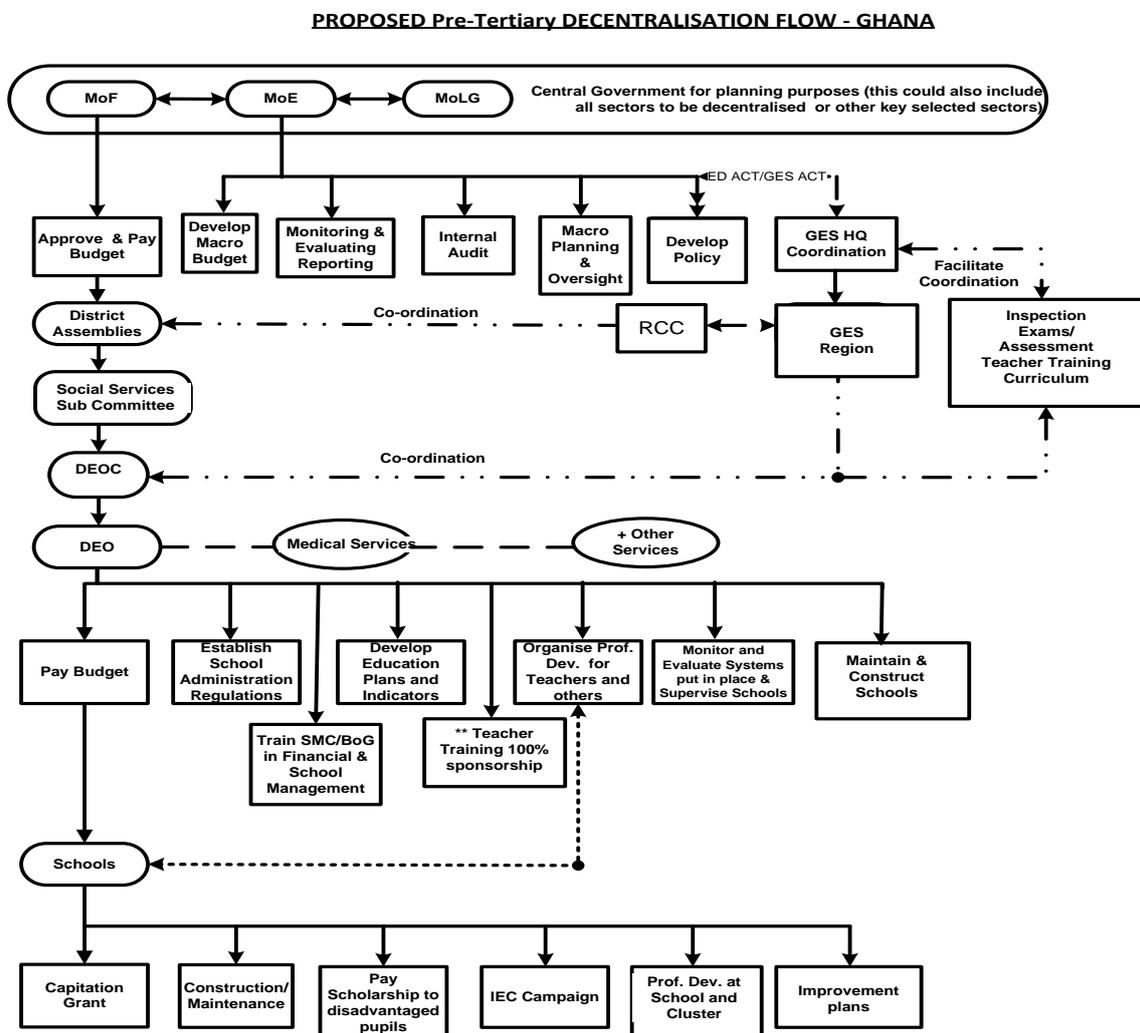
<sup>11</sup> *Deconcentration*: the geographical (or spatial) dispersal of powers without the granting of local autonomy. For example, to facilitate some of its logistical requirements, the National Inspection Board (NIB) may deconcentrate some of its activities while retaining overall command. Likewise for other subvented agencies.

<sup>12</sup> From micro-management of delivery systems to a more advisory capacity, including national oversight and establishment of education norms and standards

<sup>13</sup> Mainly teaching materials and teachers

education sector will be located at District level. Annex C contains a detailed discussion of decentralisation issues and contains proposals that may inform the roadmap. Fig 4.1 is an outline structure of the proposed decentralised education system.

**Fig 4.1 Decentralisation of the Education System**



*The diagram is not comprehensive but intended to demonstrate the intended flow of funds and responsibilities*

Note: \*\*100% sponsorship for Teacher Training moves from a 'supply driven' system to a 'demand driven' system. This will ensure that Districts become responsible for the recruitment and retention of teachers, leading to cost-saving, greater fund availability and efficiency in teacher supply (ensuring that appropriate staff are recruited by each District and school).

**Signpost**

Decentralisation and cost-saving raise issues that relate closely to the financial framework of the ESP. This is outlined in the next chapter.

## Chapter 5

### Financial Framework for the ESP

The ESP financial framework in this chapter is based on indicator targets outlined in the ESP. The cost projections are based on sector projections, of which the most significant are shown in Table 5.1. Data and indicator targets that drive sector costs include public school enrolment (linked to GER targets), PTR and percentage of qualified teacher in the teaching force. Infrastructure costs (new building, rehabilitation and maintenance) also significantly contribute to the projected expenditure over the plan period. Apart from where stated, projected costs in this chapter are based on constant **2009 prices**, are presented in **GH¢ million** and refer to public schools and public sector costs unless otherwise stated.

**Table 5.1: ESP Education Sector Projections, selected years 2010 - 2020**

	2009 (baseline)	2011	2013	2015	2020
<b>Enrolment (public)</b>					
KG	1,159,789	1,194,262	1,229,559	1,265,688	1,359,691
Primary	3,099,234	3,280,517	3,470,971	3,671,025	4,216,140
Junior High	1,075,036	1,179,930	1,291,544	1,410,251	1,740,663
Senior High	479,296	520,752	564,776	611,506	741,159
TVET	39,068	103,422	172,912	247,848	273,644
Tertiary	141,000	157,482	175,801	196,121	257,002
CoE (# is required output of new teachers)		16,633	18,358	19,592	8,524
<b>Pupil Teacher Ratios (PTR) based on teachers on the payroll</b>					
KG	34	34.3	34.7	35	35
Primary	30.6	33	36	38	45
Junior High	15	18	21	25	35
Senior High	21	24	25	26	30
<b>Percent of teaching force defined as trained teachers</b>					
KG	32%	53%	74%	95%	95%
Primary	58%	70%	83%	95%	95%
Junior High	73%	80%	88%	95%	95%
Senior High	86%	89%	92%	95%	95%

The projections presented in this chapter were prepared using the *Education Financial Simulation Model* of the Planning, Budgeting, Monitoring and Evaluation (PBME) directorate of the Ministry of Education. Financial modelling can provide useful insights for decision-making by allowing policy-makers to model the medium-term cost impacts of specific policy and planning targets affecting key costs drivers against projections of population and economic growth. Even so, use of any model to predict future costs in an area as complex as the Education Sector comes with some limitations. Some of the main limitations include:

- Embedded in the model are a number of assumptions about population growth, economic growth and education policy (e.g. the model does not include potential impact of the Single Spine Salary Reform). Assumptions are based on past trends and reflect the best thinking on future trends, however, the model remains a somewhat 'blunt' planning

instrument that can inform, but does not replace, annual planning and budgeting processes;

- The ESP identifies several areas where increased efficiency, cost-sharing and decentralization provide cost-savings to the Government of Ghana. These ESP targets (e.g. reducing teacher subsidies and study leave, improving targeting of SHS subsidies) are included in the model costs. Even so, increased need to secure finance via fund raising at decentralized levels, cost-sharing at government funded public schools (especially at the post-basic levels), and increased growth of private schools will likely be features of a system realizing significant enrolment expansion in all sub-sectors over the next decade. The model captures some of this dynamic – but to a limited degree.<sup>14</sup>

Assumptions made for the model and for each sub-sector are elaborated on in the *Financial Model Notes and Users Guide*. Additional discussion on Second Cycle Education and Infrastructure costs are at the conclusion of this chapter.

## 5.1 Cost Projections

Since the 2004 Education Reforms, Ghana has experienced strong economic growth and a significant rise in expenditure in the education sector. Outpacing economic growth, education expenditure, equal to 6.2% of the Ghana's GDP in 2003, grew to an amount equal to 10.1% of Ghana's GDP in 2008. While it is likely that spending in education will continue to grow as the economy grows, as Ghana already out-performs most regional neighbours in the share of the budget devoted to education expenditures, this model does not presume that growth in education expenditure will continue to outpace GDP growth in the next decade

Table 5.2 shows the estimated overall financial requirement (capital and recurrent) in terms of ESP cost projections for selected years during the period 2010 - 2020. The costs are broken down by sub-sector/level of education to enable MOE to identify and disaggregate financial resources as required.

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<sup>14</sup> Cost-sharing is especially prevalent at the post-basic level where “parents’ total contribution may be greater than four times government subsidy as a result of other charges in addition to tuition fees.” Akyeampong, Kwame, *Costs and Financing of Secondary Education in Ghana. A Situational Analysis*. Center for International Education. University of Sussex. 2010. A recent study on post-basic expansion by the World Bank notes that at the SHS level “substantial private financing is both more relevant as a mechanism for managing student flow and more justified by the usually high private returns to schooling. Public funding remains relevant, however, especially when targeted to support able students from modest backgrounds who might otherwise not be able to attend.” Mignat, Alain. Blandine Ledoux and Ramahatra Rakotomalala. *Developing Post-Primary Education in Sub-Saharan Africa*. World Bank. 2010.

**Table 5.2: Recurrent and Capital Costs (GH¢ million) – ESP 2010 – 2020**

	Recurrent				Capital			
	2011	2013	2015	2020	2011	2013	2015	2020
<b>Basic Education</b>	1,012	1,148	1,278	1,455	538	646	794	562
Kindergarten	121.3	154.5	188.3	234.1	86	98	112	172
Primary	532.7	617.2	694.4	803.2	286	326	375	228
Junior High	358.1	376.6	395.3	417.6	166	222	307	162
<b>Second Cycle Edn.</b>	346	424	515	650	98	112	114	127
Senior High	267.9	288.7	312.2	392.8	90	103	103	110
TVET	72	128	194	247	7.8	9.5	11.4	17.4
Apprenticeship	6.2	7.3	8.4	9.7	0	0	0	0
<b>Colleges of Ed</b>	47.7	42.0	32.4	22.7	3.1	4.3	5.9	11.6
<b>Study leave</b>	41.8	27.2	11.7	13.3	0	0	0	0
<b>Non-formal Edn.</b>	6.4	9.5	13.0	23.1	0	0	0	0
<b>Special Education</b>	14.5	22.1	30.8	57.9	4	5	6	9
<b>Tertiary Education</b>	303.9	305.5	306.1	347.1	87.0	76.9	57.2	86.8
<b>Management</b>	137.0	133.9	129.9	115.7	20.2	24.1	28.4	40.5
<b>Total</b>	1,909	2,112	2,316	2,685	749	869	1,006	839

Neither the 2009 expenditures nor the 2010 budget include infrastructure funding for NFE

The figures presented in Table 5.2 are calculated by making projections across the 11 year period from a base year of 2009. The baseline figures were compiled using actual expenditure data (from MoE budget, donor support and other sources of funding to the education sector) for the 2009 fiscal year. For the period 2010-2020, the costing projections are based on extrapolation of the 2009 figures combined with the application of the indicative targets and benchmark parameters set for key factors (for example Gross Admission Ratios and Pupil Teacher Ratios) in order to obtain a realistic idea of both the recurrent expenditure and capital investments required to meet these targets.

## 5.2 Prioritisation

All sub-sectors of education have been considered within the ESP and funding allocations have been made accordingly. However, in view of the GPRS and the concerns about quality in the early years of schooling, the basic education sub-sector, particularly primary schooling, remains a spending priority for the Ministry of Education. This is reflected in Table 5.3 where the recurrent and capital costs of Table 5.2 are combined, to give the relative sub-sector costs (and therefore the budgeting priorities) of the ESP.

**Table 5.3: Total Costs (GH¢ million) and Percentages by Sub-sector – ESP 2010 – 20**

	Recurrent And Capital				% of total (in 2015)
	2011	2013	2015	2020	
<b>Basic Education</b>	1,550	1,794	2,072	2,017	62.4%
Kindergarten	207	253	300	406	9.0%
Primary	819	943	1,069	1,031	32.2%
Junior High	524	599	702	580	21.1%
<b>Second Cycle Edn.</b>	444	536	629	777	18.9%
Senior High	358	392	415	503	12.5%
TVET	80	138	205	264	6.2%
Apprenticeship	6	7	8	10	0.3%
<b>Colleges of Ed</b>	51	46	38	34	1.2%
<b>Study leave</b>	42	27	12	13	0.4%
<b>Non-formal Edn.</b>	6	10	13	23	0.4%
<b>Special Education</b>	19	27	37	67	1.1%
<b>Tertiary Education</b>	391	382	363	434	10.9%
<b>Management</b>	157	158	158	156	4.8%
<b>Total</b>	2,658	2,981	3,322	3,524	100%

Although the Basic Education sub-sector will continue to make the greatest demand on the education budget over the life of the ESP, estimates of spending, in terms of GDP per capita in Table 5.4, show that tertiary level students will receive the greatest individual benefits. It should be noted that Inclusive and Special Education is not included in this table. This is because in addition to serving students with special needs (e.g. children who are blind or deaf) – ISE priorities emphasize mainstreaming children with mild disabilities and support inclusion of disadvantaged groups. As programming and mainstreaming targets are still being developed – per child cost has not yet been calculated.

**Table 5.4a: Recurrent spending by student excl. admin, etc. (in multiples of GDP per capita)**

	2009	2011	2013	2015	2020	2015 Rank
Kindergarten	0.04	0.08	0.10	0.11	0.10	8
Primary education	0.18	0.17	0.17	0.18	0.15	6
Junior high	0.29	0.32	0.29	0.26	0.19	5
Senior high	0.70	0.54	0.50	0.47	0.43	3
Teacher education		0.85	0.64	0.44	0.61	4
Technical/vocational ISE (NA)	0.73	0.73	0.73	0.73	0.73	2
NFE	0.05	0.08	0.11	0.13	0.19	7
Higher education	2.44	2.01	1.71	1.45	1.08	1

**Table 5.4b: Recurrent spending by student excl. admin, etc. (in Ghana Cedis)**

	2009	2011	2013	2015	2020
Kindergarten	36	77	102	118	125
Primary education	163	163	173	194	187
Junior high	262	307	295	280	237
Senior high	634	518	509	506	536
Teacher education		816	651	474	760
Technical/vocational	661	701	742	786	910
ISE (NA)					
NFE	45	77	112	140	237
Higher education	2,208	1,930	1,739	1,562	1,346

### 5.3 Sources of Funding for the ESP

In Table 5.5 account has been made of education sector funding from domestic sources (GoG funds, the GETfund, the Internally Generated Fund) and external sources (HIPC monies, donors) and the funding allocation. Central Government is the predominant source of education funding. This shows that the three domestic sources of public funding together financed over 90% of the total public spending on education in 2009. The remaining amount (6.5%) included funding from donors and other external sources (debt relief). In 2009 recurrent spending accounted for about 90% of total spending, with the remaining 10% financing capital investments. Salaries (PE) accounted for 82% of recurrent expenditures.

**Table 5.5: Main sources, allocations of education funding, 2009 (GH¢ million)**

Sources	PE	Admin	Service	Invest	Total	%
<b>Domestic resources subtotal</b>	<b>1,423</b>	<b>51</b>	<b>167</b>	<b>183</b>	<b>1,829</b>	<b>93.5%</b>
GoG	1,417	31	11	2.6	1,462	75.0%
GETfund				151	151	7.7%
IGF	6	20	156	28	211	10.8%
<b>External resources subtotal</b>	<b>0</b>	<b>0</b>	<b>101</b>	<b>20</b>	<b>121</b>	<b>6.5%</b>
Donor			65	18	83	4.3%
EFA-FTI CF			11	0.7	12	0.6%
HIPC			25	7	32	1.6%
MDRI					-	0.0%
<b>Total</b>	<b>1,423</b>	<b>51</b>	<b>268</b>	<b>207</b>	<b>1,950</b>	<b>100%</b>

Source: Data are from Education Sector Performance Report 2010

Table 5.6 shows the probable 'resource envelope' for ESP for selected years within the period to 2020. The projections in Table 5.6 assume that external resources will remain at about 6.5 percent of total public funding. This projection does not reflect current or expected commitments by donors or other sources of funding. MoE medium term projections expect donor funding to account for 7%-9% of sector resources through 2013.

**Table 5.6: Resource envelope for ESP funding, by source (selected years to 2020)**

Sources	Baseline	Projected Resources (GH¢ million)			
	2009	2011	2013	2015	2020
<b>Domestic sources:</b>	1,829	1960	2107	2,264	2,705
<b>External sources:</b>	121	136	146	157	188
<b>TOTAL</b>	1,950	2,097	2,254	2,422	2,893

#### 5.4 ESP Funding and Balance of Expenditure

The model includes the following assumptions when projecting the resource envelope for the ESP.

- GDP growth is held constant at 5% from 2010-2020
- Education expenditure as a % of GDP is reduced from 9% (2009) to 7.8% (2020) to realign with recent historical expenditure
- Recurrent envelope is reduced from 90% (2009) to 80% (2020) of total expenditure; Investment envelope is increased from 10% (2009) to 20% (2020) of total expenditure. In both cases – these changes are made to realign the envelope with recent historical expenditures

Even with expected efficiencies made through sector strategic and operational planning, the financial projection indicates that the ESP is currently under-funded by 7.2bn Ghana Cedi from 2010-2020. Table 5.7 provides a costing for the ESP. In this table the resource envelope and expenditures are shown for recurrent and capital expenditures over the ten-year period to 2020.

**Table 5.7: Estimated ESP Expenditure in relation to Resource Envelopes (GH¢m) [Constant 2009 prices]<sup>15</sup>**

Year	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
<b>Resource envelope</b>											
Recurrent	1,790	1,838	1,888	1,937	1,988	2,040	2,093	2,147	2,202	2,258	2,314
Capital	232	258	286	316	348	381	416	454	493	535	579
<b>Total</b>	<b>2,022</b>	<b>2,097</b>	<b>2,174</b>	<b>2,253</b>	<b>2,336</b>	<b>2,421</b>	<b>2,509</b>	<b>2,601</b>	<b>2,695</b>	<b>2,792</b>	<b>2,893</b>
<b>Expenditures</b>											
Recurrent	1,772	1,909	2,021	2,112	2,221	2,316	2,365	2,441	2,523	2,609	2,685
Capital	699	749	806	869	940	1,006	724	767	813	840	839
<b>Total</b>	<b>2,471</b>	<b>2,659</b>	<b>2,827</b>	<b>2,981</b>	<b>3,151</b>	<b>3,322</b>	<b>3,089</b>	<b>3,209</b>	<b>3,336</b>	<b>3,449</b>	<b>3,524</b>
<b>Balance of Expenditures less Resources</b>											
Recurrent	18	-71	-133	-175	-222	-276	-272	-294	-321	-352	-371
Capital	-467	-491	-519	-553	-592	-625	-308	-314	-320	-305	-260
<b>Total</b>	<b>-449</b>	<b>-562</b>	<b>-653</b>	<b>-727</b>	<b>-815</b>	<b>-901</b>	<b>-580</b>	<b>-608</b>	<b>-641</b>	<b>-657</b>	<b>-631</b>

<sup>15</sup> The summary tab of the financial model (xls) also offers an analysis of basic education projections against 60% of the resource envelope.

The following variables have significant effects on increased costs and efficiency gains embedded in Table 5.7 figures. Cost increases are mainly caused by:

- Increased requirement of trained teachers at the basic level. Trained teachers receive salaries more than twice that of untrained teachers.
- Infrastructure and maintenance requirements: Expansion of the basic schools, rehabilitation of schools requiring major repairs and ensuring routine maintenance account for the majority of capital expenditures over the life of the ESP. Decentralizing responsibility of maintenance at BE and SC schools could save over 4,000m Ghana Cedi over the plan period.
- Significant expansion of Second Cycle Education, especially TVET. Meeting the 75% GER target by 2015 adds more than 1,600m to Second Cycle costs over the plan period.

Increased costs are off-set by several efficiency gains, the most notable of which are:

- Significantly increased PTRs in primary and JHS schools. In JHS schools, increased PTRs are the result of increasing the number of hours taught per week per permanent JHS teacher.
- CoE policy on Residential subsidy and Study Leave: The residential subsidy is phased out by 2015 in the model and the number of teachers on study leave is reduced from 5.3% to 1.0% of the teaching force by 2015.
- Reducing Tertiary Expenditure: ESP chapter 3 indicates that Tertiary recurrent and capital expenditures are to be reduced to 15% of the total resource envelope by 2020. In 2009, Tertiary education accounted for 21% of sector expenditures.
- Proportion of private kindergarten and tertiary students rise to 25% (each) by 2020

*Note on Infrastructure:* More than half of the schools at the basic level have below average (or low) enrolment (PBME analysis, 2010). Under-enrolment is also a challenge at the second cycle level, especially in low population density areas. (Akyeampong, 2010) High unit costs for infrastructure mean that continued system expansion and infrastructure provision to reach low population density areas will be very costly. MoE dialogue over infrastructure planning, policy and costs could significantly reduce the financing gap associated with infrastructure that is predicted in this projection.

*Note on Secondary Cycle Education:* The Education White Paper (2007) sets a target of 75% GER for Secondary by 2015, based on GERs of 40% in SHS; 15% in TVET and 20% in Apprenticeship. It further commits that all JHS graduates are to be exposed to Second Cycle education or training (MOE, 2007, p.3). The scenario presented in this chapter is based on meeting the 75% GER target for 2015. A second footnoted scenario, presents cost projections for ensuring all JHS graduates are exposed to Second Cycle education or training by 2020.<sup>16</sup>

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<sup>16</sup> Meeting the 2020 goal requires an increase of over 450,000 SC students between 2015 and 2020 (not counting the increased enrolment already predicted). Based on a unit cost (cost per student enrolled, per year) of .43 GDP p.c., meeting this target would increase the cost of meeting the ESP by over 675m Ghana Cedi, not including

Given the evolving nature of the post-basic sector – the costing exercise was presented with several issues, which are relayed below. Regarding TVET: The ESPR 2010 indicates public TVET enrolment equalling 39,068 in 2009/10, with 20,694 students in GES Technical Institutes, and others in institutions such as NVTI. Recurrent expenditures for 2009 were used to ascertain a unit cost per student equal to 0.73 GDP p.c. Based on available research, this unit cost may be an underestimate.<sup>17</sup> The 15% GER target presumes a very significant rise in public TVET enrolment (40,000 in 2009 to 273,000 in 2020). Regarding Apprenticeship: ESPR 2008 indicates that “largest private provider of skills training remains the informal apprenticeship system which accounts for well over 200,000 youth, and perhaps many more than this.” In the absence of better data and confirmed unit costs – the FM presumes public funding per apprenticeship equal to 5% of the unit cost of each SHS student – given that these opportunities are largely financed outside of the public sector.

*AESOP development, other costs and non-costed items:* The Ministry of Education completes an Annual Education Sector Operational Plan (AESOP) on an annual basis. The AESOP ‘locates ESP strategies and activities within a three- year rolling work-plan, designed and timed to coincide with the production of the Budget (national and district) and the Medium Term Expenditure Framework.’ The AESOP informs with budget, which includes a detailed costing of ESP priorities by sub-sector. In general, the annually produced, ‘Costed’ AESOP will be higher than Financial Model costing as medium-term priorities will include several programmatic activities not accounted for in the model (e.g. ICT priorities, etc.). Costs not included in this financial model scenario, and thus not reflected in this costing are: establishing two new universities, establishing an Open University, supporting infrastructure development of district offices, meeting SHS water and sanitation targets and providing ongoing support to HIV&AIDS initiatives.<sup>18</sup> The items may be included in out-year AESOPs.

*Note on model methodology and inflation:* In order to account for expected economic growth – nearly all model costs have been translated into terms of GDP per capita (either as a multiple of GDP per capita, or a percent of GDP per capita). By doing this: year on year variable costs increase at a pace consistent with economic growth. The model makes projections in constant 2009 prices. In recent years inflation has outpaced GDP growth by more than 2:1. Future inflation is not easily predicted and thus not incorporated into the model.

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infrastructure, between 2015 and 2020. Additional benchmarks and indicators for planning cost-effective expansion of secondary education. Are included in: Lewin, Keith. [Strategies for Sustainable Financing of Secondary Education in Sub-Saharan Africa](#). World Bank 2008. Secondary Education in Africa Working Group.

<sup>17</sup> TVET unit costs often run higher than costs for traditional Senior High Schools as the sub-sector often has lower enrolments. Previous studies indicate TVET costing 50-100% more per student than general stream. Akyeamong, 2009; Mignat, 2010 notes, “According to available information, per student spending on TVET courses, is typically three times as high as spending per student in the general stream.” Mignat 2010 uses 1.2 times GDP p.c. for lower sec. TVET students and 1.7 for upper secondary TVET students.

<sup>18</sup> EMIS 2008 data indicate that 85% of SHS schools have access to safe water, and 82% of SHS schools have toilets. The ESP target of 100% coverage by 2015 will require 450 boreholes and bathroom facilities (12 units) that are estimated as costing 5m Ghana Cedi and 30m Gh cedi, respectively.

***Signpost***

Every aspect of the ESP will require careful monitoring and evaluation. This applies not only to evaluation and assessment against a set of performance indicators, but also, as this chapter has shown, to financial tracking. The final chapter of the ESP describes the methodologies that will be used to provide performance monitoring throughout the ESP, and indicates their importance in ensuring that the ESP is successfully rolled out over the medium and longer term.

## Chapter 6

### Monitoring, Evaluation, Accountability and Efficiency

#### Introduction

This section of the ESP proposes a uniform approach to monitoring and evaluation at all administrative levels throughout the education sector. Section 6.1 briefly defines *Monitoring and Evaluation* (M&E) in the context of the education sector. Section 6.2 outlines the need for effective M&E within the ESP context. The detailed M&E Framework with corresponding operational responsibilities are presented in Section 6.3. Finally, in Section 6.4 there is an outline of the ESP Annual Review mechanism.

#### 6.1 Monitoring and Evaluation within the ESP Context

The Ministry of Education uses a results-oriented approach to M&E to assess outcomes, to identify operational and funding gaps, and to introduce improvements that will enhance the quality of education service delivery throughout the country. M&E is therefore a central component of the ESP.

M&E provides an assurance system for the goal of improving education provision and outcomes for all. Its aim is to enhance accountability, improve efficiency (provide value for money), reduce wastage and assist operational decision making, budget preparation and future policy direction.

Indicative measures required are shown in Box 6.1.

The aim of the ESP is to devolve greater control to institutions, whether basic schools or universities, District Education Offices or national councils, and, in return, to hold them accountable for resource utilisation and for their contribution to the system. In the 1<sup>st</sup> and 2<sup>nd</sup> cycles of education, accountability will be monitored through Performance Agreements with a focus on a *School Report Card* system that develops accountability relationships between parents, schools and the DEO<sup>19</sup>. The league table mechanisms already in place at basic level will be extended to the 2<sup>nd</sup> cycle. Certified audits of tertiary institutions will be required to make them more accountable and accessible to a wider range of stakeholders. Such audits will include the publication of detailed budget and expenditure tables, reports of performance against targets, validation and/or justification for incentive packages and priority-based funding, and certified synopses of published research.

##### **Box 6.1** **Efficiency and Accountability Measures**

- elimination of inequitable subsidies
- reduction in non-productive staff in District and Regional Offices and in tertiary institutions
- reduction in absenteeism
- effective staff utilisation
- effective reporting on use of financial and other resources
- application of efficiency-related norms within the Ministry of Education and educational institutions
- enforcement of mechanisms that ensure systemic compliance (in relation to norms-adherence, performance-based formulae and incentive packages)
- analysis of employment trajectory of SH and tertiary graduates and job-readiness
- demand-driven academic reforms including relevant programmes at the tertiary level and building research capacity to inform policy direction

<sup>19</sup> This will be replicated in a three-way accountability relation between DEO, REO and GES

## 6.2 The M&E Framework and Responsibilities

The M&E framework is based on an annual cycle that involves: monitoring at all levels of the sector, information gathering and publication, detailed analysis of sector performance, evaluation against indicators (see Annex E) and other devices, and reporting on a periodic basis. These steps are described briefly below.

### **Multi-level M&E**

Overall, progress under ESP 2010 – 2020 will be monitored by a rigorous, multi-level M&E system that is summarised sequentially below, following the structure of Fig. 4.1 on page 30.

- a) *Decentralised M&E*: from ground level institutions (e.g. schools through their SMCs and BoGs) to districts and regions to feed into regional and national annual reviews. This allows for district level reviews and institutional reviews especially at tertiary level during the ESP period. There will be some deconcentration of the NIB to Regions to contribute to the M&E process (see next page)
- b) *Centralised M&E*: with the PBME, NIB and other subvented agencies<sup>20</sup> as the key players – all contributing to the National Annual Review
- c) *External M&E*: from wider Government and other stakeholders (private sector, FBOs, CBOs) as well as international development partners through a Joint Annual Review (elucidated further in Section 6.3)

### **Education Management Information System (EMIS)**

M&E is heavily dependent upon a timely well-functioning EMIS. The EMIS section has hitherto collected education statistics using an annual school census, cleaning and validating the data before publishing them in maps, charts and tables. Hitherto, reports have been available on CD (soft copy, in a read-only format) as well as on paper (hard copy). In 2007/08, for the first time, data was entered at District and Regional offices. During the next decade, the MoE proposes to make greater use of EMIS, not just in reporting against the ESP indicators, but in applying it to forward planning and making financial projections with links to the payroll and other cost-related items. This will take place against a background of decentralisation. Accordingly, in 2010 the EMIS will be reviewed and strengthened in order, by 2015, to:

- a) Establish orderly, timely, localised electronic data collection and publication in all districts, also available on the internet
- b) Combine district and regional data, into a national education census that is widely and openly available to education stakeholders through on-line retrieval in a form that may be interacted with
- c) Improve data collection to reflect the increasing role of private sector provision, the growth in ICT provision and to provide more detailed information about disadvantaged groups and deprived areas
- d) Provide training at MoE, GES, central, regional and district levels on both the collection and use of EMIS data.

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<sup>20</sup> Such as COTVET, NAB, NCT, NCTE, NIS

### **National Inspectorate Board (NIB)**

The NIB will play a central M&E role, particularly at school level, through the following:

- a) School inspection through sample surveys of 1<sup>st</sup> and 2<sup>nd</sup> cycle institutions
- b) Oversight of District inspection and supervision systems
- c) Setting and overseeing norms and standards in educational attainment and performance
- d) Monitoring the CSSPS (computerised school selection and placement system)
- e) Establishing inspection panels to provide independent evaluation of quality and standards in educational institutions (including management, teaching and learning, school facilities, testing and examinations, community values, student achievement, past and present).

### **National Accreditation Board (NAB)**

The NAB, answerable to the NCTE, has M&E oversight responsibility for public and private tertiary education. It ensures that tertiary awards conform to normative standards and that institutions meet minimum standards. Any new university, polytechnic or college must apply to NAB for accreditation before being allowed to operate. In addition, NAB is responsible for tertiary-level statistics. The NAB will be central to bringing about the changes envisaged for tertiary education within the ESP.

### **Sector analysis**

Using a combination of broad synoptic overviews and more detailed on-going operational approaches, the sector will be analysed in various ways:

- a) *Strategic analysis* to identify the most effective managerial strategies
- b) *Financial analysis* to identify activities that will track expenditure, reduce operational costs, create efficiency savings and satisfy stakeholder expectations
- c) *Disparity analysis* to identify any operational disparities which will thereby inform managers what actions to take to fill gaps and reduce inequities
- d) *Early warning analysis* to ensure timely interventions from managers that will enable them to re-focus so as to maximise the benefits from scarce resources.

### **Indicators**

During the period of the ESP sector progress and performance will be evaluated against a comprehensive set of education indicators. These will rely upon EMIS to supply timely data on the following:

- a) expected education performance, outcomes and outputs,
- b) the budgetary process and cycle,
- c) national and international standards (e.g. the EFA indicators).

2008 data provide a baseline for the ESP. Annex D contains the full set of indicators, with baseline and forward projections to 2015 and 2020.

### **Reviews**

An important component of the ESP M&E system is the set of reviews that form one of its principal outcomes:

- a) Annual reviews at the national, regional, district and institutional levels for feedback and refinement of policies, programmes and indicators
- b) Mid-term and quarterly reviews to provide an opportunity for work-plan adjustments and to ensure that outcomes remain consistent with changing national priorities

- c) End-of-cycle evaluations<sup>21</sup> to consider constraints encountered and ways and means of addressing them to inform the design of new projects, programmes and initiatives. [See Section 6.3 below.]

### **6.3 ESP Operational Planning, Review and the Budgetary Cycle**

#### **a) The Annual Education Sector Operational Plan (AESOP)**

The Annual Education Sector Operational Plan (AESOP) locates the ESP strategies and activities within a three-year rolling work-plan, designed and timed to coincide with the production of the Budget and the Medium Term Expenditure Framework (MTEF). The AESOP is therefore a medium term implementation plan that is reviewed and rolled forward annually.

#### **b) Education Sector Performance Report (ESPR)**

The process of transparency and accountability, to which the Ministry is committed, dictates that there should be an Education Sector Performance Report (ESPR) that is presented to stakeholders at an Education Sector Annual Review (ESAR). The ESPR is produced by PBME and reports progress against the AESOP by providing an appraisal of performance within the education sector. It provides a definitive evaluation of all issues concerning education service delivery and performance. With reference to the AESOP and to selected indicators from Annex E, the ESPR covers all aspects of annual education performance and development including expenditure tracking, impact assessment, and evaluation of projects and sub-programmes. EMIS data, commissioned research and impact evaluation at national, regional and district levels all inform the report. There will be critical analyses of EMIS data to ensure that national and international education objectives are being achieved, norms achieved and standards met.

#### **c) The Education Sector Annual Review (ESAR)**

The Education Sector Annual Review (ESAR) is a stakeholder conference which is the primary means by which the education sector engages with national and international stakeholders to review sector progress.<sup>22</sup> The ESAR's principle function is to consider the ESPR and to assess the effectiveness of the implementation of the AESOP for the reporting year. The ESAR culminates in the signing of an *Aide Memoire*, an agreement between the Ministry and its stakeholder partners, notably the development partners (DPs). The *Aide Memoire* is then used to inform the content of the AESOP as it is rolled forward to the next year.

#### **d) Links between the AESOP the Budget and Sector Performance**

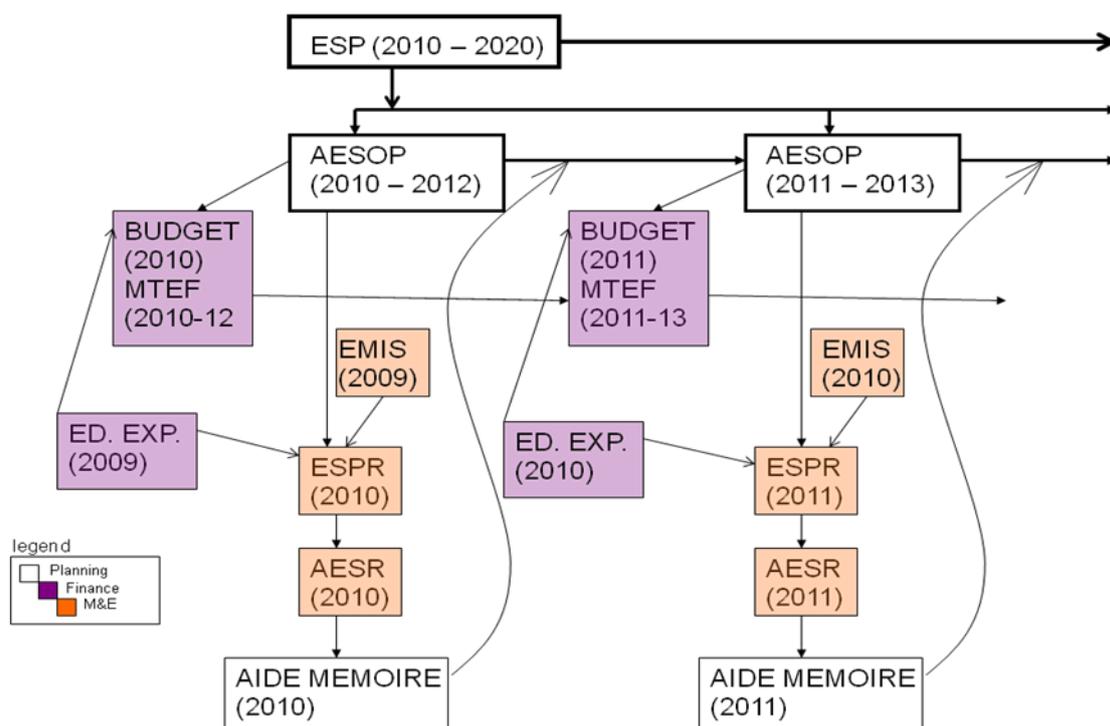
The 3-year format of the AESOP makes it particularly appropriate for application to the Medium Term Expenditure Framework (MTEF). Figure 6.1 (overleaf) shows how the AESOP plays a central role in linking the ESP to the planning, budgeting and monitoring functions of the Ministry of Education, how these inform each other, and how they roll forward from one year to the next (2010 and 2011 taken as sample years).

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<sup>21</sup> These include the budgetary cycle, the educational cycle and the annual sector review cycle

<sup>22</sup> To further enhance education sector performance review and reporting, a *Centre for Innovation and Research* will be created within the Monitoring and Evaluation Unit (PBME) of the Ministry to collate and disseminate research findings both locally and abroad that focus on education delivery in Ghana

**Fig. 6.1: ESP, AESOP, Planning, Budgeting and Monitoring Cycle**



**e) Timeframe**

The steps shown in Figure 6.1 normally take place in the sequence shown in Table 6.1 (which uses 2010 as a sample year).

**Table 6.1: Annual Planning, Budgeting, Monitoring Cycle of Activities (2010)**

Activity	Date s(2010)	Responsibility
Receive 2009 Education Expenditure data	April/May 2010	GES
Receive EMIS 2009 data	May 2010	EMIS
Prepare ESPR 2009-10	May 2010	PBME
Conduct AESR 2010	June/July 2010	
Prepare Aide Memoire 2010	July 2010	
Prepare AESOP 2011-13	August 2010	
Prepare 2011 Budget Estimates and incorporate within the MTEF 2011-13	September 2010	