Full Length Research Paper

The Effectiveness of Human Resource Management Policies on Teachers: A case study of Ghana Education Service, in Tamale Metropolis, Ghana

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ABSTRACT

This research assessed the human resource management policies and programmes of teachers and managers in the Tamale Metropolis. To carry out the study, the descriptive survey method was adopted. A total of 157 questionnaires were administered. The main methods used in analyzing the data were frequency and simple percentage distributions. The study revealed among others that, policies failed to bridge gender gap in teaching as there were more male teachers than females in the Metropolis. Policies such as postings and recruitment have been implemented to the satisfaction of teachers. However, some other policies such as study leave, in-service training, orientation and job description have fallen short of the intent to which they were implemented. Despite the shortfalls majority of teachers love the profession. This study recommended that the Ghana Education Service (GES), should organize orientation services for newly recruited teachers and follow up subsequently by organizing in-service training once a year for every teacher. The Ministry of Education (MOE) and GES should also consider motivating teachers by providing incentives such as accommodation, adequate teaching and learning materials, and improved remuneration.

Keywords: Teachers, Policies and Programmes, Basic Education, Tamale Metropolis, Ghana Education Service.

INTRODUCTION

Human Resource (HR) policies continue to provide guidelines for improving education delivery in every country. Policies define the philosophies and values of a country's educational system and how its human resources should be treated (Pearce and Robinson, 2003). Education is a system of instilling knowledge, ideas, attitudes, values, and skills into the lives of people of a nation to make them functional both now and in the future. Forojalla (1993) noted that capital and natural resources are passive factors of production, human beings are the active agents who accumulate capital, exploit natural resources, build social, economic and

political organisations and carry forward national development agenda. Clearly speaking a country which is unable to develop the knowledge and skills of its people and to utilize them effectively in the national economy will be unable to develop anything else.

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

Acknowledging the need for a motivated and satisfactory workforce the Ministry of Education (MOE) and the Ghana Education Service (GES) have over the

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years made attempts to improve the conditions of service of teachers through the building of head teachers quarters, accelerated promotion, bicycles, radio cassettes players, study leave with pay, national best teachers' award among others. The MOE and GES are making frantic efforts to decentralize teacher management to afford local authorities to device their own incentive packages to meet their local demands (Education Sector Report, 2006). The education sector report (2006) also hinted on refusal of teachers to accept postings to deprive areas, due to low salaries and inadequate motivation for teachers.

Despite the numerous attempts to improve upon teacher management, statistics from the Tamale Metropolitan Directorate of Education indicate an increasing proportion of untrained teachers to trained teachers. For instance, the percentage of trained teachers at the Primary School level declined by five between 2003 and 2006 (Tamale Metro Statistics, 2006). The same could be said at the Junior High School level. The case of nursery is worse as in the 2005/2006 academic year 67.96 percent of the teaching staff were untrained. Meanwhile the MOE and the GES acknowledges a strong link between teacher professionalism and achievement level of pupils (MOE, Policies and Strategic Plan, 2001). Over the years, teachers have expressed grave concern about their discontent in their conditions of service, which they attributed to ineffective management of policies. For instance, the 1987 education reform was greatly influenced by the exodus of teachers to foreign countries as a result of worsening conditions of service. In some of the cases they had to resort to strikes to register their protest to management. Notably, in 2006 teachers embarked on a prolonged nationwide strike to press home their demands for better conditions of service which in one way or the other affected education delivery in Ghana. Presently, there is a growing concern about the dwindling and poor performance of pupils in the Basic Education Certificate Examination (BECE), and attributed to inadequate implementation of policies regarding recruitment, provision of teaching and learning materials, and supervision. For instance, in the 2005/2006 BECE, 37 percent of the candidates did not secure the required grade to proceed to senior high school. Some attempts have been made to blame the poor performance on teachers, who intend blame the situation on poor conditions of service (Ghana Education Sector Report, 2006). There is therefore, the growing concern that teachers have not been managed properly, especially the basic school teacher. According to Bame (1991) teachers occupy such central and vital position in any education system that their attitude and problems have been of paramount interest not only to educational authorities and practitioners but also to researchers. The issue of teacher discontent, poor academic performance, and increasing trend of untrained teachers in the Tamale Metropolitan

area raises a number of questions: What are the issues involved in human resource management policies and programmes used in teacher management? What kinds of policies and programmes motivate teachers to give off their best? What is the level of satisfaction of teachers on the policies and programmes? This study is intended to evaluate the human resource policies and programmes of the GES in the Tamale Metropolis.

The subsequent sections review related literature on the effectiveness of HRM policies on teachers, examine the methodology adopted for the study, discusses the study findings and make recommendations for improving the effectiveness of HRM policies on teachers.

Review of related literature

Literature abounds on policy and management style and the effect on recruitment, training and development, motivation, and employee job satisfaction in an organization. This section of the work seeks to explore literature on the effectiveness of HRM policies on teacher management.

Policy as a function of human resource management

In the view of Wright and Noe (1996), human resource management (HRM) consists of the management of activities related to investing in human resources, such as recruiting employees, assessing their performance, providing training and development, and determining the appropriate level and type of compensation. These activities require policies and programmes, to make them function properly. In their view, managing human resource is critical to the success of today's organisations, because they meet the criteria for being a source of sustainable competitive advantage. To manage human capital effectively managers must understand the ways people behave within organisations and to formulate appropriate policies to guide those behaviours (Armstrong, 2007).

Pearce and Robinson (2003), also regard policies as directives designed to guide the thinking, decisions and actions of managers and their subordinates in implementing a firm's strategy. There is no doubt that policies increase managerial effectiveness and harmony at workplace as such policies standardize many routine decisions and clarify the discretion in implementing these decisions. It is evident from all these definitions that policy guidelines are part of Human Resource Management process as they contribute significantly in creating conducive environment at work place (Armstrong, 2007).

Human resource management policies

According to Armstrong (2007), human resource (HR)

policies are continuing guidelines on the approach the organisation intends to adopt in managing its personnel. In his view, policies define the philosophies and values of an organisation on how people should be treated. Armstrong again intimated that, the overall HR policy defines how the organisation fulfils its social responsibilities to its employees and sets out its attitude towards them. The values expressed in an overall HR policy statement may explicitly or implicitly refer to the concerns of equity, consideration, quality of working life and working conditions. According to Mullins (2006), a policy is a guideline for organisational action and the implementation of goals and objectives. This definition further corroborates the view that the policies of an organisation must reflect the goals and objectives of that organisation. Mullins further noted that policy is translated into rules, plans, and procedures; it also relates to all actions and levels of the organisation; policy when clearly stated reinforces the main function of the organisation, and make for consistency and reduce dependency on the actions of individual managers.

According to Pearce and Robinson (2003), policies perform several functions including establishing indirect control over independent action by clearly stating how things are to be done. They do so by defining discretion, control, decision, and empower employees to conduct activities without direct intervention by top management. Policies promote uniform handling of similar activities. These enhance the coordination of work and help reduce conflicts emanating from favouritism, discrimination and the disparate handling of common functions.

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

According to Mathias and Jackson (2004), policy statement is needed to ensure the interpretation and administration of almost every clause in the employee's conditions of service or Collective Bargaining Agreement (CBA). Policy statement would thus be needed for almost every area in human resource management, including areas such as annual leave, overtime, promotion, discipline, resignation, and transfer. Though mention is made of some areas in which HR policy is needed, they argued that almost every item in the CBA should be guided by policy and procedure statement. Armstrong (2007) also identified key HR policy areas as involving, employment policies, equal opportunity policy, reward policy, employee development policy, involvement and participation policy, employee relations policy, new technology policy, health and safety policy, harassment policy, and smoking policy. Still on HR policy areas,

Asare- Bediako (2008) argued that policies must cover all aspects of the Collective Bargaining Certificate starting from recruitment, job description, orientation, training and development among others.

One other major policy area is motivation of employees. Motivation refers to the extent to which an employee is willing or wants to invest his or her time, attention and effort in a task (Akata, 2003). Lussier and Achua (2007) agreed that there is no single universally accepted theory of how to motivate people, but however indicated that motivation theories could be classified under three broad categories; content motivation theories, process motivation theories, and reinforcement theory.

According to the content theories the primary reason people do what they do is to meet their needs or wants in order to be satisfied. People want job satisfaction, and they will leave one organisation for another to meet these needs. An employee who has job satisfaction usually has a higher level of motivation and is more productive than a dissatisfied employee. One of such theorist is Abraham Maslow (1954) who propounded his hierarchy of needs theory that people are motivated by five levels of needs physiological, safety, belongingness, esteem and self actualization.

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

Process motivation attempts to understand why people have different needs, why their needs, change, how and why people choose to satisfy needs in different ways, the mental process people go through as they understand situations and how they evaluate their need satisfaction. Prominent among process motivation theories is Adams (1964) equity theory. It argues that if employees perceive organisational decisions and managerial decisions to be unfair, they are likely to experience feeling of anger, outrage, and resentment.

In relation to policy areas, the conditions and scheme of service in the Ghana Education Service (GES) for teaching personnel identified some areas of CBA as follows: membership of the service, promotion, postings and transfers, remuneration, salaries and increment, fringe benefits, study leave, maternity leave, working conditions, in-service training, accommodation, release of teacher, retirement, grievance handling among others. Knowledge of the policy areas, especially that of the GES has provided the building blocks for the conduct of this research. Specifically it gives an idea about the issues involved in the conditions and scheme of service for teaching personnel which ideally should be backed by policy statement. This therefore, serves as a benchmark

for the assessment of policies and programmes of teacher management in the GES.

The Ministry of Education is responsible for formulating policies in the education sector, but implementation, monitoring, and evaluation are mainly carried out by Regional, Metropolitan and District Directorates of Education, one of which is the Tamale Metropolitan Directorate of Education. The major Policy and Strategic Plan was done in 2001, which acknowledged that policies form the core functions of the ministry, and it is through such policies that the ministry ensures that national objectives on education are achieved. Examples of such policies are contained in Table 1

The challenges of human resource management

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

Several reasons account for teachers desire to be engaged in education. They may be attracted by the opportunities it offers as a source of income and employment. Sometimes, the material benefits that education brings (car loans, government houses) are so obvious and so alluring as to appear to overshadow the instrumental, aesthetic and spiritual values of education (Forojalla, 1993). To him, teachers can be motivated in diverse ways by ensuring their spiritual development, at the same time meeting their aesthetic and material needs. If the material rewards such as car loans and houses outweigh the aesthetic and spiritual values the education system is likely to attract teachers who will be there to acquire material gains.

One potential reward area lies in the improvement of incentives to teachers in rural areas. This will aim at reducing teacher attrition with its resultant high costs of severance pay. Additional recruitment and replacement training, and the lost of experienced staff will be minimised. The stability of the primary teaching force can be easily ensured by such devices as improved school buildings, more in-service training, and less staff turnover all of which constitutes work satisfaction and boost morale in primary education. There is a direct link between the stability of a primary teaching force and the quality of educational provision. For example, stability of the primary teaching force could save a nation from recruiting more teachers. This savings could be

channelled to provide incentives and in-service training to boost teacher morale and confidence. To ensure effectiveness of human resource management policies in Ghana, factors such as poor salary, low prestige in elementary teaching need to be looked at.

Antwi (1992) noted that if teachers are unsatisfied with their conditions, instead of staying in the classroom the teacher often found himself spending his working time chasing after the barest necessities of life. Accordingly, many have no other alternative but to seek their fortunes elsewhere. It was further observed that the increasing teacher turnover has taken a toll in terms of a lowered quality of Ghanaian teaching staff and unsatisfactory examination results. The survey sought to establish a clear link between teacher retention, commitment and satisfactory conditions. He also tries to establish a link between teacher professionalism and retention against students' examination performance.

METHODOLOGY

The study used a descriptive survey design to examine the human resource management policies in the tamale metropolis. According to Kumar (2005) descriptive survey design attempts to describe systematically a situation, problem, service or programme or provides information about the living conditions of people in a community. The main purpose of such studies is to describe what is prevalent with respect to the problem or issue under study.

A multi-stage sampling procedure was used to select eight schools out of 337 in the metropolis. This was found representative because it is the same policies that are administered in each of the 337 schools. The criterion for the selection of the schools was the primary and junior high school (J.H.S) with the highest female staff. This approach was adopted to enable gender concern relating to human resource policies to be captured. Using this approach the schools considered include:
• Bolga 'A' Circuit: Tishegu Anglican J.H.S 'A' and Tishegu Anglican Primary 'A'.
• Education 'A' Circuit: Ridge M/A J.H.S 'A' and Bagabaga Demonstration N/A Primary.
• Zogbeli 'C' Circuit: Almarikazia Islamic J.H.S and Ngan-nuni Primary.
• Mile Nine Circuit: Malshegu R/C J.H.S and Tampie Kukuo R/C Primary.

A total of 157 respondents were sampled from the target population of 3840. Out of this number, 130 represented the teaching staff while 27 represented the management staff of the Tamale Metro Education area. The analysis was based on data collected through the administration of questionnaire between 26th July 2010 and 27th August 2010. Information gathered was coded and with the aid of the Statistical Product and Service Solutions (SPSS) version 16, data was inputted and

Table 1. Policies, strategies and activities for the Ghana Education Sector

Policies	Strategies	Activities
Access and Participation	1 Increased entry to and progression through the formal system 2 Reduced barriers to access to formal education and access made more equitable	a. Improve attendance rates b. Provide School buildings c. Reduce poverty barriers d. Reduce gender barriers
Curriculum	1. Curriculum made responsive to the needs of pupils, schools and society. 2. Pupil achievement improved by innovative curriculum and teaching	a. Plan curriculum development on identified critical objectives that meet developmental needs of pupils, schools and society. b. Implement orientation programme for teachers on the demand and use of the curriculum
Teacher Preparation and Motivation	1. In-service upgrading and teacher competency improvement programmes developed and expanded. 2. Teacher preparation, motivation and posting programmed to match the demand for teachers.	a. Organise cluster of Schools in-service training b. Organise school based teacher development programmes c. Provide teacher accommodation Implement the district sponsorship programme
Inspection and Supervision	1. National inspection system established and functioning. 2. Impact of inspection and Supervision on pupil achievement improved.	a. Conduct School inspections and disseminate reports. b. Monitor Supervision system at regional, district and School levels. c. Implement supervision and inspection recommendations in schools.
Education and Training for Employability	1. Post Basic training places increased. 2. Opportunities for out of school children and drop-out extended.	a. Strengthen linkages with vocational training providers.
Allocation and Financial Management		a. Develop procedures manual for GES operations b. Prepare and issue job description. c. Raise the average pupil teacher ratio. d. Strengthen local accounting capacity through training and systems development.

Source: MOE, 2001

descriptive statistics were generated. Descriptive statistics through the use of frequencies and percentiles were the main statistical techniques used for evaluation.

RESULTS AND DISCUSSION

The analysis involved four steps based on the background characteristics of the respondents and the objectives of the study. Step one considered the background characteristics of the respondents. This was followed by a discussion on general teacher management policy issues. The next step took a critical look at the kind of policies and programmes in the GES that motivated teachers to give off their best. The final step dealt with a presentation on the level of satisfaction of teachers on policies and programmes.

Background characteristics of respondents

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

Table 2 shows the age distribution of the teaching and management staff of the Ghana Education Service in the Tamale Metropolis. From table 2, it is clear that majority of the respondents from the teaching staff were aged between 28 and 37 years, which is within the active working population. In general the very high percentage of teachers (67.3%) below age 38 in the GES in the Tamale Metropolis is a positive indication that if the right policies and programmes are put in place these

Table 2. Age distribution of respondents

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

employees could work for more than 20 years before they reach the compulsory retiring age of 60 years. This is also a signal to management that there are more years of advancement and therefore calls for effective policy in training, career advancement, promotion and motivation as suggested by Cole (2002), that policies must be stated in a manner in which work conditions are to be pursued, and contribute to the development and implementation of a set of dominant values. Over 50 percent of the management staff were above age 48 implying the need to formulate policies to enable this category of staff share their experience with the younger ones at the same time organising workshops and seminars for them to prepare adequately towards retirement.

On the issue of sex, the study revealed that there were more males in teaching and management position than females. Over 62 percent of respondents from the teaching staff were males. This finding is contrary to the public opinion that the teaching profession, especially at the basic level is for females.

The results of the study indicated a very high level of professional teachers, as 91.7 percent constituted management and teaching staff with various level of professional training. This finding is contrary to the Tamale Metro statistics from 2002 to 2006 that indicated a declining rate of professional teachers by about five percent. The high percentage of teacher professionalism fell in line with the GES strategy to archive 100 percent professional status by 2015.

An attempt was further made to determine the kind of professional certificate respondents held. The outcome indicated that 42 percent were certificate 'A' teachers, 31 percent were diploma holders, 19 percent were first degree holders, the remaining nine percent had no professional certificate. Majority of the staff did not have first degrees. There is therefore the need for an effective employee development policy to ensure that the teachers upgrade their knowledge through distance and sandwich courses without compromising classroom work or frustrating these teaming masses of teachers who would like to progress academically.

General issues on teacher management policies

Organisations enrol employees to their system through recruitment. The study therefore required respondents to indicate the mode by which they were recruited into the GES. The outcome from the study showed that the major source of recruitment into the GES was from educational institutions as 71.7 percent of the teaching staff and 79.2 percent of the management staff were recruited from educational institutions. The remaining percentage represent those who were recruited either through appointment or interview.

The Ministry of Education (MOE) together with the Ghana Education Service (GES) need to liaise with such institutions to share specific needs of their organisation so as to develop curriculum that would meet the changing trends of the teaching profession. Experiences from such institutions could be a basis for development of policies that meet the changing trends within the education sector. This is consistent with Boudreau and Milkovich's (2004), argument that information about the nature of employees is critical in setting and shaping HR decisions.

Considering the role orientation plays by getting new employees to understand the vision, mission, culture, strategy and the entire environment which the organisation operates in, it is ideal each employee be properly ushered into service through an orientation. However, the results obtained from both teaching and management staff suggests the opposite as 50 percent of teachers and 37.5 percent of management staff indicated that teachers were given orientation to enable them adjust to their new roles. The current situation where some teachers receive orientation and others do not has the potential of dampening the moral of staff that were denied such opportunity and may consequently affect their ability to perform their roles effectively. The discriminatory nature of the way the orientation policy was being implemented is in sharp contrast to Mullins (2006) proposition that policies provide for consistency and reduce dependency on the actions of individual managers.

On the issue of written job description, 85 percent of teachers and 70.8 percent of management respondents indicated that the GES did not issue written job description to teachers. The very high percentage score of both teachers and managers may be that the GES did not issue written job description to teachers. This stems from the fact that there is no concordance in the responses of those who claimed that the GES gave

written job description when they were required to indicate the schedule officer who issued the said written job description. It was established that 13 out of the 35 of them said the District Director, 11 alluded to the fact that it was the National Director, and five claimed it was the Regional Director. This revelation contradicted the Ministry of Education's position that teachers would be issued job description as captured in the policies and strategic plan (2001), and Mathias and Jackson's (2004) view that policies should be uniform to ensure fairness across the entire organisation.

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

Training and development brings employees up to date on current knowledge and skills (Asare-Bediako, 2008). The result indicates that only 25 percent of teachers had not benefited from any training and development programme where as all (100%) of management benefited. Specifically on in-service training, 69.2 percent of teachers ever attended. It was evident from the result that the GES was doing well in training and development. Considering the key role training and development plays in employee development, policy direction must therefore be focused on implementing strategies to ensure that every teacher frequently attends training and development programmes. This is consistent with Wright and Noe's (1996) position that the effective management of human resources includes activities such as organizing, training and development programmes.

People work in organisations for various reasons; they will continue to work in the same organisation as long as the organisation satisfied those reasons. The findings show that majority of respondents continued to work with the GES because of the love they had for the profession, as 51 percent of respondents from both teaching and management staff alluded to this reason, six percent are using teaching as a stepping stone, two percent are satisfied with the currently, and four percent represent other reasons (teaching offers job security; and deep affection for children and desire to give them a secure future). However, 36 percent attributed their continued stay to lack of a better job; this means that if they are offered a better job in a different organisation they will quit teaching. The exodus of such great proportion of teachers will create instability in the teaching force and lower the morale of those already in the system and at the same time become a repelling force to others who may want to join the teaching profession (Antwi, 1992).

The level to which an organisation meets the expectation of its employees has grave consequences on productivity and labour turnover. The result showed that the Tamale Metro Education Office has failed to meet the expectations of teachers. This is evidenced by the fact that 92 percent of teachers constituted those who had their expectations met at average and below average levels. This is contrary to Boudreau and Milkovich's (2004) view that the expectations of employees should form the basis for management to set objectives for HRM. The GES needs to institute measures to implement its policies effectively in such a way as to meet the expectation of majority of teachers in order to retain them.

The issues on general policy matters sought to obtain respondents' opinion as to whether or not they will like to continue to pursue teaching as a profession. About 53 percent of teachers responded in the affirmative whereas 47 percent answered in the negative. The very high number of employees (47%) who did not express the desire to pursue teaching is reflective of the low expectations that had been met. This affirms Antwi's (1992) finding that if teachers are dissatisfied with their conditions of service they have no alternative but to seek their fortunes elsewhere.

Teachers' motivation factors

An employee who is well motivated has a higher level of job satisfaction and is more productive than a less motivated and dissatisfied employee. The findings of the study showed that 81.7 percent of respondents from the teaching staff and 79.2 percent of management thought teachers were not motivated enough to give off their best. This high percentage of teachers and management who felt teachers were not motivated enough is a worrying sign for the future of the teaching profession. If employees think they are not motivated enough they either spend part of the teaching time doing part time jobs or even leave to join other organisations that they think can motivate them to give off their best (Antwi, 1992).

In addition, respondents from both management and teaching staff were asked to rank factors based on the way they thought they could motivate teachers to give off their best. Table 3 indicate the mean rank of the motivation factors.

Both management and teaching staff agreed that the first most important factor that could motivate them to give of their best was increase in salary. Both the management and teaching staff ranked the national best

Table 3. Ranking by teachers and management on teacher motivation factors

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

teachers' award as the least motivating factor. Another similarity in rank was conducive working environment, as teachers rated it fourth and management staff placed it in the fifth position in terms of motivating teachers.

According to the management staff, provision of teaching and learning materials were the second most important factor that could motivate teachers to perform their teaching duties well. The teachers ranked teaching and learning materials third. Other motivating factors considered were the accommodation and transport. There was however a departure when it came to means of transport. Whereas teachers considered it second motivating factor, management on the other hand thought it was the fifth motivating factor to enable teachers to give off their best. This could be attributed to the fact that they have different level of experiences. It is worthy of note that the ratings of both management and teachers as to which factor could best motivate teachers to give of their best are similar except on the issue of means of transport. This implies that management are aware of the motivating needs of teachers and are in an informed position to make proposals for the right policies and programmes to be put in place to motivate teachers. It is quiet striking the way teachers ranked the motivation factors. It seems to fall in line with Maslow's (1954) hierarchy of needs theory where by the individual seeks basic needs such as money before aspiring to self esteem needs and actualization such as best teachers' award.

Level of satisfaction of teachers on policies and programmes

Workers join organisations to satisfy many needs. The desire to satisfy these numerous and varied needs acts as a motive force that drives workers performance. The study looked at selected policy areas and required both teaching and management staff to indicate the level to which they were content with those policy issues. The findings of the study are reported below in Table 4.

The first issue examined was the satisfaction level on teacher development policy. About 80 percent of management staff and 58.3 percent of the teaching staff indicated that they were satisfied with the policy.

Specifically, on in-service training, 46.7 percent of the teaching staff and 70.8 percent of management staff were satisfied. There is a marked difference in the perception of the effect of the policy on in-service training. Whereas a greater proportion of teachers were not satisfied majority of the management staff thought that the in-service training policy had satisfied teachers. The high rating of the management staff may be due to the fact that they claimed that they organise in-service training frequently, but this may be for different zones as majority of teachers indicated that it took more than two years to attend in-service training programmes.

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

The perception on postings policy was elicited. The results show that 68.3 percent of teachers and 87.5 percent of management expressed the view that they were satisfied. The outcome of this finding indicates that a greater number of teaching and management staff are satisfied with the current policy on postings.

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

Results on recruitment policy show 60.3 percent of teachers and 58.4 percent of management staff as satisfied with the policy. The outcome showed that more people were satisfied with the recruitment policy as it is. This is good for the GES, since recruitment is the process of attracting the required workforce in terms of quantity and quality.

The final policy on level of satisfaction was health and safety at work environment. The results showed that 75.8 percent of teachers and 83.3 percent of management

Table 4. Ranking of policies based on level of satisfaction by category

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

staff were dissatisfied. The level of dissatisfaction on health and safety at work environment was appalling. If teachers do not feel comfortable in their work environment they would not want to spend much of their time in school and may resort to lateness or leaving the classroom before the end of the school session. This situation will not be pleasant to teaching and learning in the schools and could jeopardise the future of the pupils who indeed are the future leaders. The GES in collaboration with the Ministry of Education must take urgent steps to put in the right infrastructure in terms of descent classrooms, office blocks and accommodation. In connection with satisfaction of teachers, Bame (1991) noted that teacher dissatisfaction results in teacher drop-out, indifference, lack of cooperation, low commitment, transmission of negative values and attitudes about teaching to pupils, and absenteeism. On the other hand, teacher satisfaction brings about teacher retention, enthusiasm, cooperation, commitment to teaching, transmission of positive values and attitudes about teaching to pupils, and punctuality.

CONCLUSIONS AND RECOMMENDATIONS

The study set out to examine the policies and programmes of the GES and the extent to which they have been effective in the management of teachers in the study district. From the main findings of the study, conclusions and policy implications with regard to teacher management policies of the Ghana Education Service in the Tamale Metropolis can be drawn:

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

In the area of policy on motivation, a high percentage of respondents do not feel motivated enough to give of their best in education delivery. This is reflected in the fact that when teachers were asked to rate their expectations of the GES ability to meet their needs, teachers' expectations were low. This is also reflective of the unwillingness of a large number of teachers to pursue teaching as a career. This in no small way has contributed to the lowering of educational standards which is reflected in poor performance at the BECE in public schools in recent times, resulting in the inability of large number of the candidates been able to progress to the Senior High School (S.H.S).

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

Policy implications

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

• Orientation services should be conducted for all newly posted teachers to enable them adapt easily to the new environment and settle down quickly to perform effectively in the Ghana Education Service. During orientation issues relating to job description, in- service training, and training and development must be discussed. Before assumption of duty, contents of the job description must be discussed with all teachers to enable them understand their scope of operations, this could serve as the bench mark for performance assessment in the future.

• All teachers should be afforded the opportunity to attend in-service training at least once a year. Teachers must be told how often in-service training programmes will be organised and the officer responsible. In-service training boost teachers' confidence level and also enable them gain new knowledge and skills needed for improve performance.

• In the interest of retention of qualified teachers, teachers must be given a remuneration package comparable with other public sector workers. Teachers normally compare their compensation package with other sectors and if in their perspective the others are treated better they make attempts to leave the teaching profession. Since, a motivated teacher is an invaluable asset to the service; salaries, allowances, accommodation, teaching and learning aids, conducive working environment and other incentive packages given to teachers should be improved to retain their services. Dissatisfaction will facilitate the exit of teachers to other areas which will have a telling effect on the ability of the GES to achieve its strategic goals.

• Review of existing policies and programmes to make them more effective. There is the need for the MOE and GES to critically asses the existing policies regarding training and development and general working environment. The quota system of study leave should be maintained but must be decentralised to the district level. Again, there is the need to focus on sandwich and distance learning programmes, and teachers who opt for this should enjoy sponsorship. This will ensure that teachers do not vacate the classroom for further studies. Another area of concern is the general working environment in the schools. Studying under trees, dilapidated classrooms, deplorable environmental conditions, absence of offices and workshops are a major setback to education delivery in the Tamale Metropolis. This problem must be tackled holistically through budget support; in addition, set aside a quota of the Ghana Education Trust Fund (GETFUND) for infrastructure development in basic schools; also, by giving incentives to organizations that make it part of their cooperate social responsibilities to support basic schools; and further, by re-instituting Parent Teacher Association (PTA) levy for schools in well endowed areas. The review process must be consultative involving the broad mass of stakeholders in the education sector. The areas to be reviewed must be communicated in writing to all the stakeholders requesting them to consult their members and to present proposals regarding the review. This will enhance acceptability of the revised policies by all stakeholders.

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