



GHANA TERTIARY EDUCATION POLICY

MINISTRY OF EDUCATION

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TERTIARY
EDUCATION POLICY

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FOREWORD

Efforts to craft higher education systems that are fit for purpose at all times are continuously being made in every country. Whether it is in the industrialised or developing world, the challenge is always ensuring that the higher education system is robust enough, accountable and responsive to the changing demands of society, and labour and industry requirements. The success of such efforts hinge strongly on the clarity of policy, as well as the commitment to carry out related reforms, where necessary.

In the history of tertiary education in Ghana, two attempts stand out as having been made to tackle the issues of policy and reform. They relate to the work of the University Rationalization Committee (URC) which resulted in the White Paper on Reforms to Tertiary Education System in 1991, and which, subsequently, formed the basis for the World Bank-supported Tertiary Education Project (TEP), 1993-1998. The second was in 2004, with the issuing of a White Paper on the Report of the Education Reform Review Committee. The latter effort largely accounts for the structure and landscape of the tertiary education system today.

This policy document is a reflection of the vision and resolve of the New Patriotic Party (NPP) Government to transform tertiary education, as captured in the Education Strategic Plan 2018-2030 and the Party Manifesto of 2016. It is a rare undertaking to pool together, hitherto, disparate and isolated interventions in tertiary education, thereby, making corrections and adjustments for the incomplete reforms of the past. For the first time we have one coherent, single point of reference document that provides clarity and articulation of the policies required to transform our tertiary education system into one that is fit for purpose in the 21st Century.

I look forward to leveraging the co-operation of all key stakeholders and the nation to pursue these policy objectives, and reform agenda in order to secure the future of our tertiary education system. We want to make it globally competitive and domestically relevant.

NANA ADDO DANKWA AKUFO-ADDO
PRESIDENT OF THE REPUBLIC

PREFACE

In Ghana, as in many other countries, the demand for tertiary education has been growing considerably over the last decade or two. In response to this development, new public universities and non-university tertiary institutions have been established, while facilities in existing institutions have been upgraded to increase their enrolment capacity. Over the same time period, policy reforms have also led to dramatic increase in the number of private sector tertiary education providers. Many of these interventions, however, have been guided by isolated policies and piecemeal reform initiatives.

There is a pressing need, therefore, to create a tertiary education system that is fit for purpose and able to respond to the changing needs of a learning society and a knowledge-driven economy. Such a system can only be delivered on the back of a comprehensive policy framework that provides clear guidelines for the ultimate structure, planning, development, regulation, operations and overall governance of the system.

The purpose of this seminal policy document is to bring together all the different pieces of isolated policy and regulatory guidelines in one place that will provide a focal point of reference for tertiary education. It is not just pooling together the different policies, but also articulating the interconnections as well as new perspectives to provide a holistic context for the policies and to bring them up to date.

The Ministry of Education (MOE), having recognised the need for consolidation of the policies, commissioned a team of experts to accomplish the task. It is with great pleasure and satisfaction that I acknowledge the contributions made by the team under the leadership of Prof. C.N.B. Tagoe, immediate past Chairman of the National Council for Tertiary Education (NCTE). As a result, for the very first time the Ministry now has a single point of reference for integrated policies that would ensure quality and accessible education to all Ghanaians to meet the needs of the labour market and to achieve human development and national integration. As a mark of Government's ownership and confidence in the document, Cabinet graciously approved it on May 9, 2019.

I am confident that the document is well-thought-through and comprehensive enough to stand the test of time. I wish to take this opportunity therefore to gratefully acknowledge the efforts of all, including the initiative and facilitation by the Minister of State in-charge of Tertiary Education and the NCTE.

HON. DR. MATTHEW OPOKU PREMPEH (MP)
MINISTER OF EDUCATION

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LIST OF ACRONYMS

ABCE	Advanced Business Certificate Examination
AIDS	Acquired Immunodeficiency Syndrome
AU	African Union
CAPS	Centralized Admissions and Placement Service
CHEA	Council for Higher Education Accreditation
CIU	Council of Independent Universities
COTVET	Council for Technical and Vocational Education and Training
DBS	Diploma in Business Studies
ECC	Experiential Credit Conversion
ESP	Education Strategic Plan
FDL	Flexible and Distributed Learning
GBCE	General Business Certificate Examinations
GCE	General Certificate of Education
GER	Gross Enrolment Ratio
GETFUND	Ghana Education Trust Fund
GPA	Grade Point Average
HIV	Human Immunodeficiency Virus
HND	Higher National Diploma
IAU	International Association of Universities
ICT	Information and Communication Technology
IGF	Internally Generated Funds
KNUST	Kwame Nkrumah University of Science and Technology
MOE	Ministry of Education
MSE	Mature Students Entry
NAB	National Accreditation Board
NABPTEX	National Board for Professional and Technician Examinations
NCHE	National Council for Higher Education
NCTE	National Council for Tertiary Education

SDG	Sustainable Development Goal
SSR	Staff-Student Ratio
SSSCE	Senior Secondary School Certificate Examinations
STEM	Science, Technology, Engineering and Mathematics
TEI	Tertiary Education Institutions
TVET	Technical and Vocational Education and Training
UCC	University of Cape Coast
UCCC	University College of Cape Coast
UCT	University of Cape Town
UG	University of Ghana
UI	University of Ibadan
UIS	UNESCO Institute for Statistics
URC	University Rationalization Committee
VCG	Vice Chancellors Ghana
WAEC	West African Examinations Council
WASSSCE	West Africa Senior Secondary School Certificate Examinations

EXECUTIVE SUMMARY

The original draft of this document was shared with key stakeholders for their input before it was finalized and then presented to a broader stakeholder forum for validation. Among the key stakeholders consulted were the Honourable Minister of State in charge of Tertiary Education, NCTE, NAB, VCG, private universities represented by the CIU, Colleges of Education represented by the Principals Conference (PRINCOF), Conference of Vice Chancellors and Rectors of Technical Universities and Polytechnics (CVRTUP), selected staff Unions in all tertiary education institutions and Ghana Federation of Disability Organisations (GFD). The final document was presented to Cabinet and got approval on May 9, 2019.

The policy document is divided into six main sections, each with sub-sections. Each sub-section opens with a preamble, followed by the problem statement and then the related policy statements/guidelines. The policy statements are summarised under the six sections as follows:

1. *Governance and Management Policies*

Tertiary education governance is broadly considered under this section and covers both external and internal governance. The State's function in regulating and ensuring the sustainability of TEIs through the Ministry of Education and its relevant agencies covers the external governance component of the policy. The powers for ensuring proper internal governance within TEIs are vested in the Governing Council which is the interface between the external and internal governance systems. It is better described as a buffer between the two governance systems. The policy discussion on internal governance therefore centres on the quality of the composition of the Governing Council and the procedure for selecting persons onto the Council. Harmonization of the enabling laws of public tertiary education institutions is advocated for purposes of standardization, effectiveness and efficiency of governance in line with international best practice. Policies on academic traditions, appointments and promotions in the context of academic freedom and in the spirit of equity and quality assurance have been advanced under this section.

2. *Access and Equity Policies*

Inclusive education, as espoused in the United Nations Sustainable Development Goals, the Education Strategic Plan 2018-2030 and enshrined in the 1992 Constitution, in the context of equity and access, has been broadly considered under Expansion and Establishment of TEIs, Private Participation in Tertiary Education, Admissions, Disability Access

and Support, Diversification and Differentiation, and Collaborative Provision and Flexible and Distributed Learning (including Distance and E-Learning).

3. *Quality and Relevance Policies*

The quality and relevance of tertiary education can be summarised simply as its fitness for purpose. Often determined by the quality of graduates, this is measured by the employability of graduates, the impact they make on society and their ability in general to provide solutions to developmental challenges. Relevance is therefore fundamental and inseparable in any discussion on quality of tertiary education. Quality is largely input driven. The quality of the input therefore, determines to a large extent, the quality of the product. Policy statements under this section therefore cover Entry Requirements, Relevance and Academic Programmes Development, ECC, Academic Progression and Graduation, Staff/Student Ratio, Academic Fraud, Physical Structures, Standards Setting and Procedures, Internationalization, Partnership with Industry, Research and Postgraduate Training.

4. *Policy on Financing of Tertiary Education*

There is a direct correlation between cost and quality, as sustainability of tertiary education in all its dimensions is dependent on funding. Tertiary education is an expensive enterprise that requires prudence in the management of the limited financial resources, accountability and diversification of funding options. Government as the primary financier of public tertiary education is overstretched by demands of the sector on its purse. Alternative funding strategies and mechanisms are therefore required to sustain tertiary education in the country. Among the several policy alternatives proposed under this section is cost sharing, industry support, the use of technology in tertiary education delivery as in the Open University concept, private participation, internally-generated funds, financial prudence and accountability, and scholarship schemes for students.

5. *Policy on Cross-cutting Themes*

A good education system is one that provides total education which makes room for added knowledge beyond the core course instruction. A number of cross-cutting themes that enhance tertiary education and help in shaping the world-view of the graduates to fit well in and impact society in a more positive and progressive manner are discussed. The policy statements under this section cover the following cross-cutting themes that permeate

every aspect of tertiary education: Gender, Sexual Harassment, HIV/AIDS and Information and Communication Technology.

6. *Institutional Arrangement*

This section provides for the institutional and operational arrangements that would see to the successful implementation of this policy document. The responsibilities of the Ministry of Finance and Ministry of Education and its agencies are spelt out.

CHAPTER 1 INTRODUCTION

1.1 Brief History of Higher Education in Ghana

The antecedents of higher education in Ghana date back to the early 1930s when the then Achimota College was permitted by the British colonial authorities to run courses up to the London University Matriculation and Intermediate, as well as the bachelor's degree in engineering (Tagoe, 2017).

However, the first higher education institution in the modern sense was established on August 11, 1948, as the University College of the Gold Coast, which admitted 92 students, 90 males and 2 females, in October the same year. It was to provide for and promote university education, learning and research, and operated in a special relationship with the University of London. It attained full university status in 1961 as the University of Ghana. The second institution, the Kumasi College of Technology, Science and Arts was founded in 1951 to provide studies, training, and research in technology, science, and arts. Its early academic units included an Engineering School which prepared students for the external examinations for degrees of the University of London. In 1961, the College became full-fledged as the KNUST. From 1966 until 1998 it was renamed the University of Science and Technology. However, the university's name reverted to the original Kwame Nkrumah University of Science and Technology through Act 559 (1998). To meet the needs of the country's accelerated education programme, the government established the University College of Cape Coast (UCCC) in 1962 to train graduate teachers for secondary schools, teacher training colleges, polytechnics, and technical institutes. The UCCC (also at some stage referred to as University College of Science Education) was in special relationship with the University of Ghana until 1971 when it gained full autonomy to become the University of Cape Coast (UCC).

1.2 Some reforms in higher education

To ensure that high educational standards are maintained in the higher education sector, the NCHE was established in 1959, as a body to coordinate the activities of the higher education institutions and to guarantee standards. This office was directly under the office of the Prime Minister and later, office of the President.

1987 Reforms to the Tertiary Education System

In 1987, a massive reform of the whole educational sector was introduced with the aim of addressing the manpower needs of the country. According to Daniel (1998,

p. 652), *“The reforms sought to increase access to higher education institutions in Ghana. The reforms revealed that only 0.7 per cent of the relevant age group was represented at university whereas a much higher rate of attendance is the case in many developing countries and indeed in some developed countries up to 50 per cent of the relevant age group can hope to attend college. The reforms were also to diversify the curriculum to provide, more especially of science, technology and vocational training; and to provide the movement across institutions and continuity from one institution to another. Distance learning programmes, via mail, radio and television, were to feature prominently in the plans for greater accessibility”*.

The government of the day, the Provisional National Defence Council set up a Committee known as the URC with the mandate to formulate a policy framework for tertiary education. Having in mind the problems affecting tertiary education in Ghana which include the adverse effects of the “national economic crisis leading to falling standards, lack of equipment and essential teaching materials, low morale among staff, and stagnation,” a White paper based on the URC recommendation was formulated to articulate the reforms intended in the tertiary education sector. The policy framework suggested in the URC Report and which subsequently received government approval in the White Paper on the Reforms to Tertiary Education System 1991 therefore became the basis for a Tertiary Education Project (1993-1998).

The White Paper noted with concern the then existing structure for management of tertiary institutions in the country, which was split between the Ministry of Education (Higher Education Division of the Ministry of Education which had responsibility for the universities and Ghana Education Service which oversaw the polytechnics and teacher training colleges that qualify as tertiary institutions) and another group of tertiary institutions operated under specific Ministries such as Ministries of Agriculture, Health and Information. The White Paper viewed this spread in management structure as “resulting in gross inefficiency in the development of the country’s human resources.”

The degree of impact of the URC White Paper on governance issues has been described by Girdwood as control oriented. For example the paper stated, among other things, that “The MOE shall inform universities of a Chancellor to each, and the membership of the reconstituted University Council,” and also that *“The MOE shall work out criteria for the provision of admissions and scholarships on the basis of government’s development priorities in consultation with the National Development Planning Commission.”* These provisions according to Girdwood (1999, p. 22) definitely posed challenges to institutional autonomy and were bound to generate tension.

As part of efforts to mitigate the problems affecting higher education, the reforms of 1988 and the subsequent government White Paper of 1991 broadened the scope of tertiary institutions to include the Universities (both public and private), Polytechnics, Colleges of Education (former teacher training colleges), the Ghana Institute of Languages, Institute of Professional Studies and the Ghana Institute of Journalism. The reforms resulted in the following developments:

- (a) A number of specialist teacher training colleges were brought together in 1992 to form the University College of Education, Winneba (under UCC), and then to what is now the University of Education, Winneba, in 2004.
- (b) Establishment of a university in northern Ghana, the University for Development Studies in 1992 (Tagoe, 2017).
- (c) The KNUST Schools of Mines in Tarkwa and Kumasi were merged to eventually become the University of Mines and Technology, Tarkwa, by Act 677 2004.
- (d) Upgrading of some hitherto second-cycle institutions including the ten polytechnics and technical institutes to constitute TEIs, thereby converting the existing unitary system of higher education consisting of universities to a dual system consisting of university and non-university institutions.
- (e) The establishment of the NCTE in 1993 by an act of Parliament (Act 454) to advise the Minister of Education on matters relating to the development of TEIs. The NCTE serves as a buffer between the government and the institutions and is expected to have the confidence and interest of both at heart. The advisory role of the NCTE may be divided into four broad interrelated sub-heads, namely: (i) as an effective buffer; (ii) as a policy making body; (iii) as a financial or budgetary centre; and (iv) as centre for reliable statistical data and information.
- (f) With the stage set for the increase in the number of tertiary institutions particularly the private institutions and the obvious consequences for quality, NAB was established in 1993 to provide accreditation to all tertiary institutions in the country. In addition to the NAB, the NABPTEX, responsible for professional and technical examinations, was also set up in 1994.

2004 Reforms to the Tertiary Education System

The White Paper on the Report of the Education Reform Review Committee (October, 2004) endorsed adoption of the term ‘tertiary education’ in the 1990 reform and its definition to embrace all post-secondary education that offer

training leading to the award of a diploma or degree. This White Paper (2004) endorsed the on-going reforms in the tertiary education sector. These included:

- (a) Upgrading institutions such as the National Film and Television Institute (NAFTI), the Ghana Institute of Journalism (GIJ), the Regional Maritime Academy and the School of Forestry to tertiary status.
- (b) Upgrading other post-secondary institutions such as Nursing, Teacher and Agricultural Colleges to tertiary institutions through arrangements such as affiliations to Polytechnics and Universities.
- (c) Establishing an Open University to provide avenues for work-study programmes and life-long learning and equipping.
- (d) Equipping the Polytechnics to enable them to offer tertiary level/degree programmes.
- (e) Expanding post-graduate training and research in Ghana's tertiary institutions.
- (f) Encouraging private participation in the provision of tertiary education.
- (g) Promoting gender equity at all levels and programmes of education.
- (h) Recognising the need for government to support distance education programmes at all tertiary institutions.
- (i) Promoting science and technology education at all levels in the educational system.

Again, in 2012, Parliament passed a Bill to create two more public universities in the country, with mandates in Health and Energy related disciplines. As a result, the University of Energy and Natural Resources (UENR) and the University of Health and Allied Sciences (UHAS) were established at Sunyani and Ho, respectively.

The reforms also liberalized the sub-sector and paved the way for the expansion of private participation in the delivery of tertiary education. Ghana, therefore, has a fairly diversified tertiary education sub-sector which is characterized by a growing number of students and an increasing variety of institutions and programme offerings. Eight of the existing ten polytechnics have since 2016 been designated “technical universities”.

According to statistics from the National Accreditation Board, the numbers and types of TEIs in Ghana are:

1.3 Status of tertiary institutions

Public institutions	
Universities	10
Technical universities/polytechnics	10
Specialized/professional degree-awarding institutions	7
Colleges of Education	40
Nursing and midwifery training colleges	28
Agricultural colleges	4
Regional university	1
Subtotal (1)	100
Private tertiary institutions	
Chartered institutions	4
University colleges	88
Polytechnic	1
Colleges of Education	8
Distance learning institutions	4
Foreign institutions	10
Nurses training colleges	10
Tutorial colleges	11
Subtotal (2)	136
Grand total	236

(Source: Tagoe, 2017)

1.4 Operations of TEIs

In terms of the legal provisions, there is no one law that governs the operations of higher education institutions in Ghana. All the institutions draw their authority and powers from the National Constitution and the individual Acts of Parliament establishing the institution concerned. However, the individual institutions have to operate within the framework of other National laws such as, the Public Financial Management Act, 2016 (Act 921); the Fair Wages and Salaries Commission Act, 2007 (Act 737) and the Public Procurement Act, 2003

(Act 663). Private tertiary education institutions are also currently required to be affiliated to chartered institutions, particularly to the public ones, for a period of time, not less than 10 years, before being granted Presidential charter, according to the National Accreditation Board Act, 2007 (Act 744)

1.5 Purpose of Policy Document

The spread of individual policies in various locations – NCTE, NAB, etc. is a major concern to the Ministry of Education. One major purpose of this policy document is, therefore, to collate all existing tertiary education policies, for ease of reference. Furthermore, the tertiary education scene is an ever-evolving one and this has necessitated proposals for additional policies to enhance the functioning of the sub-sector.

CHAPTER 2 REGULATORY FRAMEWORK

The key legislation governing tertiary education based on which the Policies have been developed include the following:

2.1 The 1992 Constitution of the Republic of Ghana

Article 25 (1) gives all persons “*the right to equal educational opportunities and facilities ...*”, and Article 25 (1c) states that “*higher education shall be made equally accessible to all, on the basis of capacity, by every appropriate means, and in particular, by progressive introduction of free education*”. Article 25(2) further provides that every person has “*the right, at his own expense, to establish and maintain a private school at all levels and of such categories and in accordance with such conditions as may be provided by law*”.

In addition, Article 38 of the Constitution obligates the Government to provide educational facilities at all levels and in all the Regions of Ghana and make those facilities available to all citizens to the greatest extent feasible. The State is obliged to provide equal access to university or equivalent education with emphasis on science and technology.

2.2 The United Nations Sustainable Development Goals

The UN Sustainable Development Goal 4, which is the overall goal for education and is endorsed by Ghana, is to *ensure inclusive and equitable quality education and promote lifelong learning opportunities for all*. The SDGs are internationally agreed development goals.

2.3 Africa Union Agenda 2063

The AU Agenda 2063 is the collective vision and roadmap for the transformation of Africa in the next 50 years developed under the guidance of the AU Commission. One of the seven aspirations of Agenda 2063 demands a commitment to speeding up actions to catalyze education and skills revolution and actively promote science, technology, research and innovation to building knowledge, human capabilities and skills to drive innovations and for the African country, among other things, to build and expand African knowledge society through transformation and investment in universities and other fields.

2.4 Education Act, 2008 (Act 778)

The Education Act, 2008 (Act 778) seeks to provide for the establishment of an educational system intended to produce well-balanced individuals with the requisite knowledge, skills, values, aptitudes and attitudes to become functional and productive citizens for the total development and democratic advancement of the nation. Act 778 places the education system into three progressive levels which include ‘tertiary education’ as education provided at universities, polytechnics or colleges of education.

2.5 National Council for Tertiary Education Act, 1993 (Act 454)

The National Council for Tertiary Education (NCTE) was established by the National Council for Tertiary Education Act, 1993 (Act 454) and is the apex supervisory body for tertiary education in Ghana. The functions of the NCTE include:

- Advising Government on the development of tertiary institutions in Ghana.
- Advising on norms for TEIs and monitoring their compliance by the institutions.

2.6 National Accreditation Board Act, 2007 (Act 744)

NAB was established by the National Accreditation Board Act, 2007 (Act 744) and is responsible for the accreditation of both public and private institutions with regard to the content and standards of their programmes.

2.7 The National Board for Professional & Technician Examination Act, 1994 (Act 492)

The NABPTEX was established by the National Board for Professional & Technician Examination Act, 1994 (Act 492) and is responsible for the formulation and administration of schemes of examination, evaluation, assessment, certification and standards for skill and syllabus competence for accredited non-university tertiary institutions.

2.8 The Council for Technical and Vocational Education and Training Act, 2000 (Act 718)

The Council for Technical and Vocational Education and Training (COTVET) was established in 2006 by the Council for Technical and Vocational Education and

Training Act, (Act 718) to coordinate and oversee all aspects of skill development across all levels of education, including tertiary.

2.9 The Ghana Education Trust Fund Act, 2000 (Act 581)

GETFund pursuant to the Ghana Education Trust Fund Act, 2000 (Act 581) makes available funds for infrastructure, human resource capacity building and research in TEIs through the NCTE.

2.10 Students Loan Trust Fund Act, 2011 (Act 820)

The Students Loan Trust Fund was established by the Students Loan Trust Fund Act, 2011 (Act 820) to administer and manage loans in a manner that ensures that eligible students in accredited institutions have equal financial access to tertiary education.

2.11 Laws establishing Tertiary Institutions

- **Acts of Public Universities:** Public Universities were established by individual Acts.
- **The Colleges of Education Act, 2012 (Act 847):** The Colleges of Education Act, 2012 (Act 847) elevated teacher training colleges to tertiary status, and designated them as Colleges of Education.
- **The Polytechnics Act, 2007 (Act 745):** Overarching law for Polytechnics.
- **The Technical Universities Act 2016 (Act 922); Technical Universities (Amendment) Act, 2018 (Act 974):** Overarching law for Technical Universities.
- **Private Universities:** Fully fledged private universities have their own Charters.

CHAPTER 3 POLICY FRAMEWORK AND SCOPE

In this document, Policies are arranged under the following sections:

1. Governance and Management
2. Equity and Access
3. Quality and Relevance
4. Financing
5. Cross-cutting Issues
6. Institutional Arrangement

3.1 Policies on Governance and Management

Introduction

Governance in higher education is the system through which the institutions are directed and controlled externally and internally: external governance refers to relations between individual institutions and their supervisors, while internal governance concerns lines of authority within institutions. The earlier universities, UG and KNUST, started off as colleges of the University of London and therefore were subject to the rules and regulations of that institution. On attaining full university status in 1961, the two institutions had the Head of State as Chancellor and a desk was set up in the President's office to oversee the affairs of the universities.

Following the reforms of 1990 and 2004, the term 'Tertiary Education' was adopted in place of 'Higher Education', to include all post-secondary institutions that offer programmes leading to the award of a diploma or degree (White Paper, 1990; White Paper, 2004). The then NCHE was replaced by the NCTE as a largely advisory body and the NAB, NABPTEX and COTVET were established as regulatory bodies.

3.1.1 Policy on Coordination of the Tertiary Education System

Preamble

Government has the primary responsibility for providing education to its population and for ensuring that institutions remain accountable by demonstrating prudence in the management of public finances and by the quality of graduates they produce. For purposes of quality assurance and for the protection of its citizens, government extends its oversight responsibility to cover all institutions

into tertiary education provision, both public and private. Government executes this responsibility through the relevant sectors and agencies.

Problem Statement

The 1990 and 2004 education reforms have affected the governance and management of the institutions. Furthermore, some of the provisions regarding the internal administration of the institutions have been superseded by provisions in the 1992 Constitution. Article 68, clause 1 (b), for instance, prohibits the President (Head of State) while in office from holding the position of chancellor or head of any university in Ghana. Article 195, clause (3) also vests the power to appoint persons to hold or act in an office in a body of higher education, research or professional training, in the council or other governing body of that institution or body. The situation, therefore, calls for measures to bring practices in the sub-sector in line with the national Constitution.

Policy Statement

- (a) The Ministry of Education shall have general policy formulation and monitoring functions
- (b) There shall be an apex Regulatory Body whose responsibility shall include general supervision and direction for all tertiary education institutions in the country.

3.1.2 Policy on Institutional Level Governance

This section of the policy relates to Governing Councils of tertiary institutions.

Preamble

The traditional model of internal governance of tertiary education institutions is collegial and consultative in nature, with large and broadly representative bodies and forums open to all academic members of the institution. In Ghana the bi-cameral system of governance is adopted: one guiding the overall destiny of the university (the governing council); and the other steering the academic programmes (the academic board). Since all other substructures and systems for proper internal governance of tertiary educational institutions are determined by the Governing Council, this policy will be limited to the Governing Council.

Governing councils sit at the apex of the organisational structure of tertiary education institutions. Their work affects the institutions such that it can arguably be said that whether the institutions succeed or fail depends largely upon the quality of councils they have. Individuals make up Councils and therefore Councils'

performance cannot be better than the quality of individuals appointed to them. Membership to the various councils are in two categories, namely: internal and external members who are expected to be persons of integrity and competence. The external members in particular should be people of high repute with the right mix of competencies and experience who can support the institution.

Council's effectiveness is not only a function of the quality of the members. Equally important are the skills mix, and spread of members and the rigour of the selection process, all of which give a signal to the seriousness of the business of Council.

The White Paper of 1990 maintained the Head of State or his nominated representative as Chancellor, but in order to provide for wider representation in consonance with government's policy of democratization, revised the composition of University Councils (with 15 members) as follows:

- (a) four government nominees (one to be Chairperson and at least one a woman);
- (b) one representative of the Education Commission;
- (c) two representatives of Convocation (one each of professorial and non-professorial);
- (d) one representative of Teachers Education Workers Union;
- (e) one representative of the Committee for the Defence of the Revolution;
- (f) one representative of the Alumni Association of the University;
- (g) Vice-Chancellor; and
- (h) two representatives of the Student's Representative Council (one representative each for Undergraduates and Post-graduates);
- (i) one representative of the Conference of Heads of Assisted Secondary Schools – CHASS;
- (j) one representative of University Teachers' Association of Ghana – UTAG.

The Pro-Vice-Chancellor and a representative of the Ministry of Education shall be in attendance, while the Registrar shall act as Secretary.

All public universities were, therefore, to have a uniform composition of their governing councils. However, this uniformity appears to have been abandoned as the Acts of the individual institutions were put together subsequently.

Problem Statement

The first question that is usually raised in the appointment of Council members is whether or not it was made on merit. This is legitimate as ability and experience are strong factors that underpin the effectiveness of Councils. However, these are necessary but not sufficient conditions for the effective functioning of Councils. High on the list of factors destabilising the work of council business are the generational and interrelated issues of composition of councils. Among the difficult and complex challenges in this regard is how to resist calls for more representation by various stakeholders of universities and other TEIs. Traditionally, the major stakeholders of universities and other TEIs are the government, faculty, students, staff and alumni. As the products of the institutions become part of society and the world of work, inputs from civil society, industry and professional bodies have become very critical in the design of appropriate curricula for schools and colleges.

With this has come agitation from the various constituencies for representation on the council. Bowing to such pressures has meant increasing the size of councils to the extent that some have become unwieldy. The evidence from tertiary education systems across Africa (for example Kenya, Nigeria, South Africa, Tanzania and Uganda) and Malaysia, suggests that the size of governing councils ranges from 9 to 30 with an average of about 19 members.

Another problem arising from representative or constituency-based council relates to what may be termed as “sectional” governance where discussions centre on sectional interests, sometimes so sharp that it divides institutions along constituencies. Shared governance, which should promote unity in diversity bringing sectional experiences to bear on decisions leads to divided governance and its ramifications on the institution. For example, the 15-member standard composition of Councils following the White Paper of 1990, emphasized representation by various staff unions and this subsequently created two problems; first the Councils were seen as platforms for “negotiating” union positions (i.e. pursuit of sectional interests), and secondly, the naming of specific registered unions appeared to be inconsistent with Constitutional guarantees of freedom of association. Matters get worse when the deliberations of Council take politically partisan dimensions.

Policy Statement

- (a) The Ministry of Education shall ensure that the Acts Governing Public Universities are harmonized to ensure consistency, enhance oversight and operational effectiveness and efficiency
- (b) Government shall through legislation regulate the size and composition of councils of TEIs.

- (c) Government through the appropriate regulatory body shall set the criteria outlining desirable qualifications that members of council should have and share these for the consideration of various nominating bodies.
- (d) Councils, while being essentially “lay” in nature, shall seek to have optimal representation from key stakeholders
- (e) The designated stakeholders shall nominate or select their representatives based on criteria to be determined by the appropriate regulatory body for formal appointment by the President in accordance with Article 70 of the 1992 constitution.
- (f) Membership of Councils/Boards of public tertiary institutions shall not be less than nine (9) but not more than thirteen (13)
- (g) Councils shall have the power to co-opt additional members, based on their expertise, from outside the institutions but such coopted members shall have non-voting status
- (h) At least two-thirds of Council members shall be persons who are not staff or students of the institution

3.1.3 Policy on Appointments and Designations of Principal Officers

Preamble

The concept of principal officers has been subjected to many interpretations. The term ‘Principal Officers’ of institutions has often been confused with other key officers of institutions who are sometimes also referred to as “principal officers of the administration”. It is important to clarify and put to rest the differences between the two concepts.

Article 195 (3) of the 1992 Constitution of the Republic of Ghana which provides that, *“the power to appoint persons to hold or act in an office in a body of higher education, research or professional training, shall vest in the council or other governing body of that institution or body”*. By this provision, all staff in universities or other tertiary education institutions, from the Chief Executive (Vice-Chancellor) and below are either appointed directly or on the delegated authority of the respective Councils.

Problem Statement

There appears to be some confusion about who we describe as Principal Officers. These are officers of the institutions who can in their official capacities commit their respective institutions, positions normally restricted to the Chancellor, the Chairman of Council and the Vice-Chancellor.

As other key officers are responsible to the Executive Heads of their Institutions in the performance of their duties, these officers cannot be described as principal officers as they require approval of the Executive Head in major business transactions of their institutions.

Another area that requires clarity is the designation of Chancellors, who are normally ceremonial or titular Heads of the Institutions. A non-chartered University College or Institution affiliated to another University cannot have a Chancellor different from that of the mentor institution. The practice of every TEI, particularly private ones, having its own chancellor should cease, as an institution cannot have two chancellors.

Policy Statement

- (a) The designation *Principal Officers* shall apply only to the Chancellor, Chairman of the governing body and Vice-Chancellor.
- (b) The Vice-Chancellor or equivalent office holders in tertiary education institutions shall be appointed by the Governing Councils. In the case of public tertiary education institutions, the appointment shall be done in accordance with Article 195 (3) of the 1992 Constitution.
- (c) The Chairman and members of the governing Council for public tertiary education institutions shall be appointed in accordance with Article 70(1)(d)(iii).
- (d) Appointment of Chancellor for private universities shall be done in accordance with their Charter. For public universities, appointment of Chancellor shall be by the President of the Republic upon recommendation by the Governing Council.
- (e) Only Chartered Universities shall have Chancellors.
- (f) The tenure of Chancellor of a public university shall not exceed five (5) years, and shall be considered for another consecutive five (5) year term only.
- (g) The criteria and procedures for the appointment of Principal Officers shall be provided for in the Statutes of the respective tertiary institutions.

3.1.4 Policy on Academic Freedom

Preamble

It is generally accepted that higher education institutions thrive best in an environment where the academic community of scholars, faculty/teachers and

students have the freedom to follow their scholarly activities within a framework determined by that community in respect of ethical rules and international standards, and without outside pressure (IAU, 1998).

Problem Statement

From a handful of universities in the early 1990s, Ghana now has over 200 institutions classified as tertiary institutions. Among these are over 80 degree-awarding institutions. More than half of the institutions are privately-owned. Although the 1992 Constitution recognises academic freedom as a fundamental freedom in Article 21 (1) (b), there is no full definition of the term. This leads to various interpretations of the freedom expected to be exercised by the tertiary institutions.

Policy Statement

The purpose of this policy is to expand on this constitutional provision with the view to indicating what constitutes academic freedom and institutional autonomy. For the purposes of this policy therefore, the necessary degree of independence that TEIs require will cover the following:

- (1) Internal organisation and governance
- (2) Internal distribution of resources
- (3) Generation of income from services provided
- (4) Recruitment and promotion of staff
- (5) Admission and progression of students
- (6) Setting of conditions of study, including determination of courses and programmes, examinations and certification
- (7) Freedom to conduct teaching
- (8) Freedom to conduct research

Government shall respect these freedoms as long as the activities are in line with relevant national legislation and regulations as well as the broader national aspirations, goals and objectives.

3.1.5 Policy on Staff Promotion

Preamble

Tertiary institutions employ different categories of staff. In general terms, such staff may be classified as Academic or Administrative Staff. Staff in these groups are engaged at different levels or ranks and progress in accordance with their

chosen path. While the nomenclature in the administrative category may have undergone some modifications in recent times (the creation or appearance of Directorates in the Registrar class), the academic staff have generally retained their traditional progression path:

- Assistant Lecturer → Lecturer → Senior Lecturer → Associate Professor (Reader) → Professor, for mainly teaching staff and
- Assistant Research Fellow → Research Fellow → Senior Research Fellow → Principal Research Fellow → Chief Research Fellow, for mainly research staff. There is also the tutorial class:
- Assistant Tutor → Tutor → Senior Tutor → Principal Tutor → Chief Tutor, for mainly non-university TEIs, such as the Colleges of Education, although a small percentage of university academic staff may be employed in this category, based on their qualification, special expertise and progression prospects.

Appointments and progression along the above tracks are regulated and governed by strict guidelines for merit, equity and fairness. Such progression is usually based on guidelines on the Conditions of Appointment and Promotion of staff of that institution. Before these conditions are implemented, they are usually taken through a process of consultations with staff and accepted as the conditions to be applied for appointment and promotion.

Seeing that all appointments and promotions lead to virtually the same rewards in Ghanaian tertiary institutions, it would be expected that appointments and promotions of different tertiary institutions should have a common basis. What makes a Senior lecturer or professor in one Ghanaian tertiary institution should not vary significantly from another. There is need, therefore, to determine benchmarks for appointment or progression to different grades or levels by staff of tertiary institutions.

Problem Statement

It would appear that a lack of appreciation and understanding of the underlying factors determining the progression path and designation of many categories of staff of tertiary institutions have led to disparities in the manner in which promotions are done in the institutions. The creation of the tertiary education group that now includes university and non-university institutions, such as Polytechnics and Colleges of Education have accentuated designation problems for the tertiary education sub-sector.

Policy Statement

- (a) TEIs shall maintain four-stage promotional lines in academic ranks: Lecturer, Senior Lecturer, Associate Professor and Professor except as practiced by the parent institution in a cross-border arrangement.
- (b) The National Council for Tertiary Education shall, in consultation with relevant stakeholders, such as VCG, provide guidelines on minimum qualifications for appointment and promotion from one academic rank to the other.
- (c) The Governing Council of an institution may re-evaluate an acquired rank from another institution for appropriate placement in rank within that institution for an in-coming academic staff, or where it has cause to do so, for an existing employee.

3.1.6 Policy on Academic Culture in Tertiary Education

Preamble

Academic tradition or culture in this context considers academic nomenclature (titles and designations) and use of academic apparel.

Nomenclature/Titles

The acquisition of titles has been with us for many years in our traditional settings e.g. Nana, Nii, Nene, etc., However, academic titles are not indigenous to us and have come with education from Western cultures. In all these cultures, strict guidelines govern the acquisition and use of such titles. Many people have worked hard to deservingly acquire these. But, there is now a new trend for the acquisition of academic titles by people not in academia. Some undeserving persons manage to acquire titles such as Professor, Dr., Emeritus., etc. If these titles and nomenclatures are to be adopted in our new environment, then in fairness to and in conformity with these practices, the norms associated with them ought to be observed.

Academic Apparel

For many years, use of academic apparels or regalia (gowns, hoods, caps, etc.) has been associated with academia, universities or centres of learning. These well-costumed and elegant regalia have been used for special and formal occasions and constitute part of the paraphernalia for a tertiary institution.

Different designs of gowns, hoods and caps are associated with different universities and these often depict type of degree and faculty of award. Maintaining such unique designs of regalia is part of academic culture and tradition.

Problem Statement

Nomenclature

In response to the use and abuse of academic titles, NAB has had to issue statements to educate the public about the use of such titles in the public space. Honorary degrees are doled out by unknown and unaccredited institutions abroad to Ghanaians without the rigour in selection procedures and traditions associated with the manner in which such awards are made. There is therefore the need to sanitise the system to bring honour to those who deservingly earn such academic accolades.

Another area of misuse of academic nomenclature is in the use of the title Professor, even in tertiary institutions. Professorship is by appointment; it is not conferred on a recipient. It is also an appointment to be held in a specified institution, therefore except in cases of Emeritus Professors, it is not for life! Consequently, it is not uncommon for a Professor in one institution to take up appointment at a different level at another institution. Similarly, a non-Professor on a short term engagement or appointment at a university as ‘Visiting professor’ is not considered as “professorship appointment” on the holder to take away at the end of his/her short engagement.

It is also spurious to establish equivalences with the professorship title and call a Principal or Chief Research officer a Professor, when the individual has not been appointed as such. In some institutions, the title of Reader is equivalent to Associate Professor. Nonetheless, a Reader in one university cannot automatically be treated and addressed as Associate professor in another, unless so appointed at that level. In Ghana, professorship appointments are made after due process by Appointments (and Promotions) Boards/Committees with approval by Council.

Another title that is often misused, largely due to ignorance, is Emeritus Professor or Professor Emeritus. This is a position earned by an accomplished professor who has retired in good standing. In the UG, the title is conferred on a full professor who has retired from active service but whose services the university desires to retain. The position is not applied for. Rather, a request is made by the candidate’s teaching department, and processed through appropriate structures of the university till final endorsement by council. There is no remuneration for the position. Similar stringent conditions apply in appointment to this position in UK, USA and many other universities worldwide.

Apparel

In recent times, similarly designed regalia are used by all manner of persons in both academic and non-academic settings: nursery schools, beauticians, and any

pass-out ceremony. This calls into question the appropriateness of the use of such regalia in non-high education setting.

Traditionally and in conformity with academic practice, gowns and hoods are worn by university graduates while students and sub-degree diploma holders wear gowns without hoods. These norms are violated by many institutions, probably due to ignorance of the tradition, with graduates wearing apparel that are not appropriate, either for their degree or university of award.

Policy Statement

Nomenclature

The use of academic titles and nomenclature are practices that have been copied from established academic cultures. Tertiary institutions in Ghana have appropriate structures that regulate such matters. What may appear lacking is strict enforcement of guidelines and procedures. There is, therefore, a need to develop policy that compels all who practice academic traditions to comply with and conform to the norms that govern the use of nomenclature. In the case of conferment of honorary degrees to deserving candidates, the conditions accompanying the use of titles and nomenclature must be publicly announced on each occasion of conferment.

- (a) The Regulatory Body in collaboration with tertiary institutions should ensure that designation and use of academic titles conform to global and acceptable academic traditions of which they are part.
- (b) Tertiary education institutions shall enact statutes on the award and conditions for the use of honorary degrees
- (c) Appointment of Emeritus (Emerita) Professor by tertiary education institutions must be based on statutes, strictly by merit and only granted by the university from which the person retired as professor.
- (d) Only chartered institutions may award honorary degrees and appoint emeritus professors.

Apparel

It is not for nothing that gowns are carefully designed, employing different colour schemes by Universities to reflect degree type and university of award. In virtually all universities, the academic hood has different colours to reflect level of degree awarded.

Separately designed apparel can also be made for staff of the university who do not have their own gowns to wear on official occasions that demand the wearing

of academic regalia. This way, no staff members would appear in apparel other than one appropriate to their degree.

When academics add the name of their university of graduation to their qualification, it aims to complete this association between graduate and university.

It must be emphasised that the wearing of academic regalia is not indigenous to our culture so its adoption must be in conformity with the traditions from which we borrowed or copied them.

Policy Statements:

- (a) Guidelines/ regulations on the usage of such regalia must be developed by the regulator in consultation with the institutions, to ensure conformity with academic tradition and practice
- (b) Any tertiary institution that desires to be identified by its apparel must invest in its design and register such design with the copyright office to ensure its protection and proper use by its graduates. The types of clothing over which such gowns must be worn should also be specified.
- (c) A schedule of sanctions for inappropriate use must be developed by the Regulator and the tertiary institutions and must be applied where appropriate by the Regulator.

3.1.7 Policy on Academic Fraud

Preamble

Globalisation and internationalization have increased mobility of students, faculty and labour across borders to transact business and seek employment in countries other than their native countries. As a consequence, there have been global efforts to standardize education towards mutual recognition of credentials from different countries.

In the growing knowledge-based global market, a proof of one's academic credentials in the form of certificates opens up opportunities for trade, employment, political office/advantage, social and economic networking. There is therefore a scramble for academic credentials by whatever means possible.

This struggle for certificates has contributed to the increasing demand for tertiary education and has caused a shift from the notion that tertiary education is the preserve of the privileged few to being a right for those who meet the minimum requirements to enroll. This has led to the ever increasing enrolment into TEIs with its attendant demands on government resources.

Limited capacity in the public TEIs and Government's policy to encourage private sector participation have led to an increasing number of private TEIs. As the number and types of institutions grow with enrolment, so has academic fraud been on the ascendancy both in mainstream education where quality and ethics may be compromised, resulting in the award of diplomas and degrees to undeserving students and, through unapproved means, where people who have never gone through the rigours of academic instruction, obtain fake academic credentials.

At a global discussion organized by the US-based Council on Higher Education Accreditation (CHEA) on the subject: *"Quality Assurance and the Challenge of Addressing Academic Corruption"* in October, 2017, it was established that academic corruption was not new and that *"accreditation in the US was created precisely to combat quackery and fraudulent claims to skills, knowledge and degree credentials by persons who have not completed recognized training in a specific profession (e.g. Medicine, engineering, physical therapy)"* (CHEA, 2017). Forms of academic corruption include proliferation of degree and accreditation mills, sale and purchase of fake diplomas, degree attainment through use of made-up research data, plagiarism, faculty serving as full-time faculty at multiple institutions, and the award of honorary doctorate degrees by fraudulent institutions to prominent persons in society, among others.

Problem statement

The biggest problem confronting society with regard to academic fraud is the admission of the wrong people into the right businesses, transactions, professions and positions. It is a global phenomenon that has found its way in the fields of medicine, engineering, law, politics, public service, security services, in ministry and in social life. This has created a wave of unprofessionalism, characterized by inefficiency and corrupt practices in various fields of work that undermine socio-economic development, thereby contradicting the very purpose of tertiary education.

Policy Statement

- (a) Government shall work with relevant stakeholders to instill discipline and ethics through civic and moral education and in structured academic instruction at all levels of education
- (b) All aspects of academic fraud which are suspected to be criminal shall, without prejudice to any internal disciplinary measures taken by an institution, be reported to the appropriate State Agency for criminal prosecution

- (c) It shall be the primary responsibility of employers to confirm claims of academic attainment presented by and in the name of an applicant/candidate for consideration for any offers
- (d) Government shall ensure, through the appropriate authorized body, that all cases of credential fraud are investigated and prosecuted
- (e) The authorized national body shall have robust systems in place to detect and communicate academic fraud in good time.
- (f) TEIs shall deploy appropriate technology to check plagiarism
- (g) All TEIs shall enact and implement policies on academic fraud and they shall educate their students on the provisions of this policy.
- (h) Non-degree awarding institutions shall not confer honorary degrees. Such awards, whether awarded by a local or external institution, shall not be recognised
- (i) Honorary degrees may be awarded only by academic institutions that have the power to award their own degrees.
- (j) Institutions operating under mentorship and graduating their students on the qualifications/certificates of their mentors cannot on their own, award honorary degrees.
- (k) The title ‘Professor Emeritus’ or ‘Emeritus Professor’ shall be granted only to retired professors of the awarding institutions.

3.1.8 Policy on Accountability of TEIs

Preamble

There is a high stake in the activities of TEIs due to their local and global importance. Investment in tertiary education is huge with contributions from government either directly or indirectly, students and guardians, as well as industry. Employers and the larger society are, therefore, naturally concerned about the quality of training given to students, the values and attitudes they graduate with, and what their ultimate impact on society would be.

Problem Statement

Holding TEIs accountable is a responsibility that falls on the relevant regulatory bodies and Government, which is ultimately responsible for the performance of especially public TEIs. The general population from whose taxes the government funds public institutions is desirous of knowing how prudently such funds have been applied and if the universities are living up to their mission and mandates.

As questions continue to be asked about the “fitness-for-purpose” of our TEIs, so also are the calls for transparency in financial and academic governance and demands for the curriculum, admission policies, student achievement and research activities, among others, to be more responsive to societal needs. In the pursuit of these objectives, governments have often come under criticism for allegedly seeking to limit institutional autonomy and undermining the ability of the institutions to innovate. There have even been claims about assault on “academic freedom” that should otherwise be protected and held sacrosanct in TEIs. The challenge then is to be able to provide TEIs with reasonable flexibility to function efficiently while ensuring that they operate in a manner that is transparent, accountable and engenders public trust and confidence.

Policy Statement

- (a) Government shall, through appropriate legislation and regulations, provide a framework for TEIs to operate transparently and to report more effectively and regularly on their performance relative to their mission and mandate;
- (b) TEIs shall be subject to quality assurance and accreditation by the national regulatory body at both institutional and programme levels;
- (c) TEIs, private and public, shall submit detailed annual reports to the national regulatory body;
- (d) The regulatory body shall, by publication, bring to the attention of the general public any information concerning any institution it considers being of public interest;
- (e) There shall be established a mechanism for institutional and programme ranking of TEIs in Ghana for purposes of engendering continuous quality improvements and to aid prospective students in their choices;
- (f) The regulatory body shall publish the register of recognized and accredited TEIs as prescribed by law;
- (g) TEIs shall have adequate communication channels to reach out to and receive feedback from stakeholders, including the general public. TEIs shall provide transparent data and information relating to their performance, where required;
- (h) The regulatory body shall have adequate mechanisms in place to demand accountability from TEIs.

3.2 Policies on Equity and Access

Introduction

Article 25 (1) of the Constitution of the Republic of Ghana provides that “*All persons shall have the right to equal educational opportunities and facilities and with a view to achieving the full realisation of that right*”. Article 25 (1c) further states that: “*higher education shall be made equally accessible to all, on the basis of capacity, by every appropriate means and, in particular, by progressive introduction of free education*”. The Sustainable Development Goal (4) stresses inclusive education to support this right enshrined in the constitution. Having been classified as a right, each individual Ghanaian proven to be capable by whatever assessment method can demand access to tertiary education. Government is ultimately responsible for providing access, either through direct investment in public tertiary education institutions or through provision of the right policy environment for private sector participation. Expanding access, at both institutional and programme levels, through the provision of additional infrastructure and programme diversification by both the government and private providers have been espoused. Private participation is encouraged under Section 25 (2) of the Constitution of Ghana which states that “*Every person shall have the right, at his own expense, to establish and maintain a private school or schools at all levels and of such categories and in accordance with such conditions as may be provided by law*”. The use of technology and other flexible approaches as alternatives to physical expansion of access are also considered under this section.

3.2.1 Policy on Expansion and Establishment of tertiary education institutions

Preamble

The expansion of facilities and programmes of existing institutions and establishment of new ones are logical interventions to deal with the growing and changing demands for individual self-advancement and skilled human capital for the country. As the population grows and the challenges of development change, there is the need for structures and capacity of tertiary education institutions to evolve accordingly to accommodate the trends and demands of the times. It is important that expansion of infrastructure and facilities in tertiary education institutions takes into account the needs of Persons with Disability (PWDs) in line with the Persons with Disability Act, 2006 (Act 715) and the Inclusive Education Policy of government. New institutions with focussed mandates may also be created as a matter of policy. The agenda to expand existing institutions or establish new ones is central to meeting the constitutional imperatives on access, quality and relevance of tertiary education.

Government's efforts over the past 25 years have resulted in significant improvement in the Gross Enrolment Ratio (GER), i.e., the total tertiary enrolment/population in the 19-23 year group, from less than 5% in the 1990s to 16.07% in 2016 (UIS, 2018). Though encouraging and nearly twice the average for sub-Saharan Africa (GER – 8.45%), this GER is still well below the world average of 36.77% in 2016 (UIS, 2018).

The growth in GER has happened on the back of several interventions over the years, including creation of new TEIs, physical expansion of existing institutions, expansion of intake into existing and introduction of new programmes to address developmental needs and the leveraging of technology by TEIs to provide flexible distance learning options. Government has also encouraged private participation in the provision of tertiary education and this has also contributed significantly to overall capacity enhancement and increase in enrollment.

Problem Statement

Expansion interventions in public tertiary education institutions, especially the universities, have largely been driven by decisions from within the institutions with little or no involvement of the regulatory bodies or Government itself. Such interventions usually involve physical infrastructure and facilities and additional staff engagement in order to increase capacity to enroll more students.

In many cases, the expansion would be planned or implemented in furtherance of a strategic plan that is not known to or formally endorsed by Government or the regulatory body. Decisions to create new academic units, such as colleges, schools or faculties, typically fall in this category. But these present two challenges for Government: first, it invariably results in extra budget commitment that has to be taken up by Government for the near and long term. Secondly, such major structural changes have often led to mission creep by the institution, where the institution loses focus and drifts into non-mandated disciplines. For instance, this has led to some universities designated as science and technology universities channeling resources away from the core mandate into the humanities and social sciences. This is often driven by the desire to mount courses that generate internal revenue to complement funding from Central Government.

The establishment of new institutions and re-designation of existing ones have usually been driven by public policy, even though the outcome may not always fit in tidily with the need for a properly diversified and differentiated system. Recent policy decisions to convert Polytechnics to Technical Universities and Colleges of Education into degree awarding institutions are clear examples. The advantage of having a well-diversified and differentiated tertiary education system is the availability of a hierarchy of institutions and programmes that provide students

with alternative routes and competencies and responds effectively to the needs of society and the economy.

Policy Statement

- (a) Government, acting through the Regulator for the sub-sector, shall ensure that the expansion, realignment/re-designation and growth of public tertiary institutions, including the establishment of new institutions, shall generally be guided by the need to create a system that is sufficiently diversified and differentiated.
- (b) The establishment and location of new institutions shall be in keeping with constitutional injunctions on providing equal access (spatial equity).
- (c) All public institutions of tertiary education shall develop 10-year strategic plans, endorsed by the Regulator of the sub-sector, which shall provide the framework and plans for future growth and expansion.
- (d) Public tertiary education institutions shall operate within their mandated focus area prescribed in their enabling Acts. Investments in all capacity building and institutional restructuring shall be guided and driven by the core institutional mandate.
- (e) Government shall, as much as possible, provide sufficient resources and facilitation to support institutional capacity building and growth on a continuing basis.
- (f) The expansion of an existing TEI through the establishment of branch campuses or distance learning study centres shall be based on a careful assessment of the existing capacity to effectively manage the expansion without compromising on quality. This shall be determined jointly by the parent institution and the Regulator.
- (g) Expansion of access based on innovations such as technology-mediated learning (e.g. as in distance learning), evening, weekend and sandwich schools must match institutional capacity regarding human, material and financial resources and should maintain acceptable workloads for staff such as would permit their effective engagement in research and publication.
- (h) Government shall ensure that all tertiary education institutions prioritise and promote technology-driven options over physical expansion and establishment of branch campuses as a means of providing equitable access to quality education, including the active promotion and sponsorship of Open and Distance Learning.

3.2.2 Policy on Private Participation in Tertiary Education

Preamble

Government recognises the important role private providers play in the nation's human resource development. The education reforms of the 1990s introduced private participation at the tertiary level as part of the overall strategy for expanding access while minimizing the pressure on the public purse and public institutions.

Participation of the private sector in tertiary education provision was given further impetus by the Education Act of 2008 which affirms the right of private persons to establish institutions of higher learning. Therefore, individuals, groups, corporate bodies and institutions both local and foreign can own and operate TEIs in the country provided they meet the requirements and standards set by the appropriate regulatory body. Private providers are motivated by passion and, to some extent, financial gains in their participation in the provision of education.

There is a high private sector interest in the provision of tertiary education in response to the growing demand for tertiary education. Government is challenged by this interest to provide matching capacity to manage the quality assurance and ethical concerns usually associated with private provision of tertiary education.

Problem Statement

Concerns have been raised about the proliferation of private tertiary institutions, some of which are unaccredited and in the case of some cross-border providers, not even registered in their countries of origin. The profit motive also means that even accredited private providers sometimes try to cut cost and in the process fail to adhere strictly to the required quality assurance standards. For the same profit motive, programmes run by some off-shore campuses in Ghana might not be offered with the same standard of quality as obtains in the parent institution abroad. All these have serious implications for the prestige and credibility of our higher education system.

Thus, while private sector participation in tertiary education delivery is protected by the Constitution and supported by public policy, the challenge of keeping track of increasing numbers of private institutions to ensure that they comply at all times with the requisite regulatory and quality assurance standards lies at the very heart of presenting them as viable options for increasing access.

Policy Statement

- (a) Government shall provide an enabling environment to attract and sustain private sector provision of tertiary education, including cross-border services.
- (b) Government shall design and implement an incentives scheme to encourage private sector providers to locate in underserved areas and disciplines of national priority, especially in science, technology, engineering and mathematics.
- (c) The Regulatory body shall develop and operate a robust and transparent framework for institutional accreditation that ensures that accredited institutions have the capacity to operate independently at inception.
- (d) The Regulatory body shall provide advisory services to prospective Ghanaian students regarding the status and credibility of cross-border service providers, particularly, institutions offering technology-mediated distance learning programmes.
- (e) All private tertiary education institutions shall be established and operated in accordance with the laws of Ghana.
- (f) The Regulator shall ensure that the quality of education provided by a foreign institution in a cross-border campus in Ghana and in partnership with any recognized Ghanaian tertiary educational institution is of the same standard and quality as offered in the parent institution abroad. As a minimum, such cross-border provider must be fully accredited to operate in their country of origin.
- (g) Any recognized TEI in Ghana that seeks to operate a branch campus in another country must do so with prior approval of the Regulator. This shall be without prejudice to the local quality assurance standards the branch campus would be subjected to in the destination country by the relevant regulator.
- (h) An accredited private tertiary education institution shall nominate a peer-mentor institution, which shall be a private or public chartered institution, and enter into a partnership with that institution to include backstopping for their students, should the new institution fold up or fail to meet standards for Charter in stipulated time.

3.2.3 Policy on Admissions

Preamble

The National Constitution (1992) enjoins the State to provide equal access to university or equivalent education with emphasis on science and technology. Among other prerequisites, therefore, the process of admission needs to be driven by a policy and criteria that respond effectively to this constitutional injunction. In addition to this, the Education Strategic Plan (ESP) 2018-2030 makes further commitments with regards to inclusiveness and equity as guiding principles for access to tertiary education.

Problem Statement

The National Council for Tertiary Education publishes minimum entry requirements for admission to the various types of TEIs, normally based on results of the West Africa Senior School Certificate Examinations (WASSCE). However, the process of admission of students to TEIs is decentralized. Each institution sets up independent portals to receive applications that require the payment of application fees for access. This means that an individual applicant who desires to be considered for admission by a number of institutions is obliged to pay separately for each application access for as many institutions. This places a considerable financial burden on applicants and can often become a constraint to access for many. The multiple applications often also lead to multiple offers to and individual and undermines efficiency of the admissions process. The other challenge from the existing arrangement is that there is no explicit process or criteria for addressing the need for inclusiveness for students from disadvantaged or less-endowed backgrounds and schools. Some universities have in the last several years made a conscious effort to give special consideration to student applicants from “less endowed” schools but such interventions remain largely tentative and not the result of a deliberate and well-articulated policy.

Policy Statement

- (a) All students seeking admission into tertiary education institutions shall meet the minimum entry requirements as approved by the Regulatory Body.
- (b) Qualified applicants shall, as much as possible, be placed on merit, except under special circumstances where such placement is to address equity and inclusiveness concerns.
- (c) There shall be established a Centralized Applications and Processing Service (CAPS) for public universities and other TEIs, under the NCTE. CAPS shall seek to promote merit, equity and access to university and other TEIs by developing and operationalising criteria:

- i) To provide applicants with an equal chance of being considered by multiple institutions using one application access code.
 - ii) To give applicants the opportunity of choosing a stated number of prioritized programmes in at least three different institutions.
 - iii) For affirmative action for disadvantaged groups and persons with disabilities.
- (d) CAPS and the Institutions shall strive to ensure that not less than 60% of enrolments are in the sciences and science-related programmes for traditional universities and not less than 80% for technology and technical universities.
- (e) Total international student numbers shall not exceed 10% of total enrolment for all institutions;
- (f) There shall be gender equity and institutions shall seek to achieve a 50%/50% male/female enrolment ratio.
- (g) There shall be a 5% quota for needy and underprivileged students, including but not limited to persons with disabilities and other underrepresented groups who have demonstrated capacity for advanced learning.
- (h) Admission quota for sponsored Ghanaian (“fee-paying”) students shall not exceed 10% in public institutions.
- (i) No public tertiary education institution shall offer any programme that is solely full-fee paying.

3.2.4 Policy on Collaborative Provisioning and Flexible and Distributed Learning

Preamble

Approaches to tertiary education delivery are fast changing to meet the growing demands. These diverse and innovative approaches may be described broadly as collaborative provisioning, flexible and distributive learning (FDL) and that includes distance and e-learning modes. There is a wide spectrum of collaborative activity which provides a continuum of opportunities for learning delivery, assessment, learner support and the location of learning. This may lead to joint, dual/double or multiple degrees involving one or more awarding bodies.

Technology-enhanced learning (or e-learning) is now embedded within all forms of higher education provision, whether campus-based, delivered through a collaborative arrangement or through modes of flexible and distributed learning

(FDL). The FDL forms part of a blended pedagogic approach, which combines traditional face-to-face methods with various forms of online delivery. As such, technology-enhanced learning would be considered within the usual quality assurance processes for programmes. Nevertheless, it remains the case that there are some considerations when provision is by flexible or distributed means, whether or not these involve technology-enhanced learning or a collaborative arrangement. The modes of learning that are capable of being flexible and distributed are neither confined to distance learning nor to ICT-based learning. This suggests that it might be possible to envisage a space within which a student's experience of learning at any one time could be represented as a function of the size of the group of learners, the location of learning and the mode of learning.

Collaborative and FDL provision, wherever and however organised, should widen learning opportunities without prejudice either to the academic standard of the award or the quality of what is offered to students.

Problem statement

Recent statistical data from public TEIs in Ghana compiled by the NAB indicate there are about four times more diploma students enrolled into distance learning programmes than there were for regular studies. Private institutions have been involved in collaborative delivery with foreign institutions, securing the necessary franchise to run the programmes of their partner institutions. The trend is likely to increase with a number of private providers providing access and tuition to distance learning students of foreign awarding institutions.

The assurance of quality and standards in collaborative arrangements as well as in flexible and distance learning arrangements presents its own challenges. Regulators have to devise bespoke tools and processes to control and manage the risks associated with the complexity and peculiarities of such arrangements.

Policy Statement

- (a) The government of Ghana shall, through the Regulatory body, ensure that international protocols governing collaborative provision, flexible and distributed learning (FDL) (including distance and e-learning) arrangements and recognition of academic credentials across borders are observed;
- (b) Government shall provide the enabling environment to promote CFDL arrangements as important alternative approaches to expanding access to higher education and a means of promoting lifelong learning;

- (c) The Regulatory body shall institute robust/dynamic structural and operational mechanisms to contain and cope with the fast-changing trends in alternative tertiary education delivery including CFDL;
- (d) The Regulatory body shall develop comprehensive guidelines for CFDL for purposes of guiding such arrangements within the country and in foreign countries where such arrangements involve Ghanaian TEIs;
- (e) An established TEI in Ghana seeking to operate an exclusive distance learning wing as an add-on shall apply to the Regulatory body and subject the distance learning aspect of its operations to the appropriate quality assurance clearance by the Regulator;
- (f) Every TEI involved in distance learning shall develop and operationalize a comprehensive distance education policy and internal quality assurance document to guide the delivery;
- (g) The introduction of distance learning programmes by an established institution must be consistent with the institution's mission and limited to those subject areas for which the institution has expertise;
- (h) The pedagogical and technical competency of distance learning instructors as well as the quality of applicable technology, student support, learning and assessment systems shall not be compromised in any distance learning arrangement for purposes of parity of esteem;
- (i) When an institution contracts services for delivery of its DL programme by another institution, the parent institution must retain responsibility for the quality of the programme and courses and the achievement of expected and acceptable outcome, irrespective of any contractual arrangements, partnerships, or consortia;
- (j) A foreign tertiary educational institution seeking to operate in Ghana in a CFDL arrangement shall be subject to the established quality assurance mechanisms of the Regulatory body and secure the appropriate recognition from same for operation;
- (k) The Regulatory body shall, on request, provide advice on the service provider of a purely web-based/online learning facility regarding its recognition status in its home country as well as its partner institutions where necessary

3.2.5 Policy on Disability, Access and Support

Preamble

Article 25 (1c) of the 1992 Constitution provides that higher education shall be made equally accessible to all, on the basis of capacity, by every appropriate means. Article 29 (section 6) also provides that as far as practicable, every place to which the public have access shall have appropriate facilities for disabled persons. These provisions are reinforced by the Disability Act of 2006, (Act 715).

The provision of appropriate facilities for people living with physical disability does not stand to benefit only students with disability, but also staff and visitors with similar conditions.

Problem Statement

There are a number of specialized institutions in the country offering special education to students with disability at the pre-tertiary level. Some of these students that attain the necessary qualifications to pursue higher education are unable to do so, simply because TEIs do not have appropriate facilities to cater for them. These facilities may be the halls of residence, lecture halls, sanitary facilities or the general environment to support their movement around the campus. In addition, institutional structures and management support systems required to provide the extra support needed by persons with disability are usually inadequate or do not exist at all, the Disability Act 715 notwithstanding.

As a consequence a significant number of disabled persons who have successfully completed tertiary education, particularly those with sight and physical impairment, did so through sheer perseverance and with the benevolence of friends and individual academic staff who identified with their special circumstances and offered to support them. Due to the absence of the appropriate support systems and environment, some disabled persons with demonstrable academic abilities have not been able to acquire higher education. For some, as early as at the primary stages in the specialized schools, they begin to feel the impact of the inadequate provisions on them.

Policy Statement

- (a) As far as practicable, no person shall be discriminated against or denied access to tertiary education on the basis of their disability.
- (b) The state Regulatory body shall establish and enforce comprehensive standards for meeting the physical, psycho-social, and academic needs of persons with disability consistent with the Disability Act 715 and as a pre-requisite for the granting of accreditation.

- (c) The Regulatory Body shall have a desk which will address the needs of persons with disabilities.
- (d) Every TEI in Ghana shall have institutional policies on disability with provisions for receiving, keeping and managing staff, students and visitors with physical disability.

3.2.6 Policy on Diversification and Differentiation

Preamble

A high-performing tertiary education system consists of a wide range of institutional types: universities, polytechnics, liberal arts colleges, short duration technical institutes, community colleges and Open University. These together produce the variety of skilled workers and employees sought by the labour market (World Bank, 2002). Each type of institution has an important role to play and it is important to achieve a balanced development among the various components of the system to produce the right mix of manpower.

For students and parents, a differentiated and diversified system offers a broad range of choices depending on personal circumstances, academic aptitude, career interests and financial resources available to them.

Prospective employers in a diversified and differentiated system are also able to channel their efforts at helping to develop curricula directed at producing graduates to fit into various sectors of the economy.

Diversification and differentiation also help focus the efforts of *educational institutions and agencies* to enter into collaborative arrangements with similar or different institutions within and outside the country.

Problem Statement

The tertiary education sub-sector has expanded greatly since its liberalisation to include a wide range of institutions and ownership, including private provision. The NAB categorises accredited institutions as – universities, university colleges, specialised/professional degree-awarding institutions, polytechnics, colleges of education, nursing and midwifery training colleges, agricultural colleges, and distance learning institutions. A close examination, however, reveals that majority of these institutions offer similar programmes, thereby undermining the purpose of providing the right mix of manpower for the development of the country. Therefore, while a proliferation of TEIs in the country is evident, the expansion of the system has not been accompanied or guided by sufficient programme and institutional diversification and differentiation.

Institutional managers are usually driven to adopt best practices from other institutions within the sub-sector and to adapt to the perceived demands of the market, thus leading to “mimicking” or “mission creep”. Clarifying the roles of the different types of institution will allow the institutions to spend their resources most effectively and remain focused on their assigned mandates.

Policy Statement

Post-secondary tertiary institutions should have their own clearly defined objectives that complement each other. Within the tertiary education system, there should be clear subdivisions designated for specific purposes that, though not equal, mutually complement each other. Tertiary education institutions shall be classified in terms of their mission and scope as follows:

(a) Higher education institutions (Degree-awarding institutions)

These will consist of Universities and university-type institutions. This group will be further categorised into Research Universities, Non-research or Teaching Universities, Technical Universities and Specialized Institutions:

- i) Research Universities - where most of the country’s research and postgraduate training programmes shall be concentrated. Clearly defined criteria shall be developed by the Regulator for purposes of qualifying a university as a Research Institution;
- ii) For universities designated as research institutions, research and knowledge generation should be the core functions, and postgraduate work must be high on the agenda;
- iii) Tertiary education institutions designated as research institutions shall have, at least, 70% of their total teaching staff with terminal research qualifications;
- iv) Universities classified as Research Universities shall have a total postgraduate enrolment of at least 25%, with Masters to PhD students’ ratio of no more than 5:1;
- v) Teaching Universities will concentrate mainly on undergraduate training with limited postgraduate activities, including limited job-oriented research or taught-course Masters’ degree and/or postgraduate diploma programmes.
- vi) Universities may affiliate with Research Institutes of the Council for Scientific and Industrial Research for the purpose of delivering

research-driven postgraduate training but the affiliated universities shall award the requisite higher degree, including PhD.

(b) *Specialized institutions*

These are professional degree-awarding institutions.

(c) *Technical universities*

These will focus on skills-oriented undergraduate programmes in TVET and STEM disciplines and to a lesser extent on practically-oriented technical/technology based postgraduate degree programmes carried out in close collaboration with industry. The focus is more on skills-based training at the degree level than research and any research activities are applied and mainly aimed at finding solutions to specific problems in industry.

(d) *Polytechnics*

Each Polytechnic shall be further categorised by areas of specialization and the variations in the qualifications offered. These offer technology-oriented programmes in TVET and STEM disciplines leading to award of Higher National Diploma, Diploma and/or degree levels which place emphasis on teaching, and industrial application.

(e) *Colleges of Education*

These are teacher training institutions that previously offered programmes leading to the award of Diploma in Basic Education. They are affiliated to Universities and offer Bachelor of Education programmes for pre-service teachers intending careers at all levels of basic education.

(f) *Diploma-awarding institutions*

These are professionally biased training institutions offering qualifications in Nursing and Agriculture, among others and shall be further categorised by the qualifications offered. These institutions will focus mainly on teaching.

(g) Government shall promulgate laws that define clearly the mandate and focus of the respective institutions and empower the appropriate Regulatory bodies to design mechanisms to ensure that the mandates are followed.

3.3 Policies on Quality and Relevance

Introduction

Quality assurance in tertiary education is primarily the responsibility of the individual TEI. Internalization of quality assurance practice as an institutional culture rather than an imposition is, therefore, the primary interest of the external Regulator which is a body set-up by law to ensure accountability from TEIs in the form of financial prudence and quality of graduates (learning outcomes) from the institutions. Quality assurance is managed by a set of standards expressed in the form of rules and procedures by which the performance of the service provider is evaluated and judged both internally and externally.

3.3.1 Policy on Entry Requirements

Preamble

The quality of tertiary education is essentially its fitness for purpose, i.e., the extent to which education and training prepares students and equips them with the skills and competencies to meet national development objectives. Establishing a sound basis for qualifying an applicant for entry into a tertiary education programme is the first step towards quality assurance. Admission of adequately qualified students on merit ensures that the right calibre of students enter TEIs. The West Africa Senior School Certificate (WASSCE) conducted by WAEC and Certificate II by GES form the basis for admitting candidates into tertiary education programmes. The equivalences of foreign qualifications are similarly established.

Qualified applicants may also be identified through other entry routes using different screening and selection mechanisms. These alternative routes are the MSE and ECC routes. MSE and ECC avenues to tertiary education provide opportunities for people who could not do so earlier in their lives to further their education at the tertiary level after some years in the workplace (preferably, the formal workplace). While the MSE procedure does not credit an applicant with course exemptions based on previous experience, the ECC route does, and uses that as the sole determinant for admission and the level of placement.

Problem statement

For reasons of equity and assurance of quality of delivery of tertiary education to meet expectations, it is crucial that the right calibre of students, appropriately prepared and qualified, are admitted into the institutions. Unfortunately, admission of unqualified applicants continues to be a concern for the Regulatory authorities and the tertiary educator sub-sector in general. The mature entry route has been the most abused by both public and private providers. Some institutions under

mentorship go through all kinds of trouble to try to circumvent requirements for moderation and vetting of their mature student entry examinations and marked scripts by their mentoring institutions, which is a mandatory quality assurance mechanism for this route. Others occasionally arbitrarily vary the pass mark for the entrance examinations just to get the desired student numbers through the MSE route. ECC has merits and can help in identifying and placing qualified and capable candidates.

Policy Statement

- (a) *There shall be the following minimum requirements for admission to first degree programmes prescribed by the Regulator which all institutions must strictly observe:*
- i) *Senior Secondary School Certificate Examinations (SSSCE) Candidates:* Credit Passes (A-D) in six (6) subjects comprising three (3) core subjects, including English and Mathematics, plus three (3) relevant elective subjects;
 - ii) *West Africa Senior Secondary Certificate Examinations (WASSCE) Candidates:* Credit Passes (A1-C6) in six (6) subjects comprising three core subjects, including English language and Mathematics, plus three (3) relevant elective subjects;
 - iii) Where possible, tertiary education institutions shall be allowed to vary the elective subject requirements for admission based on the programme the student intends to study.
 - iv) HND candidates may be admitted to appropriate level based on grade and credit acquisition;
 - v) *General Business Certificate Examinations (GBCE) Candidates:* Credit Passes (A-D) in six (6) subjects comprising three (3) core subjects, including English Language and Mathematics, plus three (3) relevant elective subjects;
 - vi) *General Certificate of Education (GCE) Advanced Level Candidates:* Passes in three (3) subjects (at least, one of the passes should be Grade D or better). Also, the applicant must have had credit passes (Grade 6) in five (5) GCE Ordinary Level subjects including English Language, Mathematics and a Science subject (for non-science students) and an Arts subject for (Science students);

vii) *Higher National Diploma (HND) Candidates:*

- For admission to undergraduate programmes of traditional universities, HND holders must have graduated with a good class, i.e., at least, 2nd Class Lower Division. In addition, the applicant must have acquired a 2-year post-HND qualification working experience. Institutions under mentorship should follow their Mentor Institutions' practice regarding entry levels for HND applicants;
- For HND holders entering technical universities to pursue their respective disciplines, no post-HND working experience would be required;
- Other Diploma qualifications from elsewhere assessed to be equivalent to HND may be similarly considered;

viii) *Advanced Business Certificate Examination (ABCE) Candidates:*

Full diploma Certificate in ABCE. Also, the applicant must have had credit passes in five (5) subjects including English Language, Mathematics, Integrated Science or Social Studies in the General Business Certificate Examination (GBCE) or SSSCE or WASSCE. ABCE candidates may be considered for admission at level 200 of a degree programme;

ix) *Mature Students' Entry:* Mature students' entry avenues to tertiary education provide opportunities for people who could not do so earlier in their lives to further their education at the tertiary level after some years in the workplace. Such applicants should normally not exceed 5% of the total admissions of an institution in a given academic year:

The applicant must:

- be at least 25 years old and show proof of age with birth certificate or any legitimate documentary proof of date of birth which proves the candidate is at least 25 years old at the time of application;
- For admission into chartered institutions, applicant must pass Mature Students' Entrance Examinations conducted by the institution itself (English Language, Mathematics and an Aptitude Test);
- In the case of institutions under mentorship, the examinations should be moderated and the marked scripts, vetted by their

Mentor Institution. In lieu of such examinations, the applicant may show proof of credit passes in English and Mathematics in WASSCE or any other nationally recognized standard High School level examinations (for qualifications from countries not covered by WAEC).

(b) *Minimum requirements for admission to diploma programmes including Higher National Diploma (HND) programmes.*

i) **SSSCE Holders**

- Six (6) passes (A-D) in all subjects, including English and Mathematics; and
- At least, three (3) of the passes must be relevant to the area of specialization.

ii) **WASSCE Holders**

- Six (6) passes (A1-D7) in all subjects, including English and Mathematics; and
- Must possess a minimum of C6 in any three (3) of the passes relevant to the area of specialization.

iii) **Certificate II holders shall be considered**

(c) *Diploma in Business Studies (DBS) candidates* Four WASSCE passes (A1-D7) three of which must be at least, credit passes (C6), or four SSCE passes (A-D) including English Language and Mathematics, plus the DBS qualification may be used as entry qualification for relevant *Higher National Diploma* programmes. The Diploma in Business Studies (DBS) qualification cannot, in itself, be used for admission into first degree programmes;

(d) *Professional and other entry qualifications:* All professional certificates and any other qualifications beyond the ones specified above must be referred to the National Accreditation Board for the establishment of their equivalencies, to determine their eligibility for admission to tertiary education institutions-universities, university colleges, polytechnics, etc.;

(e) *Access course for admission to HND science and engineering programmes:* The National Board for Professional and Technician Examinations and polytechnics will organize access course for SSCE/WASSCE holders who could not obtain the grades required for direct entry into tertiary

institutions, to foster their enrollment in Science and Engineering *Higher National Diploma* programmes;

- (f) *Foreign qualifications:* All foreign qualifications should be referred to the National Accreditation Board (NAB) for determination of equivalences and eligibility for admission to tertiary institutions in Ghana;
- (g) The American SAT, TOEFL, etc. cannot in themselves be acceptable as entry qualifications into Ghanaian tertiary educational institutions;
- (h) The Regulatory body may, from time to time, amend the above minimum entry requirements for admission into tertiary programmes in Ghana;
- (i) The amended requirements shall take precedence over those in existence in the given time.

3.3.2 Policy on Experiential Credit Conversion

Preamble

Some persons in their field of work have accumulated experiences and competencies that could reasonably qualify them for entry into tertiary education leading to the award of certificates, diplomas or degrees. Such experiences could be packaged into learning portfolios that may be converted into academic credits equivalent to the set of learning outcomes expected at a particular level.

At the point of deciding to pursue tertiary education, a mature candidate who is qualified to be admitted as such may rather opt for applying through the ECC route if the applicant so qualifies. This is because the ECC option may provide a shorter stay on the programme or reduce the credit hour load on the mature learner through exemptions from accumulated experiential credits. The regular mature entry would require a freshman to start from year one with no reference to previous relevant learning experiences that may be credited to him/her as attained academic credits through ECC and result in course exemptions for the successful applicant. The ECC route provides flexible entry into academic programmes at the tertiary level

Problem Statement

There are people who stand to benefit from further education through the experiential route, and whose experience could even enrich the programmes into which they are admitted.

However, admission policies for entry into tertiary programmes have been silent on consideration of the content and quality of previous learning experience for purposes of giving the applicant privileged treatment by way of course exemptions,

higher placement level or as the sole basis for admission. Existing conditions for mature students' admission require an applicant to have had at least 10 (ten) years of formal education as well as some work experience in addition to passing an entrance examination. The relevance of the specific learning experiences from previous work and training is, however, not considered for admission, or course exemptions, or placement level advantage, upon admission.

Persons in the working class who qualify to apply for tertiary education through the mature entry route would rather prefer using the ECC route as an alternative, if they qualify, as it promises a shorter stay in school or lessens the workload or both through course exemptions.

Policy Statement

- (a) The Regulator shall outline broad criteria and guidelines for recognition of prior learning through credits awarded for qualified self-study or training undertaken outside the higher education system
- (b) TEIs shall formulate policies and guidelines and set-up systems necessary for the implementation of ECC system for academic progression;
- (c) For purposes of quality assurance and for prevention of possible abuse, the authorized Regulatory body shall pre-approve all structures, systems and procedures within an institution for ECC, including proposals for the requisite structures and systems;
- (d) The Regulatory body shall have the power to amend the guidelines for ECC as and when necessary;
- (e) A flexible course-credit system that allows random selection of appropriate courses at a preferred time and convenience of the learner to accumulate the needed credit hours for graduation, shall be established by each TEI to advance the objective of ECC.

3.3.3 Policy on Relevance & Academic Programmes Development

Preamble

Tertiary education, among other objectives, seeks to create the relevant human capital for the national economy and to equip individuals with both physical and intellectual skills that will enable them to function as self-reliant and useful members of society. All TEIs are expected to pursue these objectives through their teaching, research and development and community service. The extent to which they do this reflects the relevance of their programmes.

The quality of programmes run by tertiary education is usually tested by the impact of graduates on the job market and the value addition to the development of humanity, now and in the future. Employers have had cause to question the job readiness of graduates from the country's TEIs as they tend to inject significant capital into further training to enable them to meet specific job requirements.

This raises questions of relevance and adequacy of the training and knowledge or skill acquisition processes, assessment mechanisms, stakeholder involvement and quality assurance in general. Government is usually particular about the relevance of newly introduced programmes of publicly funded institutions because of their budgetary and national development implications.

The rationale for the introduction of an academic programme from the perspective of an academic might vary significantly from what other stakeholders might be considering. There is, therefore, the need for consultation with various stakeholders in the development of new programmes.

Problem Statement

The relevance of TEIs in Ghana is a constantly debated issue within the context of the skills imparted, the research undertaken and the general fitness for purpose.

There have been general concerns, comments and debates over the relevance of programmes offered by the country's TEIs and whether or not they are fit for purpose. This has come about because of the seeming lack of appreciation of the quality assurance mechanisms that demand accountability from TEIs in the country, and the apparent absence of effective collaboration between the institutions and industry stakeholders in the design of programmes and training of graduates.

The interest of Government is to ensure that programmes and courses are responsive to the needs of the labour market and also promote basic research for the advancement of knowledge and potential discoveries for future development.

Policy Statement

- (a) The Regulatory Body shall develop and enforce a framework to guide academic programmes development in line with national development goals and priorities, and in the case of a public TEI, such programmes shall be consistent with the mission and mandate of the institution.
- (b) The Regulatory Body shall ensure that TEIs conduct periodic tracer studies to establish the level and extent of employability of graduates and to collect feedback from industry for curriculum reforms.

- (c) TEIs shall ensure that all programmes have titles that summarize the ultimate learning outcome and leaves no traces of ambiguity in the minds of prospective students that seek to enroll, guardians that seek to support, Government that seeks to regulate and the employer that seeks to engage the services of the product;
- (d) The development of a new programme shall involve all relevant stakeholders for collective ownership through shared confidence in programme relevance;
- (e) All existing programmes shall undergo periodic reviews for purposes of improvement to respond to contemporary needs and re-evaluating the relevance of the programme against any changes in local and global developments;
- (f) Any existing programme undergoing review shall consider student performance range, student programme assessment reports over the years, employer feedback and peer comments, and address the emerging questions in the new design;
- (g) Any new programme to be mounted by a publicly funded TEI shall be subject first to relevance clearance from the appropriate state Regulatory body before being considered for accreditation;
- (h) TEIs shall ensure that all programmes shall, at all times, have active accreditation status granted by the relevant quality assurance body, failing which leadership of the TEI shall be held personally responsible. This also applies to introduced foreign programmes in the name of internationalization, franchising and collaboration except otherwise granted appropriate waivers by the authorized local quality assurance body;
- (i) The authorized local Regulator (quality assurance body) must develop appropriate standards, instruments, approaches and procedures for comprehensive evaluation of programmes for the determination of accreditation decisions;
- (j) The quality standard of programme content shall be assessed against appropriate benchmark frameworks of international standing;
- (k) TEIs shall, within their mandated focus areas, mount programmes that directly address high level manpower needs of the national economy;
- (l) Universities shall prioritise the conduct of research:
 - i) That contributes to the advancement of knowledge, particularly in areas relevant to national development goals;

- ii) In collaboration with industry for mutual enrichment and in order to facilitate the transfer of technology
- (m) Technically-based and professional programmes delivery shall include exposure to relevant skills and future working environment;
- (n) Academic staff in professional disciplines and programmes, particularly, in Technical Universities and Polytechnics, shall have relevant professional and industrial experience at first appointment and this shall be renewed and continually refreshed throughout their professional career.

3.3.4 Policy on Academic Progression and Graduation

Preamble

All students admitted into any tertiary education institution expect to make progress during the different stages of their studies and complete their programmes successfully within the time stipulated for their programme. During this stage, they are required to understand the examination and grading systems in use, criteria for progressing from year to year and successful completion of the programme (graduation). Failure to attain any of these goals may result in attrition. In the course-credit system however, it is possible to rectify apparent attrition within the programme by extending the period of study.

At matriculation, a social contract is deemed to have been signed between the institutions and the student, with a joint responsibility to ensure successful completion. The ability of the institution to retain the student until successful completion, irrespective of the circumstances, is a critical quality assurance measure which, in most jurisdictions, is used as an indicator of performance, rewarded by increased government funding to the institution, or further support by development partners. Consequently, data on student progress, graduation and attrition, are important parameters needed in the assessment of any educational outcome. They help to calculate returns on investment made into the educational enterprise.

In the Course Credit System, a student's academic standing at any stage of the studies is determined using his or her GPA. The grading system employed in tertiary institutions can pose problems for standardisation of learning outcomes. They, for instance, can make mobility and credit transfer difficult between institutions. Parity of esteem is critical in any given tertiary education system. Globalization has necessitated efforts at standardization of academic credentials to facilitate recognition of academic qualifications across borders for purposes of employment and for seamless transfer of academic credits by students from one TEI to the other to continue their studies. On the job market, graduates compete

for selection or placement on the strength of their academic attainments. There is therefore the need for some standardization in the grading systems employed by the various TEIs, at least, in the same local environment, for purposes of equity.

In Ghana, the two grading systems commonly employed are the GPA, used by the UG and the CWA systems used by the KNUST and the UCC. Arguments have been raised on the strengths and weaknesses in each of the systems, thus attracting periodic reviews by academic authorities in order not to disadvantage graduates from any of the two systems, while maintaining a sound basis of assessment towards quality. It is also worth noting that in neighbouring Nigeria, where most Universities use the GPA, some institutions use a maximum GPA of 4 while others use a maximum GPA of 5. In 2017, Nigeria standardised the maximum Grade Point (GP) to be 4 for all institutions (*National Universities Commission of Nigeria, 2017*).

Problem Statement

While it is important to have access to information on student progression, graduation and attrition to meet the above stated objectives, data provided as student statistics in graduation brochures are typically inadequate for the purpose, given that information provided only focuses on those who have finally completed their studies.

We have names or numbers of students enrolled in different years and names or numbers of graduating students. There is no standard and ready information that shows how many of the students admitted in, for example, year 2001, completed successfully in 2004, from which one could calculate attrition rates, either from year to year over the 4-year period or overall, or indeed, how many completed from year to year, subject by subject or programme by programme.

It is perceived that the non-uniformity in the various grading systems in the country might also have disadvantaged some graduates under a particular regime on the job market. While it might be argued that the academic capabilities of a candidate cannot be clouded by a chosen grading system, the need for reform is apparent. This is required for a fairer assessment of student performance and learning outcomes.

Policy Statement

- (a) Tertiary education institutions shall have appropriate information management systems to capture progression and attrition rates for each course, programme and institution as whole and report same annually to the Regulator

- (b) The Regulator shall design and implement a tertiary education management information system for easy and reliable retrieval and analysis of data, including data on attrition, to inform policy
- (c) TEIs shall conduct tracer studies of their graduates every three years and report the outcome of such studies to the Regulator
- (d) Budgetary allocation to public TEIs shall, as much as possible, be on the basis of institutional performance that is informed by attrition rates as a key parameter;
- (e) TEIs shall work towards standardization in their various grading systems to facilitate seamless credit transfer between institutions;
- (f) Each TEI shall specify in detail, requirements for academic progression and graduation in a policy document outlining the responsibilities of both institution and student, and shall make same available to each student at matriculation.
- (g) The Regulator, in collaboration with relevant stakeholders and TEIs, shall develop and operationalise a credit transfer system for the tertiary education institutions.

3.3.5 Policy on Partnership with Industry

Preamble

Partnership with industry is critical for the development of TEIs and tertiary education in general. The interest of the two parties in partnership may be balanced or imbalanced, immediate or remote, and tangible or intangible. Whatever the interest might be TEIs are better off in partnership with industry than without. Industry relationship with TEIs ploughs in several benefits to the tertiary education sector. Among the benefits is the validation of the relevance of the programmes of the institutions and funding support by industry, while industry products or services may be enhanced through research collaboration and technology and skills transfer with academic institutions.

Students and staff of TEIs, through internships at the partner industry, gain experiential learning which make students work-ready for the job market as teachers sharpen their teaching skills by being able to relate their classroom experience to what happens at industry. Industry may also benefit from academia, through such internships, by enriching their knowledge in contemporary theories and through technology adaptation.

Overall, therefore, industry-academia partnerships mutually reinforce the relevance and effectiveness of both sides and are crucial to the building and sustenance of a competitive national economy.

Problem statement

There appears to be a wide gap between industry and academia in the country. A significant volume of research conducted by TEIs have no direct links with industry, while local industry generally look externally for semi-finished or finished products and technologies for their business. The reasons for the above situation are varied. They range from the general absence of a coherent and comprehensive policy framework to guide industry-academia collaboration, through mutual lack of awareness of the needs and capacity of either side, reluctance of local industry to invest in innovation and technology development to deep-seated skepticism in the capability of tertiary education institutions in the country to provide solutions to problems in industry.

There is therefore low local industrial product development, as research into product development is hampered by the weak links between industry and academic institutions. Most processed commodities and technologies on the Ghanaian market are imported at a huge cost to the Ghanaian consumer with net economic and employment benefits going to the producing country. This has contributed greatly to stunted growth in local industries with consequential effect on limited opportunities for employment and weak expansion of the national economy in general.

Strategically therefore, TEIs could facilitate or negotiate industry partnerships when they are able to proactively identify the needs of industry and propose appropriate solutions to them in research proposals that would attract the needed ownership, funding and partnership from industry. This can be facilitated where there is a clear policy framework and relationships that help build mutual trust in sharing aspirations and challenges around skilled workforce development and competitiveness of local industries. There are clearly significant mutual benefits to be gained from such collaboration.

Policy Statement

- (a) Government shall create an enabling environment to encourage both industry and academia to collaborate proactively for mutual gain. This shall involve, but not limited to, incentive schemes for industry partners and performance requirements for TEIs
- (b) The Regulator shall create a national platform for regular interaction between industry players and TEIs to facilitate more effective collaboration

- (c) TEIs shall develop and implement policies for mainstreaming of collaborations and partnerships with industry in their research and training programmes. The progress and outcome of such collaborations and partnerships shall be reported on in the TEI's annual report to the Regulator
- (d) Government through its authorized agencies shall design and implement an incentive scheme for industries that invest in active collaboration with and support to tertiary education institutions to advance the quality of research, relevance of programmes and the training of their students

3.3.6 Policy on Staff/Student Ratio (SSR)

Preamble

SSR is one critical factor for determining the effectiveness of teaching and learning. The assumption is that the fewer the number of students a teacher is responsible for, the more effective teaching and learning occurs as well as research supervision. SSR is also identified as an important indicator of tertiary education quality. Not only is it important in traditional face-to-face academic instruction but also, in technology-mediated distance learning as effective academic and technological support for students determined by a higher SSR is important for assuring successful graduation of students from the programme. Various global rankings have regularly used SSR as one of the few indicators for rating institutions. The average SSR of all 800 universities ranked by Times Higher Education in 2016 was 1:16.5 (THE, 2016).

The SSR is also used as a critical indicator for determining the sustainability of a programme. Whereas fewer student numbers give higher confidence in quality for a given set of teachers, fewer student numbers may also suggest loss of popularity for the programme and lower financing from tuition. Programme sustainability may be threatened as a result.

Standardization of the SSR in a given context for purposes of quality assurance is important in making accreditation and quality assurance decisions. Depending on the rigour required in the delivery of a particular programme and the practical and professional content, a much higher SSR may be prescribed for the programmes in a given field of study over those in another.

Problem Statement

Government's commitment to satisfy the high demand for tertiary education by its population coupled with expectations of private providers to make good returns on their investment, have led to high enrolments, which are usually not

commensurate with the numbers of qualified teachers. The result is high SSR with consequential negative effect on quality. The SSR figures therefore need to be regulated.

Policy Statement

The Regulator shall from time to time develop and implement norms for SSR for various programmes and institutions in consultation with the Ministry of Education. For the time being, the following shall constitute the norms:

(a) For Universities

Social Sciences and Humanities	1:27
Business Administration	1:27
Science	1:18
Applied Science, Technology and Health Sciences	1:18
Engineering	1:18
Pharmacy	1:15
Medicine	1:12

(b) For Technical Universities/ Polytechnics

Social Sciences	1:25
Business Administration	1:25
Applied Science and Technology	1:18
Engineering and other TVET programmes	1:15

- (c) Where the SSR for a given programme falls outside the norm prescribed above, the Regulator shall ensure the necessary adjustment of staff and/or student numbers by the institution within reasonable time;
- (d) The SSR shall be reviewed by the Regulator from time to time in consultation with key stakeholders.

3.3.7 Policy on Academic Qualifications of Teachers and Heads of Department

Preamble

TEIs are established to play three key functions; teaching and learning, research and community service. The academic character of these institutions requires some minimum qualifications from faculty to be able to function effectively at these three endeavours and to provide leadership where needed as heads of department or deans. To be able to undertake these tasks, there should be a

critical mass of staff with the requisite qualification and experience. The quality of academic staff is a reflection of the quality of the institution and its programmes and, by extension, the quality of its graduates.

Problem Statement

Over the years, the minimum qualification for employment in academia has changed from any post-graduate degree to a terminal degree. However, the ability of the institutions to attract, train and retain people with high qualifications has become a challenge for some institutions, especially the newly established public and private ones. It is also difficult for TEIs to attract qualified academic staff on the job market for some professional programmes such as Law, Medicine, Business and ICT due to more attractive conditions of service in the private sector. In some cases, the relatively higher cost of maintaining appropriately qualified staff in their right numbers provides an excuse, even if inadmissible, for, especially private TEIs, to resort to academic faculty without the requisite minimum qualification.

There is also the challenge of getting people with the requisite education and experience to head departments and/or faculties/schools. In addition to academic qualification, a head or dean should be of a certain status to provide academic and professional leadership. In some instances, unqualified people, including proprietors, head private tertiary institutions. Post-accreditation quality assurance exercises need to be vigilant to root out such practices.

Policy Statement

- (a) All academic staff in TEIs in Ghana shall be required to have terminal degrees (PhD or equivalent). However, to start a teaching career, the minimum qualification shall be a researched Masters degree;
- (b) Tertiary education institutions shall ensure that all academic staff go through a standard and approved teacher education programme to prepare them to teach. New appointees shall have a graduate certificate in teaching from an accredited institution
- (c) For the avoidance of doubt, the following levels of academic/professional programmes shall attract the corresponding teaching faculty with the stated qualifications:
 - i) **Diploma Courses:** A Taught Masters' degree or a good First Degree or equivalent qualification with relevant industry experience,
 - ii) **Degree Courses:** A Researched Masters' degree with, at least, one full year research component of at least 12 credit hours weighting.

- iii) **Professional Courses:** A Researched Degree and/or Professional Qualification in the relevant field with relevant industry experience
- iv) **Postgraduate Teaching:** Staff involved in postgraduate training shall:
 - o have a terminal degree (usually a PhD) in the relevant field to qualify to teach;
 - o be of a rank of Senior Lecturer or above to supervise thesis
- (d) The minimum staff for a full department is six (6): the head of department (Senior Lecturer) and five (5) full time lecturers. For a programme to start however, three (3) teaching staff shall suffice including the head of department, who shall at least be a Senior Lecturer, and two (2) others.
- (e) The minimum qualification required to head a department/center or faculty/school shall be a researched Masters' degree and a senior lecturer rank.

3.3.8 Policy on Research and Postgraduate Training

Preamble

Research, innovation and training of postgraduates are the hallmarks of universities. It is through these activities that new knowledge is generated and high-level manpower is produced for development. So important has research become that, countries without capacity to generate knowledge run the risk of either being marginalised or left behind in the race to enhance growth and development.

Postgraduate education constitutes the apex of professional development in tertiary education and is the stage at which the analytical and imaginative capacities of the human mind are developed to the level required for making significant contributions to knowledge and the economy (NCTE, 2013).

Problem Statement

Ghana lags behind countries such as South Africa, Nigeria, Kenya and Uganda in the areas of research and publication, and postgraduate training. In a Scopus based analysis, the number of publications were 8805, 3952, 1238 and 619, respectively, as against Ghana's output of 574 (Nature, 2011).

Research capacity in Ghana is also relatively low and in the range of 0 - 100 researchers/per million inhabitants, compared with South Africa and Senegal which are in the 300-1000 range (UIS, 2015).

While the numbers of postgraduate students are increasing, enrolments in the institutions remain largely undergraduate in character. In 2016 postgraduate

student enrolment was 5.8% of total enrolment. The leading universities UG and KNUST had student populations of 36,739 and 36,930 respectively out of which 4,591 (12.5%) and 3,000 (8.1%) were postgraduate students. In comparison, University of Cape Town with a total student population of 26,357, 5,300 (20.1%) were in postgraduate programmes, while University of Ibadan with total students' number of 21,636, postgraduate students numbered 8,228 (38%). Furthermore, postgraduate training in the public universities appears to be reduced to a largely Masters degree base, with Masters students constituting 88% of postgraduate enrolments (NCTE, 2017). Only UG (5.6:1) and KNUST (5.8:1) (cf: UCT – 5.2:1) are approaching the best practice of 5:1 Masters to Doctoral ratio (see *Cloete et al., 2011*).

Although there are clear benefits for training at the Masters level such as adding to the highly skilled workforce and being a source of income to the institutions, it is the doctoral level that is critical to generation of new knowledge. Available data indicate that, universities and other tertiary education institutions in Ghana are not producing doctoral graduates in sufficient numbers and at rates that will enable them to replace ageing faculty, let alone staff the fledgling private institutions. The numbers of PhDs per annum being produced by the leading Universities, UG (85 in 2017) and KNUST (46 in 2014), are far below those of their comparator institutions, University of Ibadan, which was established the same year (1948) as UG and the University of Cape Town, the highest ranked university in sub-Saharan Africa, each graduates about 200 PhDs annually. Ghana's leading universities should be aiming at similar levels of PhD production. To do this will require considerable investment, to provide research facilities as well as scholarships for both local and external training. This is crucial if the country is to build a truly knowledge-based economy. The PhDs are needed to fill the gaps in academic staffing in the universities, produce staff for the growing numbers of private institutions and for non-university institutions requiring services of doctorate degree holders, as well as creating a critical mass of researchers.

Even though experience from other countries has shown that governments provide the bulk of funds for research, in Ghana funds provided by the Government have been woefully inadequate. Over the years, there has been little support for the funding of research and innovation in tertiary institutions. There is no central body that administers funds for research for tertiary institutions. For example, the GETFund provides funding for staff development and research, whilst the Government of Ghana pays “Book Allowances” to individual senior members of staff.

Policy Statement

Tertiary institutions will receive the required assistance to make postgraduate training and research more accessible and relevant to national development (see *Government White Paper, 2004*):

- (a) Government is committed to and shall work towards increasing funding for research and development activities from the present 0.3% of GDP to at least the AU benchmark of 1% of GDP. This will enable the Government to provide appropriate infrastructure to promote research in the tertiary institutions and to support innovation and competitiveness;
- (b) Government shall establish a National Research Fund to address priority areas of research and development, particularly, in science, technology, engineering and mathematics, in support of national economic growth and poverty reduction;
- (c) Government shall facilitate and sponsor the setting-up of centers of excellence in selected universities and disciplines, particularly in STEM and work towards attracting international scholars, including Ghanaian academics in the diaspora to these centers;
- (d) The Regulator shall identify and designate research intensive universities for special support. Such research-designated universities shall have at least 25% of their students in postgraduate programmes and a ratio of Masters to PhD students of not more than 5:1;
- (e) TEI shall endeavor to set up “Institutional Research Funds” to promote intra-institution research productivity and competition. As much as possible, 10% to 15% of the IGF of the institution should be allocated to this research fund;
- (f) TEI shall collaborate to establish internationally recognized academic journals to stimulate publication of scholarly work among local academics. In furtherance of this, the Government shall ensure that the Ghana Universities Press (GUP) is revamped to play its intended role as Academic Publishers for the country;
- (g) Government acting through the Regulator shall use sponsored scholarships and bursaries to promote postgraduate studies in areas critical to national development such as science and technology;
- (h) Through bilateral and multilateral arrangements and partnerships, government, as a medium to long term strategy, facilitate an increase in the number of academic faculty with terminal qualifications for both

public and private institutions. Academic fields with special needs should be prioritized;

- (i) To retain the critical mass of experienced faculty to drive postgraduate studies and research, Government shall work with the Regulator towards comprehensive reform of post-retirement contracts management including an upward review of the statutory retirement age of academic staff in TEI;
- (j) TEIs shall be encouraged to develop their own internationalization strategies to facilitate doctoral training in partnership with foreign institutions; and
- (k) Private TEIs shall be encouraged to go into special arrangements with Public Universities to offer special PhD training packages to boost the profile and standing of academic staff.

3.3.9 Policy on Standards Setting and Procedures

Preamble

The importance higher education to Ghana's economic and social prosperity makes it imperative that TEIs have robust strategies for demonstrating students' academic achievement. Domestic and international expansion demands more transparent and relevant measures. To enhance excellence and competitiveness, institutions need to demonstrate that their graduates have the capabilities required for successful/productive engagement in today's complex world.

To be able to do this requires a robust set of standards against which success or achievement is measured, and standard frameworks, procedures and processes by which institutions express these achievements for evaluation by the regulatory body.

The setting of quality assurance standards and criteria for the assessment of 'fitness for purpose' and 'fitness of purpose' is the responsibility of the institution and the Regulatory bodies. Such standards come in the form of norms, policy statements, assessment instruments and tools, guidelines, procedures and processes and require a fair degree of ownership from the institutions to which they are applied.

Academic and/or professional institutional networks, alliances or associations based on "substantially equivalent" accreditation standards are necessary and critical for all academic and professional fields in the light of globalization and internationalization.

Cross-border recognition of qualifications for work and study, which includes recognition of partial credits towards completing a qualification at another institution, recognition of a complete qualification for further studies elsewhere; and recognition of qualification for licensing and practice (Woodhouse, 2006) makes necessary the harmonization of quality assurance systems and mechanisms of like-minded Regulatory institutions.

Such harmonization is usually marked by the signing on to some set of principles, guidelines or rules (an accord) by the membership of established networks, alliances or associations as in the case of the Washington Accord by the International Engineering Alliance (IEA). This practice is common to the several other regional, sub-regional and international quality assurance agencies such as the International Network for Quality Assurance in Higher Education (INQAAHE), which are more general in their application of quality assurance principles.

Harmonization by special interest networks as in the case of International Engineering Alliance at the programme level mostly come in the form of benchmarking standards, accreditation policies and processes, and even curriculum content and learning outcomes. The benchmarked learning outcomes usually include a set of attributes required of a graduate of the programme. Most of these attributes and competencies are usually quite specific to the field concerned unlike the case of general quality assurance bodies where such harmonization leads to learning outcomes that are more generic and applicable to almost all disciplines. They basically seek to prepare the graduate for the general job market and for the bigger society he/she is trained to serve.

Problem statement

TEIs have had cause to complain about the user friendliness of some assessment instruments employed by the regulatory body in Ghana. In some cases, institutions do not make the needed returns to the regulatory body either because they are unwilling to be accountable or do not find the use of the applicable instrument friendly enough to encourage completion or a response. This causes the Regulator to miss out on vital information that may be required for policy formulation.

Policy Statement

- (a) Standards setting for purposes of quality assurance is the prerogative of the regulating body;
- (b) As much as practicable, the regulatory body shall seek stakeholder input into the finalization of newly designed standards policy documents and their accompanying instruments, tools, procedures and processes to engender

collective ownership of these operational documents. The approach to the collection of feedback shall be determined by the regulator;

- (c) Client participation in the design and/or finalization of standards document should be seen as an extended privilege that must not be abused;
- (d) The involvement (or non-involvement) of stakeholders in the design of a given set of standards shall not be used as an excuse not to comply with them when they are applied;
- (e) Non-compliance with any request by the regulator for whatever reason shall constitute an offence and the regulator shall invoke the appropriate sanctions;
- (f) The regulator shall collect appropriate feedback from commissioned experts, staff, clients and other relevant stakeholders for periodic review of its standards, instruments, tools, procedures and processes;
- (g) The setting and review of standards shall be informed adequately by the socio-political and developmental context of the times as well as global, regional and sub-regional developments in the community of tertiary education quality assurance bodies;
- (h) Regulatory bodies should work towards subject benchmarking as a strategy for positioning Ghana properly in global efforts at promoting the transfer of academic credits across institutions and across borders;
- (i) The regulatory body shall seek to harmonize its quality assurance standards and criteria with other quality assurance bodies across the globe in line with global efforts at harmonising quality assurance practices.

3.3.10 Policy on Teacher Education

Preamble

Teacher Education is of relevance to the shaping of the future of the nation. Academic achievement of students depends to a large extent on the teacher. Over the past few years, the MOE and its agencies - in collaboration with education stakeholders - initiated a consultative process to reform the teacher education sector in the country. The purpose is to “design an innovative curriculum framework that will drive the teacher education curriculum reforms in Ghana, in order to produce inspirational teachers who are able to improve students’ learning outcomes”. In addition, a number of policies are planned to facilitate the envisaged reforms to ensure that teacher training institutions in Ghana produce teachers who are *skilled, trained and motivated and* fully prepared to teach the

school curriculum when they first take up their posts in the classroom. These include understanding and addressing the language needs of their students; using learner-centered pedagogies and inclusive approaches; and creating a safe and productive learning environment.

A key pillar of the teacher education reform is the shift from examination-oriented Diploma in Basic Education (DBE) to a 4-year Bachelor of Education (B.Ed.) curriculum for Basic Education which provides Ghana's teachers with the range of practical competence, skills, knowledge and values to deliver a high quality education to the nation's children.

The Ministry recognizes that teacher education and development is made up of two interrelated processes – pre-service education and in-service continuous development of the teacher. A crucial key to effective teacher education is the provision of continuous professional development after the initial teacher training to provide support for teacher growth and improvement.

Problem Statement

The teacher's effectiveness depends on the training received during pre-service and in-service. Over the years, however, the quality of education and the quality of teachers provided have been of great concern to the nation. The teacher education curriculum has not adequately responded to the lack of improvement in learning outcomes at the pre-tertiary education level until now.

Ghana does not have a set of minimum standards that all teachers must meet. As a consequence, different teacher education institutions have had their own standards for preparing teachers.

The teaching profession is not as recognised as others like engineering, law and medicine and therefore has lower prestige, and status. The limitations include:

- There are no structures for the continuing development of the teacher through in-service training.
- Colleges of Education also do not have sufficient guidance or control over how they train teachers that will meet national standards.
- The curriculum and assessment methods are out-dated, too exam-focused, and do not encourage the development of skills needed to teach.
- The pre-service teacher education curriculum is disconnected from the pre-tertiary curricula taught in schools.
- The teacher education curriculum does not adequately address issues of equity, inclusion and core transferable skills.

- Colleges provide limited opportunities for student teachers to develop their teaching through supported and assessed placements in schools.

Policy Statement

- (a) The MOE shall ensure that Colleges of Education and other Tertiary Teacher Institutions provide relevant, high quality teaching and learning;
- (b) The MOE shall ensure that curriculum reforms in Teacher Education are coherent, and coordinated; that academic staff in tertiary education undertake teacher education courses to prepare them to teach;
- (c) The MOE shall ensure that existing policies and institutions established to improve the quality of teaching and learning in Ghana are strengthened and teaching is recognized as a full profession that requires specialized training, guided by approved standards and quality assurance system;
- (d) The National Teachers' Standards (NTS) shall guide the training of pre-tertiary teachers through professional portfolios and reflection;
- (e) Teacher education shall be in accordance with the National Teacher Education Curriculum Framework (NTECF) designed based on the NTS;
- (f) Institutions involved in initial teacher training shall do so with one standard framework to produce teachers who contribute to the learning needs of children in Ghana;
- (g) All teachers shall avail themselves of regular continuous professional development opportunities that target specific skill needs during in-service training at the school and college/institutional levels.
- (h) Colleges of Education shall be integrated with selected Universities as University Colleges

3.3.11 Policy on Tertiary Level TVET

Preamble

As a system of education Technical and Vocational Education and Training (TVET) refers to 'those aspects of the educational process involving, in addition to general education, the study of technologies and related sciences, the acquisition of practical skills, attitudes, understanding and knowledge relating to occupations in various sectors of economic and social life' (UNESCO/ILO, 2002). In practice, TVET covers the whole spectrum of skills acquisition from the basic level to the tertiary level and has been considered to hold the key to moving Ghana's economy forward (MOE, 2017).

A functional TVET skills development system will improve the productivity and competitiveness of the skilled workforce and raise the income-earning capacities of low-income groups, especially women through the provision of quality-oriented, industry-focused, competency-based training programmes as well as the provision of other complementary services (COTVET, 2017.).

Tertiary level TVET in Ghana takes place in two (2) polytechnics and eight (8) technical universities. It is important for linkages to be created with pre-tertiary TVET institutions so as to provide logical progression pathways at the tertiary level for practically-inclined SHS students and technical school graduates. This will also enhance the attractiveness of technical and vocational education and training in general and hence increase the participation of young people in TVET.

Problem Statement

TVET has enormous potential in driving Ghana's economy forward through skills and job training, and development of skills for industry among others. This potential has however not been realized as the required policy, legal and institutional setting, nor has investment received the needed attention (MOE, 2017).

Key among the numerous problems confronting TVET in Ghana, are:

- Poor linkage between training institutions and industry;
- Deeply fragmented landscape and lack of coordination among multiple TVET delivery agencies;
- Multiplicity of standards, testing and certification systems;
- Low quality of instruction, due to inadequate instructor training and lack of instructional support and TVET infrastructure;
- An informal TVET system that has been neglected and detached from the formal sector;
- Poor public perception of TVET which is seen as good only for the academically weak students.

(COTVET, 2017)

Policy Statement

- (a) Government shall enhance the image and the attractiveness of technical and vocational education and training in general.
- (b) TVET institutions shall:

- i) Offer programmes that are vocationally-oriented or career focused and train highly skilled technologists and technicians for industry;
 - ii) Have strong links with industry and business;
 - iii) Place emphasis on innovation and the application of new technologies;
 - iv) Conduct industry-related research and provide technology solutions to enterprises;
 - v) Engage faculty who are both teachers and practitioners, i.e. faculty who possess both academic and relevant professional experience;
 - vi) Integrate entrepreneurial culture into the institutional governance, teaching, and learning activities;
 - vii) Integrate student/staff work place experiential learning and internships into the curriculum; and
 - viii) Provide admission slots for graduates of senior high technical schools and technical institutes for advanced technical education and training.
- (c) Technical Universities shall be the apex institutions in TVET for the training of highly-skilled human resource to drive economic growth;
- (d) Technical universities shall operate and be regulated as specialized universities with niche mandates in TVET
- (e) Technical Universities, while achieving parity of esteem with the universities, shall not depart from the practice-oriented philosophy of TVET
- (f) Technical Universities shall create progression pathways at the tertiary level for practically-inclined SHS students and technical school graduates
- (g) Tertiary TVET institutions shall develop strong links and collaboration with industry
- (h) There shall be a University specialized in the training of teachers for all levels of TVET
- (i) Technical Universities shall support existing and emerging productive sectors of the economy with technical expertise and applied research; and
- (j) Technical Universities shall collaborate with older traditional universities and industry in offering applied postgraduate degree programmes.

3.3.12 Policy on Academic Ranking and Benchmarking

Preamble

Ranking or rating of TEIs is a quality assurance mechanism that encourages quality enhancement among institutions through ‘competition’. It provides an invaluable source of information to stakeholders particularly, students in their selection of institutions for further studies. It also informs policy reviews in the participating institutions as well as national policy.

Ranking is a complementary instrument for transparency which targets tertiary educational institutions of similar profiles. It helps to identify deficits and provokes questions on performance but does not necessarily provide answers to those questions.

The development of a ranking system requires a careful identification of a process appropriate to the implementation of the exercise. Effective consultation of relevant stakeholders at each stage in the process is important for establishing a transparent system that stresses credibility, acceptability and collective ownership.

Problem Statement

Critical quality assurance requirements are usually overlooked by some TEIs mainly to minimize cost or for convenience. Enforcing compliance through regular monitoring and evaluation activities comes at a high cost to the Regulator and usually overstretches its capacity. Benchmarking and ranking provides an indirect mechanism for demanding accountability from institutions and making them responsible for their own quality development as they are challenged to attain high scores in the ranking indicators.

Policy Statement

The Government through the Regulator and in consultation with the relevant stakeholders shall develop a national ranking system for tertiary institutions.

- (a) Government shall support efforts by the Regulator and TEIs to improve the performance of Ghanaian institutions in global or regional rankings;
- (b) The Regulator, in collaboration with the relevant stakeholders, shall develop and implement a comprehensive and transparent framework for national benchmarking and ranking system for tertiary education institutions;
- (c) The Regulator shall publish the annual rankings of TEIs by programmes, disciplines and institution;

3.3.13 Policy on Internationalisation

Preamble

Internationalization is an integral part of a continuous process of change in higher education and is increasingly becoming a central motor of change (IAU, 2014). Under the influence of globalisation, higher education has become increasingly international during the past two decades. With the increase in cross-border movement of goods and services, provision of higher education is no exception.

Internationalisation of higher education may take a number of forms (Multifaceted/multidimensional). Worldwide, more and more students are electing to study outside their own country (4,584,346 in 2016, UIS, 2017). Others, though remaining at home, choose to enrol in local branches of foreign institutions or their programmes, or take foreign courses by distance mode. In 2016 12,398 Ghanaians were studying outside (NCTE, 2016), while the inbound foreign students numbered 15,999 (NCTE, 2016).

According to the International Association of Universities (IAU, 2010), the top five reasons given by institutions for internationalisation are to:

- Improve student preparedness to become global citizens;
- Internationalise the curriculum;
- Enhance the international profile of the institutions;
- Strengthen research and knowledge production; and
- Diversify faculty and staff.

Common activities that institutions may engage in include:

- Study abroad by students;
- Faculty collaboration in research and collaboration;
- Attraction of foreign faculty to campus;
- Signing of MOUs between foreign partners;
- Establishment of satellite campuses or franchise private providers;
- Curriculum containing international issues;
- Re-evaluation of instructional delivery by an institution; and
- Harmonisation of credentials.

Problem Statement

In many institutions the world over, internationalisation has become a key goal in their strategic plans. In many countries, internationalisation takes place at the institutional level and also at the national level as it is one of the ways in which countries respond to globalisation. In Ghana, although some universities have internal policies on internationalisation, there are no clear guidelines at the national level to direct the process. In view of the clear advantages of internationalisation in developing skills, knowledge, attitudes and values, it is deemed necessary to make the following policy statement on it. Furthermore, Ghana's higher education system has a reputation of producing good graduates and, despite recent challenges, this should provide opportunity to improve the system and position it as a regional hub of excellence in teaching, research and innovation, and a destination of choice for foreign scholars and students.

Policy Statement

The Government shall support the internationalisation of tertiary education by:

- (a) Encouraging foreign student enrolment of up to 10% total enrolment;
- (b) Promoting academic staff exchange, including the Ghanaian academic Diaspora;
- (c) Requiring institutions to internationalise some of their curricula;
- (d) Encouraging institutional cooperation and networking;
- (e) Marketing Ghana tertiary education outside the country;
- (f) Facilitating the acquisition of visas by students and faculty in mobility programmes; and
- (g) The Regulatory Body shall make regulations for registration of foreign institutions and the academic programmes they offer.

3.3.14 Policy on Physical Structures

Preamble

To achieve the desired objectives of teaching/learning and ultimately adding to the body of knowledge, it is imperative that teaching/learning activities take place in purpose-designed or purposely-modified structures for education. The structures should conform to standards considered to be among the best practices and the minimum standards needed for tertiary institutions. In addition, the standards should conform to the National Building Regulations 1996 LI 1630, the

Ghana National Fire Service Act 537 of 1997 – Fire Regulations LI 1724 and the Disability Act 715 of 2006.

Problem Statement

Achieving international status in tertiary education delivery also implies providing physical structures of high quality. Reviews of structures in the old institutions and the newly established ones indicate deficit and deficiencies in infrastructure. For instance, the structures of a number of institutions do not meet the minimum standards in the Disability Act. Providing a national policy and ensuring adherence will protect the lives of students and staff as well as the investment of the prospective service provider. Ensuring adherence would also mean structures are of the minimum standard before an institution and its programmes are granted accreditation to operate and during the process of re-accreditation.

Policy Statement

- (a) Every building used or intended to be used as part of the tertiary institution physical facility shall comply with the requirements of the National Building Regulations LI 1631 of 1996 and provisions of the Ghana National Fire Service Act 537 of 1997 – Fire Regulations LI 1724 and the Disability Act 715 of 2006;
- (b) The ambience must be congenial to academic activities i.e. adjoining properties and activities must be complementary to academic activities and must not be the source of noise or other activities that will disturb and make it difficult for teaching, learning and research to take place;
- (c) Every tertiary institution shall be provided with a dedicated water supply system for firefighting; and the water supply needs for emergency firefighting purposes shall be drawn through the main water supply distribution system via a series of underground hydrants located at regular intervals throughout the site of the tertiary institution;
- (d) Every tertiary institution shall provide classrooms which are adequate in number and shall be of adequate size;
- (e) Voice amplification shall be required for rooms seating 100 and/or which is larger than 170 square metres;
- (f) Every tertiary institution shall be provided with adequate room to accommodate academic and non-academic staff offices and seminar rooms;

- (g) Central administration offices to accommodate the head administrator and support staff of the tertiary institution and each constituent college must be provided;
- (h) Every tertiary institution shall provide a well-planned, secure and sufficient space to house the library's collections; provide adequate workspace for staff and study space in numbers and variety conducive to the needs of users; especially the emerging specialty space such as tutoring rooms, writing centres, group study rooms;
- (i) A tertiary institution with the intention to run or running practical-related programmes shall, in addition to providing classrooms and lecture theatres provide adequate laboratory/workshop facilities according to the specifications of the regulatory body;
- (j) A residential tertiary institution shall provide adequate, eating facilities that meet the standards of the regulatory bodies as defined by the Ghana Tourist Board and the Ministry of Health and its agencies;
- (k) Where students have to do their own cooking, facilities for self-catering must be provided;
- (l) Every tertiary institution shall have adequate water supply installed in accordance with applicable requirements of the National Building Regulations, the Ghana Water Company and the Ghana Standards Authority;
- (m) Every tertiary institution shall provide, keep clean and maintain adequate and suitable sanitary conveniences, which conform in all respects to the requirements of the Building Code, for the students and all persons working in the tertiary institution and where students or other persons of both sexes are accommodated or are expected to be accommodated the conveniences shall afford proper separate facilities for persons of each sex;
- (n) All tertiary institution buildings and facilities thereon shall conform to the minimum space and compound requirements stipulated in the Physical Facilities Standards of the regulatory body, the National Building Regulations or any other legislation relating to the safeguarding of public safety and educational standards;
- (o) Land at the main campus and at all the other non-contiguous parcels shall be used for tertiary institution purposes, and for such other uses as are necessary for supporting tertiary institution activities;

- (p) The minimum total area set aside for open space shall conform to the regulations in force. The space allocated for parking of cars on the campus shall conform to the recommendations of the Traffic Impact Assessment Report as accepted and approved by the Department of Urban Roads and the Environmental Protection Agency.
- (q) A residential tertiary institution shall have access to at least one standard recreational facility.
- (r) There shall be facilities for physically challenged persons to access all buildings and other services and facilities in the institution.

3.4 Policy on Financing of Tertiary Education

Introduction

Government recognises the tremendous role education plays in the country's socioeconomic and political development. As such, government has since independence invested a lot to create an extensive system of modern formal education at all levels to ensure the development of human resources for the country. The running cost of this system constitutes a significant percentage of the nation's scarce resources. It is now becoming increasingly difficult for the government to raise enough funds to meet the needs of the growing tertiary education system.

Concerns have been raised that even with the limited resources from government its distribution and utilisation have not achieved value for money. This is compounded by the fact that many graduates coming out of the TEIs remain unemployed or unemployable. This situation has been attributed to many factors including:

- *Absence of a comprehensive guiding policy for the tertiary education sector*

Since the White Paper titled, *Reforms to the Tertiary Education System: Government Proposals for the Restructuring and Reorganisation of Tertiary Education and Tertiary Institutions (1990)* and White Paper titled, *The Report of the Education Reform Review Committee (2004)* were issued, no other policy document on the currently expanding tertiary education sector has been developed to guide the new challenges and mandates required of the sub-sector.

- *Exponentially increasing demand for tertiary education*

In the last two decades or so, Ghana has experienced an enormous increase in enrollment in tertiary education as a result of the increasing demand for post-secondary education. This expansion has been accommodated

through a number of initiatives, namely, creation of new institutions, vigorous participation of the private sector, expansion of programmes and diversification of modes of delivery. However, it is to be noted that while increasing enrolment is necessary for widening access to tertiary education, there is the real risk of compromising quality if the increase is not matched by corresponding funding.

- *Enrolment in tertiary institutions does not follow national policy targets*

For example, the policies on enrollment for science-to-humanities ratio of 60:40, Gender Parity Index of 50:50 and equity have consistently not been met. This has been compounded by the growth in the number and programmes of TEIs, which are apparently not guided by a clear policy on differentiation and diversification.

- *Allocation of public funding to TEIs*

The current manner of allocating funds to tertiary education gives little room for serious planning and budgeting. Government remains the major financier, providing about 65% of the funding, 97% of which goes into employee compensation. Government allocations to institutions do not take into consideration the national norms set by the NCTE. The absence of block funding allocations also undermines application of well-defined performance-driven criteria for allocation of funds to individual institutions. Contributions from institutions therefore have been increasing as industry support is also limited.

- *The Financing Sources for Tertiary Education delivery*

The Financing for tertiary education in the country comes in various forms. These may include Government discretionary allocation to the sub-sector, support from the Ghana Education Trust Fund, (GETFund) internally generated funds (IGF) from households and family, grants corporate sector, concessionary loans and grants from International Organizations such as IMF, World Bank, etc., loans from corporate financial institutions, among others.

The import of the foregoing is that, a sustainable funding policy driven by national development priorities is required, if tertiary education is to fulfill its role.

Preamble

Ghana's long-term development goals are to reduce poverty, improve the quality and standard of living of Ghanaians through national wealth creation and improving the relevance and link between education and the world of work. Education is seen as an important vehicle for achieving these goals, and tertiary

education, in particular, is critical for the training of middle and high-level human capital for the national economy. The Constitution has also prescribed the manner in which tertiary education must be provided to citizens, putting a large measure of the burden on the State.

To ensure sustainable funding of tertiary education a number of policies have been introduced over time. These include:

- *Cost Sharing in Tertiary Education:* Involves contributions of key stakeholders in tertiary education. Thus, the cost of tertiary education is to be shared among Government, institutions, students and the private sector.
- *Students Loan Trust Fund:* Was instituted to provide loans for students to enable them to pay the cost of tertiary education.
- *Ghana Education Trust Fund:* The Ghana Education Trust Fund was established to provide supplementary funding for infrastructure, capacity building and research.
- *Ghana Government Scholarships:* Exists to provide scholarships on the basis of merit and need.

Problem statement

Recognizing the enabling power of higher education, namely, its ability to empower individuals to improve their socio-economic circumstances and its role in the preparation of a competent and adaptable human capital for the national economy, the 1992 Constitution imposed specific responsibilities on the State for making it available to all citizens. Among others, the Constitution requires the State to provide “...equal access to university or equivalent education, with emphasis on science and technology” (1992 Constitution, Article 38 (3a)). Because of these constitutional injunctions, it is generally perceived that the responsibility for funding tertiary education rests solely on Government.

While massification of higher education is implicit in the constitutional imperatives, the actual enrolment levels to date remain far from desirable. To illustrate, the tertiary education GER in the 2017/2018 academic year is reported as 16.7% (NCTE, 2018). In order to expand access to all eligible citizens while maintaining appropriate quality and relevance of training, particularly in the context of increasing population and rising costs, the provision of tertiary education has to be anchored on an effective and sustainable funding base. Current data suggest that Government spends only a little over 1% of GDP and about 20% of overall education expenditure on tertiary education. However, funds allocation by Government, which is administered through a mix of historical, negotiated

and ad-hoc budgeting is almost always in arrears. This is not enough to support current, let alone the emerging funding needs of the tertiary sub-sector and it is clearly ineffective in addressing national priorities as well as issues of quality, equity and relevance in human resource development.

Another area that lacks direction is the situation where tertiary institutions (especially the public) have to obtain loans from corporate financial institutions. There is no clarity on the thresholds of loan facility that should be comfortably left at the decision of the Councils of the tertiary institutions and what thresholds beyond which should be brought to attention of Parliament. The Universities have levels of autonomy as defined by their respective Acts, but as they still remain public institutions, it is important to define thresholds in loan agreement to allow the state to have responsibility at certain levels and this can insulate the Councils in the case of unforeseen events.

Policy Statement

- (a) The cost of tertiary education is to be shared between Government, TEIs, students and the private sector:
- (b) Government allocation to Tertiary Education shall be at least 2.5% of GDP.
- (c) At least 50% of the amount allocated to GETFund shall be disbursed to the Tertiary Education.
- (d) Where public tertiary institutions have to obtain loan or credit facilities to finance projects of the institutions, government shall through the appropriate structures determine the credit facility thresholds to be signed off by the respective Councils and beyond which the transaction shall be brought to attention of Parliament or the Minister for approval.
- (e) Tuition shall be free for Ghanaian students except those who opt for full fee-paying category.
- (f) The proportion of full-fee paying students overall and in any regular (non-full-fee paying) programme of public tertiary education institutions, at any time, shall not exceed 15% of enrolment. For programmes that are designed as “fee-paying”, the proportion of actual fee-paying students shall not exceed 60%.
- (g) Ghanaian students shall pay Academic Facility User Fees (AFUF) in addition to the stipulated Residential Facility User Fees, (RFUF).
- (h) Non-Ghanaian students shall pay the full cost of their education.

- (i) Tertiary education institutions shall be required to generate at least 30% of their budget requirements from internal sources.
- (j) TEIs shall have 100% retention of IGF generated, but the first charge on the funds shall be catering for the cost of utilities consumed from core academic and administrative support facilities.
- (k) Government shall support the Student Loans Trust Fund (SLTF) to provide sustainable financial support to students in TEIs.
- (l) Metropolitan Municipal and District Assemblies shall be encouraged to institute scholarships schemes for deserving students in their localities to access tertiary education.
- (m) Government shall encourage industry to make contribution to tertiary education through internships, scholarships, endowments and research grants.
- (n) Government shall continue to review and implement accountability models to make public tertiary education institutions more accountable for the use of financial resources entrusted to them from the public purse and other funding sources. This is necessary to engender public confidence and attract more industry and donor support.
- (o) TEIs shall set up Financial Aid Offices that would provide information to needy students on sources of funding support. The Financial Aid offices shall also be responsible for administering institution-based bursary and scholarship schemes.
- (p) Performance management measures should be introduced to foster innovation in teaching and learning.
- (q) TEIs shall be required to devise and implement cost-cutting measures to improve efficiency in management of tertiary education institutions. As much as possible, institutions shall seek to use renewable sources of energy and implement efficient utilities consumption management practices.
- (r) TEIs shall outsource all non-core activities and services, such as the management of halls of residence.

3.5 Polices on Cross-cutting Issues

3.5.1 Policy on Gender and Inclusion

Preamble

The MOE, its agencies and stakeholders have put strategies in place to address gender disparity and its related issues including poverty, social injustices among men and women health issues and discrimination. Some of the strategies to address these are captured in the sector Education Strategic Plan (2018-2030) which provides the framework and overarching direction for achieving the objectives of the sector.

Education of women at higher levels is a catalyst for empowering women (including women with disabilities) to have safe and secure livelihood, access to economic opportunities and decent work to improve earnings.

Problem Statement

Customs and traditions regarding the participation of women in development efforts have deep rooted historical antecedents. Many girls are deprived of the privilege of acquiring higher education due to socio-cultural factors that render them less competitive or 'unavailable' for admission into tertiary education programmes compared to men. This creates gender disparity with regard to enrolment into TEIs, where females constituted 41% of total enrolments in the 2016/2017 academic year (NCTE, 2017). It also negatively affects women's participation in academia where women constituting only about 20% of the academic staff in the 2015/2016 academic year (NCTE, 2016).

Policy Statement

In line with general government policy on gender:

- (a) TEIs shall have a gender policy aimed at instilling a culture of social equity for both sexes in the larger academic community;
- (b) TEIs shall create an enabling environment that encourages female enrolment, participation, retention and successful completion of the respective programmes they were admitted into;
- (c) TEIs shall develop a mechanism for affirmative action towards 50% /50% enrolment ratio for both men and women;
- (d) TEIs shall ensure equity in the appointment of staff and representation of women on committees and other governing bodies of the institution;

- (e) All TEIs shall have a code of ethics for staff and students to promote good conduct and high standards of morality;
- (f) Gender awareness shall, where appropriate, be built into the curricula of programmes as a deliberate strategy for developing gender sensitive leaders. It may be mounted separately as an institution-wide course required for graduation.

3.5.2 Policy on Sexual Harassment

Preamble

Sexual harassment is defined as an inappropriate conduct of a sexual nature including sexual advances, request for sexual favours and other verbal, non-verbal, written, electronic, graphic or physical conduct or behaviour of a sexual nature when:

- (a) Submission to or rejection of such conduct is made either explicitly or implicitly a term or condition of an individual's employment, academic standing or participation in an educational programme or activity; or
- (b) Submission to or rejection of such conduct by an individual is used as the basis for academic or employment decisions or for academic evaluations, grades or advancement affecting that individual; or
- (c) Such conduct has the purpose or effect of unreasonably interfering with an individual's academic or work performance, or of creating an intimidating, hostile, or offensive educational or working environment.

Sexual relationships that occur in the student-teacher context or in the context of employment, supervision or evaluation present special problems. These types of sexual relationships are especially vulnerable to exploitation due to the difference in power and the respect that are often present between a teacher and a student, a supervisor and a subordinate or a senior and junior colleague. As a result of this power differential, a student's "voluntary" participation in a sexual relationship with an individual in a position of power does not on its own demonstrate that the conduct was welcome.

(Extract from University of Ghana Sexual Harassment Policy Document, 2017)

Problem Statement

Sexual harassment continues to be a social menace causing psycho-social problems to its victims. The Female students in TEIs are the most vulnerable.

Policy Statement

- a. TEIs shall develop and operate a comprehensive Sexual Harassment Policy that will curtail sexual harassment in the institution. The policy at the minimum should address the following:
 - Procedures for filing a complaint;
 - Non-retaliation against anyone making a complaint of sexual harassment;
 - Sanctions and Disciplinary measures;
 - Monitoring and Evaluation of the policy; and
 - False and frivolous complaints;
- b. TEIs shall provide an atmosphere of work and study in which all individuals are treated with respect and dignity;
- c. The Regulatory body shall evaluate the appropriateness of a TEI's Sexual Harassment Policy as a pre-condition for granting institutional accreditation;
- d. Where sexual harassment is pursued with the intention to trade grades, modify grades or falsify academic record, the act shall be deemed criminal and treated as academic fraud.

3.5.3 Policy on HIV/AIDS in TEIs

Preamble

The Ghana AIDS Commission established under the Ghana AIDS Commission Act, 2002 (Act 613) is mandated to coordinate, monitor and evaluate all HIV and AIDS activities. The Commission published the National HIV and AIDS, Sexually Transmitted Infections (STI) Policy (Ghana Aids Commission, 2013).

Sexual transmission of HIV remains the predominant mode of infection in Ghana. Key populations are highly exposed to HIV infection due to risky sexual behaviour, stigmatisation and discrimination. Key interventions such as behaviour change communication will seek to sustain the very high level of awareness. They will improve the comprehensive knowledge of HIV among the general and key populations, promote safe behaviour to prevent HIV and sexually transmitted infections and improve treatment, care and support services.

The MOE is fully aware that HIV and AIDS can affect the demand and supply of education and that with effective programmes and commitment, such impact can be mitigated.

Problem Statement

The 2016 HIV Sentinel Survey report showed a prevalence of 1.8%, higher than that recorded in the previous year. This 1.8% points translates to about 450,000 cases of affected persons in an estimated population of about 26 million at the time. Considering the mode of transmission, such a rate could be devastating if a conscious effort is not made to sustain the campaign against the spread of the disease.

It is also noted in the Report that, HIV prevalence among the young population (15-24 years), a proxy for new infections, was 1.1%. Needless to state, tertiary students fall within this age bracket.

Majority of TEIs in Ghana are located in urban areas with very high youthful population. The socio-cultural dynamics point to high sexual activity among this category of persons exposing students and staff of TEIs to higher risk of infection with the virus. The tertiary education community may therefore, be described as a high risk community which when not well targeted in the fight against the spread of the pandemic would risk wastage in the high investment made in tertiary education and a loss of important human resource needed for economic, social and environmental transformation towards development.

The overarching goal of the MOE's HIV/AIDS Policy is to provide broad guidelines for the coordination of all HIV and AIDS programmes in order to prevent new HIV infections and mitigate the impact of HIV and AIDS on the Education Sector.

Policy Statement

- (a) TEIs shall develop and operate HIV/AIDS policy for both staff and students. The policy shall give guidance to HIV prevention, treatment, care and support and STIs;
- (b) TEIs shall have a sustained HIV/AIDS educational programme for creating the needed awareness towards prevention of HIV/AIDS and other sexually transmitted diseases;
- (c) All campaign messages by TEIs shall have strong components of anti-stigmatization and rights issues and seek to promote healthy lifestyles and behavioural change through effective information, education and communication efforts, as well as the promotion and protection of the rights of persons living with HIV;

- (d) TEIs shall have HIV counseling and testing facilities manned by competent staff;
- (e) TEIs shall not deny any one access to education on the basis of the person's HIV status;
- (f) TEIs shall allow its staff with HIV-related illnesses to work for as long as they are medically fit and measures should be put in place to redeploy such persons to work that is reasonably adapted to their abilities;
- (g) TEIs have a responsibility to minimise the risk of HIV transmission by taking the appropriate first aid/universal infection prevention precautions; and

3.5.4 Policy on Information and Communication Technology

Preamble

According to the International Association of Universities (IAU, 2004), using and developing information and communications technologies offer TEIs tremendous new possibilities in research and education and open wider access to information.

Universities have been at the forefront of ICT development as well as among the leaders in integrating and adopting these technologies into their work, especially in teaching, learning and research, as well as community outreach, library and information services and management.

As TEIs develop and expand the use of ICTs in their activities they are strengthening their capacity to enhance quality and respond to new challenges.

Problem Statement

Although a number of TEIs have made significant strides in ICT within the framework of Ghana's ICT in Education Policy (Ministry of Education, 2015), students and teachers need to keep pace with developments in the ICT sector. Developments such as the introduction of new software for teaching, learning and research, the fast-growing technology-mediated distance learning and expanding application of ICT to almost every life situation, demand matching ICT skill development to prepare both subject and non-subject graduates adequately for the job market. Factors such as inadequate ICT infrastructure, inadequate ICT equipment in some TEIs and inadequate qualified teachers with terminal qualifications in the field, have slowed down postgraduate training in ICT and related fields such as Computer Science.

Policy Statement

- a) Government shall provide the appropriate telecommunication infrastructure to make investments in ICT at the TEI level meaningful;
- b) TEIs shall develop and continuously update institutional ICT policies in order to align educational and research objectives with the most appropriate technology choices and adequate financial and human resources;
- c) There shall be both broad band Wi-Fi internet facilities on campus which shall be made accessible to both students and staff. Where there are multiple campuses of an institution, the facility shall be made available on each of the campuses;
- d) As much as practicable, each institution shall facilitate students' and staff access to and use of portable personal computers;
- e) TEIs shall have a well-equipped and adequate computer laboratory(ies) and e-library facilities to expand and ensure equitable access to ICT facilities with adequate troubleshooting support mechanisms in place;
- f) TEI shall prioritise ICT-mediated teaching and learning as part of regular academic instruction and in any distance learning arrangements over physical expansion of facilities;
- g) There shall be established an integrated ICT management system in the governance, management and administration of every TEI and for the storage and retrieval of all data on students;
- h) TEIs shall ensure the introduction of ICT as an academic programme at the certificate, diploma and degree levels; where appropriate
- i) ICT literacy shall be offered as an open course for students and shall attract the appropriate academic credits;
- j) TEIs with ICT departments for the running of ICT programmes for academic degrees, shall organize pre-published walk-in scheduled training sessions meant for introducing the university community to specific software applications as part of the departments' community service credentials;
- k) Appropriate ICT capacity building activities shall be organized for teachers, technical, support and administrative staff on continual basis in the use of appropriate emerging technologies for advancing performance of their individual and collective functions;

- (l) The design and development of physical facilities for purposes of tertiary education shall incorporate structural and architectural provisions for ICT infrastructure including internet connectivity;
- m) Procurement of ICT equipment, infrastructure and services shall be made in reference to the relevant provisions in the ICT in Education policy of the Republic of Ghana;
- n) TEIs shall maximize benefits from available ICT facilities by linking up to sources of relevant academic material and services for access by both students and staff. This shall include but not limited to e-journals, e-libraries, e-books, plagiarism test services and other services external to the institution.

3.6 Scope of this Policy

Universities or tertiary education exists to provide solutions for addressing the needs of communities in which they reside and to impact national policies and programmes. Tertiary education produces the highest levels of manpower needs to drive the economic agenda of any nation towards transformation of the country and its citizens.

This policy document provides the framework for realization of world class tertiary education standards for Ghana over the medium to long term in the areas of research and evidence sharing for informing national policy formulation and implementation across all sectors and all spheres of life. At the heart of these policies is the holding TEIs accountable for cost-effective, efficient and transparent delivery of their obligations to the state.

CHAPTER 4 INSTITUTIONAL ARRANGEMENT

This section of the policy guideline provides the details of the institutions and organizations that have a stake in the management and delivery of world class tertiary education in Ghana.

4.1 The Ministry of Finance

The Ministry of Finance exists to ensure macro-economic stability for promotion of sustainable economic growth and development of Ghana and her people through:

Vision: To be recognized as a highly professional institute dedicated to:

- Providing quality financial management
- Improving accountability
- Ensuring good economic governance.

Core Functions and responsibilities

- a) The formulation and implementation of sound financial, fiscal and monetary policies;
- b) Creating an enabling environment for investment. In furtherance of the foregoing the Ministry is committed to the pursuit of excellence, transparency, probity and accountability in the management of financial resources;
- c) Establishing and disseminating performance-oriented guidelines and accurate user- friendly financial management information systems;
- d) Efficient mobilisation, allocation and management of financial resources;
- e) Formulate and implement sound fiscal and financial policies;
- f) Effective mobilization and efficient allocation of resources;
- g) Improve public financial management;
- h) Mobilization of external and internal resources;
- i) Allocation of resources to all sectors of the economy;
- j) Ensuring sustainability of public debt;
- k) Preparation and implementation of the annual budget and economic and financial statement of Government;

- l) Management of public expenditure;
- m) Development and implementation of financial sector policies.

4.2 The Ministry of Education

The MOE is mandated to provide relevant education to all Ghanaians as a vehicle for human growth and national development. The MOE is to formulate and implement policies that would ensure quality and accessible education to all Ghanaians to meet the needs of the labour market; and accelerate the acquisition of requisite skills to achieve human development, good health, poverty reduction, national integration and international recognition (ESP, 2018 – 2030).

The MOE's Vision is to create: "A dynamic sector that prepares and equips all Ghanaians with relevant education and skills to promote socio-economic development and national orientation".

Its Mission is: "To provide relevant education with emphasis on science, information, communication and technology to equip individuals for self-actualization, peaceful coexistence as well as skills for the workplace for national development".

The MOE's Strategic Goal for Tertiary Education is - **Improved equitable access to world class tertiary education**, underpinned by five guiding principles:

- Access and equity: Equal opportunity to obtain access to education, to learn and the provision of an environment that is conducive to learning and achievement of learning outcomes that demonstrate fair and just assessment;
- Quality: Achievement of high level standards and system responsiveness;
- Relevance: Learning, including skills development, which is responsive to individual, community and national development needs;
- Efficiency and effectiveness: Management of all resources that ensure value for money to achieve desired goals;
- Sustainability: Judicious utilization of human, financial and material resources to ensure balanced and continual development of the education system.

The strategic goal and guiding principles are drawn from the broad vision and mission for Ghana's education, policies, international commitments and key principles.

Each of the key guiding principles is organised along three policy objectives:

- Improved equitable access to and participation in inclusive quality education at all levels;
- Improved quality of teaching and learning and STEM at all levels;
- Sustainable and efficient management, financing and accountability of education service delivery.

The relevant Agencies of the MOE that coordinate the tertiary educational sub-sector are as follows:

4.2.1 The National Council for Tertiary Education

- (a) To advise the Minister on the development of institutions of tertiary education in Ghana;
- (b) To enquire into the financial needs of the institutions of tertiary education and advise the Minister according;
- (c) To recommend to the Minister for the purposes of the preparation of the annual national education budget:
 - i) block allocations of funds towards running costs; and
 - ii) grants towards capital expenditure of each institution of tertiary education, indicating how the allocations are to be disbursed.
- (d) To recommend national standards and norms, including standards and norms on staff, costs, accommodation and time utilization, for the approval of the Minister and to monitor the implementation of any approved national standards and norms by the institutions;
- (e) To advise the institutions of tertiary education on the applications for and acceptance of external assistance in accordance with government policy;
- (f) To advise the Minister generally on rates of remuneration and other conditions of service of staff of the institutions;
- (g) To publish any other functions provided in this Act; and such other functions relating to tertiary education as are incidental to the functions specified in this Act; and
- (h) The Council shall, in advising the Minister under this Act take into account the total national resources, needs and development programmes, especially those of the entire education sector.

4.2.2 The National Accreditation Board

- (a) Responsible for the accreditation of both public and private institutions as regards the contents and standards of their programmes;
- (b) Without limiting subsection (1), the Board shall (a) determine the programmes and requirements for the proper operation of an institution and the maintenance of acceptable levels of academic or professional standards in the institution in consultation with that institution;
- (c) Determine the equivalences of diplomas, certificates and other qualifications awarded by institutions in the country or elsewhere;
- (d) Publish as it considers appropriate the list of accredited public and private institutions and programmes at the beginning of each calendar year;
- (e) Advise the President on the grant of a Charter to a private tertiary institution; and
- (f) Perform any other functions determined by the Minister.

4.2.3 The National Board for Professional and Technician Examination

The NABPTEX is mandated to:

- (a) provide administrative and structural facilities and expertise for the organisation and conduct of professional and technician examinations;
- (b) in consultation with the relevant polytechnics and professional institutions conduct examinations and award national certificates and diplomas based on the result of the examinations;
- (c) at the request of the Government or any other body, conduct an examination;
- (d) review syllabuses for general curriculum enrichment;
- (e) appoint examiners and moderators and determine methods for the proper conduct of examinations;
- (f) make regulations to govern its examinations and awards;
- (g) devise a scheme for testing skills for competence and for testing aptitude;
- (h) provide the guidance and counselling services needed by non-university tertiary institutions; and
- (i) perform any other functions that are ancillary to the functions specified

4.2.4 The Council for Technical Vocational Education and Training (COTVET)

COTVET is mandated to co-ordinate and oversee all aspects of technical and vocational education and training in the country through the following:

- (a) formulate national policies for skills development across the broad spectrum of pre-tertiary and tertiary education, formal informal and non-formal;
- (b) co-ordinate, harmonise and supervise the activities of private and public providers of technical and vocational education and training, including the informal sector;
- (c) rationalise the assessment and certification system in technical, vocational education and training;
- (d) take measures to ensure quality in delivery of and equity in access to technical and vocational education and training;
- (e) maintain a national database on technical, vocational education and training; facilitate research and development in the technical and vocational education and training system;
- (f) source funding to support technical and vocational education and training activities;
- (g) facilitate collaboration between training providers and industry to promote:
 - i. demand driven curriculum development and placement, and
 - ii. national internship programmes.
- (h) promote co-operation with international agencies and development partners;
- (i) issue annual reports on the state of skills development in the country;
- (j) advise Government on all matters related to the management and improvement of the technical and vocational education and training system; and
- (k) perform any other functions that are ancillary to the object of the Council

4.2.5 Ghana Education Trust Fund

Object of the Fund

The Fund is to provide finance to supplement the provision of education at all levels by expending monies as follows:

- (a) to provide financial support to the agencies and institutions under the Ministry of Education, through the Ministry, for the development and maintenance of essential academic facilities and infrastructure in public educational institutions, particularly, in tertiary institutions;
- (b) to provide supplementary funding to the Scholarship Secretariat for the grant of scholarships of gifted but needy students for studies in the second-cycle and accredited tertiary institutions in Ghana;
- (c) to contribute monies from the Fund towards the operation of student loans schemes for students in accredited tertiary institutions through loan scheme mechanisms and agencies, approved by the Minister;
- (d) to provide through the NCTE, grants to tertiary institutions, (i) to train brilliant students as members of faculties;
- (e) to undertake research and other academic programmes of relevance to national development; and
- (f) to provide monies to support such other educational activities and programmes for the promotion of education as the Minister in consultation with the Board may determine.

4.2.6 Students Loan Trust Fund (SLTF)

The Fund is to provide financial resources and the sound management of the Fund for the benefit of students of accredited tertiary institutions pursuing accredited tertiary programmes and to promote and facilitate the national ideals enshrined in articles 25 and 38 of the 1992 Constitution by:

- (a) the provision of financial support to tertiary level students of accredited tertiary institutions pursuing accredited tertiary programmes, and
- (b) the provision of money to support other activities related to the promotion of programmes and relevant courses in tertiary institutions as determined by the Board in consultation with the Minister.

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