

**IN THE THIRD SESSION OF THE SIXTH
PARLIAMENT OF THE FOURTH
REPUBLIC OF GHANA**

**REPORT OF THE COMMITTEE ON
EDUCATION**

ON THE

**2016 ANNUAL BUDGET ESTIMATES OF THE
MINISTRY OF EDUCATION**

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1.0 INTRODUCTION

1.1 The Budget Statement and Economic Policy of the Government of Ghana for the 2016 Financial Year was presented to the House on Friday, 13th November, 2015 by the Hon. Minister for Finance, Mr. Seth Terkper in accordance with Article 179 of the 1992 Constitution. Pursuant to Order 140(4) and 186 of the Standing Orders of the House, the Rt. Hon. Speaker referred the Annual Budget Estimates of the Ministry of Education to the Committee on Education for consideration and report.

1.2 The Committee subsequently met with the Hon. Minister for Education, Professor Naana Jane Opoku-Agyemang and her team on Monday 14th and Tuesday, 15th December, 2015 and considered the referral.

The Committee expresses its appreciation to the Hon. Minister and her technical team for their co-operation.

2.0 REFERENCE DOCUMENTS

The Committee made reference to the following documents during its deliberations:

- I. The 1992 Constitution of the Republic of Ghana.
- II. The Standing Orders of the Parliament of Ghana.
- III. The Budget Statement and Economic Policy of the Government of Ghana for the 2015 Financial Year.
- IV. The Budget Statement and Economic Policy of the Government of Ghana for the 2016 Financial Year.

3.0 MISSION STATEMENT

The Ministry exists to formulate and implement policies that would ensure quality and accessible education to all Ghanaians to meet the needs of the labour market, and equip Ghanaians with requisite skills to achieve human development, good health, poverty reduction, national integration and international recognition.

4.0 IMPLEMENTING DEPARTMENTS AND AGENCIES

The policies and programmes of the Ministry are implemented by Departments and Agencies, including the following:

- I. Main Ministry (Headquarters).
- II. Ghana Education Service (GES).
- III. National Service Scheme (NSS).
- IV. The West African Examinations Council (WAEC).
- V. Council for Technical and Vocational Education and Training (COTVET)
- VI. National Council for Tertiary Education (NCTE).
- VII. Ghana Library Authority (GLA).
- VIII. Ghana Book Development Council (GBDC.)
- IX. Centre for Distance Learning and Open Schools (CENDLOS).
- X. Non-Formal Education Division (NFED).
- XI. National Inspectorate Board (NIB).
- XII. Ghana National Commission for UNESCO.
- XIII. National Teaching Council (NTC).

5.0 PERFORMANCE FOR THE YEAR 2015

The Ministry of Education was allocated a total amount of GHC6,740,437,383.00 for its programmes and activities for the 2015 financial year. Table 1 shows the breakdown:

Table 1

Budgetary performance as at September 2015

Sources	Allocation GH¢	Actuals GH¢	Variance GH¢	% Actuals
GoG	4,943,782,587	4,032,556,393	911,226,194	81.6
ABFA	334,136,714	127,020,437	207,116,277	38
Donor	155,763,101	143,906,997	11,856,104	92.4
IGF	1,306,754,981	1,068,393,847	238,361,134	81.8
Total	6,740,437,383	5,371,877,674	1,368,559,709	79.7

The Committee observed that as at September 2015, 79.7% of the Ministry's allocation for the year under review had been released. The low level of releases (38%) under the Annual Budget Funding Amount (ABFA) component of the allocation affected the execution of some social intervention programmes funded under ABFA.

The Ministry was able to implement the following activities, among others:

- I. Procured and distributed uniforms to 504,070 pupils in selected deprived communities as means of boosting enrolment and retaining pupils in school.
- II. Distributed a total of 42,000 teacher note books, 98,736 class attendance registers and 1,195,250 boxes of white chalk and other materials to all public schools across the country.
- III. Paid subsidies in respect of the 2015 Basic Education Certificate Examination (BECE) fees for 438,000 candidates.

- IV. Paid feeding grants for a total number of 6,385 pupils in Special Schools and distributed 14 buses to some selected Special Schools and needy institutions across the country.
- V. Provided 129 motorbikes and 11 cross country pick-ups to facilitate monitoring and supervision in pursuance of the Complimentary Basic Education (CBE) programme
- VI. Upgraded facilities in 100 Science Resource Centres and organised training for 450 science teachers under Phase II of the Science Resource Project.
- VII. Completed and handed over 3 schools at Otum, Bamiako and Nkwanta, under the Community Day Senior High School Project.
- VIII. Continued with the upgrading of facilities in 50 existing Senior High Schools, which are at various stages of completion.
- IX. Commissioned a Hostel Block and Staff Quarters for the School of Basic and Biomedical Sciences of the University of Health and Allied Sciences at Ho.
- X. Paid feeding grants for 27,786 first and second year students in all public Colleges of Education.

6.0 BUDGETARY ALLOCATION FOR THE YEAR 2016

A budgetary provision of **GHC6,532,352,028.00** has been made for the Ministry of Education to undertake its programmes for the year 2016. The breakdown is as follows:

GoG GH¢4,862,412,944.00

IGF GH¢1,525,416,520.00

Development Partner (DP) Funds GH¢ 144,522,564.00

The breakdown of the 2016 Allocation is as follows:

Table 2

ITEM	ALLOCATION	% ALLOCATION
Compensation	4,878,118,791.00	74.7
Goods and Services	1,304,010,475.00	20
Asset	350,222,762.00	5.3
TOTAL	6,532,352,028.00	100

7.0 OBSERVATIONS AND RECOMMENDATIONS

7.1.1 MAIN MINISTRY

7.1.2 The Committee noted that in 2016, the policy objectives of the Ministry will seek to improve the management of education service delivery, increase inclusive and equitable access to and participation in quality education; improve quality of teaching and learning; promote the teaching and learning of science and mathematics, and provide life skills training.

7.1.3 The Committee observed that compensation continues to take a large chunk of the Ministry's budgetary allocation. For example, 74.7% of the total allocation for 2016 will go into the payment of compensation. To ensure that only legitimate employees of the Ministry who are at post receive salaries, the Ministry will continue to institute measures to improve payroll management with the view to weeding out "Ghost Names". The Committee urges the Ministry to vigorously pursue this exercise.

7.1.4 In line with the Post-2015 Development Agenda on Education which focuses on "ensuring equitable quality education and lifelong learning", the Ministry will develop a National Education Action Plan to reflect the renewed

focus on quality education, to be implemented as part of the Sustainable Development Goals over the next 15 years.

7.1.5 The Ministry, in 2016, will re-train mathematics and science teachers from 200 schools. It will also supply both manual and digitised instructional materials on 60 lessons in the four core subjects, to complement face-to-face instructions. This will go a long way to address under-performance of some students in mathematics, science and other core subjects.

7.1.6 In furtherance of the Ministry's policy of Zero Tolerance for Teacher Absenteeism, it instituted measures to improve school inspection and teacher accountability. The Committee was happy to note that through unannounced visits adopted by the National Inspectorate Board and school level supervision by Circuit Supervisors of the GES, the Ministry increased Teacher Attendance Rate from 89% in 2013/2014 to 90.2% in the 2014/2015 academic year. For the year 2016, the Ministry projects to increase Teacher Attendance Rate to 92%.

The Committee also noted that the Ministry plans to align the sandwich programme calendar of the universities with the pre-tertiary school academic calendar such that sandwich programmes fall during vacations. This will serve as an additional measure of improving Teacher Attendance Rate and Time-on-Task since teachers pursuing such programmes will be away from the classroom only during school break.

7.2 GHANA EDUCATION SERVICE (GES)

7.2.1 For 2016, the GES has been provided with a sum of GH¢4,093,737,348.00 comprising GoG GH¢3,367,829,961.00; IGF GH¢600,675,800.00 and Donor funds GH¢125,231,587.00.

7.2.2 The Committee noted that under the Social Intervention Programme (SIP) for 2016, the GES will provide 500,000 uniforms and one (1) million cedis worth of school sandals to pupils in deprived communities. In addition, 5,770,892 basic school pupils will benefit from the Capitation Grant.

In pursuance of the Government's Progressively Free SHS Policy, 331,170 Day Students will have GH¢54.00, representing 73% of the total recurrent fees of GH¢74.00, absorbed in the 2nd and 3rd terms of the 2015/2016 academic year. Day students will thus pay GH¢20.00 representing 27% of the total recurrent fees to have been borne by parents. The programme will also be extended to cover 120,000 targeted Boarding Students from mostly Option 1 (deprived SHS) Schools in the 2016/2017 academic year.

7.2.3 The Committee was informed that office/residential accommodation for staff of GES, especially in the newly created districts remains a challenge as a result of inadequate funding. The Committee is of the view that District Assemblies, as key stakeholders in education, have a critical role to support education delivery and are therefore urged to assist in this regard.

7.2.4 The Committee observed that as part of the measures to prevent the situation of having excess teachers/staff in schools and offices, the GES will continue to enforce the use of its Staff Establishment Norms for personnel planning and recruitment to reflect such indicators as Pupil/Teacher Ratio (PTR), number of subjects taught and number of periods covered. In addition, the GES will continue the implementation of its staff rationalisation policy to ensure equitable and efficient posting of teachers/staff.

7.2.5 The Committee noted that the GES has been making efforts to improve teacher professionalism and deployment by increasing the number of trained teachers in schools. For instance GES increased the number of trained teachers in schools from 70.4% in 2014 to 75% in 2015. In 2016, it projects to increase this percentage to 80%. Whilst commending the GES for the effort, the Committee also expressed concern that a number of graduates from the Colleges of Education and others with diploma certificates in Basic Education have still not been posted by the Service. The Committee cautioned that the development, if not addressed, may defeat the purpose of training more teachers.

7.3 NATIONAL SERVICE SCHEME (NSS)

7.3.1 The National Service Scheme has been allocated an amount of GH¢314,119,604.00 for 2016. An amount of GH¢308,473,814.00 out of the total allocation will go into the payment of compensation whilst GH¢5,645,790.00 has been earmarked for Goods and Services. A sum of GH¢5,595,790.00 out of the allocation of GH¢5,645,790.00 for Goods and Services is expected to be generated internally. There was no allocation for Assets.

7.3.2 In the year 2016, the Scheme plans to deploy 69,637 personnel to both public and private institutions to serve in areas such as education, community health, urban traffic and rural development. The Committee expressed concern that the Scheme's agricultural programme, meant to encourage graduates from tertiary institutions to venture into agriculture and also generate income for the Scheme was stalled in 2015. The Committee was informed that the Scheme encountered some challenges relating to the ownership of the farm lands, among others. Officials of the Scheme assured the Committee that it was reviewing the operations of the farms to make it more efficient.

7.3.3 The Committee was happy to note that following the financial scandal that befell the Scheme, Management has instituted a number of reforms to bring more efficiency and accountability into its operations and financial management. The reforms include introduction of payment of allowance through E-zwich and the use of computerised Cash Till Machines, with CCTV Cameras to monitor operations at sales points. The Committee observed that as a result of these measures, the Scheme was able to save an amount of GH¢132,798,400.00 during the 2014/2015 service year.

In recognition of the significant savings made, the Ministry of Finance has granted the National Service Scheme, authorisation to use part of the funds saved from the payment of personnel allowances to procure vehicles for its

operations. This was particularly in view of the fact that no allocation was made for Assets in 2016.

7.3.4 It came to the notice of the Committee that the Scheme has dismissed 163 staff, cited for various forms of misconduct that brought the name of the Scheme into disrepute. Some of the dismissed officials are currently facing prosecution in court. Also, as a way of improving customer service delivery, the Scheme has set up a Call Centre Desk and Client Services Unit to receive and quickly respond to complaints from personnel and the general public.

7.4 THE WEST AFRICAN EXAMINATIONS COUNCIL (WAEC)

7.4.1 A total amount of GH¢20,666,477.00 has been allocated for the Council's programmes for 2016.

The breakdown is indicated in table 3.

Table 3

ITEM	Amount - GH¢
Compensation	8,329,574.00
Goods and Services	50,000.00
IGF	12,286,903.00
TOTAL	20,666,477.00

7.4.2 The Committee was informed that the approved examination fee for the 2016 BECE is GH¢63.00 per candidate. Government will bear GH¢44.10 constituting 70% of the total approved fees, while the Candidate pays the remaining amount of GH¢18.90. The Committee urges Government to ensure the timely release of the BECE subsidy.

7.4.3 The Committee expressed concern about the massive leakage of the 2015 BECE examinations. The Council informed the Committee that as a means of addressing the problem, it was taking such remedial measures as increasing monitoring of examinations at various Centres and using Defferentia Software to detect malpractices in multiple-choice tests.

The Committee was however of the view that although the measures being taken by the Council are good, they appear to be more of ex-post measures and thus do not prevent the conditions that serve as fertile grounds for examination malpractices. The Committee therefore urged the Council to institute more proactive measures to ensure that, as much as possible, loopholes for examination malpractices are blocked.

7.5 COUNCIL FOR TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING (COTVET)

7.5.1 COTVET has been allocated an amount of GH¢2,234,291.00 comprising a GoG of GH¢700,223.00, Donor component of GH¢1,140,458.00 and an IGF of GH¢393,610.00 for 2016.

7.5.2 The thrust of COTVET's programmes in 2016 will centre on the following:

- Improve Technical Vocational Education and Training (TVET) quality assurance system.
- Build capacity of COTVET and TVET providers.
- Develop Competency Based Teaching (CBT) Curricula and occupational standards to support the roll out of CBT programmes.
- Intensify outreach and promotion of TVET activities.
- Promote TVET policies, main stream gender, and TVET for persons with disability.
- Restructure the National Apprenticeship Programme.

In pursuance of these objectives, COTVET will expand its Trainer of Trainers programme to cover Chief Apprentices who will in turn facilitate the training of 400,000 apprentices in the non-formal sector. In the same vein, COTVET will, in consultation with key stakeholders, continue to rebrand TVET to ensure that subject combinations in Secondary Technical Schools and Technical institutions are reviewed to facilitate the progression of technical students into tertiary institutions.

7.5.3 The Committee expressed concern that more than half (51%) of the Council's total allocation for 2016 is predicated on Donor Support. This implies that in the event of the non-release of funds by donors, it may be difficult for the Council to implement its planned programmes and activities.

7.6 NATIONAL COUNCIL FOR TERTIARY EDUCATION (NCTE)

7.6.1 The NCTE has been allocated an amount of GH¢2,041,393,601.00 to implement its programmes for 2016.

7.6.2 The NCTE in 2016 will continue to play its facilitating role towards the conversion of polytechnics into technical universities.

7.6.3 The Council will also engage tertiary institutions on affirmative action in respect of admission of students from under-represented groups like females and applicants from less-endowed Senior High Schools. NCTE will continue to ensure that institutions adopt measures that facilitate access to quality education for persons with disabilities.

7.6.4 The Committee noted that although tertiary institutions have the authorisation to retain their entire IGF, they are nevertheless required to make full disclosure of the IGF. The Committee observed however that the requirement is not fully followed as some of the universities either do not report on the IGF or present reports that make it difficult to determine the actual funds generated internally.

The Committee recommends that the universities adopt a standardised format for reporting on their IGF to engender more transparency and accountability.

7.6.5 The Council identified some of the challenges facing tertiary education as declining quality attributed to high student/teacher ratio; limited opportunities for science and technology oriented programmes as a result of inadequate teachers, laboratories, equipment and consumables. It came to the attention of the Committee that the universities are unable to recruit new staff and replace those who have exited because of the suspension of financial clearance to recruit. The Committee urges the Ministry of Finance to consider granting the tertiary institutions approval to recruit to meet their staffing requirement levels.

7.7 GHANA LIBRARY AUTHORITY

7.7.1 The Ghana Library Authority has the mandate of establishing, equipping, managing and maintaining public libraries in Ghana. To deliver on this mandate, the Authority has been allocated an amount of GH¢5,873,068.00. The Authority plans to utilise its allocation to undertake the following activities, among others:

- i. Continue restocking the static and mobile libraries with relevant books, periodicals, journals and magazines.
- ii. Organise promotional activities such as book fairs, quiz and essay competitions, as well as reading clinics and festivals.
- iii. Maintain the existing collaboration with Ghana Investment Fund for Electronic Communications (GIFEC) and other stakeholders for the operation of the Mobile Library Service and other programmes.

7.7.2 It was observed that the work of the Authority is hampered by high staff turnover, inadequate, irregular and non-release of funds. The mobile library service which is an important pro-poor outreach programme of the

Ghana Library Authority has been seriously affected by the irregular maintenance of vans. Given that the Mobile Library is an important avenue for providing pupils from rural communities the opportunity to access libraries, it is important to provide adequate resources to the Authority to maintain existing vans and purchase additional ones to enable the mobile libraries reach out to more communities.

7.8 GHANA BOOK DEVELOPMENT COUNCIL (GBDC)

7.8.1 An amount of GH¢331,211.00 has been allocated for the programmes of the Ghana Book Development Council for 2016.

The Council intends to apply its allocation to organise District Book Fairs and an International Book Fair for the promotion of the Book Industry. To unearth literary creativity and inculcate reading habits in children and the youth, the Council will organise a Drawing Competition for Basic Schools, Creative Writing Workshops and Reading Clubs.

7.8.2 The Council drew the Committee's attention to the proliferation of sub-standard literary materials some of which are used in schools as supplementary readers. The Council emphasised that quality literary materials are fundamental to achieving quality education, hence the urgent need for regulatory standards in the book industry. Although the Council is expected to monitor and co-ordinate the activities of publishers, groups and individual players in the industry, it lacks resources to perform and the requisite legal framework to effectively enforce standards.

In 2016, the Council will facilitate the passage of the GBDC Bill to strengthen its institutional capacity and promote industry standards through orientation and training programmes for writers and publishers.

The Committee acknowledges the important role of the GBDC in the development of education and accordingly urges all stakeholders to support the Council to achieve its objectives.

7.9 CENTRE FOR NATIONAL DISTANCE LEARNING AND OPEN SCHOOLING (CENDLOS)

7.9.1 The total amount allocated for the Centre's 2016 programmes and activities is GH¢397,099.00.

To promote equal access to quality educational resources, CENDLOS distributed 3,437 folders of audio-visual lessons on VCDs in English Language, Mathematics, Integrated Science, Physics, Chemistry and Biology to teachers and students in 565 Senior High Schools. Also, 597 learners were given opportunities to study in 13 Centres under its Open School System.

7.9.2 In 2016, CENDLOS, among others, is projecting to increase the number of learners to 925 and distribute 400,000 VCDs to Junior High and Senior High Schools to serve as supplementary teaching and learning Materials.

The Committee expressed the view that since the academic calendar of schools is time-bound, and students need to have academic materials early, the Ministry of Finance should make timely releases of funds to enable CENDLOS produce and deliver these materials on time.

7.10 NON-FORMAL EDUCATION DIVISION (NFED)

7.10.1 The Division has been allocated an amount of GH¢37,041,068.00 to implement its programmes for 2016. The Committee noted that under the National Functional Literacy Programme, the Division increased the number of classes from 2,540 in 2014 to 3,700 in 2015 and the number of learners from 63,000 to 80,000 in the same period. In 2016, it projects to increase the number of classes from 3,700 to 4,000 and the number of learners from 80,000 to 87,500. The Division will also organise a stakeholder consultation forum to complete work on the Non-Formal Education Policy.

7.10.2 It came to the attention of the Committee that the roof of the Ghana Literacy House leaks seriously each time it rains, resulting in the destruction of some equipment. The Committee urges the Ministry of Finance to provide the needed funds to enable the Division fix the problem to forestall further destruction.

7.11 NATIONAL INSPECTORATE BOARD (NIB)

7.11.1 The NIB is mandated to conduct periodic evaluation of the performance of the pre-tertiary school system throughout the country. The NIB has been allocated an amount of GH¢732,798.00 to implement its programmes and activities for 2016.

7.11.2 In pursuance of its mandate, the Board projects to inspect 600 basic schools and 50 second cycle institutions; organise workshops for Regional Lead and Team Inspectors; as well as the first National Policy Dialogue on performance of basic schools.

7.11.3 The Committee considers school inspection as an important means of minimising teacher absenteeism and improving time-on-task to promote effective teaching and learning. It is therefore imperative that the Board is adequately resourced to play its role effectively.

7.12 GHANA NATIONAL COMMISSION FOR UNESCO

7.12.1 For 2016, the Ghana National Commission for UNESCO has been provided with an amount of GH¢456,101.00 for the implementation of its programmes.

The Commission will continue to promote activities aimed at ensuring quality education delivery, peace building, sustainable development and enhancing international relations.

7.12.2 The Committee was informed that the Commission has an outstanding statutory international commitment to the tune of \$38,725.00

and €44,610.00. It came to the attention of the Committee that failure to honour these international obligations would have serious implications for the Commission and the nation at large. The Committee therefore urges the Ministry of Finance to provide the needed funds for the Commission to settle these arrears.

7.13 NATIONAL TEACHING COUNCIL (NTC)

An amount of GH¢250,705.00 has been allocated to the National Teaching Council for the year 2016.

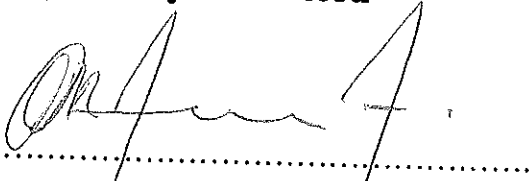
The Committee was informed that the NTC, will in collaboration with DFID and the Teaching Universities, implement a programme to Transform Teacher Education and Learning (T- TEL). The project will develop standards, core values and ethics for the teaching profession and enhance the teacher's ability to adopt effective teaching approaches.

8.0 CONCLUSION

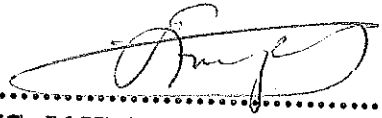
Education is considered the bedrock upon which the development of every nation is built and must therefore be given the needed attention. The Committee has noted with commendation the measures being instituted by the Ministry to expand access and promote effective teaching and learning. It also acknowledges the efforts being made by the Ministry to maintain an efficient payroll management through the elimination of "Ghost Names". The Committee urges the Ministry to continue to pursue these laudable initiatives. It is worth stating that the quest for quality education is a collective responsibility. Against this background, the Committee urges all stakeholders to support the Ministry in the pursuit of its mandate.

The Committee hereby recommends that an amount of **Six Billion, Five Hundred and Thirty-two Million, Three Hundred and Fifty-two Thousand, and Twenty-eight Ghana Cedis (GH¢6,532,352,028.00)** be approved for the Ministry of Education to implement its programmes for the year ending 31st December 2016.

Respectfully submitted



**HON. MATHIAS A. PUOZAA
CHAIRMAN, COMMITTEE ON EDUCATION**



**MS JANET FRIMPONG
CLERK TO THE COMMITTEE**

December 2015