



ROADMAP TO TERTIARY STATUS FOR COLLEGES OF EDUCATION

MARCH 2016 - DECEMBER 2017



T-TEL is a UK aid funded programme managed by Cambridge Education, a member of the Mott MacDonald Group.

Background

The underlying aim of T-TEL's engagement with Colleges of Education (CoE) is to assist 40 public CoE in Ghana to improve the quality of the teachers they train and graduate while at the same time strengthening their tertiary status in line with the provisions of the 2012 Colleges of Education (Act 847).

The specific component of the work that T-TEL is undertaking which is addressed by this document involves developing a 'Roadmap for Colleges of Education'. The decision to develop such a roadmap originated in a realisation by T-TEL and NCTE that CoEs would require assistance and guidance in charting and walking the path from the historical post secondary institutions to full tertiary institutions, as prescribed in the Act.

The roadmap has been developed in consultation with all of the CoE principals and their association (PRINCOF), the various relevant statutory bodies (NCTE, NAB) and the GES. Meetings were held in Accra and Cape Coast in the week of 14th March 2016 with these various stakeholders after the generation of a proposed roadmap by the T-TEL team led by Prof Anamuah-Mensah.

Principles Underlying the Roadmap

The roadmap charts the route by which CoEs should move from a dependent status to a more strengthened position, which as outlined in the College Act involves a semi-autonomous status. While this process is not necessarily linear it is progressive and so lends itself to this form of representation. Each milestone in the roadmap requires the teasing out of associated criteria. This implies that the CoEs can address certain milestones in tandem and also do not need to implement these milestones in the order set down in the document. However, there is a logic to the order that they are presented and generally CoEs will find it easier to address them in this order.

- Each milestone is intended to strengthen the institution towards tertiary status.
- The milestones should be achievable
- Key obstacles that block the progress of COEs but require external intervention to address them are referred to as 'roadblocks' or 'potholes'
- The process of executing the Roadmap is not necessarily linear though it is progressive - the milestones might need to be differently implemented than how they appear in the Roadmap
- The Roadmap should form part of the College Improvement Plan (CIP)
- Each milestone in the Roadmap needs to align with the associated criteria
- The Roadmap should be reviewed and modified when necessary
- CoEs should avoid rushing through the Roadmap and ignoring the roadblocks.
- Whilst in general road blocks are stated in negative terms the milestones are stated in positive ways.

Alongside the roadmap for COEs, T-TEL has also identified a set of 'potholes' or 'roadblocks' which stand in the way of the CoEs achieving tertiary status and which require actions by the broader system in order to allow the roadmap to work. So, for instance, before the CoE can put in place budget control and management measures the payment of college staff salaries needs to be transferred from the GES to the NCTE.

It should be realised that there is a danger in CoEs rushing down the road and ignoring the roadblocks. This would mean moving towards tertiary status faster than the conditions required for the CoEs to take on certain functions are transferred or devolved to the relevant authorities. The result of this would be CoE management teams and Councils believing that they are being blocked and so losing the energy and enthusiasm for transformation. This scenario should be avoided as it may set back the process of change by years.

The Roadmap

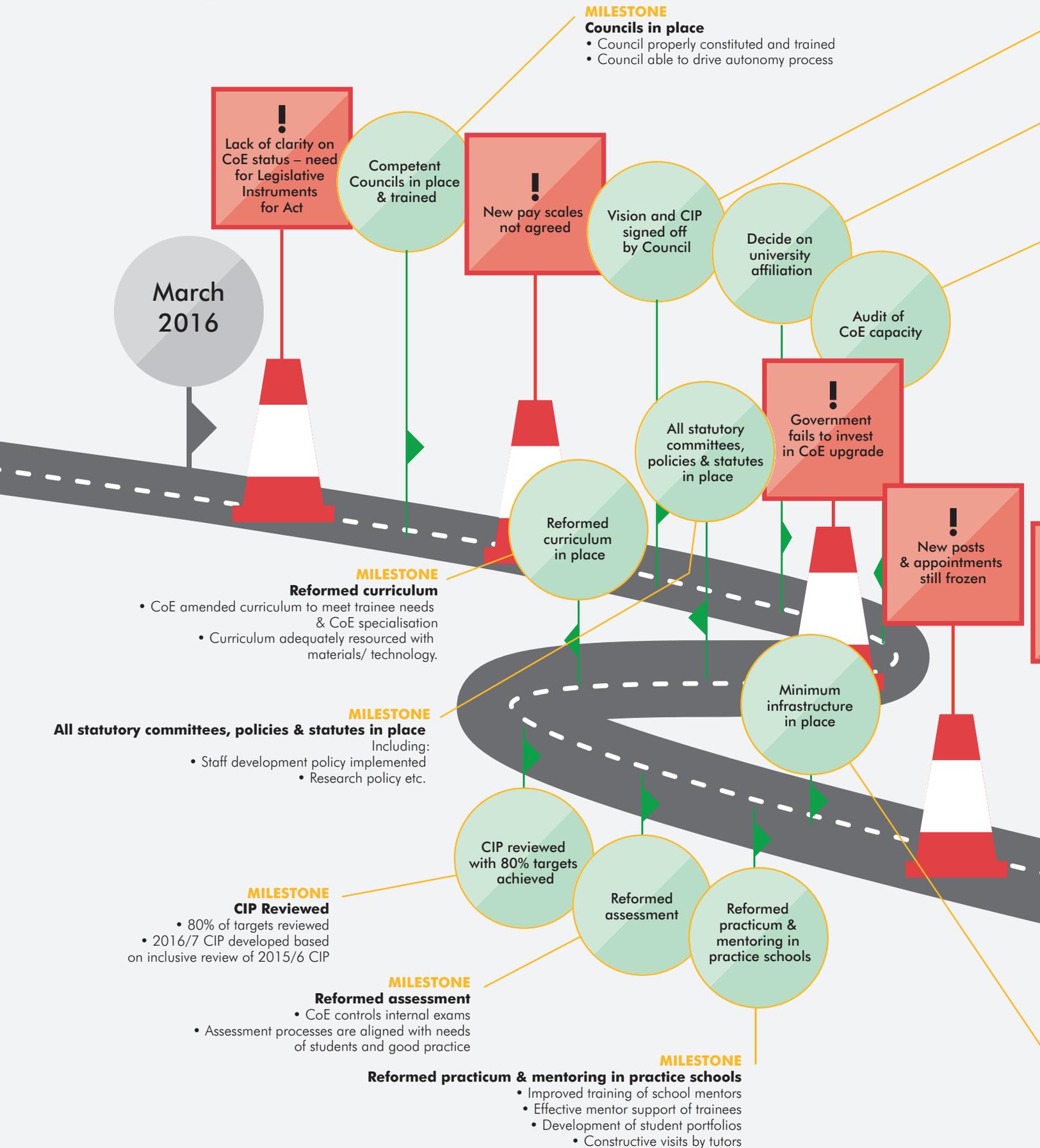
The roadmap is presented on pages 4 and 5. The milestones for the national process of reform are laid out in the diagram, so that the overall picture and relationship between the external processes and CoE roadmap are understood. Finally the proposed process and timeframes of the roadmap are laid out below.

Present Status

The starting point has been to undertake a rapid review of the present status of the CoEs and the extent to which the legislation on developing CoEs as tertiary institutions has been implemented. This has shown that:

- NCTE has set up the systems and claims to be ready to take on the full responsibility of managing the sector, while the GES says it is ready to hand over those powers once a few remaining processes (such as the migration of salaries which is being managed by a task team of the Fair Wages Commission) are completed. However, the upcoming election is likely to slow the process which may bring into question the NCTE's expectation that the CoEs will be fully functioning tertiary institutions by June 2017.
- CoE principals are frustrated at the lack of progress towards achieving tertiary status. The longer they wait the more some institutions struggle with insufficient income, deteriorating infrastructure, staff mobility and student overcrowding.
- The CoE principals indicated a concern that if the roadmap is piloted with a few CoEs becoming 'vanguard' colleges the rest may be left behind with insufficient resources to see them to tertiary status. However, they indicated support for regional groupings of colleges with one taking the lead.
- The Institute of Education at the University of Cape Coast (UCC) is offering new Memoranda of Understanding between itself and the CoEs with an opt-out clause of one month. This will allow the CoEs to continue with the present system of UCC accreditation of their certificates while allowing them to remain flexible in relation to their long-term affiliation preferences.
- A cause for concern is that while all but seven of the new Councils are in place (the remaining ones being in Volta Region mainly), some CoEs have Councils which include members, who have had limited exposure to the sector and so little understanding of teacher education. Therefore, training for new Council members is seen as critical.
- While concern has been expressed in some quarters about the qualification of CoE tutors to teach in tertiary institutions, the CoE Principals believe that tutors who wish to stay in the CoEs have mainly accepted the need to re-register and complete a Masters in their teaching subject. Their bigger concern is the need to take professional control of the curriculum that their CoE offers, so they can specialise and set internal exams.
- The principals strongly believe that there is a need for a document which sets down the standards for a College of Education in relation to staffing profile, infrastructure, vehicles and specialised equipment. These minimum standards could be an output that T-TEL in collaboration with NAB and NCTE may want to produce based on the NAB standards used to accredit tertiary institutions. Such standards would effectively define what Ghana understands by a 'College of Education'.

Roadmap to functioning tertiary Colleges of Education in Ghana



MILESTONE

Vision and CIP in place

- Ensure mission and CIP in place meeting all set criteria
- Mission & CIP signed off by Council & NCTE

MILESTONE

Affiliate to accrediting university

- Check all options
- Decide institution for affiliation
- Get agreement with institution which serves CoE interest
- Sign MoU

MILESTONE

Audit of CoE capacity

- Systems, infrastructure, processes reviewed and gaps identified
- Requirements documented and submitted to NCTE

MILESTONE

QA systems

- CoE has QA in place to monitor courses, exams and teaching & materials quality
 - Systems to detect violations and act on them are in place and working

MILESTONE

Control of appointments & promotions

- CoE determines own staff needs and can recruit and promote based on sector criteria

MILESTONE

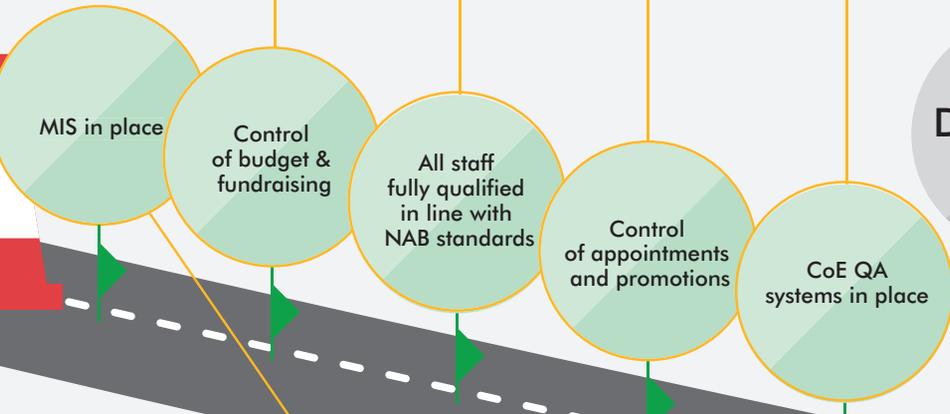
All staff qualified

- 100% (90%?) staff meet minimum qualification standards set by NAB

MILESTONE

Control budget & fundraising

- CoE has control of budget via NCTE and has adequate finance systems & staff
- CoE is raising its own funds



MILESTONE

Minimum Infrastructure

- Functional library, sports facilities, computer lab, medical centre
- Development of auditorium, lecture halls, adequate classrooms
- Appropriate technology for training teachers

MILESTONE

MIS in place

- Employ qualified person
- Review the needs in MIS
- Develop model, test, revise, implement

Roadmap Timeline

ESTABLISH AD HOC ROADMAP VETTING COMMITTEE

- Agree membership
- Convene 1st meeting in April
- Share national roadmap & adjust
- Agree process, products, timelines
- Use Vetting Committee to monitor progress and adjust roadmap process
- Engage government/NCTE where roadblocks meet to clear them

COE ROADMAP SUPPORT

- Agree membership
- Convene 1st meeting in April
- Share national roadmap & adjust
- Agree process, products, timelines
- Use VC to monitor progress and adjust roadmap process
- Engage government/NCTE where roadblocks met to clear them

EVALUATION OF IMPACT

- Design evaluation process
- Evaluate progress by each CoE/group of CoEs
- Present progress roadmap
- Design intervention to assist those CoEs/clusters of CoEs which are not progressing

2016

2017

REMEDIAL ACTION

- Where progress is slow or halted in CoE, plan intervention
- Take action where roadblocks are preventing progress along road

PROFILE SUCCESS STORIES

- Identify CoEs/clusters of CoEs well on way to functioning tertiary institutions
- Case study process they used
- Share process with all CoEs
- Continue support to CoEs on request

FINAL REVIEW

- Evaluate progress by all CoEs
- Ad hoc Committee review progress
- Determine continued status and role of roadmap
- Plan appropriate intervention for 2018

The Process of Implementing the Roadmap

In order to implement the roadmap the T-TEL team responsible for this component set up an ad hoc Roadmap Vetting Committee (ARVC), made up of the same stakeholders that vetted the development of the Teacher's Standards. This grouping includes MoE, GES, TED, NCTE, NAB, UCC, UEW, principals' representatives and PRINCOF, a representative from each of the relevant trade unions and relevant university schools of education. In total it has 12 members. The ARVC meets when required to advise T-TEL on working with the CoEs to build their systems, processes and pedagogical standards to a point where they can be declared to be functioning at levels that can implement the provisions of the Colleges of Education Act.

T-TEL's responsibility is to support NCTE to develop a national roadmap through consultation. This will be necessarily generic while providing guidance to the CoEs on developing their own roadmap which will support and be a key part of their College Improvement Plan (CIP). It is anticipated that the resulting national and institutional roadmaps will guide the development and transformation of each CoE while being reviewed and modified regularly. It is further assumed that this process will be closely allied with the management and leadership element of the project, allowing the roadmapping process to inform the colleges' planning processes and also to benefit from involvement of the T-TEL management and leadership development team.

The national roadmap makes clear that the ability of the CoEs to progress through the stages in the roadmap depends to a large extent on certain actions by state authorities which have been agreed and in many cases have legal standing in the 2012 Act, but which are not being implemented. The problem is less about policy gaps and more about the failure to implement these policies. The proposed placement of two technical advisers in NCTE by T-TEL should help alleviate limitations in the capacity of NCTE, particularly in key areas such as IT. However, the key blockages are, by common consent, in the Ministry and GES.

The Way Forward

Following the discussions mentioned above and internal conversations, the following is suggested for the way forward with the roadmap process, or more accurately, the process of supporting CoEs in charting their journey to tertiary status.

- Firstly, a few of the early milestones are relatively easy to achieve and do not require devolution of financial powers.

These include having a signed off CIP, having a trained and functional Council in place and completing an audit of the institution.

- These could be done in tandem with the leadership process that the CoEs are experiencing at the present.

The T-TEL Leadership and Management team are fully aware of the relationship between the roadmap (national and institutional) and the CIPs that CoEs have developed. Through this linkage a monitoring and evaluation process would be put in place through the CIAs along with spot visits by T-TEL to ensure that CoEs are moving along the path to tertiary status. The information so generated would be fed into a monitoring 'dashboard' which would be jointly held by NAB, NCTE and T-TEL. Such reviews would also allow the CoEs to present challenges that they are facing, which T-TEL would be in a position to advise on and possibly assist with.

- Another advantage of the linkage with the leadership process is that progress towards completing the roadmap could be linked to incentives, which have been put in place in relation to the CIP and Results Based Fund.
- Additional incentives to implement staff development policies are being explored through the MoUs between the Colleges and T-TEL.

**For further information
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