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TEACHERS' PERCEPTIONS OF STUDY LEAVE WITH PAY POLICY AND ITS
IMPACT ON TEACHER RECRUITMENT, MOTIVATION AND RETENTION:
A CASE STUDY OF GHANA

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Abstract <p>This research work examined the perceptions' of teachers towards the study – leave with pay policy and its impact on teacher recruitment, motivation and retention in Ghana. The main purpose of the study is to find out how the study-leave with pay policy is impacting teacher recruitment, motivation and retention in Ghana. The perennial vacant teaching post being created in the Ghana Education Service (GES) on daily basis has attracted my research interest into this study.</p> <p>In this study, (12) interview questions were used to solicit teachers' view on the study leave with pay policy and its impact on teacher recruitment, motivation and retention. Three research questions were drawn up in order to meet this research aim: 1.How do teachers' perceive the study leave with pay policy and its impact on teacher recruitment into initial teacher colleges of education? 2. How do teachers perceive the study leave with pay and its impact on teacher motivation in Ghana Education Service? 3. How do teachers perceive the study leave with pay and its impact on teacher retention in Ghana Education Service? Simple Random sampling was used to select (10) teachers, who have been on the study- leave with pay policy, 5 from each university for interviewing. The empirical data is collected using thematic interviews of (10) teachers. The study made use of phenomenographic research approach since the study concerns itself with teachers' perception.</p> <p>The theoretical framework under which this study was carried out emanated from two major sources namely the interpretive approaches to policy and policy analysis. Data analysis was done using interview transcribing techniques. The key findings from this study are: 1.There is a strong perception among teachers studied that the conditionalities attached to study with pay is causing low recruitment into Initial Teacher College of Education, 2.The low motivation among teachers studied is attributable to the study leave with pay policy and 3. Most of the study leave with pay policy conditions function as a limitation to teacher retention in Ghana education service.</p> <p>On the basis of the findings, there seems to be some weakness in the policy and will therefore suggest a possible look at the policy again. The study suggests that government discontinue with the study leave with pay policy in that it continues to deprive the teaching profession of valuable assets. It recommends to government to shift policy completely by means of redefining teacher education thereby lifting teacher education to where it belongs.</p>			
Keywords Ghana education policy, study leave, teacher recruitment, teacher retention			

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1. INTRODUCTION

In 2000-2001, the Government of Ghana (GOG) in collaboration with the Ministry of Education (MOE) and the Ghana Education Service (GES) introduced a reform that has divided the teachers' union in Ghana and generated a debate within the teaching profession in Ghana and fuelled a charged public debate that still continues as this study is being carried out. The main issue is either to continue to grant teachers with study leave with pay or without pay within the GES. This motivation is based on the fact that government and for that matter GES is not benefitting directly from those teachers with study leave with pay. This education policy by GES has sparked tension within the teacher's front and brought clashes over the meanings and the implications of fairness within the teaching service in Ghana.

The intensity of this public discourse emanated from the two leading teachers associations in Ghana: the Ghana National Association of Teachers (GNAT) and Ghana National Association of Graduate Teachers (NAGRAT). Both the opponents and supporters of the study leave with pay policy were shocked upon hearing the new policy reform. The supporters of the leave with pay argued that this policy has been there since time immemorial and has been the 'saviour' to many poor but brilliant students. At the same time, opponents of the policy lamented that the leave with pay policy is not helping the government in achieving its goals as far as teacher – pupil ratio is concerned. Nobody seems winning the debate over the policy of study leave with pay or without pay. However, it is generally known that the quality of human capital of any nation depends upon the quality of the education it offers, and the quality of education given is also determined by the quality of teachers who teach. It is, therefore, necessary that the standard of teachers be kept abreast with current expansion in knowledge due to rapid technological advancement, the world over. It is a constitutional mandate in Ghana to provide Free Compulsory Universal Basic Education (FCUBE) for all children of school going- age (Government of Ghana, 1992). This provision requires government to improve access to and participation in education in Ghana, and enhance teaching and learning in the basic schools, (Ministry of Education, 1994). Achieving this goal in line with the global aspirations of Education for All and the Millennium Development Goals to which Ghana is a committed member. And government recent demonstration of and commitment to this responsibility includes improvement in school infrastructure, introduction of a Capitation Grant that absolves all fees, a School Feeding

program by which all basic school students are provided with one free meal a day, and a Bus System by which basic school students enjoy free transport to and from school, if available. The result of these measures is increased enrolments in schools, which call for an adequate, well-qualified, highly competent, stable and dedicated teacher workforces.

Teacher education in Ghana is the type of education and training given to, and acquired by, an individual to make him or her academically and professionally proficient and competent as a teacher. In pursuance of the objective of improving the teacher education sector, the Ministry of Education (MOE) through its agency, the Ghana Education Service (GES) has since the 1990's embarked upon some reform activities with regard to the structure and content of teacher education in Ghana. Thus the GES introduced the study leave with pay policy as part of the reform activities. In this policy, teachers are supposed to serve a minimum of three (3) years after certification as teacher in any part of the country before embarking upon any academic and professional development programmes. This policy came in with eight (8) conditions binding exclusively on teachers in GES.

Regrettably, the implementation of these reforms to prevent the creation of empty classrooms has failed to make the issue of teacher quality and its development the cornerstone of the strategy to improve teacher education in Ghana. The reforms have rather created more empty classrooms in the various schools across the country. Yet, we know that no educational reform can succeed without a credible programme of teacher training and orientation. A former minister of education, Mr Osafo Marfo, in 2005, at a press briefing stated that "currently, there is a shortfall of about 40,000 teachers in the country, with 28,000 untrained ones waiting on the list, but the country's training colleges are able to train only 8, 000, therefore the GES should be careful not to deplete its coffers for the sake of study leave to create empty classrooms," (Ghana News Agency, 2Feb, 2006). Mr Osafo Marfo noted that in a situation where 14,689 teachers leave the classroom annually in pursuit of academic laurels, the government had to recruit about the same number of personnel to fill those vacancies created. (GNA, April, 2005).

The objective of teacher education in Ghana is the training and development of the right type of teacher who is competent, committed and dedicated. Regrettably, the number of teachers who have left the classroom is rather on the increase. Thus, teaching suffers from what has been described as 'chronic prestige deprivation'. The morale of teachers is low

due to poor salaries and lack of incentives. Their commitment to the teaching profession is therefore weak (White Paper 2005:95).

My ambition with this research is not just to add another opinion to the discussion of teacher education in Ghana. My aim is rather to explore and offer an alternative holistic “Route” approach to initial teacher education in Ghana. The research would inquire into how the Ministry of Education (MOE) policy on study leave with pay is impacting teacher recruitment, motivation and retention in the teaching profession of Ghana and the possible way out of this ‘chronic prestige deprivation’.

This study aims at finding out the following:

1. The perspectives of teachers on why recruitment into initial teacher colleges in Ghana is low in the face of the existing study leave with pay policy;
2. The perspectives of teachers on why teacher motivation is low in Ghana despite the existence of study with pay policy;
3. Teachers view on how teachers in Ghana could be retained in the teaching profession.

My reason for taking this research topic emanates from the fact that in the 2000/2001 academic year, there were 19,141 vacancies for teachers at the basic level. However, only 6285 were filled. Of the number teaching at that level, 27,398 were untrained (GES, 2002). According to the Teacher Education Unit of the Ghana Education service, the total number of qualified teachers needed in the pre-tertiary sector as at now would be 75,000. However, in the 2001/2002 academic year, there were only 19,686 teachers receiving training in 42 training colleges, giving an annual teacher output of about 6,000. To achieve universal basic education, it will take at least 12 years to meet the current requirements for teachers. However, after 12 years the case of meeting the teacher requirement for pre-tertiary sector remains the same. What is seen currently is that the Government agency responsible for policy formulation on all matters related to education in Ghana, including teacher education has for the past 12 years continue to implement education policy that impact teacher recruitment, motivation and retention. In such policy, only 3000 teachers are allowed to proceed on study- leave with pay annually. This policy seems to have created some weak morale within the teaching profession and thus resulting in a deficit of over 60,000 vacant teaching posts in Ghana.

In Ghana today, the structure of law and medical professions is 4:2:2. This means that in profession such as Law and medicine, one is required to study medicine/law for 4 years at the initial stages and 2 years of practical training and another 2 years of houseman -ship. Thus, it takes less than 10 years to be called a lawyer and a medical doctor in Ghana.. In comparative terms, the structure of teacher education on the other hand is 3: 3:4. What this means is that to become a professional graduate teacher in Ghana, one needs 3 years of initial teacher training education, with another 3 years of satisfactory service within the service and 4 years of University education. Thus, it takes 10 years to accomplish this status. As a result of this structure in GES, there are many questions begging for answer as I engage the policy in an attempt to seek the views of teachers. Is the policymaker aware that per this policy, it takes 10 years to attain a professional graduate teacher status in GES? Yet these professional graduate teachers do not have the same autonomy as required by all professionals. Does it mean also that the policymaker places no value of the minimum 3 years of teaching experience by these teachers? Whose value is being allocated here? How is this value being allocated? Isn't the policy meant to attract qualified teachers into the service? Or was it meant to send teachers out of the profession?

Does it mean out of the over 70, 000 teachers needed to fill vacant teaching posts in GES only 3,000 would be given the leave with pay? Where does the rest go? Who takes over their place in case they decided to leave without pay? How do you maintain these teachers in the service? However, these facts are not the only reason for undertaking this research study. Rather, my understanding of policy as an authoritative allocation of values has triggered my interest to interrogate the government of Ghana's policy of study leave with pay with regards to teachers' perception and its impact on teacher recruitment, motivation and retention. As I continue to seek answers to these begging questions, I came into contact with, published reports, books and articles on policy studies and analysis that gave me the urge to interrogate this topic the more as my research study for the award of a master's degree in Education and Globalisation at the University of Oulu.

I see myself as a researcher and at the same time an insider as far as this study is concerned. This is so because I served as a practicing teacher in Ghana for ten years, six years of full time classroom teaching and four years of achieving academic qualification to the status of a graduate teacher. These were all achieved in both the urban and rural areas of Ghana. My journey so far in teacher education and currently my studies in education and globalization have largely influenced my perspective and position as far as this topic is

concerned. However, my three years out of Ghana education service and my education outside Ghana currently gives me the hope to feel that I am an outsider and issues of ethical consideration would be minimized as I tried as much as possible not to allow those ‘insiders’ information to affect the data from my interviewees.

The significance of this research lies in the fact that the findings could be used to inform policy makers in the education sector in Ghana on the need to change policy to improve teacher recruitment, motivation and retention in the teaching profession in Ghana.

This study is organized into five chapters. The chapter one covers the background to the study, structure of education in Ghana, teacher education in Ghana. Chapter two covers the theoretical framework and review of related literature. The third chapter deals with Methodology and areas under study. The fourth Chapter presents analysis of interview, findings and discussions of the study. The final chapter deals with conclusion and reliability, recommendation and suggestion for further study.

2. BACKGROUND: STRUCTURE OF EDUCATION IN GHANA AS AT 1987

In 1987, Ghana witnessed a major reform in the educational sector which brought an end to the British- based system of A- level and O –level structure of education respectively. The current structure of pre – University education in Ghana begins with Kindergarten for two years for children between the ages of 4 to 6 and then continue with Basic Education comprising six years Primary and three years Junior Secondary School, Senior Secondary Education and Technical and Vocational Education three years, Teacher Education three years, Polytechnic Education three and University Education four years.

2.1 THE CHALLENGES OF EDUCATION IN GHANA

In November, 1999 a National Education Forum was organized in order to identify the challenges of the education sector Ghana with regards to tertiary and senior secondary school programme and structure. These challenges were the goals and philosophy of the present educational system and the principle which should guide curriculum design, pre-school/basic education, secondary/technical education, teacher education, tertiary education as well as management and financing of education. The main aim of this forum was to review the challenges of the educational sector so as to meet the focus of education within the context of human capital formation and respond to needs of the nation’s developmental agenda in this era of globalization. The results of this forum established the following:

1. The establishment of the Ghana education service Trust Fund (GETFUND) by increasing VAT by 2.5% to fund the education sector as well as extend assistance to needy students of the Tertiary sector.
2. The establishment of an institution of cost sharing at the tertiary level is based on a system of fees and charges which can be partly covered by a deferred cost –recovery scheme in the form of a student loan.

Again, in January, 2002 the then President (Mr. John Agyekum Kuffour) set up a Committee to review the entire education system of the country with the view to arriving at decisions that would make the system responsive to the challenges of the Twenty-First Century.

2.2 SCHOOLS AND UNIVERSITIES IN GHANA

Ghana has 12, 130 primary schools, 5,450 Junior Secondary Schools, 503 Senior Secondary Schools, 18 Technical Institutions, 38 Training Colleges, Three Theological Colleges, 8 Tutorial Colleges, 10 Polytechnic, about 38 private , and 12 Public Universities serving a population of about 24 million. It is mandatory now for students to begin their 2-year kindergarten and 6 –year primary education at age four.

In contrast, in 1957 at the time of independence, Ghana had only one university and a handful of secondary and primary schools. Primary and junior secondary education is free. However, the case of tuition free education at the time of independence is not the same as after independence.

2.3 TEACHER EDUCATION IN GHANA

The major educational policy that saw modification to the teacher education in Ghana was The Accelerated Development Plan for Education 1951. According to Hilliard (1957) the policy plan became the blue print for two decades. In the said policy documents, facilities for the training of teachers were to be increased by the addition of ten new colleges and the doubling of the size of six existing colleges; four emergency colleges for short courses for uncertified teachers to be opened. Also, any teacher in- training, except those possessing a School Certificate (Categorization of Certificate A and B are based on the entry level requirement of the teacher into initial teacher colleges of education) take the Certificate B course, and entry to Certificate A course to be made from among the Certificate B holders who have taught for a period. It further proposed that the Northern Territories to increase the number of middle schools as quickly as possible, and to provide more potential teachers; a new training college to be opened at Pusiga.

During the Colonial era, Teacher Training in Ghana was associated with the religious denominations operating in the country. Thus, the headmasters of those schools were acting as caretakers of the teacher training colleges under the various religious denominations. According to MOE (1996), the introduction of the 1951 Accelerated Education Plan saw the secularization of the teaching profession. The demand for teachers had increased due to the expansion of the whole school system. In this regard, many people with tenth grade qualification were recruited as “Pupil- teachers.” As a result, about 63% of the country’s

primary school teachers were uncertified as late as 1966. The recruitment of uncertified teachers into GES dates back to the period of pre and post-independence despite the fact that Ghana can presently count as many as 38 Colleges of education responsible for teacher training education.

2.3.1 TEACHER PROFESSIONALISM IN GHANA

According to Freidson (1994), the debate about professionalism is clouded by unstated assumptions and inconsistent and incomplete usage of the concept. Professionalism to Freidson, is an ideal type where the organization of, and control over work is realized by the occupation instead of by the market or by a hierarchy. Of course, the meaning of professionalism might mean different to different people. As Fox (1992: 2) cited in Helsby (1995) states; 'Professionalism means different things to different people. Without a language policy, however, it is unlikely that the term professional(ism) will be used in only one concrete way'. In advancing Freidson's debate in connection with usage of terms professionalization and professionalism, Englund (1996: 75) observes that teaching as a profession lacks the conceptual clarity and consensus. Thus, he draws a clear distinction between *professionalization and professionalism*. Professionalization to Englund is a sociological project which relates to the authority and the status of the teaching profession; and viewed professionalism as a pedagogical project which concerned itself with the internal quality of teaching as a profession.

Troman (1996: 476) perceives professionalism as a social construction and it varies contextually, and at the same time it is a contested concept. He contends that professionalism is neither an absolute nor an ideal concept. In supporting Troman's perception in connection with teacher professionalism, Helsby (1995: 320) argues that if professionalism is a social construction, then teachers themselves played a major role in that construction process either by accepting or resisting external control and asserting or denying their autonomy. In real terms, professionalism has to do with things that persons actually do and not what institutions and organizations want them to do.

At present, all teachers are categorized into professional and non-professional teachers. Thus, the basic minimum teaching qualification of a professional teacher at the basic school level is Diploma in Basic Education from accredited higher institution whereas a Bachelor degree in Education is accepted for professional teachers at the second cycle lev-

el of education in Ghana. A non – professional teachers are categorized as teachers having: Senior Secondary School certificates with credit in English and Mathematics and any other subjects,

Teachers with Diploma from accredited polytechnics and any other non-teaching tertiary institutions and University graduates without certificate in education. As a result of these categorization there are various groups of teachers with varying qualification all operating in the educational system in Ghana. This is based on the number of years these teacher are trained at their Initial Teacher Training Colleges. Thus we have the following groups of teachers in Ghana:

- (a) The regular 4-Year Post Middle teacher Training Course for teaching in primary and Middle Schools,
- (b) Modular 4-Year Post-Middle Teacher Training Course also for teaching in Primary and Middle Schools,
- (c) 3- Year Post- Secondary Teacher Training Course for teaching in Middle and Junior Secondary Schools,
- (d) 3- Year Post Certificate “A” Diploma Courses for teaching in Secondary Schools and Teacher Training Colleges,
- (e) 1 – Year Diploma Course in Advanced Study of Education (DASE) for teaching in Training Colleges, Secondary and Technical Schools,
- (f) Degree and Post- graduate Diplomas for preparing teachers for Secondary Schools and Training Colleges.

To ensure the preparation of quality trained personnel for Ghana’s educational institutions, the future policy for teacher education is to trained teachers properly at the tertiary level and this was reflected in the new proposal for teacher education (Government of Ghana, 2002a). The new structure of teacher education is to ensure that teacher education is part of the tertiary system. Thus the new structure has the following institution of teacher education:

- (a) Initial Teacher Training Colleges
- (b) Colleges of Education.
- (c) University Graduate Programme

In Ghana today, the selection into all these teacher education institutions is premised on obtaining Senior Secondary School Certificate (SSSCE). Even though the teacher training college admission requirements are comparable to those of the universities and other tertiary institutions, the training colleges are not considered as tertiary institutions, (White Paper, 2005:96). Any new educational reform programme should reflect the modern trends in teacher education. Unfortunately, the current trends of training teachers at different levels for different educational institutions do not reflect the new structure of teacher education. On this basis, one is tempted to question who gets selected into the Initial Teacher Training Colleges. Who gets into the College of Education? What qualification is admissible into the University Graduate Programme?

2.3.2 GOVERNMENT OF GHANA POSITION ON TEACHER EDUCATION

As stated earlier, this study also looked at government reports on teacher education. One of such reports is the Government of Ghana (GOG white paper, 2005) on teacher education. In the said report, the GOG stated in clear terms her position on teacher education. It is an open truth that the future of teacher certification is undergoing some level of scrutiny and change in many countries today. According to the Government of Ghana (GOG White Paper, 2005) teacher education lacks sufficiently trained teachers. In addressing this deficit, GOG policy for pre-school, primary and second cycle education is that by 2015 all levels will be staffed with professionally trained teachers (White Paper, 2005). To this end, the following actions will be taken:

1. A teaching and licensing co-ordinating body, the National teaching Council, will be established.
2. All Teacher Training Colleges will be upgraded into diploma-awarding institutions which will be affiliated to the education-oriented universities.
3. Modular and competency-based training course and distance education courses will be organised for non-professional teachers to enable them qualify as professional teachers
4. Continuous teacher development will be undertaken to upgrade and update the competences and skills of serving teachers to offer quality teaching and learning in our schools

5. Remedial programmes will be provided for teachers without the minimum requirements to enter teacher-training colleges.
6. Special attention will be given to the training of teachers for technical, agricultural, vocational and special education, and in French.
7. Conditions of service will be improved to make the teaching profession attractive and to inspire confidence and efficiency.
8. Special training will be given to teachers who opt for Guidance and Counselling programmes
9. Incentives will be offered to encourage teachers to transfer from the urban centres to rural areas.

The essence of using this report in this study is to bring to the fore the extent to which GOG responds to the inconsistency that characterised the teaching profession. Reading from this report above, it is evident that there are some policy decisions within teacher education impacting teacher recruitment, retention and motivation. Some of these inconsistencies could be located in the admission requirement of the teacher education –oriented universities in Ghana. These education- oriented universities do not accept the same diploma they have awarded to teachers from the various colleges of education as entry requirement into the 4 –year university education. They instead insist on the SSSCE certificate as the basic level requirement. However, diploma certificate holders in Ghana stand the chance of pursuing university education for 2 years or 3 years depending on the class of the diploma certificate. Again, providing remedial programmes for people without the basic minimum requirement into teacher-training colleges is not consistent with local standard let alone meet the professional requirements of teachers in Ghana. The extent to which these remedial actions have helped address the deficiencies within the GES should be another main issue of concern to research on.

Globally, teachers play significant roles in any educational system. Not only are they the agents of state responsible for inculcating for vital skills and knowledge as well as moral values(Bourdieu and Passeron,1990), they are also agents of change functioning often as “public intellectuals” (Aronowitz and Giroux,1991:31). It has been argued that critically aware teachers, such as public intellectuals can assist in the task of encouraging their students to explore their own “histories and voices” (Aronowitz and Giroux, 1991: 109).

If one relied on reading the government of GOG policy documents, one might think that a lot has happened in relation to working conditions of teachers, teacher professional development and in-service training for teachers. Majority of the teachers on the distance education programme meant for teacher professional development have to part with huge sums of money meant for transport to their study centres. These programmes and other so called in-services training are organised during school hours and most of these teacher have to vacate the classroom to attain the said training for weeks and months. Unfortunately, these activities are not contributing to the task of recruiting, motivating and maintaining teachers in the service. As (Aronowitz and Giroux, 1991:109) put it, teachers are the intellectual fire-power to fight effectively for work conditions that enable them to build critical awareness, so that they can “reflect, read and share their works with others”, thereby improving the “life of and the mind of the entire communities”. The state of Ghana expects a great deal from its teachers as agents of change, and yet little is being done to help them develop professionally and measure up to the globally accepted standards. This is so because professional development includes formal experiences: attending workshops, professional meetings and mentoring and informal experiences: reading professional publications and watching television documentaries related their academic disciplines. However, in-service training (INSET) which is the major tool of professional development within GES is rather based on demand and supply driven activity.

2.3.3 CONDITION FOR THE GRANT OF STUDY LEAVE WITH PAY IN THE GHANA EDUCATION SERVICE

As it stands now, the GOG in collaboration with the MOE and its agency GES which is responsible for teacher supervision, puts up the following as condition for the grant of study leave with pay. This is the policy upon which this research study is seeking teachers’ perception on.

1. The minimum number of years to serve before qualifying for the grant of study with pay is five (5) years satisfactory service. A beneficiary of study leave with pay shall be bonded for the number of years served at the institution plus one (1) year.
2. An applicant who has served in a designated deprived area for two (2) years may be eligible for consideration for the grant of study leave with pay.

3. Applicants who apply for the study leave with pay in the critical subject areas would be required to teach initially for two years before embarking on study leave with pay.
4. Non-Professional graduate teachers should serve for at least one (1) year before being eligible for the Post Graduate Diploma in Education (PGDE) course.
5. Members of the service returning on Secondment must serve a minimum of two (2) years before they become eligible for the study leave with pay.
6. Members of the service who vacate the service and are re-engaged must serve a minimum of five (5) years before being eligible for the study leave with pay.
7. An applicant who is eligible for study leave with pay must have a minimum of two (2) years to serve after the course. For example, Staff who are fifty five (55) years and above cannot apply for study leave with pay to pursue course that last for four (4) years or more. They can however, apply to pursue courses that have duration between (1) and three (3) years.
8. An applicant shall be eligible for study leave with pay subject to the following:
 - a. Good conduct
 - b. Good performance
 - c. Recommendation by immediate supervisor

Adapted from: Ghana Education Service (GES) 2011 condition of service

My basic thesis is that all these conditions for the grant of study leave with pay look great on paper. However, most of these conditions are affecting recruitment, motivation and retention of teachers in the service. A critical look at these conditions will let anyone know that there is no fairness in awarding teacher status in Ghana. In the case of non-professional graduate teachers, they are to serve only a year and are eligible for qualified teacher status whereas the professional graduate teacher spent three years to gain such status. Furthermore, as part of the conditions, teachers who served the mandatory period for the grant of the study leave with pay are subjected to good conduct, good performance and recommendation by immediate supervisor. What constitute good performance and good conduct? This discretionary power is subject to abuse. It is not for any reason that the GOG through its white paper stated that the morale of teachers is low (White Paper, 2005).

To make matters worse, the Government agency responsible for policy formulation on all matters related to education in Ghana, including teacher education has for the past 12 years continues to implement education policy that impact teacher recruitment, motivation and

retention. In such policy, only 3000 teachers are allowed to proceed on study- leave with pay annually. This policy seems to be counter- productive in that it has created weak morale within the teaching profession and thus resulting in the deficit of over 60,000 vacant teaching posts in Ghana.

According to the World Bank (WB) Report of (2010), between 2001/02 and 2008/09 the number of primary teachers grew from 80,552 to 114,421. It continues to report that out of these numbers, the percentage of untrained primary teachers grew from 35.1% to 52% thereby creating more students for each qualified teacher in the country. In the said report, it was established that out of the 70,000 unqualified teachers recruited by the GES in 2007, 22,000 were university graduates on their mandatory one year's national service, 12,000 more were people on volunteer teaching schemes, 9,000 were final year students from teachers' training colleges who were on their normal one year teaching practice programme.

3. THEORETICAL FRAMEWORK

The theoretical frame upon which this study is focus on could be located in the interpretive approaches to policy as well as their foundation in social constructionism. The nucleus of this theoretical approach is centered on the work of Dvora Yanow, Frank Fisher and Martin Rein. Their work is also used to evaluate education policy of study-leave with pay, the views of teachers and the impact of such policy on teacher recruitment, motivation and retention in Ghana. My studies in education policy and the social justice issues that arise as the state restructures education policy and other studies by education policy analysts like Amissah (1990) and well as Djangmah (1986) did helped to situate the study within a specific historical and political context. This section would look at what an interpretive approach to policy analysis is, what policy is, followed by what policy analysis is. It will consider the difference between analysis of policy, analysis for policy, and positionality in policy analysis.

3.1 INTERPRETIVE APPROACH TO POLICY ANALYSIS

An interpretive approach to policy analysis (IPA) focuses on the meanings of policies, on the values, feelings, or beliefs they express, and on the processes by which those meanings are communicated to and read by others. According to Walsham (1993) interpretive methods of research start from the position that our knowledge of reality, including the domain of human action, is a social construction by human actors and that this applies equally to researchers. In supporting Walsham's position, Yanow (2000: 4) argues that interpretive methods are based on the presupposition that we live in a social world characterised by the possibilities of multiple interpretations. To Yanow, dispassionate, rigorous science is possible, but not the neutral, objective science stipulated by traditional analytic methods. Thus there is no objective reality which can be discovered by researchers and replicated about others, in contrast to the assumptions of positivist science (Mathematics, Physics, Biology and Chemistry). To Walsham, the interpretivist paradigm was developed as a critique of positivism in the social sciences. Their views have different origins in different disciplines such as anthropology and sociology.

It is not the position of this research study to ignore scientific methods of research. However, as a qualitative researcher, my argument is that living requires sense making, and

sense making results in interpretation. According to Yanow (2000) the argument is only against the insistence of empirio-criticists position that scientific knowledge about the human, social world could be derived from only through the five senses. To Yanow, this approach separates values from facts and thereby excludes values out of scientific analysis. She contends that prior knowledge plays a vital role in sense making. Thus, interpretive approach to policy analysis is focus on the broad knowledge of policy-relevant public. In this case, teachers with study leave with pay constitute the policy-relevant public in this study. However, we have many other policy-relevant publics and other unheard or silent voices which may interpret policy differently from the policy-makers' intent. But then, IPA explores not only "what specific policies mean but it also considers "how" these specific policies mean as well as what context – specific meanings other policy-relevant republics make out of policy artifacts.

According to Yanow (2000) IPA focuses on the differing meanings that policies have for a broad category of policy-relevant publics. Through interaction, respective groups in a community begin to develop particular world views, engage in similar actions, and form group-particular discourses, or ways of interpreting, and acting, and speaking (Yanow, 2000: 10). These groups, to Yanow are known as Interpretive Communities (ICs). To her, ICs develop and share a set of values, beliefs, and feelings, reinforced by cognitive, linguistic, and cultural practices that reinforce each other.

The focus of IPA is on "Puzzles" or "tensions" of two related kinds (Yanow 2000). On one hand, Yanow argues that there is a difference between what a policy analyst expects to find and what actually he experiences in the policy or the agency. These expectations according to Yanow are based on the prior knowledge which can be the education and training of the policy analyst. Often times, these puzzles result in what she terms "mismatch". Drawing upon these, therefore, one can see these tensions as an opportunity to give reasons why the policy or the agency is doing things differently. An interpretive approach admonishment is to treat those differences as different ways of doing, seeing and understanding things based on our prior knowledge or experiences (Yanow 2000). However, she alluded to the fact that not all positions are necessarily right but went on to urge policy analyst to accord the different views and their corresponding feelings serious respect.

3.2 POLICY AND POLICY ANALYSIS

There is no precise definition of policy as same can be said of education such that the term policy is used with such notions as plans, goals and programmes. According to Ball (1994) the meaning of policy is often taken for granted and a theoretical and epistemological dry rot is built into analytical structures constructed, thereby making it difficult to achieve a grounded conceptual understanding of the actual meaning.

Despite all these contestation about the absence of a definite meaning as to what policy is, academic scholars in policy studies attempted formal definition. Thus, Jennings (1977: 30) describes policy as a guide for taking future actions and making appropriate choices or decisions towards the accomplishment of some intended or desired end. He provides further description to the effect that policy may also be thought of as setting out solutions to a problem, that is to say that the intention is to changing existing conditions in ways which will solve a problem. Although policy is often confused with decisions, individual decisions in isolation may not constitute policy. Ball (1993:10) argues that policy exists in text and action, words and deeds; it is what is enacted as well as what is intended. To Ball, policy as a text assumed the form of a legal document but not always. It is also instructive to draw a clear distinction between policy as a text and policy as discourse. Policy as texts to Ball (2006) are framed by broader discourses and the text refers to the actual words on paper, the use of certain language to depict specific meanings.

This study is not in any way trying to provide a formal definition of policy. Policy as discourses to Ball helps to position us. Discourses are about what can be said, and thought, but also about who can speak, when, where and with what authority (Ball 2006 cited in Rizvi and Lingard, 2009: 8).

Policy analysis is not an easy task in that its scope covers a broad range of areas and issues. This can include both the analysis of the process and the analysis of policy content. In a very similar way, Dye (1992 cited in Rizvi and Lingard, 2009) define public policy as what government choses to do. This lends itself to the believed that public policy is developed by government. However, Rizvi and Lingard,(2009:5) define public policy as actions and positions taken by the state, which consists of a range of institutions that share the essential characteristics of authority and collectivity. Often, state political actors and institutions are mandated to carry these actions and positions by themselves and on behalf of the state.

According to Ozga (2000), there is no recipe for carrying out policy analysis in education. To Ozga, the issue of concern in policy analysis depends on the production site of the policy and the nature of the policy being analysed. In this study, the concentration is on the analysis of the content of study leave with pay policy with regards to the perceptions of teachers in Ghana Education service. At this point, it's worthy to draw the distinction between analysis of policy and analysis for policy. Analysis of policy is an academic work undertaken by academic researchers for the purpose of attempting to understand why a specific policy exist at a point in time and what implications therein and what effects it might have on society. On the other hand, analysis for policy is a research conducted for actual policy development and it is mostly commissioned by policymakers within governmental and non-governmental organisations.

According to Schon and Rein (1994) policy positions rest on underlying structures of beliefs, perception, and appreciation, and these they termed "frames". To them, the main cause of policy dispute is as result of conflicts between frames. They argued that these conflicting situations cannot be resolved just by appealing to facts or persuasive arguments. Conflicting frames determine what counts as a fact and what arguments are taken to be relevant and compelling (Schon and Rein, 1994:23).

In supporting the argument of Schon and Rein, Yanow builds her position on how frames direct attention toward some elements and at the same time divert attention from other elements. Yanow (2000: 11) furthers his argumenta by explaining that "frame conflicts occur not because different interpretive communities focus on different elements in policy issue, instead, they value different elements differently".

According to Yanow (2006), it is not possible for a policy analyst to stand outside of the policy issue being studied, free of its values and meanings and that of the analyst's own values and beliefs. As a researcher, I must position myself clearly when it comes to policy issues. Yanow remarks that knowledge is acquired through the interpretation of events, actions and language, and data are necessarily subjective.

In this regard, I see my role as an academic researcher conducting analysis of policy as far as the study leave with pay policy of teachers in Ghana is concerned. As such, this study set its own objectives, therefore, adopted its own theoretical framework and methodology in seeking to address the issues of study leave with pay policy. As suggested by Cibulka (1994, Cited in Rizvi and Lingard, 2009) we should see analysis of policy and analysis for

policy as two entities sitting at various points on an academic and applied education policy continuum.

Martin Rein argues that social policy is seen “above all, concerned with choice among competing values” (Rein, 1976: 140). In furtherance of this point, policy is seen here as an expression and validation of public values (Yanow, 1996:22). Yanow states, “Policies are seen not only as instrumentally rational, goal-oriented statements, but also as expressive statements” (Yanow, 1996:22). Communities through policy, express how they believe society should be structured and how it should function.

(Dunn, 1981: 34) defines policy analysis as an applied social sciences discipline which uses reason and evidence to clarify, appraise, and advocate solutions for public problems. This implies that as an analysis, there is the use of intuition and application of judgement. This process involves the decomposition of the policy components through a careful examination. The activities that characterised this stage begin with research to provide an insightful meaning to issues and public problems, to programme evaluation. The programme evaluation process therefore helps in providing answers to evaluation questions such as: Of what worth is a policy? And whose values determine the worth of a policy?

Policy analysis can and has taken different forms. Thus conventional policy analysis mainly relies on positivist science. This is based on the belief that individuals can and should be objectively defined and followed by an objective goal of solving the problem using tools and instrument which are chosen objectively and finally evaluated using objective research.

It is hard to measure teachers’ policy perceptions. However, Fullan (2001) identifies some policy characteristics that affect policy implementation: the policy’s need, clarity and practicality. It is expected that teachers understand the need of a policy. Teachers must agree with the importance of the policy and acknowledge that the policy is appropriate for their school (Floch, Zhang, Kurki, and Herrmann 2006).

Secondly, the policy’s clarity is important. Teachers have to understand the goals and means of policy. To Fullan (2001) the policy should be clear for teachers so they are able to put it into practice. This theoretical lens of policy and policy analysis extends to view the understanding of the GES study leave with pay policy, which could be understood correctly when analysed from the view point of its impact on teacher recruitment, motivation and retention.

Thirdly, the policy has to be practical. Thus Doyle and Ponder (1977) viewed practicality of change as a threefold concept based on the instrumentality, congruence and cost of change. The content of instrumentality consists of a procedure to put a change in practice. The change must be congruent with the teachers' beliefs and at the same time the change must construct the teachers' beliefs.

Gergen (1999) opined that social constructionism considers varying ways in which social realities are shaped and perceived. Thus, Fischer (2003:53) argues that social constructionism is an inquiry into the ways objects are seen through different mental structures or world views, how they are interpreted in different social circumstances and understood during different historical periods. This gives room for the idea of multiple interpretations of the world, and the purpose of public policy and a multiple interpretation of a policy itself.

3.2.1 HOW THESE FRAMEWORKS SERVED MY STUDY

The study leave-with pay policy has become a hotly contested issue in domains of teachers and other stakeholders over the years. The selection of these frameworks illuminates the path this study has taken. The current debate on the policy by one school of thought is to maintain the policy at the same time; the opposing groups claim is that the policy should be removed in that it has outlived its usefulness thereby affecting teacher recruitment, motivation and retention. However, none of the two schools of thought is winning the debate. The key question maybe which school is winning the case? Using normal policy analysis will be of little help. Therefore, the study adopted interpretive analytical approach of policy analysis to offer useful meanings to the study. In assessing what this policy means to the interpretive groups within teacher education, and investigating the perceptions upon which these values are based will provide some evidence towards resolving the perennial problem of teacher shortage in Ghana.

3.3 REVIEW OF RELATED LITERATURE

This section of the study reviews the relevant literature related to the topic under study. This affords me the opportunity to establish the frame of reference to access the perceptions of teachers' on study leave with pay and its impact on teacher recruitment, motivation

and retention in Ghana. It therefore opened the avenue for me to pick upon the works of others which called for a further research in the field. My areas of interest are as follows:

1. Attrition
2. Recruitment
3. Motivation
4. Retention
5. Profession divided
6. Teacher Professionalism: Experience or Academic Qualification?

3.3.1 ATTRITION

The term “attrition” is used by researchers to denote the loss of teachers from the profession and “migration” to denote teachers’ movement from one district or school to another. The umbrella term used for both terms is “Turnover” (Ingersoll, 2001). Adequate planning for teacher supply requires an understanding of teacher attrition. It is therefore, important that attrition be monitored in a manner which takes into account variables such as: gender, age, qualifications, ethnicity, location, specializations, re-entry, economic climate, and mobility within teaching (Forojalla, 1993). It is clear that some teacher attrition results from retirement of teachers who have reached the prescribed age of retirement, but that there is also a discretionary component to teacher attrition, as a large proportion of attrition is the result of voluntary resignation. “I do not see the need to return to this service again. How I struggle to have my way through, I don’t see the need to return. I will vacate post after my degree certificate”, (Personal Interview, May, 2012). This voluntary attrition may also be responsive to changes in policy, and hence understanding of the patterns and causes may assist in addressing the challenges of teacher provision. As Macdonald (1999) concluded; greater tracking of teacher attrition is required, as “parameters of what is understood by attrition are infrequently articulated and statistics are considered as approximate”.

Despite the importance of monitoring teacher attrition, existing data is limited in scope and reliability. Macdonald (1999) pointed to a series of difficulty with teacher attrition data. In the first place, the definition of teacher is unclear, and the inclusion of part time and unqualified teachers can greatly alter the observed patterns. Secondly, inter-school teacher mobility is sometimes confused with attrition. Thirdly, the data is not sufficiently detailed to allow analysis of important differentials which may be associated with age, gender,

qualification, subjects' area and geographical location and fourthly, the data frequently do not allow tracking of re-entering of teachers who have left the profession.

In the US, Guarino et al (2004) also noted the paucity of a reliable data on teacher retention and attrition, and the importance of longitudinal data tracking teachers' employment. In Africa, voluntary resignation was often cited as the single greatest reason for attrition, and retirement accounted for a smaller portion.

3.3.2 RECRUITMENT

Griffin stated, "Whoever teaches in our schools, we must reaffirm and strengthen our intentions to recruit into teacher education the capable rather than settle on the available" (cited in Smith, Nemser, McIntyre & Demers, 2008: 399). The most valuable assets of any organization are the human elements. Thus the success of any organization, firms and institutions depends on the human resources. It is in line with this assertion that institutions, organization and firms need to hire the best of people available since it is the human beings that are able to coordinate, plan and direct the organizational goals.

The issue of staffing in Ghanaian schools lingered on. Thus, Kinnard (1988) describes staffing as the necessary part of management. Kinnard went on to argue that staffing can no longer be viewed simply as hiring people to fill a vacant position (1988:34). Staffing involves bringing new people into an organization and making sure that they serve as an addition to the work force. It is therefore imperative to consider human resource planning as a way of recruiting into the Education Service of Ghana.

In today's globalized society, organizations require a clear and systematic approach to offer specific solutions to the question: how to recruit the capable of the right number into the service, motivate them appropriately and effectively retain them in the service. In doing so, Cote (1997), states that human resources planning involves rational and planned approach which is meant to ensure the following: There is recruitment of sufficient and suitable personnel; the retention of these personnel in the organization or service; the optimum utilization of staff and the improvement in their performance.

The question of who enters teaching profession in Ghana must be of policy concern. This is so because the case in Ghana is such that the GES is losing its able teachers to other professions like the Banking and Mobile Telephony Companies.

3.3.3 MOTIVATION

Teachers have been viewed as central to both the problems of education and their solutions in the last three decades of education reforms in Ghana. However, education researchers and school leaders have faced the challenge of motivating teacher to stay in the profession. According to Frase (1992), many good teachers leave the teaching profession in the first three years. What is required of education leaders is to find ways of maintaining teachers in the profession and keep them motivated Thus, motivated teacher is not only the one who feels satisfied with his/her job, but also is empowered to strive for the overall development of his/her professional status.

Scholars of motivation argued that motivation is a multidimensional construct, such that one can think about these dimensions based on the sources of the individual motivation. Earlier research showed that there are two major types of motivation: intrinsic and extrinsic. Thus Amabile (1993) defined intrinsic motivation as the enjoyment, satisfaction of curiosity, interest or personal challenge that the individual derive from task itself. On the other hand, he defined external motivation as the satisfaction individuals derive as they engage in the work in order to obtain some goal apart from the performance of the task itself.

Other Motivation scholars argued that intrinsic motivation is an important driving force of any employee attitudes. Cho and Perry (2011) contend that three factor conditioning the effects of intrinsic motivation are managerial trustworthiness, goal directedness and extrinsic reward expectancy. They argued that managerial trustworthiness and goal directedness increase the leverage of intrinsic motivation on employee satisfaction, whereas extrinsic reward expectancy decreases the leverage.

Earlier studies on the causes and consequences of motivation abound, but the fundamental question that remains unanswered is the condition under which the effect of employee motivation is elevated or depressed in government organizations. “Our educational managers cannot be trusted any longer. They keep demotivating us with this study leave issue. The policy is good but it’s affecting our motivation now” (Personal Interview, May 2012). This was a personal interview I had with one of the teachers and it seems to be the general feeling among those that I have interviewed with regards to this study. One of the factors conditioning the effects of intrinsic motivation is managerial trustworthiness. If managerial

trustworthiness is lacking within the GES, the leverage of intrinsic motivation on employees' satisfaction will decrease.

The debate about why teachers leave the profession differs from country to country. Globally, the main explanation advanced in connection with teachers' career decisions is pay. According to Leno (1999) the economic rate of returns to education in Ghana are quite high as compared to other countries. This was in a World Bank report on Ghana. The basic implication here is that in line with educational inputs, educational outcomes measured against such indicators as wages after graduation is high. The case of the Ghanaian teacher is that many are graduating after the study leave with pay or without pay but majority of these teachers find their ways out of the profession. Thus, one can argued that investment in teacher education by GOG is kept low through the maintenance of low wages for teachers, large class sizes, study leave with pay and long working hours for the Ghanaian teacher.

3.3.4 RETENTION

Who stays in the profession should be a grave concern to policymakers. In this era of globalization, schools today serve diverse students population than ever before due to the changing needs of society. It is in this same light that societal expectation on teachers is not only to serve all students, but to succeed with them as well. In the Ghanaian context, teachers do leave the service at the time students are about to sit for their final certificate examinations. This is defeating the societal expectations of teachers.

According to Cooper and Alvarado (2006), teachers are primarily attracted to teaching by intrinsic motivation, but extrinsic factors play a major role in retaining them. They went on to emphasize that 30 – 50 % of teachers in the United Kingdom and the United States leave within the first three to five years, while in other developed countries the attrition rates are low. However, countries in which attrition rates are quite low, there are areas in which teacher turnover are equally high.

In Ghana, policy makers and school leaders face the challenge of retaining qualified teachers to ensure quality teaching and learning for all students. The rate at which qualified teachers at basic school level leave the teaching profession and the demand for teachers continue to increase. Thus, (Quansah, 2003) reports of a deficit of 40,000 trained teachers

in the basic schools while 24,000 of these vacancies were filled by untrained or non-professional teachers. Admittedly, the Colleges of Education which produce the bulk of these trained teachers lack the needed facilities to admit and train more teacher trainees. Coupled with this is the fact that the study leave with pay policy allows schoolteachers to teach for only three years after their initial teacher training. This study leave with pay policy of GES further permits schoolteachers to upgrade their academic qualifications to diploma and bachelor degrees level at the various Universities for a minimum of three of years to a maximum of five years. However, (Akyeampong, 2002,) reports that about 70% of these teachers do not return to the service or the profession. The challenge of retaining qualified teachers within GES lingered on. Why are teachers leaving the service?

According to Bame (1991), teachers leave the profession due largely to poor salary, low prestige, low morale, low motivation, delays in promotion. Recent studies on teacher education in Ghana reveal that poor conditions of service are another major factor why teachers leave the profession. Other studies and researchers in the field of teacher education with particular focus on Ghana cited the deplorable conditions existing in the rural areas of Ghana as dissatisfiers in the profession.

3.3.5 A PROFESSION DIVIDED?

According to Freidson (2001), professionalism is an ideal type where the organisation of, and control over work is realised by the occupation instead of by the market or by a hierarchy. This is so because advocates of the market and of bureaucratic management treat professionalism as an aberration rather than something with logic and integrity of its own. Freidson argued that there are two general ideas underlying professionalism: the belief that certain work is so specialised as to be inaccessible to those lacking the required training and experience; and the belief that certain work cannot be standard, rationalized or commoditized. Professionalism is the most effective way to organise work when the task to perform or problems to work on, lack uniformity and thus require 'discretionary specialisation' where special knowledge and skills are needed, and uncertainties are so high that discretion in the use of these knowledge and skills is necessary. This special knowledge has a foundation in abstract theories and concepts. Routines will be part of these tasks, but professionals have to be alert to exchange them in cases where discretionary judgement and actions are required (pp.23-24). He therefore, sees monopoly as an essential characteristic

of the ideal typical profession, however, he adds that this monopoly should be given to those specialisations that embody values adhered to by the public, the state or public elite.

Some occupations come close to the ideal type of professionalism, but have not established sufficient cognitive authority to dominate either the division of labour in which its jurisdiction is located or public discourse concerning work,(Freidson 2001:90). This he referred to as semi-professions.

Debates as to whether teaching meets the criteria of a profession lingered on globally. Thus the commonly accepted criteria of what it means to be a professional is listed below:

1. Theoretical knowledge and concomitant skills: Professionals are assumed to have exercise theoretical knowledge and, deriving from that, skills that are exercised in practice.
2. High quality pre-service academic and professional preparation: professions usually require at least three years' of academic accreditation plus professional induction, together with a requirement to demonstrate professional competence at the work-place
3. Legal recognition and professional closure: Professions tend to exclude those who have not met their requirements nor joined the appropriate professional body.
4. Induction: A period of induction and a trainee role is a prerequisite to being recognised as a full member of a professional body together with continuous upgrading of skills through continuing professional development
5. Professional association: Professions usually have professional bodies organised by their members, intended to enhance their status together with carefully controlled entrance requirements and membership.
6. Work autonomy: Professionals retain control over their work and also have control over their own theoretical knowledge.
7. Code of professional conduct or ethics: Professional bodies usually have codes of conduct or ethics for members and disciplinary procedures for those who have infringe the rules
8. Self-regulation: Professional bodies are self-regulating and independent from government
9. Public service and altruism: Services provided are for the public good and altruistic nature.

10. Authority and legitimacy: Professions have clear legal authority over some activities but also add legitimacy to a wide range of related activities.
11. Inaccessible and indeterminacy body of knowledge. The body of professional skills are relatively inaccessible to the unlimited.
12. Mobility: Skills, knowledge and authority belong to professionals as individuals, not the organisations for which they work and, as they move, they take their talents with them. Standardisation of professional training and procedures enhances such mobility

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The teaching profession is held back, by the very fact that it looks like a profession. Teaching has all the attributes of the other professions-accreditation of academic degrees, professional associations, standardized tests, licenses and credentials, advanced degrees and so forth, (Robert, 1999:68).

In the case of teaching profession in Ghana, one can conclude that it falls short of the full attributes of a profession. This is in relation to criteria numbers three (3), six (6), eight (8) and ten (10). In criteria (3), it was stated that professions should have a legal recognition and professional closure. In the case of Ghana's teaching profession, it has the legal recognition yet it has no professional closure. Thus, government at any point in time recruits untrained, unqualified individuals to enter the profession without recourse to the teachers' associations. It is not for any reason that (Quansah,2003) reports that out of a deficit of 40,000 trained teachers in basic schools in Ghana, 24,000 of these vacancies were filled by untrained or pupil teachers.

According to criteria number six, in order to regard teaching as a profession, it must have work autonomy. Work autonomy entails that professionals retain control over their work and also have control over their theoretical knowledge. This is not the case of the Ghanaian teacher, instead their works are subjected to both internal and external supervisors and examination bodies. The professional associations have no legal backing to either issue professional licences to their members or let alone conduct professional entering examinations for their members. The teaching syllabus is produced and supplied by another centralised body and the teachers' job is to teach the content while's personnel's from the GES supervise the teaching process through periodic visits.

Self-regulation is another criteria set up for teaching to become a profession. It is believed that professional bodies are self-regulating and independent from government. However, this is not the case for the Ghanaian teacher professional bodies. Who comes into the profession and who leaves the profession is the sole responsibility of government. Recruitment into the profession, examination of prospective teachers, certification as well as promotions to the next rank within the profession is government's sole responsibility. This way, teaching in Ghana cannot assume professional status.

Every profession has clear legal authority over some activities but also adds legitimacy to a wide range of related activities. This is not the case of the teaching profession in Ghana. What is the case is that the teacher professional bodies do have legitimacy to exist and function as a body yet they seem not to have the legal authority so as to exercise it over most of their activities. This again points to the fact that teaching in Ghana indeed falls short of the globally accepted criterion of a profession. However, it is conclusive enough to argue that teaching in Ghana comes close to a full profession.

The Ministry of Education (MOE) in collaboration with the Ghana Education Service (GES) has instituted a fundamental programme - study leave with pay that has polarized the teachers of GES in Ghana. Thus we have the Ghana National Association of Graduate Teachers (NAGRAT) and the Ghana National Association of Teachers (GNAT). The issue is about how teachers get selected to further their education to the tertiary level with full pay and at the same time who gets selected into these two teacher associations. This has created a sharp division within the ranks of teachers as well as the leadership of these associations.

As (Fullan, 1991) puts it, policy is not necessarily an effective instrument for change; neither does the right mix of inputs lead to improved quality of student performance. What teachers and school heads think and do with children are, to a large extent, independent of national policy and that is what contributes significantly to effective or quality teaching and learning. People's perception of the innovations and the advantages of new innovations or status quo, compatibility with existing values of the social system and the geographical accessibility to the target group or people affect the level of acceptance (Ekong, 1988).

A very good plan would not see the light of day if in the long run, the beneficiaries do not participate in it fully or adopt it to be theirs and see the need to its functioning. According to Eastwood and Louis (1999), there is the tendency for change initiatives to stall because of increased resistance from individual users. However, Fullan and Miles (1990) advised

that educators should recognize that transition from old ways of doing things to the new is not always comfortable for people, hence educators must realize reluctance or negative attitudes towards the innovation does not necessarily mean resistance to the goals of planners.

It is evidenced that the GES conditions for the granting of service leave with pay rather divided the teacher's front in that members of NAGRAT spent 10 years to gain professional graduate teacher status whereas GNAT members spend 3 years to attain similar status as professional teachers. This came about as a result of the introduction and the implementation of the study leave with pay policy such that the leave with pay policy seems to have altered the structure of teacher education in Ghana. Thus the structure for NAGRAT teachers looks like 3: 3:4 and that of the GNAT depicts 3:3. Does the 3- year post teacher training education by these teachers not sufficient enough to warrant admissions requirement into the various teacher Universities? What is the value of these years of experiences gathered by these teachers?

3.3.6 TEACHER PROFESSIONALISM: EXPERIENCE OR ACADEMIC QUALIFICATION?

As per the conditions for the granting of service leave with pay, qualified teachers are to serve a mandatory teaching period of three years in the classroom before embarking upon further education. This is translated into acquiring on the job experience needed by every professional. However, the study leave with pay policy and the Universities responsible for teacher education in Ghana do not recognise these experiences gathered by the qualified teachers as the base for admission requirement into the Universities. The Universities rather require these qualified teachers to use the same basic entering requirement (SSSCE) as expected of all prospective applicants to apply for admission into the universities. These qualified teachers are also required to start the same academic level with students that they have taught some three years ago. The question therefore, is what is the relevance of these years of experiences gathered by these teachers? Could these years of experiences not warrant a reduction in the number of years these teachers should spend in acquiring a university degree?

Marton cited in Peters and Pierre, (2006:233) argued that the role of teaching profession in carrying out the goals of public education has become even more complex given the ad-

vance of globalisation. Education obviously has an individual role by increasing one's knowledge level but at the same time education has a societal role where schools function as a mechanism to transfer 'values into future citizens' and to socialise them in preparation for their future voting rights (Heidenheimer, A, J, Hecló & Adams C,T, 1983).

It is the nature of this societal role that is often misunderstood in education policy. Citing Bernstein (1971), Whitty emphasizes that "How a society selects, classifies, distributes, transmits and evaluates the educational knowledge it considers to be public, reflect both the distribution of power and the principles of social contract"(2002:9). As the modern nation-state developed, two goals for the education system were delineated: first, to create a common culture and, second, to educate the future generations of civil servants (Heidenheimer et al, 1993). Given the second goal of an education administrative corps, the state could ensure its ability to steer effectively and to attract the loyalty of its citizens (Castles, 1998).

In response to these changing and challenging times, Hargreaves has suggested that there is evidence of, as well as necessity for, an emerging 'post-modern professionalism' (Hargreaves and Goodson 1996; Hargreaves 2000a). He is in agreement with Whitty (2000) cited in Day and Sachs (2004) that centralized prescriptions have tended in England and Wales in particular, as well as in Ontario, Canada, towards a 'deprofessionalism' of teachers. Whitty cited in Days and Sahcs (2004:72) indicates that while some professional have a 'licensed autonomy', others, teachers among them, are increasingly circumscribed by a 'regulated autonomy'. For this reason, he advocates 'new' or democratic professionalism' so that teachers reclaim, reconstruct and re-establish what he sees as their professional right, something that will 'require continuing efforts to maintain a more broadly defined sense of common professional identity. To become professionally stronger, however, Hargreaves (200:176) argues that teachers need to become more proactive rather than reactive, more out-ward-looking than being defensively introspective, to embrace the 'paradoxical challenge' of 'becoming professionally stronger' by becoming 'more publicly vulnerable and accessible.

What is happening today in teacher education specifically is that it takes ten (10) good years for a teacher to attain a graduate professional status in Ghana due mainly to the existence of the study leave with policy. Thus it might be proper for one to suggest a total rejection of the current structure of teacher education considering the present economic condi-

tions and the nation's vision of attaining a middle-class status by 2020 in the face of globalisation. It is possible to train all teaching personnel in the 42 existing colleges of education in addition to the Universities given the candidates readily available for training. This way, the Colleges of Education and the teacher education Universities should run a four-year teacher education structure which would allow them to award their own certificates thereby paving the way for teachers' autonomy as the case in other professions.

Currently, the issues about teacher education is low morale, low motivation level and low retention levels thereby resulting in the Ghana Education Service losing its personnel's to other equally important sectors of the economy on daily basis. It is for this reason that researchers use the term "attrition" to denote the loss of teachers from the profession and "migration" to denote teachers' movement from one district or school to another. "Turnover" is the umbrella term used for both (Ingersoll, 2001b). Thus whether a teacher leaves the profession entirely or moves from one district to the urban cities especially Accra, the general effects of teacher turnover in Ghana is greatly affecting teacher recruitment, motivation and retention. It disrupts continuity in the schools and called for policy change. Again it is costly to the schools, districts, metropolitan and municipal assemblies and the nation.

Given the above scenario, the question of who enters, who stays and why needs further study and probable offer policy maker the best possible way out. Most teachers in Ghana today are thought of by the society as exploring teaching. If they find success there, they may stay; if not they will move on (Johnson and Birkeland, 2003). Since teachers occupy a central position in the educational enterprise of every nation's economy, and interact directly with developing citizens as they implement, direct, deliver and enforce the curriculum, there is a greater need for policy and policy makers to take a second look at those who enter the teaching profession and how they enter based on a critical analysis of the study-leave with pay policy scheme.

The quality of schooling and the academic achievement of every society are closely connected to the socio-economic conditions of the country. For Ghana to attain its middle income status successfully, and ensure steady economic growth and development among her compatriots like Malaysia and Singapore, our attention needs to be focused on teacher quality. Many people today are complaining about the loss in investment in teacher education. However, these losses must be accessed through the perspectives of the schools in

Ghana. This is so because when these teachers leave, the schools suffer the more in terms of academic results or achievements. The question of why retention matters come to the fore. This question is one of many questions that this study seems to unravel after careful analysis of the situation on the ground.

4. METHODOLOGY AND METHODOLOGICAL CHOICE OF PHENOMENOGRAPHY

This research is a qualitative study. The qualitative methodology shares its philosophical foundation with interpretive paradigm which supports the view that there are multiple truths and multiple realities. In addition, the interpretive paradigm is closely associated with methodological approaches that give an opportunity for voice, concerns and practices of research participants to be heard (Weaver and Olson, 2006). In advancing their position, they argue that qualitative researchers are “ more concerned about uncovering knowledge about how people feel, think in the circumstances in which they found themselves, than making judgements about whether those thoughts and feelings are valid” Therefore, this research study adopted the qualitative methodology in gathering data.

At this juncture, I would provide some explanation to the method and the methodology this research used in gathering data. I would provide some justification for using these methods and methodology and further add some strengths and weakness of these methods and methodology. Phenomenography is the empirical study of the qualitative variation in the ways that a group of people experience a phenomenon. However, phenomenography should not be confused with phenomenology. Thus, Phenomenology is a theoretical point of view that advocates the study of direct experience taken at face value; and one which sees behaviour as determined by the phenomena of experience rather than by external, objective and physically described reality (English and English 1958).

Marton (1997) argues that there are different methods of data collection and the dominant and the preferred method of data collection as located in phenomenographic studies is interviewing. He further suggests that interviews should take the form of a dialogue such that experiences and understandings should be constructed by the interviewer and interviewee. The phenomenographic methodological approach is located in the qualitative research field. I have relied on phenomenographic methodological approach in this study and interview as a method of data collection with particular focus on standardized open-ended interviews. In fact, it is upon this base that I made a fieldtrip to Ghana from July to September specifically, to University of Cape Coast (UCC) and University of Education (UEW), Winneba to obtain first –hand information to enrich this research paper. It was at this same period I was undertaking my internship with the Centre for Educational Policy

Analysis (CEPA) in UEW. I met teachers who are on study leave with pay and had face – to face interviews with some of them through the use of open ended questions to elicit the meaning of the phenomena under study.

Pang (2003:146) asserts that etymologically the word phenomenography derives from two Greek words ‘phanemenon’ and ‘graphien’ which mean appearance and description respectively. Phenomenography should thus be concerned with the description of phenomena as they appear to us. This highlights that aims of a phenomenographic inquiry is to describe different conceptions and or experiences research subjects have of the phenomenon being studied. Marton (1994:4425) describes phenomenography as the empirical study of the limited number of qualitatively different ways in which various phenomena in and aspects of the world around us are experienced, conceptualized, understood and perceived. Phenomenography therefore focuses on building a body of knowledge by highlighting the qualitative differences in the way people experience, perceive, conceptualize and understand a given phenomenon.

According to Marton and Booth (1997), phenomenographic approach is in two folds: one is to describe how others perceive the world and the second is to describe the inherent variations perceived by these others. This to them formed the basic pillars of phenomenography. They went further to state that the task of phenomenographic study is not to provide a vivid description of how things are or better still to search for how things could be describe. To them, the main quality that distinguished phenomenographic approach from other approaches of study is its ability to describe how others perceive things or phenomena in the social world. This subjective description of phenomenon in phenomenographic research has informed my association with this methodology. This is so because there are multiple realities or truth out there. And these realities are experienced differently by different people such that it must be analysed qualitatively.

This research paper focuses on the perceptions of teachers towards the study leave with pay policy and its impact on teacher recruitment, motivation and retention in Ghana. As such, this research study would examine the perceptions of ten teachers towards the study leave with pay policy and the impact on teacher recruitment, motivation and retention. In order to limit the study to the domains of phenomenography and qualitative research, the perceptions will be limited to these ten teachers within the two traditional public Universities responsible for teacher education in Ghana.

As stated earlier, phenomenography approach concerns itself with the study of conceptions, experiences and perspectives. As this study concerns itself with teachers' perceptions, the researcher finds this approach as suitable and appropriate justification for use. It is an open secret that phenomenography approach originated from the educational research and as such concerns itself with students in tertiary education. Therefore, the researcher deemed it fit to use phenomenography which allows the researcher to engage with the research subjects, who are within the domains of tertiary education by visiting them in their real world.

As I indicated earlier, there are two schools of thought in this debate of either to remove the study leave with pay policy from the Ghana Education Service (GES) or to maintain this policy in the service. None of these schools is winning the debate. In order to provide an answer to this debate, I adopted what Yanow calls "accessing local knowledge". This method of data collection involves the immersion of oneself in the local context. In this research study, I made use of Government of Ghana (GOG) white paper on teacher education and GES conditions of service for teachers on study leave with pay. I also made fieldtrip to Ghana to conduct interviews with those directly affected by the policy.

4.1 SCOPE OF THE STUDY

This research work was limited to Universities concerned with teacher education in Ghana especially University of Education, Winneba (UEW) and University of Cape Coast (UCC) because these institutions are the tentative sites of field data gathering as far as this research is concerned. And at the same time, teachers with varying degrees of teaching experiences coupled with divergent views on can be found on these campuses. I also did my internship on UEW campus and the issue of proximity and accessibility became possible in gathering my data for this study.

The tables below show the number of Colleges of Education in each administrative regions of Ghana. They also reveals the type of education, the sexes and enrolment figures across these institutions. Table 1.1 shows the regions and the number of colleges therein. It also reveals the type of education or ownership in each region and the total number of Colleges of Education as at 2011/2012.

Table 1.2 depicts the enrolment figures of the various colleges of education in addition to the years and sexes. The essences of these tables is to show at a glance what is actually happening on the ground when it comes to teacher education in Ghana. It also aimed at providing readers with facts and figures in relation to teachers under teacher training education in Ghana as at 2011-2012.

TABLE 1.1 NUMBERS OF COLLEGES OF EDUCATION (CE) BY TYPE OF EDUCATION AND REGION. 2011/2012

REGION	NUMBER OF COLLEGES OF EDUCATION		
	PUBLIC	PRIVATE	TOTAL
ASHANTI	7		7
BRONG AHAFO	3	1	4
CENTRAL	3		3
EASTERN	6		6
GREATER ACCRA	2		2
NORTHERN	3		3
UPPER WEST	2		2
UPPER EAST	2		2
VOLTA	7		7
WESTERN	3		3
TOTAL	38		39

SOURCE: GHANA EDUCATION SERVICE (GES) 2011/2012

1.2 AN ENROLMENT INTO PUBLIC COLLEGES OF EDUCATION BY YEAR, SEX, REGION, 2011/2012.

ENROLMENT IN COLLEGES OF EDUCATION												
REGION	YEAR ONE			YEAR TWO			YEAR THREE			TOTAL		
	M	F	T	M	F	T	M	F	T	M	F	T
ASHANTI	898	929	1,827	844	921	1,765	864	931	1,795	2,606	2,781	5,387
BRONG AHAFO	545	243	788	537	230	767	543	225	768	1,625	698	2,323
CENTRAL	392	495	887	392	489	881	383	456	839	1,167	1,440	2,607
EASTERN	774	724	1,498	772	652	1,424	812	581	1,393	2,358	1,957	4,315
GREATER ACCRA	278	187	465	290	186	476	227	218	445	775	591	1,386
NORTHERN	602	243	845	577	214	791	629	169	798	1,808	626	2,434
UPPER EAST	366	161	527	375	133	508	383	134	517	1,124	428	1,552
UPPER WEST	292	117	409	283	125	408	268	126	394	843	368	1,211
VOLTA	1,047	701	1,748	897	551	1,448	854	513	1,367	2,798	1,765	4,563
WESTERN	293	318	611	296	306	602	283	306	589	290	880	1,800
TOTAL	5,487	4,118	5,262	5,263	3,807	9,070	5,246	3,659	8,905	16,044	11,534	

KEYS: M – MALE, F, FEMALE, T, TOTAL

SOURCE: GHANA EDUCATION SERVICE, 2011/2012

These tables provided insight into the number of teachers being trained to man pre-tertiary schools in Ghana yet the GES for matter the government of Ghana is lamenting on the dai-ly decrease in the number of qualified teachers meant for these schools. In policy analysis, one of the effects of policy is to set out solutions to problems. However, as per the policy

of study leave with pay, the attrition rate with GES is increasing despite the existence of the study leave with pay coupled with the increases in enrolment figures at the initial colleges of Education over the years.

4.2 RESEARCH QUESTIONS

This study aims at finding out the perceptions of teachers' on study leave with pay policy and its impact on teacher recruitment motivation and retention. However, three specific objects were designed for the purpose of this study. In order, to meet these research aims, research questions were drawn up to solicit facts to support the study. Among the research questions are:

1. How do teachers perceive the study leave with pay policy and its impact on teacher recruitments into initial Teacher Colleges of Education?
2. How do teachers perceive the study leave with and its impact on teacher motivation in GES?
3. How do teachers perceive the study leave with pay policy and its impact on teacher retention in GES?

4.3 STANDARDIZED INTERVIEW FOR TEACHERS ON CAMPUS

The research employed standardized interviews tools in data gathering. It would be very difficult to produce a well "researched" paper without having a face-to-face interaction with the primary participants of education in Ghana. I undertook fieldwork of three months from July to September 2012, to support this research study. This research also look into government reports, published interviews and donor agencies reports on teacher education in Ghana. In those reports, the study made use of government of Ghana White paper 2005. In the said report government stated clearly its position on teacher education in Ghana. A detailed narration of what actions government intended to take concerning teacher education is stated in chapter 2.5

In this research study, standardized interviews were incorporated into the study because it was the researcher beliefs that open ended questions are the best way to collect data from research participants. According to Morse and Richards (2002), open ended questions are

thought to allow research participants ample time and scope to discuss their perception and knowledge.

The main purpose of these interviews was to seek teachers' perceptions towards the study leave with pay policy and its impact on teacher recruitment, motivation and retention in GES. Thus, Taylor, Kerrmode and Roberts (2007) describe qualitative interviews as an attempt to "make meaning" from individual accounts and experiences. Therefore teachers on study leave with pay at UCC and UEW have the ability to contribute meaningfully to this study. The inclusion of these teachers in this research study was to promote the proper representation of policy-relevant publics and their understanding of the issues and lived experiences concerning teachers in GES.

I did interviewed ten teachers who have already left the classroom and pursuing their various studies in the various universities in Ghana especially UCC and UEW. The study also made use of qualitative methodology and phenomenography for investigating and analyzing issues in the study. As a researcher and a professional graduate teacher myself I remember discussing this topic with colleagues when I was at post. Interviewing colleagues on this topic again would have compromised the reliability and validity of the findings. As a result, I decided to visit these institutions where I do not know my research subjects and they also do not know me.

As a way of ensuring a representation, I interviewed teachers who have already served the government mandatory three years of post- teacher education. My lenses focus on these categories of teachers basically because they have felt the greater impact of these study-leave with pay policy and are placed in the best of positions to come out with the way for teacher education in Ghana.

4.4 ANALYSIS OF DATA

As I stated earlier, this is a qualitative study. And as such it involves the use of subjective approach to data analysis. In this regard, I will make use of interview transcription since it formed the basis for data collection as far as this study is concerned. I began this data analysis by transcribing the interview transcripts. As Schmidt (2004) puts it, the tools used in analyzing semi- structured interviews depends largely on the goals, the methodological approach and the questions as well as other research constraints. I started transcribing the

interviews I conducted with my interviewees' right after each interview session. Each word articulated by the interviewee were carefully transcribed so as not to dilute its intended meaning. I took notice of the relevant themes in relation to the themes under this study. There were no technical problems in both the recording and the transcription process of the interviews.

Soon after the transcription, I immediately followed up with coding and the data analysis. This was done so as to avoid the misunderstanding associated data analysis in relation to the intended communication of the interviewees. At this point, my focus as a researcher was on the relevant themes of the study and the interview transcript in relation to my research questions and the theoretical framework. The purpose of this was to make the analysis less cumbersome. I also paid special attention to both implicit and explicit meanings to hidden statements made by the interviewees.

To be as accurate as possible, I made use of excerpts from the interviews and also decided to quote my interviewees in my data analysis. This was carried out in the spirit of what Kvale (1996) referred to as: meaning condensation and meaning categorization. To Kvale, meaning condensation involves the production of a short version of the meaning expressed by interviewees into a shorter version. This I followed by compressing some of the long statements made by the interviewees into a shorter versions which stills connotes the interviews intended views with regards to the recruitment of teachers into initial colleges of education, motivation of teachers and retention of teachers in GES.

Kvale went further to describe meaning categorization as coding the interviews into categories. In my research, I developed three categories: of those for the study leave with pay policy , those against the study leave with pay policy and third category is based on the analysis of the first two categories which constitutes the main findings of the study leave with pay policy. I did my analysis based on the themes in relation to the impact of study leave with pay policy on teacher recruitment, motivation and retention. I also used two different categories to differentiate between the interviews venues so as to remind myself of the situation at the time of conducting the interviews with regards to what is said and what mood was activated by the interviewees.

5. PRESENTATION OF FINDINGS

The presentation of findings of these research is controlled by the three research questions of this study. These questions are:

1. How do teachers perceive the study leave with pay policy and its impact on teacher recruitment into initial Teacher Training colleges of education GES?
2. How do teachers perceive the study leave with pay policy and its impact on teacher motivation in GES?
3. How do teachers perceive the study leave with pay policy and its impact on teacher retention in GES?

5.1.1 OFF- CAMPUS INTERVIEW AND ON-CAMPUS INTERVIEW

The interviews were conducted at both campus and off campus. The reasons being that most of the interviewees agreed that the researcher meets them at their resident and others decided to meet the researcher on campus, also it will remind me of the interview situations and the mood of the interviews during my interview transcription. As a result, the researcher classified them into these two categories. Since interviews are means of collecting phenomenographic data through standardized open-ended questions, I have used interviews to collect and analyse data to produce this research study. Initially, I informed the director of Centre for Educational Policy Analysis (CEPA) under whom I served as an intern while conducting this research study. I supported this with my official introductory letter from my supervisor to the director. I showed my introductory letter to the interview participants explaining clearly the reason and the purpose for which this research study is being carried out. This was done to ensure that I conduct the interviews in line with research rules, ethics and guidelines and also to assure my interviewees of protection when it comes to issues of privacy.

All participants in the interview were informed about my status and were shown my school identity card. This was done to demystify the idea that the study was meant to look for teachers without study leave with pay. We agreed on recording their responses. Thus, the interview was recorded using my personal computer. The whole process went on smoothly due to the fact that I opted for individual interviews instead of group interview.

This is so because I do not want the disadvantages associated with group interviews such as disallowing personal matters to emerge, the prevention of follow up questions by the researcher at specific members of the group and the likely disruptions interviewees with varied opinion can bring to affect the interviewing process.

As I indicated earlier, the debate is either government continues to maintain the study leave with pay policy or discontinues with the said policy. This debate has divided the teachers' front. Thus, the topic under research- study leave with pay policy and its impact on teacher recruitment, motivation and retention was a hotly debated among teachers and educational policy makers. As such, the interview assumed a natural setting and participation was highly appreciated. This I attributed to the fact that the choice of interview venue was at the convenience of my interviewees.

In the end, five participants were interviewed in this off campus interview session. I exchanged jokes and other transactions with my interviewees prior to the start of the actual interview. This was done to relax the atmosphere and build a good rapport towards the main interview.

5.1.2 AN OVERVIEW OF DATA ON RESPONDENT

As the researcher stated earlier, the study was carried out in the two traditional universities established for the purpose of teacher education in Ghana. 10 teachers were interviewed during his visit to these institutions. They were all trained teachers and had the study leave with pay after successfully serving their mandatory minimum probation period of 3 years in GES.

This section throws more light on the respondents' demographic data. There was an agreement between the researcher and the interviewee that only imaginary names could be used to represent their names so as to maintain anonymity and confidentiality. For the purpose of this data presentation, the researcher used an imaginary name to represent them for the sole aim of data presentation.

5.1.3 DEMOGRAPHICS ON INTERVIEWEES

The data shows their imaginary names years of service in GES, Gender, teaching status, and location.

TABLE 2: TABLE ON INTERVIEWEES' DEMOGRAPHIC DATA

Interviewee Number	Name	Gender	Status	Number of years Served	Campus
1	Bless	Male	Tr. Teacher	3	Cape Coast
2	Praise	Male	Tr. Teacher	7	Winneba
3	Cephas	Male	Tr. Teacher	7	Winneba
4	Mawuli	Female	Tr. Teacher	5	Cape Coast
5	Cezar	Male	Tr. Teacher	7	Cape Coast
6	Yao	Male	Tr. Teacher	11	Winneba
7	Perfect	Female	Tr. Teacher	7	Cape Coast
8	Godwin	Male	Tr. Teacher	12	Winneba
9	Aron	Male	Tr. Teacher	5	Cape Coast
10	Emma	Female	Tr. Teacher	6	Winneba

It is clear from the data above that the interviewees have rich experience and therefore could be chosen as participants as far as this study is concerned. It can be inferred from the data above that each participants spend an average year of not less than 5 years in the Ghana education service before embarking on the study leave with pay.

5.1.4 ON-CAMPUS INTERVIEW

As the name suggests, on campus interview is the name the researcher gave to those interviews carried out on campus with the interview participants. The participants in this group agreed to be interviewed on campus only. What is significant about these two groups is the fact that the interview venue were voluntarily determined by the participants and those were the only options left for this interview to be conducted hence these groupings. This also ensures free flow of information since the settings was relaxed and opened. However, twelve (12) standardized questions were formulated out of the three (3) major research questions of this study.

In the course of the interview, I took notes on comments and themes under the focus of this study. I transcribed the interviews using the word by word method. However, in this research, I made use of meaning condensation and categorization as proposed by Kvale (1996:56) in which she refers to condensation as an abridgment of the meanings expressed by interviewees into a shorter formulations. Long statements are compressed into briefer statements in which the main sense of what is said is rephrased in a few words.. In this research, I compressed some of the interviewees' statements into briefer and shorter statements. I put the interviews into categories and singled out the information in line with the themes of this study

5.1.5 ANALYSIS OF EXCERPT FROM ON- CAMPUS AND OFF-CAMPUS INTERVIEWS

Research Question 1

Are you on study leave with pay? If so, how long have you served before leaving for further studies?

This question aims at finding out if the interviewees are really beneficiaries of the study leave with pay policy and can confirm their period of services in the GES, is the policy applying the rules and regulations that established the policy for teacher education.

Period of service

Interviewees were asked to state their length of stay in the profession before embarking upon further studies. It can be seen from Table 1 that on average the interviewees in this study served for a period of 7 years. Thus the result in table 1, suggests that most teachers in Ghana are serving the GES for 7 years on average after initial teacher training college. This is a fact that corroborates the perceptions that it takes 10 years for one to become a professional graduate teacher (teachers who received initial teacher training education before embarking upon further studies) in Ghana.

Umm... but there are problem with this policy, yes, some people are not given,....I mean those who deserves the leave with pay are not given (Bless)

Bless expressed his view about the under hand dealings in approving the study leave with pay. However, most of the interviewees opined that the years served before applying for

the study leave with pay is being used by some education officers to the detriment of the service.

Question 2

What do you think is the purpose of the study leave with pay policy?

This question seeks to establish the extent to which teachers in GES have an in depth knowledge about the study leave with pay policy, how many teachers can be granted leave with pay every year.

According to Owusu- Ansah (1978), policy is a set of decisions of course of action deliberately applied by a group or government concerning the methods of accomplishing some goal or purpose within a specified situation. It is clear from this definition that policies are made by man and at the same time they set the parameters for doing things. These parameters are binding on the people employed in the said organisation or institution. The binding parameters help in achieving the goals of the institution or the organisation in question without which employees can get up and do things without recourse to lay down procedures.

The interviewees seem to have a fair knowledge about the pay policy in relation to further education; however, they had inadequate information with regards to the number of who qualify applicants to be granted the leave with pay in a particular year. They tend to agree with the fact that the pay policy is a motivating factor in retaining teachers in the service.

I think the policy is a motivating factor in helping teachers to further their education. Umm,, just think of it somebody is schooling and he's being paid. It's a motivating factor to maintain and retain teachers. So.... Yes the policy is to help teachers upgrade themselves. Actually, I didn't read much about this. We all know that when you served after training college, you can go and further your education. (Godwin)

This implies that most teachers do not know much about the purpose of the study leave with pay policy. Also inferred from Godwin's interview above, the policy is understood as a "wholesale promotion" to be granted as soon as one completes his mandatory probation period after initial teacher training college. Most of the interviewees believed that once you served your mandatory period, you automatically qualify for the leave with pay. However, there are other conditions one needs to fulfil in other to merit this study leave with pay policy.

Question 3

What do you perceive as the role of the study with pay policy as far as teacher recruitment is concerned?

This question is to solicit information on how teachers perceive the role of the study leave with pay policy in recruiting teachers into initial teacher training colleges.

This study leave is encouraging and motivating us to continue the teaching. It also encourages others to join the profession (Mawuli)

Me, I knew about the condition (Policy) before entering the training College. It's good. When you look at your family background The cost of university education is expensive. Training college is good be'cos they will pay you at the end of the month. In fact I went there because of that today am at the University too. (Emma)

The perception according to the interviewees is that most prospective applicants knew about the leave with pay policy before applying for admission into the initial colleges of education. This they attributed to the fact that university education is expensive and as such the easiest route to tertiary education is to make use of the study leave with pay policy. The interviewees perceived the study leave with pay policy as an avenue to reduce their financial burdens as they train initially as teachers.

Question 4

Do you consider the study leave with pay policy as beneficial to teacher education in Ghana?

According to a former minister of education, Mr Osafo Marfo, in 2005, at a press briefing stated that “currently, there is a shortfall of about 40,000 teachers in the country, with 28,000 untrained ones waiting on the list, but the country’s training colleges are able to train only 8, 000, therefore the GES should be careful not to deplete its coffers for the sake of study leave to create empty classrooms,” (Ghana News Agency 2Feb, 2006).

Thus, research question 4 requires the interviewees to express their perceptions on the benefits of the pay policy to teacher education in Ghana.

Yes, this policy in actual fact is training more teachers for Ghana. “But government is complaining about shortage of teachers in the classroom”? Yeah, the policy is good... the same time many teachers are leaving; ummm..... it’s good to the teachers because it helps teachers to educate themselves. This is because after the further studies most of our colleagues joined other professions. Yes especially those who were not granted the study leave with pay. Even those who benefited from the pay policy also leave. After few months you see them at the banks, working and better conditions of service are outside this our GES. (Mawuli)

It is clear that the interviewees are considering their personal benefits at the expense of the state. This position is confirmed by Mawuli in that both teachers with leave with pay or without pay are leaving the GES to other professions. This confirmed Mr Osafo Marfo’s assertion that GES is depleting its coffers for the sake of the study leave with pay policy thereby creating empty classrooms. Majority of the interviewees affirmed the fact that this

policy is rather benefiting other professions. As indicated in the interview above, other professions are benefiting from this policy instead of the GES. These experienced teachers with higher qualification, rather end up in other professions thereby abandoning the classroom they were trained to impart knowledge

Question 5

What in your opinion is responsible for the low intake of trainees into the initial teacher colleges of education?

This question aims at seeking opinion of interviewees on factors responsible for the low intake into the initial teacher colleges of education. As stated by Mr Osafo Marfo, the training Colleges are able to train only 8,000 teachers' whereas there is a shortfall of about 40,000. This goes to establish the fact that intake into the initial Colleges of education in Ghana is below average. Financial and logistics reasons are always advanced in favour of this low intake.

According to UNESCO's global status report (2006), the global stock of primary teachers will decline from 26.1 million in 2004 to 25.8 in 2015. The report went further to state that globally, there are 76 countries that need to enlarge their teaching forces. These countries according to the said report are mostly found in Sub-Sahara Africa, West and South Asia. These countries combined together will need an additional 2.7 million teachers, with 1.6 million for Sub-Sahara alone (UNESCO 2006: 41). In fact the report suggested that Sub-Sahara Africa needs to raise its stock of teachers by 68%- from 2.4 to 4.0 million in less than a decade.

However, interviewees opine other responsible factors to this low intake. Some of their opinions are stated below.

“What in your opinion is responsible for the low intake of trainees into the initial teacher colleges of education”?

Sometimes, the qualification to training college is high. “What do you mean by high qualification”? The University and the Training Colleges have same Admission requirements. I mean 6 to 24 aggregate. *Only that some departments set their own standards. Even it has become something like protocol. If you know somebody then you have your way, if not only*

mercies can take you there. Our people are not interested in going to training College. The study leave approval is becoming something else. Even those who are due for it have to pay their way through. You rather advice your brother or sister to look for alternative. It has just become a money making avenue.

You see, peoples' perception about the teaching profession itself is low. They think it's for low minded people. All these I think are responsible for the low intake. (Emma UEW)

The facilities are under-utilised in some of the colleges. Some too, the facilities are bad. The condition of teachers in the country does not attract others into the service (Aron UEW)

The aim of this question is to find out the factors responsible for low intake of teachers into the teacher training Colleges in Ghana. It tries to seek interviewees' opinion as far recruitment into the teaching profession is concerned.

You see teachers are not respected in our society. There are a lot of immoral issues in this profession. These things our society frowns upon. All these are discouraging others from joining the profession. The facilities in the colleges too are not adequate enough. But seriously, ummm, first we were made to believe that the study leave is for everybody. I mean when you complete college you can go to the university. Our brothers are no longer interested in going to the Training College. The "connection" is too much. (Aron)

The low intake into teacher colleges of education according to interviewees could be attributed to others factors such as low perception about the profession, conditions of service and moral issues. It is clear that there are multiple factors responsible for the low intake into initial colleges of education.

Questions 6

In your opinion, what can be done to increase teacher recruitment into Initial Colleges of Education?

This question seeks to examine the ways to deal with recruitment to the teaching profession increasing the intake into teacher training Colleges

You mean my personal opinion? I think What needs to be done is to make new rules (Godwin) "what do you mean by new rules"? they should consider increasing the routes

into teaching. They have to evaluate the impact of the incentives to teacher trainees. The requirement should change. Even my former principal told me that if he is given the opportunity, he can increase the intake. But the facilities must be improved. “Do you know that the teachers colleges are now considered as tertiary institutions in Ghana”?

Yeah, that one I know.... “What do you think should be done at this stage”? The study leave thing is good but now everything has changed. The rules must also change. So if what they are saying is true, then I think we should have the same qualification as soon as one completes the college. (Cezar)

Despite the fact that Cezar is a trained teacher, he sees himself as part of the teacher education process. It is clear from the conversation above that there is a need for a change in the whole process of teacher recruitment in Ghana. The problem, however is that the qualification cannot be same as demanded by CEZAR. The rules in obtaining a bachelor degree at tertiary level in Ghana is 4 years and therefore Colleges of education cannot use 3 years to obtain same certificate.

I think we should all do the same years so that those who really wants to be teacher will come to the training College. You see, the study leave with pay brought most of us into teaching. You can ask those in the banks, even parliamentarians. They know it. We should be given the same degree as our mates in universities fine. Yes, you see everybody wants the degree but it's very expensive going direct into the university. This one if they.... Government can change it, fine. (Yao). ... “You don't believe things can change”? Changing training Colleges to university? Government must change the rules Oh, charley! This one will cost them paaa!!

The interviewees opine that the whole process of teacher recruitment to the award of certificate should be given a second look. However, what qualification and who certifies these processes should be the concern of all. There is the need for the change to occur so as to elevate the status of teachers from the colleges of education. In the view of the interviewees, despite the fact that teacher colleges of education are accorded tertiary status a lot needs to be done to help improve the facilities. Tutors in the colleges of education are qualified enough to teach undergraduate students and subsequently award degrees to trainee teachers. These are some of the changes that are likely to see the country increasing intake by way of redefining teacher education so as to meet both local and global standards.

Question 7

What roles do you perceive as being play by the study leave with pay policy in relation to teacher motivation in Ghana?

Teachers need to feel that they are able to work in a supporting environment. There is the need to support them so as to ensure that their teaching is not disrupted by any policy decision. This question aims at seeking interviewees' perception of the leave with pay and its role in motivating teachers.

Can you repeat the question? Ok, I am talking about the perceived role of the study leave with pay policy in relation to teacher motivation. It's helping! At school you're taking your full pay as the same as you were teaching full time. (Perfect)

It's attracting some people to the job. When you know your family background is a hindrance to your further studies, you must consider the training college

What is relevant here is the fact that some interviewees consider the study leave with pay policy as an avenue to further their educational goals considering their family background. The interviewees considered family background as a hindrance to professional and academic pursuits. Thus, most of them would consider training colleges as the alternative route to augment both their academic and professional status.

Question 8

What factors do you consider to be the motivation for the yearly increase in teacher's application to the tertiary institutions?

It's the quota... The quota is too small; they don't give the leave to the rightful people. They claimed of giving it to education related programmes. But see... those on campus are not doing the education related programmes. These people after the studies left the service. So, now everybody wants to go to the university and get his/her degree. They are saying we need diploma before we can teach in the basic schools. "Is it a new policy"? I learnt it has been there so we're all running to get the degree. Our juniors in College are given Diploma after graduation and they earning higher salaries as compared to we Certificate "A" teachers (Cezar)

The number of teacher applicants applying for university education kept increasing year by year. And most interviewees are alluding to the fact that the quota being giving by the state is woefully inadequate and hence the rush by teachers to leave the classroom with or without the leave with pay. They attributed other reasons as the introduction of new policy. In the new policy- Free Compulsory and Universal Basic Education (FCUBE) requires every teacher to have a diploma certificate before teaching at the basic schools in Ghana. This diploma certificates last for the duration of 3 years whereas the bachelor degrees are going for 4 years. This one year differences could be the motivation for teachers opting for University degrees

Question 9

What roles does the study leave with pay policy played in teacher retention in Ghana?

This one, I think it's because a job that is waiting for you it. You know after the study leave with pay, your job is guaranteed. It's already waiting for you ehem..... (Praise UEW)

This question seeks to solicit the perceptions of the interviewees on how the pay policy could help support the needs of teachers to remain in active service.

Most of the interviewees alluded to the fact that teaching is a ready- made job in that once you complete your years of training, you are guarantee a full time job. They perceived teaching as a secured job that would be bring them income without necessarily going through the hustle and the bustle of job seeking after graduation. To them, the leave with pay does not only grant them the opportunity to further their education but it also guarantee them job security thereby keeping some of them in the service.

Question 10

Is the study leave with pay policy providing opportunities for teacher's growth and development?

Uhhh, unfortunately, growth and development with regards to the quota system yes. Yes, I may say so..... Because these teachers on the quota system are granted the leave with pay to be trained specifically in those subjects. However, it's not applicable to all of us. You see people; I mean teachers in GES are leaving for better pay issues in other professions because of these things. Some teachers get the leave with pay and study different pro-

grammes that will take them to other professions. You can check from the banks for yourself. (Emma)

The purpose of this question 10 is to seek interviewees' perceptions on training opportunities for teacher's growth and development.

In the words of Rothwell and Kazanas (1994), in any strategically oriented training, the content is selected or designed to provide employees with the knowledge and skills they will need in the future. Any training and development programme that meets the needs of today will not in actual fact necessarily meet the needs of tomorrow.

There is the need for all organizations or institutions to modify the training and development programme and continuously improved as training managers get feedback on employee needs, the effectiveness of strategies and programmes and the impact of training and development on the organization (Kunder, 1998:31)

Thus, Human Technology Inc. (1993) opines that the critical success factors for continuous improvement of the training and development system include the following:

1. A sense of the importance of training and development to the achievement of organization's goal ;
2. Management commitment to the training and development system;
3. A training and development system that is attuned to the needs of its users.
4. A clear evidence of the value added by the training and development;
5. Easy access to training and development activities; and
6. Training and development activities that readily translate to on-the-job use

Teacher education needs skills for the future and these skills include skills for detecting change and the need to include life-long learning into their professional development programmes. The creation of this avenue could help reduce the pressure on GES in depleting its classroom for the sake of the leave with pay policy. These professional development trainings and programmes can help keep most teachers at post and at the same time facilitate their quest for life-long learning.

Question 11

What ways do you see the study leave with pay policy as a means for job satisfaction and retention?

You mean Job satisfaction? Humm! We are not satisfied with our pay. People on campus without the study leave with pay are struggling, but for me, I am lucky to get it! And I'm enjoying. "What do you mean by being lucky? Yes, am lucky. They don't give the leave with pay to the deserving people. Some people served like 10, 12, 15 years yet they cannot get it. I served 5 years and I had. It depends on whom you know at the office. "But this is your right"? Yes, but not the case. The 3000 thing is not working. People served below the 3 years thing yet they are approved!

Our people are not happy at all. I mean a lot of our people are not satisfied with happenings in the service. You see our people leaving the service just after the degree. They don't come back. It's a good policy but.....(Mawuli UCC)

According to Mawuli, not everybody is happy with the happenings in GES. He sees himself as being lucky to have got the study leave with pay. He sees others without the leave with pay as not satisfied and happy. To him, there are many things that needed corrected to ensure job satisfaction. He perceives the policy to be good yet he puts the blame squarely at the door step of educational authorities. The view that many officers at the GES are abusing the study leave with pay policy to the detriment of teachers is collaborated by most of the interviewees. This calls for the need to allow state actors to work to the benefit of the entire system. This way, job satisfaction and retention could be assured in GES.

Question 12

What do you think could be done to retain teachers at post?

Motivation! Teachers need motivation; they can't live normal life like other workers. Take the police, prison and those service people. They all have accommodation yet we teachers nobody cares about us. They should give us accommodation too. All of us should be given the study leave with pay to go and study. The law should allow us to go even wholesale approval should be given to all teachers to further their education. After all we will be working in the same country. (Aron)

Motivation will be maximised within social contexts that provide teachers the opportunity to satisfy their basic psychological needs for competence, relatedness, and autonomy. Therefore, any avenue or opportunities provided to people like the teachers in this case to satisfy any of these basic needs contribute to people's being motivated. Be it intrinsic or extrinsic motivation, when intrinsic people are engaged in activities, they do so out of their

free will with the sense of material reward. Intrinsic people are engaged in activity for the sake of the satisfaction they will derive from their performance. However, extrinsic behaviours are performed not for sake of self-determination.

The interviewees tried to compare themselves with other workers with whom they have similar or same qualification with yet those workers are been motivated externally to the detriments of teachers. However, the interviewees' alluded to the fact that motivation is needed to retain teachers in the service. In the case of this study, the combination of both the intrinsic and extrinsic motivation are necessary and sufficient enough to retain teachers at post especially those who are demotivated. Teachers do need motivation all the time so as to inspire confidence not only in them but also it will translate into the classroom and affect their teachings and students at large.

5.2 FINDINGS ON TEACHERS' PERCEPTION OF STUDY LEAVE WITH PAY POLICY

At this juncture, my findings are in line with the research question one which states among other things on how teachers' perceive recruitment into Initial Teacher Colleges of Education in relation to the study leave with pay policy.

5.2.1 PERCEPTIONS OF STUDY LEAVE WITH PAY WITH FOCUS ON LOW RECRUITMENT INTO INITIAL COLLEGES OF EDUCATION

As per the findings of this research, the interviewees perceived the low recruitment into the initial teacher colleges of education as a product of the implementation of the study leave with pay policy. This perception the interviewees attributed to most of the conditionalities attached to the leave with pay policy. Recalled that the aim of the policy is to allowed only 3000 teachers every year to further their studies in any tertiary institution whiles they continue to enjoy their full salaries as teachers. Even though my interviewees agreed that the intended purpose of the leave with pay policy looks good on paper, however, its implementation with regards to only 3000 teachers defeats its main purpose of attracting teachers into GES. As stated by one of the interviews:

The policy is good..... in actual fact it is helping to attract more teacher trainees to be trained for GES. However, the quota imposed by the policy is discouraging others to re-

main in the service. I will say it's only good to the teacher in that it helps the teachers to educate themselves and move on to other professions.

The essence of this policy is to allow teachers to study teaching related subjects while on further studies. Yet some of the programmes designed by the Universities for these teachers are equally acceptable by other professions. Programmes like Bachelor in Education and Psychology meant for the classroom is equally accepted by the cooperate institutions thereby creating room for these teachers to vacate their teaching posts as soon as they complete their studies. What is more worrying is the fact that government itself determines the number of teacher trainees to be admitted by these colleges of education. This is so because government pays allowances to these trainees as they are admitted. This therefore, means that government budgets should be within stipulated cost so as to minimize cost at the same time maximizing the benefits therein.

According to some interviewees, the 3000 figure stipulated by the policy is very low considering the demand for graduate professional teachers in the country. To them, the various conditions attached to leave with pay policy did not only open the avenue for the policy to be skewed in favour of underserving teachers but also subjected the policy to the abuse and discretion of district education officers. As pointed out by one of the interviewees:

“The first three (3) conditions for the grant of study leave with pay are: the minimum number of years to serve before qualifying for the grant of study with pay is five (5) years satisfactory service.....: an applicant who served in a designated deprived area for two (2) years may be eligible for consideration for the grant of study leave with pay, and applicants who apply for the study leave with pay in the critical subject areas would be required to teach initially for two years before embarking on study leave with pay. You can see how these conditions are opened. They are subject to manipulations. I tell you some people don't meet these conditions yet they are granted the leave with pay. At times you need to tell your other friends who intend to apply for teacher training colleges to look elsewhere. It's frustrating to get the study leave with pay....”

The interviewees claimed that they have known the conditions for the grant of leave with pay yet the 5 years satisfactory service and the 2 years deprived area eligibility criteria are not working to favour deserving teachers. The interviewees stated that these criteria are not working in that some teachers do not meet it yet they were granted. Others pointed out that the critical subject areas consideration is given to those who can pay their ways through.

In fact one of the interviewees stated categorically that:

“I can place a call right now and you will be given the study leave with pay. It has become ability to pay am really worried. How can I encouraged my brothers and sisters to pass through teacher training college? Most of us advice our young ones not to take this route any longer. The frustration is too much.”

They pointed out that the number of years of satisfactory service kept changing from time to time hence some of them have been in the classroom more than the five years stipulated by the policy. Another interviewee revealed that some have served more than ten (10) years yet they are not granted the leave with pay.

This is what he has to say:

“I know one of my colleagues who served for more than (15) years yet he was not granted the leave with pay. Others served only two years and they are given just in the name of deprived area. How do you refer to Tema an industrial city as a deprived area? These are the issues I will not advice my brothers to go to the Teacher Training Colleges.”

The interviewees perceived the study leave with pay policy as responsible for the low recruitment into initial teacher colleges of education. They therefore, see no reason why they should encouraged others to pass through what they have perceived to be a frustration within GES.

5.2.2 PERCEPTIONS OF STUDY LEAVE WITH PAY WITH FOCUS ON TEACHER MOTIVATION

It is very necessary for policy makers to consider the sources of individual motivation when making policies. This is to enable individuals to derive some satisfaction in addition to the task they are assigned to perform. My interviewees submitted that they used to be happy, motivated because of the study leave with pay policy. Some considered the study leave with pay policy as a “stepping stone” to achieving higher academic credentials. However, many of them today perceived the policy as a dis satisfier. One of the interviewees puts it this way:

“The policy used to be a motivating factor in attracting some of us into the service. It is used to be the “saviour” for those of us from poor homes. Just imagine taking your full pay

whiles studying at the University? As you can see the cost of University Education is very high as compared to the cost at the initial teacher training colleges. Some of us are motivated to join the service because of the leave with pay. It motivates you to dream of further studies after serving your probationary period. However, what is happening at that office in terms of who gets selected for the leave with pay, hummm! How I managed to go through this time only myself and my God can explain it. You see, there is no motivation in this job anymore. Initially, we were made to believe that once you served the mandatory period, you qualified automatically for the grant..... Today, there are some conditions in fact if care is not taken many people will not join the service..... Just take a look at what they termed good conduct? Some too they will ask for report from your headmaster or mistress and even your circuit supervisor has to sign your application meant for the district education office.... Why are all these? They just want to discourage us from further education....”

There is no gain denying the fact that some of the interviewees expressed their frustrations in the process of acquiring the study leave with pay. This they alluded to the fact that it is demotivating them to give out their best whiles in the service and the only way out is to vacate post or to leave without the leave with pay. However, the irony with this state of affairs is that whereas government takes three (3) years to train teachers initially for the pre-tertiary institutions in Ghana, it takes only a day for these teachers to vacate post thereby creating empty classrooms in the schools. It was also revealed during my interviews with some of the interviewees that some of the interviewees did not read much about the policy and let alone know the full content of the said policy. Indeed, the policy is not automatic promotion in that there are other requirements to be fulfilled by teachers in GES to be eligible for its award. These are the words of another interviewee:

“We know that once you served your mandatory period of satisfactory service, you are due automatically for the leave with pay. This was my motivation when I join the service. I did not read the policy myself. All that you hear is that you must serve for 3 years and when you get to the office you are told 4 years and another time 5 years .All these are pointers to de- motivate you”

In the view of my interviewees, the study leave with pay policy is not doing more to motivate them both intrinsically and extrinsically. There is therefore, the need for the policy-

makers to do more by taking a second look at the policy with regards to teacher motivation.

5.2.3 PERCEPTIONS OF STUDY LEAVE WITH PAY WITH FOCUS ON TEACHER RETENTION

According to my interviewees, one of the findings of this research is to provide the study leave with pay for all teachers if and only if they (government) wants to retain teachers in GES. To them, there is less satisfaction in the service (GES) as compared with other services like the Police service, the Prison service and the Immigration service. These other services enjoy some fringe benefits like free accommodation and free utility services but this is not the case in GES. As noted by one of the interviewees:

“We all have the same qualification yet these other services have accommodation free of charge and nobody cares about us teachers. Why should one stay within GES knowing very well that there are better conditions elsewhere? Teachers also need free study leave for in so far as the teacher serve after the initial teacher training colleges. We need the accommodation too!”

My interviewees agreed that there is the need to retain teachers within the service. However, they suggested that there is the need to motivate teachers so as to ensure steady retention rate in GES. They went further to task GES to ensure better conditions of service for teachers as the case in other services in the country. My interviewees’ perceived retention as a very important ingredient needed to prevent the classrooms from further depletion by teachers. They rather lamented vehemently about the lip services being paid to this issue of teacher retention by GES. To them, government is not doing much as a way of policy to retain teacher at post. As pointed out by an interviewee:

“They kept implementing the same policy which is why most of us do not come back to join the service. We are not happy with happenings within GES. Most of us are not satisfied and there is no need to come back after your degree education. You can see how some of our friends with degree in other services are enjoying. To maintain us in this job, government should pay all workers the same salary and provide the same conditions of service. After all, we all go to the same market and have the same degree certificates”

Instead of the interviewees perceiving the study leave with pay policy as one of the tools for promoting teachers' development and growth, they see the policy as limiting professional growth and development due to the quota system being adhered to by GES. An interviewee pointed out that:

“How do you retain teachers in GES while you approved of only 3000 teachers out of over 40,000 for the grant of leave with pay? Where do you expect the rest to go? And how do you expect me to come back and subject myself to those same treatments after my degree education? We all want better life. If I can get it from other professions, why should I remain in GES?”

6. DISCUSSION

Researching on teachers' perceptions in relation to the study leave with pay policy and its impact on teacher recruitment, motivation and retention, I used the interpretive approaches to policy analysis (IPA) as the theoretical framework to interrogate teachers' perceptions on study leave with pay policy. In doing so, I designed three basic questions to guide the study. The discussion will examine these three questions: 1. How do teachers perceive the study leave pay and its impact on low recruitment into initial teacher colleges in Ghana in the face of the existing study leave with pay policy; 2. How do teachers perceive the study leave with pay and its impact on low teacher motivation in Ghana Education Service despite the existence of study with pay policy; 3. How do teachers perceive the study leave with pay and its impact on teacher retention in GES?

As I embarked upon this research, those three questions would serve as a tool in analysing teachers' perception with regards the leave with pay policy. I will discuss the findings from the interviews I conducted with my participants based on the three questions in line with IPA.

Teacher recruitment into initial Teacher Training Colleges is only one aspect of the general labour market for teacher education. Teachers' recruitment policies have direct impact on who enters the service. The basic principle underlying the matrix of teacher supply and demand is attractiveness. According to Guarino, Santibanez and Daley (2004), attractiveness entails easy of entering teaching and the overall compensation (salary, working conditions personal satisfaction and benefits). The components of these attractiveness should be the pillars needed to bridge the gap between teachers demand and supply in Ghana. Therefore, in designing policies for teacher recruitment, the duty of the policymaker should be to increase the rewards of teaching to be in line with those other occupations that are competing with those that the GES wants to recruit. It should be these elements of attractiveness that should inform policymakers when it comes to policy making. In this study, my research participants did not only perceive that there is low *recruitment into initial teacher colleges of education despite the existence of study leave with pay policy*, rather my participants confirmed this perception of teachers and attributed it to the non-attractiveness of the policy to the types of people GES wish to attract with regards to the leave with pay policy. According to the interviewees, the policy exists to attract qualified and willing peo-

ple into the teaching profession. However, the interviewees believed that the good intention of the leave with pay policy has outlived its value as far as teacher recruitment is concerned. In alluding to this perception, my interviewees questioned the idea behind the 3000 quota stipulated by the policy? They went further to ask why should over 40,000 teachers be willing and ready to further their education and yet approval is given to only 3000? Does it not amount to telling the rest to find their ways out? In as much as my participants perceived the policy as responsibly for the low intake into initial teacher colleges of education, it is also appropriate to subject this to my theoretical framework: Interpretive Approach to Policy Analysis (IPA). The focus of IPA in policy analysis is on the meanings of policy. What is the intended meaning of the policy? What does the study leave with pay policy meant to GES? However, my personal conviction is that since we live in a social world, there is the possibility for policy to be subjected to multiple interpretations by policy-relevant public. And this was the case with my participants as far as the study leave with pay is concerned. In the perception of my interviewees, the task of balancing the demand and supply of teachers to off-set the deficit will be a difficult task should the quota of 3000 teachers continue to exist

According to my interviewees, some of the conditionalities attached to the leave with pay policy open up the policy for abuse and manipulation. What my interviewees got to know at this point is the fact that in public policies compromises and trade-offs dominate, narrow personal and sectorial interest supersede. These trade-offs or compromises are not only in policy content but they are seen in ways which the policies are allocated, promoted and shared.

Another finding this research revealed is the perception that it takes 10 years to produce a graduate professional teacher in Ghana. This is in line with the current structure of teacher education in Ghana: 3:3:4. This same structure is enjoyed in other professions in the country yet teachers are not rewarded accordingly. As a result of these revelations, my interviewees called for a change of rules. This change of rule I considered to be policy change. The extent to which the supply of qualified teachers is neither met nor exceeded should determine the drive for changes in policy. In Ghana today, there exist other occupations demanding similar or same education and skills. Some of the interviewees suggested that colleges of education should be given the authority to award their own degrees. This is a call in the right direction. However, the change would involve increasing the capacity and infrastructure facilities of existing colleges of education. This will come with some politi-

cal, social and economic implications for both government and the society in general. This is so because if government decided to discontinue with the leave with pay, those against the policy

When interviewees were asked what could be done to increase the enrolment into the Colleges of Education, Mawuli, a teacher with 5 years post teacher training education experience, Godwin, with 12 years post teacher training experience in addition to Yao, suggested that the colleges of education should also award degrees to teachers trainees by way of changing policy to reflect same. This suggestion was based on the fact that the Universities and the Colleges of Education accept the same entry requirement. Mawuli on her part has this to say, *“Universities in Ghana issue degrees, whereas Training Colleges issue certificate “A”. All of them require the same entry requirement yet the colleges of education are giving certificate and diploma degrees after your education. Godwin on his part has this to say, they should upgrade the facilities in the colleges and make rules for them to also issue degrees. Yao submitted that colleges should be expanded to accommodate more students, grant better conditions of service and give some value to teacher certificates.*

As indicated above, the interviewees have expressed views that called for policy change. However, the cost implication of this policy change was not specified. As I interviewed my participants and analysed their interviews, it can be suggested that there is an urgent need for policy direction change with respect to teacher education. The government should be considering the need to grant autonomy to colleges of education in addition to the tertiary status they have received. This could help train more graduate teachers in less than 5 years instead of the 10 years needed for one to become a professional graduate teacher. Again, this could also be reducing the intake pressure on the traditional Universities specialised in teacher education in Ghana.

Although some of the interviewees expressed their reservations on the certification issues, most of them were optimistic should the government grant Colleges of Education degree awarding status, the enrolment into Colleges of education could increase to offset the deficit existing in GES.

As per the research study on *low teacher motivation in GES despite the leave with pay policy*, historically, governments and local schools authorities designed incentive packages to reward teachers. These packages include financial incentives, merit pay, work environment premiums and study leaves with pay. These were intended to boost teacher motiva-

tion. These measures developed to boost teacher motivation according to Johnson (1986) are based on three theories of motivation and productivity: Expectancy theory, equity theory and job enrichment theory. To Johnson, individuals are more likely to strive in their work if there is an anticipated reward that they value, such as a bonus or a promotion, than if there none. In this study, my participants perceived low motivation within GES despite the existence of the study leave pay policy. This low motivation to my participants was largely due to the way education officers at the district level are handling the study leave with pay policy. Most of my participants alluded to the perception that the leave with pay does not go to majority of deserving teachers. This raises the question of equity. Equity theory as a measure to boost teachers motivation according to Johnson, is based on the fact that individuals are dissatisfied if they are not justly compensated for their efforts and accomplishments. During my interview sections with my participants, most of them served for more than five years yet they were not granted the study leave with pay. Others served like nine ten, and eleven years within the GES but were granted the leave with pay and at the same time people who served below three years do get the leave with pay.

I see the combination of expectancy theory and equity theory as a justification for merit pay and career advancement. However, Job enrichment theory advanced by Johnson stipulated that workers are more productive when their work is varied and challenging and this suggests differentiated staffing, the use of organisation incentives, and reform-oriented staff development.

There are many concerns my participants expressed during the interview. Some of these concerns centred on teacher and student relationships, setting of low standards to meet goals. These concerns by my research participants confirmed what (Johnson 1986) stated that merit pay may change the relationship between teachers and students: poor students may pose threat to the teacher's rating. Other scholars like (Coltham 1972) argued that merit pay plans may encourage teachers to adjust their teaching down to the program goals, setting their sights no higher than the standards.

In fact, recent research conducted by Odden and Kelly (1997) concluded that individual merit pay and incentive pay programmes do not work and are only detrimental. These incentives only divide faculties and in this case divides the teachers front: setting one group of association against the other and teachers against the education officers in charge of the leave with pay policy. It is good that the study leave with pay policy and other incentive

packages have gained legislative popularity. However, these are meant to provide external incentives but they did not adequately address the problem of teacher motivation.

As Guarino et al (2004) put it, any study focusing on retention should identify factors that relate directly to teacher attrition. They argued further that attrition can either be voluntary or involuntary and such attrition in teaching is largely voluntary in nature. Thus, teachers in GES whose opportunity costs far- outweigh the returns from teaching are more likely to leave the profession. During my interview sections with my participants, when I posed the question of what *can be done to retain teachers in GES*, my research participants revealed that there is a perception that teachers (a large group of qualified teachers who do work within teacher education) are leaving the profession. There is the need to attract and retain these teachers back into the service. These teachers have left the service upon graduation to join other professions. However, these teachers might require additional training and support to facilitate their return since they have been inactive for years. Professional development trainings could be designed to facilitate life-long learning within the service. Teachers should have the opportunity to take online-courses while at post thereby maintaining some teachers at post.

There is also the need for effective support and incentive schemes to be developed to attract teachers to remain in the profession. The major retention strategy could be that all trained teachers in GES have the chance to professionally develop at all stages of their career. They must be made aware of existing opportunities within the service

There is also the need to support teachers during their earlier years of their career. This might include early professional development so as to enable teachers settle at posts and eventually lead to a reduction in the number of teacher who leave the teaching profession during their formative years in their chosen career.

The research findings from the study should not be considered in isolation. Instead, there is the need to take into consideration too, the other perceptions of teachers without leave with pay and also teacher trainees. This is to enable a broader view into this study leave with pay policy from alternative perspective.

6.1 SUMMARY, CONCLUSION AND RECOMMENDATION.

Researching teachers' perceptions in relations to the study leave with pay policy and its impact on teacher recruitment, motivation and retention it is a complex study. This is so because it is very difficult to separate teacher recruitment, motivation and retention. These themes move hand-in-hand. The question of how, who, what, when, to assess teachers' perception, so as to conclude on either government continues or discontinues with the leave with pay lingered on within the domains of teachers. To continue with the leave with pay policy, the government for that matter GES should be ready to meet the same challenges posed by the policy of leave with pay to both itself and the teachers. To discontinue with the leave with pay policy, GES must be ready to redefine teacher education, bear with the cost implications associated with expansion and raising standards.

In carrying out this research study, I made use of interview data collected mainly from teachers who have served GES after their post teacher training education and are on study with pay in the two main traditional universities established for the purpose of teacher education in Ghana. I used standardized open-ended questions to collect this data. As such, ten (10) of these teachers were interviewed. The aim was to find out how these teachers perceived the study leave with pay policy of Ghana Education service and the impact this policy has on teacher recruitment, motivation and retention in the teaching profession in Ghana. And their perceptions threw more light on teacher recruitment, motivation and retention in Ghana. In the process, my theoretical lenses focus on the meanings attach to policy by policy-relevant publics. These frameworks looked at the possible multiple interpretations expressed by the interpretive communities in light with the study leave with pay policy. This understanding of the social world characterised by multiple interpretations by human actors, attest to fact that there are different ways of doing, seeing and understanding things based on our prior experiences.

This study looked at GES actions with regards to teacher education. As regard measures to keep schools running in Ghana, the GES had adopted measures so as not to deplete the classroom for the sake of study leave with pay policy. Some of these measures include, recruiting untrained teachers, recalling retired teachers and using national services personnel to fill in the gaps left in the various schools of the country. Unfortunately, these measures could not make the desired impact in as far as teacher recruitment, motivation and retention are concerned. As a result, the perennial problem of teacher shortages as

against teacher demand continue to engage the attention of all stakeholders in the teacher supply and demand equation. Since the demand for teachers is not equating the supply of teachers, government for that matter GES has to adopt attractive policies to offset the deficit in the classrooms. The demand for teachers is mainly driven by those factors as class-size, enrolment figures, and existing infrastructure facilities and budget constraints. When the demand for teachers far exceed the supply of teachers, the labour market will always experience shortage of teachers. What is happening in the labour market of teachers in Ghana is the fact that the labour market for teachers is heavily influenced by a larger labour market of all other professions that competes for the same qualification, skills and experiences on daily basis.

In designing policy to promote teacher recruitment in Ghana, the aim of the policymaker should be to increase the rewards of teaching similar to those of competing occupations existing in the country. This is so because personal satisfaction, working conditions, ease of entry and monetary rewards constitute the basic elements of attraction into the teaching service that can be easily influenced by policy. Thus, in teacher recruitment policy, changes related to alternative certification and early recruitment strategies should be considered.

As regards teacher retention policies, the GES should focus on adjusting the rewards currently been offered teachers in relation to other competing occupations in Ghana. It must critically look into why teachers are leaving the GES to take other form of employment. It must also look at the existing working conditions of teachers and design policies to place value on teachers' experiences after the three years mandatory post teacher education.

7. VALIDITY, RELIABILITY AND ETHICAL ISSUES OF THE STUDY

This section takes a look the validity, reliability and ethical issues inherent in this study of leave with pay policy. It considers how valid are the issues presented by the interviewees and the interviewer. At the same time, it delves into the reliability of the findings arrived at in the process of conducting this study. Another area of interest is the ethical considerations adhered to in the study and how the researcher handled them as far as consent and ethics are concerned. The objective is to bring to the attention of my readers the basic practical issues faced by the researcher in carrying out this study.

According to Neuman (2006), validity means “truthfulness” in qualitative research. However, Hammersley (1995) refers to validity as the extent to which an account accurately represents the social phenomena which it studies. In ensuring this truthfulness as advanced by Neuman, the study made use of same interview questions and format for all research participants. In doing so, I sided with Silverman (1993) admonishment that researchers should ensure validity by using the same structured interview format and the same questions for all interviewee. I followed the same set of questions developed for the study to solicit teachers’ perception towards the study leave with pay policy.

Another way through which I have ensured validity in this study was how I summarised the main findings of this study. These were the main issues that came up during the interview sessions. I have allowed the interviewees to cross check the findings and find out if they represent their views as captured during our face-to-face interview.

On the issue of reliability, I share in the words of Cozby (2007) in which he refers to reliability as the consistency or stability of a measure of behaviour. Thus, other researchers can repeat this same research procedures and methods and arrive at the same interpretation. However, Bryman (2008) argued that validity and reliability lies in the domain of quantitative researchers. But in qualitative research, the alternative to validity and reliability is trustworthiness and authenticity as propounded by (Lincoln and Guba, 1985).

In furtherance of their position, Lincoln and Guba refer to trustworthiness to mean the following:

- Conformability represents objectivity

- Credibility represents internal validity
 - Dependability represents reliability
 - Transferability represents external validity.
- Authenticity to them means:
- Fairness: does the study represent different viewpoints fairly among members in our social setting?
 - Ontological authenticity: does the study help members to arrive at a better understanding of the social milieu?
 - Educative authenticity: does the study help members to appreciate better perspective of other members of the social setting?
 - Catalytic authenticity: does the study acted as an impetus to members to engage in the change of their circumstances?

On the issue of trustworthiness, I assured my participants to protect their identity with regards to their views expressed during the interview. We agreed together not to publish the actual names of my participants. This, I can say was strictly adhered to in this study without any fear or favour. Although a research participant in any face-to-face interview could not be assured of any anonymity, the burden of responsibility rests on me, the researcher to ensure that my participants enjoy confidentiality and anonymity. This informed my decision to use “imaginary” names to represent my participants.

In ensuring conformability and transferability, I used the same interview questions for all my participants. There was no variations in my interview questions. However, I ensured that any participants digressing into un-related field of this study was brought in line with the interview questions. I made sure we focus on the themes of the interview questions strictly.

As regards authenticity of this study, I presented and analysed the perceptions of my participants as captured during the interview sections. It was done so to represent squarely the divergent views expressed by my participants. This was also another reason I used individual interview instead of focus group interview. It was meant to capture the different perceptions of my participants on one- to – one basis.

7.1 ETHICAL CONSIDERATIONS

This study employed the tools of ethics in qualitative research. In the selection of interviewee, the study wrote two official introductory letters to inform my research participants. These two include one from the researcher and the other from my supervisor. The aim is to provide background information about the researcher, the research intent and lend credibility to the study. The content of these letters assured my participants of their privacy protection, anonymity and confidentiality as far as the study is concerned. As part of the anonymity policy, we both agreed that “imaginary” names would be used to represent participants so as to protect their identity. This is in line with what Ryen (2006) who suggested that the protection of the identity of the research subjects is the sole responsibility and obligation of the researcher.

One major ethical issue that came up during the interview session was the demand for cash before granting the interview. I see this as an ethical violation and therefore have to let go those interviewees. I overcame this phenomenon by suggesting to those interviewees to fix another date for the interview. This was done to avoid the possibility of “buying” participants consent.

This study collected data from two traditional public universities in Ghana, but data collected from these two universities does not warrant any generalisation of the findings of this study. This is so because the ultimate aim of this study is to find out how teachers on these two campuses perceive the educational policy of leave with pay in Ghana. In this vain, their perceptions cannot be said to be the reality of the entire teaching fraternity in Ghana. What it represents is that of their personal experiences with regards to the study leave with pay policy. And this lack of generalisation is a hallmark of qualitative research hence this study cannot escape this obvious limitation. This study has one inherent limitation. Its scope was on two traditional public Universities namely University of Cape Coast and the University of Education, Winneba. However, there are many universities in Ghana where teachers are perusing further studies. But the same research methods and procedures could be applied to other universities in Ghana.

Another limitation of this study was the sample size. There are over 50,000 teachers in Ghana Education Service. The selection of 10 teachers for interviewing might not be representative enough to warrant the applicability of the findings to the entire population. How-

ever, the research focus mainly on teachers with study leave with pay and not entirely on all teachers.

Despite these limitations, this study succeeded in finding the perceptions of teachers in relation to a specific educational policy- study leave with pay policy. Therefore, the study has opened up ways for policy makers in education to consider further studies on this policy.

8. RECOMMENDATION FOR FURTHER STUDY

Although this research study has some limitations with regards to the scope and applicability to the entire nation, however, it has provided a holistic view of teacher recruitment, motivation and retention in relation to the study leave with pay policy in Ghana. This was not the case in previous studies. This holistic view of teacher recruitment, motivation and retention with focus on the impacts of the study leave with pay policy has succeeded in providing some foundations for education policy makers to initiate moves for further future research. Despite the above, there is the need for deeper and broader research into separate issues of teacher recruitment, teacher motivation and teacher retention in Ghana with focus on the study- leave with pay policy. The separate issue research will inform policy makers the actual route to teacher education development in Ghana.

The study however, recommends the following:

1. To undertake a research, on finding ways to re-define teacher education to meet global standard; the case of Ghana in the 21st century;
2. To undertake a research, on finding alternative routes to teacher education: could four year be used as a tool to attract willing and dedicated persons into the profession in Ghana?
3. To undertake a research, on finding how teachers can be retained in the GES despite the low social status accorded them by society;
4. To undertake a research on the need to design and implement effective support incentive schemes for all teachers in GES.

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APPENDIX A: Interview Questions

Dear Colleague,

My name is Forster Billy Sosoo, a final year double degree (master's) student of the University of Oulu , Department of Education (Education and Globalisation), and Dalarna Centre for African Studies, Hogskolan Darlana, Sweden. I am seeking your help in an interview with the view to finding out the perceptions of teachers on the impact of GES study leave with pay policy on teacher recruitment, motivation and retention. This study is being carried out as a research towards my master's thesis.

Your responses to this interview will be handled with strict confidentiality and ethical issues, I will respect in this study. It will take approximately 30 minutes to complete this interview. Is it fine with you I record this interview and transcribe it at a later date?

Question 1

Are you on study leave? If so, how long have you served before leaving for further studies?

This question aims at consolidating the status of the interviewees. It attempts to be sure of the number of years each interviewee served before embarking on further studies. This is to ensure that the research participants there is uniformity

Question 2

What do you think is the purpose of the study leave with pay policy?

Question 3

What do you perceive as the role of the study with pay policy as far as teacher recruitment is concerned?

Question 4

Do you consider the study leave with pay policy as beneficial to teacher education in Ghana?

Question 5

What in your opinion is responsible for the low intake of trainees into the initial teacher colleges of education?

Question 6

In your opinion, what can be done to increase teacher recruitment into Initial Colleges of Education?

Question 7

What roles do you perceive as being played by the study leave with pay policy in relation to teacher motivation in Ghana?

Question 8

What factors do you consider to be the motivation for the yearly increase in teacher's application to the tertiary institutions?

Question 9

What roles does the study leave with pay policy played in teacher retention in Ghana?

Question 10

Is the study leave with pay policy providing opportunities for teacher's growth and development?

Question 11

What ways do you see the study leave with pay policy as a means for job satisfaction and retention?

Question 12

What do you think could be done to retain teachers at post?

Thanks so much for your time and cooperation.

APPENDIX B

Taidonkaari 1B 12

Syynimaa, 90570, Oulu.

Finland.

20th March, 2012.

Dear Colleague,

My name is Forster Billy Sosoo, a final year double degree (master's) student of the University of Oulu , Department of Education (Education and Globalisation), and Dalarna Centre for African Studies, Hogskolan Darlana, Sweden. I am seeking your help in answering this questionnaire with the view to finding out the perceptions of teachers on the impact of GES study leave with pay policy on teacher recruitment, motivation and retention. This study is being carried out as a research towards my master's thesis.

Your responses to this interview will be handled with strict confidentiality and ethical issues, I will respect in this study. It will take approximately 30 minutes to complete this questionnaire.

Should you have any queries with regards to this study, please contact Forster Billy Sosoo at forstersosoo@yahoo.com or 00358417013200/ or Dr. Katri Jokikokko, my supervisor at katri.jokikokko@oulu.fi or 00358407165039

Thanks for your time.

Forster Billy Sosoo