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**TEACHER MANAGEMENT AND
SUPPORT SYSTEMS IN GHANA :
THE CASE OF CAPE COAST MUNICIPALITY**

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ABSTRACT

The need to give support services to teachers throughout their career is being recognised as the only way to maintaining an effective teaching profession. The study was designed to ascertain the extent to which teacher support services are provided by the Ghana Education Service and how the services influence teacher morale and job performance.

Using Cape Coast municipality as a case study all the 340 teachers in the nine secondary schools, their headmasters and directors of education in the municipality formed the accessible population. About 72% of the teachers responded to the questionnaire served on all of them. The headmasters and directors were separately interviewed. Frequencies of responses were aggregated and converted into percentages to know what obtains with respect to GES support services.

The study revealed that

- i. Ghana Education Service scarcely organises in-service training for school teachers. Subject associations, however, do organise refresher courses, seminars and workshops for their members.*
- ii. Except for the inadequate laboratory equipment, supply of teaching materials in the Cape Coast municipality is sufficient.*
- iii. Internal supervision of the Senior Secondary School teachers in the municipality is negligible. External supervision is scarcely done.*
- iv. Six kinds of financial support exist in principle but most teachers are unaware of any of them. Majority of the respondents considered the highly priced National Best Teacher Award as being inadequate to effectively motivate most teachers.*

- v. *Internal incentive packages, organised by each school and its PTA, are more effective than GES incentive packages.*

Based on these findings some policy measures are suggested to ensure that adequate teacher management and support services are provided to boost the morale of teachers.

Introduction

There is a general complaint that academic standards have fallen or are falling in the country (Mensah, 1995). The quality of teaching and learning is observed to be very low (Owolabi, 1999 p. 15). Statistics published by the Ministry of education confirm the allegations made by the concerned public (Opare, 1999, p. 2). On one hand, parents, management and other educational beneficiaries blame poor student learning outcome on teachers. On the other hand teachers blame management and parents for lack of the necessary support systems to facilitate student learning and boost the morale of teachers. But effective education of the child is a business of the whole society. Improving the quality of teaching and learning in schools requires the support of all and

sundry and the input of resources of which teachers are the most crucial. Teachers are required to implement educational policy decisions to the final stage. They need the support of all the agents of education to reach the highest possible levels of achievement.

Despite the continual inflow of new technological devices to facilitate the process of learning, the role that teachers will continue to play is a vital one for which no substitute can exist (Williams, 1979; Farrant, 1988; Chapman and Carrier, 1990; Windham, et al. 1992). The teacher is the pivot of classroom instructional activity (Fullan and Hargreaves, 1996). Antwi (1992) seems to have a similar view when he said that the solution to the problem of quality in Ghanaian secondary education lies in the training and re-training of qualified and dedicated teachers.

No doubt most of the contemporary writers on the subject agree that teachers play a vital role in the achievement of quality education and therefore need adequate training and appropriate management and logistic support to perform very well. The professional development activities that teachers engage in to enhance their knowledge, skills and attitudes to effectively lead children to learn is

what many authors refer to as In-Service Education and Training (INSET). The best way of improving the quality of education in schools is through INSET (Rebore, 1980; Hoyle, 1982; Szilagy Jr, 1984; Farrant, 1980; Chapman and Carrier, 1990; Glickman, et al. 1995). A baseline survey carried out by the Institute for Educational Planning and Administration, University of Cape Coast, on the state of school management in Ghana revealed that there were internal workshops and seminars organised on teaching related issues in effectively managed schools (Atakpa and Ankomah, 1999).

Even though there is widespread agreement about the urgent need to improve the quality of education by recruiting and retraining more professional teachers, "instruction without appropriate textbooks, equipment and facilities cannot be effective or efficient even in the hands of highly trained teachers" (Chapman and Carrier, 1990, p.112). Teachers respond more positively when adequate supply of instructional resources are available (Hansen, 1979). Teachers become demoralised when teaching materials are non-existent or grossly inadequate and when dusty floors, cracking walls, leaking roofs, poorly maintained desks and

benches and other problems stare at them daily.

Supervision involves provision of support for teachers so that they can become the best they can be. Supervision enables teachers to improve instruction for students (Harris, 1975; Glickman, 1995). Without instructional support and professional supervision it is unlikely that teachers can provide the desired quality of teaching and learning. In effectively managed schools supervision and monitoring of teaching/learning activities is effective, but ineffective in schools where management is poor (Atakpa and Ankomah, 1999). A major characteristic of successful schools is that someone, somewhere is responsible for, and committed to the process, function and tasks of supervision.

Literature suggests that the individual's decision to remain in an organisation is influenced, to a large extent, by rewards and incentive packages. Teachers are not different from workers in other occupations where money and other forms of rewards are effectively used as incentives (Chapman and Carrier, 1990). When incentive packages are effectively provided there is high morale and job satisfaction. Indicators of high morale include low absenteeism,

fewer complaints or grievances, frequent informal contacts, uninduced punctuality and a general high sense of mission. Intrinsic rewards, including such incentives as recognition, advancement and inter-personal relationships on the job, no doubt contribute to effectiveness. What actually motivates people to perform well, Herzberg argues, are related to the nature of the job (job content). These motivating factors or satisfiers include achievement, recognition, responsibility and advancement. A worker's morale is lifted when he has a feeling of self-worth and recognition and when he feels his objectives have been achieved. A teacher for example, feels satisfied and motivated when some responsibility has been put in his hands and he feels he is making progress on the job. But the absence of these motivating factors may lead to employees' dissatisfaction. What lead to dissatisfaction, according to Herzberg and his associates are related to the environment of the job (job context). They call them hygiene factors or dissatisfiers. These include company policy and conditions of service, salaries and fringe benefits. They are extrinsic factors because they do not relate directly to the nature of a person's job. But when such hygiene factors

are not adequate workers feel uneasy and discontented (Herzberg, et al. 1959; Herzberg, 1966; Herzberg, 1968). Extrinsic and ancillary rewards do not motivate teachers significantly (Lorie, 1975; Pastor and Erlandson, 1982). But if all these maintenance needs are taken care of adequately, the employees will stay with the organisation. Beach (1980) therefore concludes that maintenance factors (hygiene factors) serve as a base upon which motivators can be added to improve workers' morale and job performance. This finding underscores the importance of paying attention to both dissatisfiers such as monetary rewards and fringe benefits, and satisfiers such as recognition, advancement and feeling of self-worth.

All the literature reviewed on the subject under study are pointing the same direction - that teachers play a vital role in the achievement of quality education and therefore must be developed through training and continual re-training, supplied with necessary logistics for effective teaching, supervised regularly to provide instructional support, and motivated with both extrinsic and intrinsic rewards to promote an optimum level of morale for improved performance.

Purpose of the study

In recognition of the fact that teachers play a vital role in the achievement of quality education the Ghana Education Service (GES) has policies for the organisation of Inservice Education and Training (INSET) programmes, the supply of instructional materials, the provision of instructional supervision and the award of many fringe benefits to serve as incentives. The problem is, to what extent are these teacher management and support services provided in the GES, and to what extent do they have the desired impact on teacher morale and consequently on the quality of teaching? The study therefore seeks to find out precisely about teacher management and support systems in the GES. This is to ascertain the level of their adequacy in keeping high the level of teacher morale and ensuring teacher retention.

Method

The target population for the study was all the people in charge of teacher management and support system and the recipients of such services (teachers) at the senior secondary school level in Ghana. They include the directors of education, heads of schools and all

teachers in senior secondary schools in the country. The accessible population, however, is all such officers and teachers in the Cape Coast municipality. All teachers in the nine secondary schools in the municipality were purposively selected. They were 340. All headmasters and directors of education including the regional director of education, the deputy regional director, the municipal director and the assistant director in charge of second cycle schools were similarly selected purposively. The 340 teachers were served with questionnaires but only 252 (constituting 72.6%) returned completed questionnaires. Information sought through the questionnaire included the biographic data of respondents. Other items sought information on what the respondents perceived to be the level of management and support services provided by the GES and what the respondents' satisfaction levels were. The educational administrators (Headmasters and Directors) in the municipality were also interviewed to gather data on the types of support services they were offering the teachers, how adequate the services were and what impact they were making on teacher morale and on quality of education provided. The main procedure for analysing

the data was computation of frequencies of responses and conversion of those frequencies into percentages, to know how the respondents perceived the support services offered to them by the GES in their career.

Results and Discussion

In-service Education and Training.

There was an attempt to find out how often career development programmes were organised for teachers in the municipality. Information sought was on:

- INSET courses attended during the past three years
- The effect of the INSET courses on improving teacher competence
- Degree of satisfaction of teachers with the INSET organised.

Respondents were requested to respond “yes” if they attended any in-service training course in the last three years.

As Table 1 indicates less than half of the respondents had ever attended any in-service training course in three years. Information received from the headmasters and directors of education revealed that the GES does not organise INSET on regular basis. The “yes” responses were related to the periodic refresher courses and conferences organised by subject associations. Those courses and conferences often received minimal support from the GES. Heads of schools in the municipality unanimously stated that it was only at the beginning of the school reform programme that an intensive national orientation course to prepare teachers for the change was organised. This finding gives the impression that the GES does

Table 1.
Attendance of In-service Training Courses

Attendance of INSET	Number Responding	Percentage Responding
Yes	110	43.7
No	142	56.3
Total	252	100.0

not accord regular in-service training its due importance in the teaching service. It could also be that the GES lacks the requisite manpower and logistics to carry out this teacher management support service.

To know the contribution of INSET to increased knowledge and job performance, the heads of schools were asked to appraise the INSET so far organised. There was a general consensus that they were organised to upgrade the skills of teachers or help them review or appraise what they know. The respondents were also asked to indicate their level of satisfaction with the INSET. Only 17.5% of the respondents were satisfied. The rest registered their dissatisfaction about the frequency at which INSET was organised for secondary school teachers.

Supply of Teaching Materials

Adequate supply of books and instructional materials will, no doubt, enhance the competence of teachers on the job. The adequacy of instructional materials in senior secondary schools in Cape Coast municipality was examined. Respondents were asked to indicate whether or not the supply of those teaching materials were adequate.

As summed up in table 2, slightly more than half of the respondents considered required instructional materials to be inadequate. But all the headmasters confessed in an interview with each of them that they had quite sufficient quantities of books and stationery. The problem area was in the inadequacy of laboratory materials and facilities for Home Economics. This is so because school enrolments had far exceeded the

Table 2
Adequacy of Teaching Materials

Teaching Materials	Number Responding	Percentage Responding
Adequate	108	42.9
Inadequate	144	57.1
Total	252	100.0

numbers those laboratories were originally built for. In general the supply of non-laboratory instructional materials in Cape Coast municipality appears to be better than it is in any other district in Ghana. Except for the insufficient laboratory facilities, all other required instructional aids were in place. Incidentally, Cape Coast schools appear to be leading in academic performance. Thus the supply of instructional materials would appear to be a correlate of academic performance in Ghana.

Almost all the respondents indicated that whenever resources, such as textbooks, stationery and laboratory materials were adequate their performance on the job was far enhanced. The view of the

performance in two ways. Firstly, textbooks do much to define the domain of instruction. Secondly, when instructional materials lead to a high level of students achievement teachers receive much of the credit. The heads of schools in the municipality also agreed totally with their teachers' view.

Supervision

Monitoring to improve the quality of teaching is the explicit responsibility of the supervision team of the GES and the heads of schools. Questions were asked to find out from the respondents the intensity of supervision that the schools received. The response was appalling.

Table 3
Frequency of External Supervision

Visit	Number Responding	Percentage Responding
Never	124	49.2
Occasionally	117	46.4
Termly	5	2.0
Monthly	6	2.4
Total	252	100.0

teachers is consistent with Chapman's (1994) assertion that the adequacy and timely provision of textbooks can influence teacher

About half of the respondents said that supervision by the GES team was never done. Another 46% said that it was done only occasionally.

In other words about 95% of the respondents perceived such visits as virtually non-existent. The finding was buttressed by the interview responses from the heads of schools. External supervision was scarcely done by officials of the GES. The occasional visits some respondents were thinking of were mere routine inspections of the schools and their records. They were meant to examine teachers' work to enable officials write their recommendations for teachers' promotion. Supervision, in this sense, is seen by the GES team as a "directing and judging activity" instead of being an "instructional behaviour ...by the organisation for the purpose of interacting with the teaching behaviour system in such a way as to maintain, change and improve ... learning opportunities for students" (Wiles and Lovell, 1975, p.6). Whatever concept of supervision the GES team holds, the exercise was sporadic and irregular. This is contrary to the viewpoint of Enus (1963) that it is important to ensure adequate supervision if school objectives are to be achieved. Only 25% of the respondents indicated some degree of frequency of internal supervision.

The administrators were interviewed on the cause of infrequency of supervision. They attributed the

minimal level of supervision offered by their outfit to lack of logistics and problems of inadequate manpower. Supervision teams of GES at the local level are often made up of untrained personnel who may have less experience than the teachers in the field. The heads of schools also confirmed that inter-personal problems between teachers and supervisors often arise when teachers who have been rejected by the schools for instructional inefficiency are absorbed by the regional and municipal directorates of education and turned back on schools as supervisors of instruction.

When asked to assess the benefits they derived from the few internal supervisions offered most of the teachers said that those supervisions had great positive influences on their performance on the job.

Financial Support and Incentive Package.

GES offers six types of financial support for teachers. They are loans, salary advance, car maintainace allowance, study leave with pay, grants and hospital bill refund. It is strange that 61.0% of the respondents were not aware of the existence of any of those financial supports offered by the

service. Different numbers of the rest were aware of only one form of financial support. Less than 12% were satisfied with the financial support services. But financial rewards are dissatisfiers (hygiene factors) which are the primary causes of unhappiness on the job. When provided they may not necessarily act as motivators. They only lead employees to experience no job dissatisfaction. According to Beach (1980) provision of financial support serves as a base upon which motivators can be added to improve worker morale and job performance.

In the interview sessions all heads were unanimous in their view that the GES does not provide any financial support worth writing home about. They claimed that normal allowances were mere "peanuts". Heads receive ₦25,000 and assistant

heads receive ₦12,000 per month as responsibility allowance. Up to a maximum of ₦25,000 can be given to a teacher in a year as hospital bill refund. This is less than \$4.00! In answer to the question as to why the fund was so inadequate, the municipal director opined that it was not expected that more than one-sixth of the teachers employed in an institution would fall sick in a year.

The secondary schools provide some form of health care facilities, the most popular being the school nurse. Some schools have school clinics for teachers and a few have just first aid services.

The GES also has in place certain incentives for motivating teachers. These include the national best teacher award, special gifts, prizes

Table 4.
Opinion About Best Teacher Award

Perceived Adequacy	Number Responding	Percentage Responding
Woefully Inadequate	145	57.5
Inadequate	64	25.4
Adequate	39	15.5
Very Adequate	4	1.6
Total	252	100.0

and subsidised accommodation. Since the national best teacher award appears to be the most priced, respondents were asked to indicate the adequacy of this incentive for teachers.

About 83% of the respondents perceived the incentive as inadequate. This perception is similar to those of the headmasters and the directors. They commented that incentives that go to many teachers tend to motivate more than those that go to a few individuals. The more the people receiving the incentive the more the motivation. About 57% of the respondents indicated that the rather symbolic and sporadic incentives offered by the GES do not motivate them to work any harder. But having recognised the inadequacy and unattractiveness of the national incentive package, many schools and PTAs in the municipality have instituted internal incentive packages in their schools. These include annual best-teacher-in-the-school award, free meals to teachers, PTA bonuses and annual get-together dinners. There are also staff welfare funds from which teachers are offered soft loans when the need arises. In the perception of the heads of schools these internal incentives seem to be more attractive and more motivating than the national incentives. They

conclude that as a result, their teachers are committed to their jobs. The observation from the school heads tends to re-echo Davidson's (1966) view that teachers feel happy and motivated to work when they are offered some of the incentives enjoyed by other workers such as bankers, doctors and even parliamentarians.

Conclusions

Based on the findings of the study it can be concluded that GES teaching support services to secondary school teachers in the municipality are, in most cases, not adequately provided. In-service education and training are scarcely organised as enshrined in the conditions of service of teachers. But for the inadequacy of laboratory equipment for the ever increasing number of students, the supply of textbooks and other teaching materials is encouraging. External supervision is virtually non-existent. Internal supervision, though much better, is also erratic. About 62% of the respondents were not even aware of the existence of facilities for loans, salary advances, car maintenance allowances, study leave with pay, and hospital bill refund. This implies that those facilities were scarcely used. In general, financial rewards provided

by the GES are extremely poor and out of tune with current price levels. Health care facilities include school nurse service, first aid service and school clinics.

GES packages of incentives do not appear to motivate teachers. The most highly priced of them, the National Best Teacher Award, was considered by an overwhelming majority to be inadequate. But internally instituted incentive packages appear to be more rewarding.

Recommendations based on these findings would appear to include:

- The need for GES to intensify its support activities by drawing up in-service programmes for secondary school teachers and integrating such training programmes in the academic calendar of secondary schools, as well as the need for the municipality to use parts of its internally generated fund to provide support for INSET.
- The need to constitute the supervision teams of the municipal and regional directorates of education of competent, dedicated and

special officers beyond reproach from different schools and offices of the GES to ensure better performance, as well as the need to provide necessary logistics for such teams.

- The need to strengthen the supervisory roles of heads of schools by providing them with additional training in educational leadership. The Institute for Educational Planning and Administration of the University of Cape Coast offers sandwich courses leading to M.Ed. and M. Phil degrees in educational administration.
- The need to issue a teacher, on his/her appointment, a brochure of conditions of service for teaching staff of GES to enable him/her to be conversant with what the service is supposed to offer him/her.
- The need to expand the incentive of National Best Teacher Award to cover a sizeable number of teachers.

There is an urgent need to support and motivate GES teachers for improved performance by

providing opportunities for professional growth, supplying essential teaching materials, providing regular and better instructional supervision and increasing the level of financial rewards and incentive packages to reduce the present level of teacher dissatisfaction.

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