Quality Assurance Review – Phase 3

Total Program Cost: US$174.4 million, of which GPE: US$24.4 million and GA: US$150 million
Proposed GPE Grant Amount: US$24.4 million, of which US$15 million Multiplier
Fixed Part: US$16.4 million, of which US$0.5 million for Grant Agent's Implementation Support Costs
Variable Part: US$8 million
Implementation period: 4 years and 10 months
Projected implementation start date: February 14, 2020
Grant Agent: World Bank

1. Background and Education Sector Overview

1.1. COUNTRY BACKGROUND

Ghana	
Population	29.8 million (2018, World Bank)
Human Development Index Ranking	140 out of 189 countries (2018, UNDP)
Learning-adjusted Years of School	Boys: 5.7, Girls: 5.7
GDP	US $65.6 billion (2018, World Bank)
GDP per capita	US $2,202 (2018, World Bank)
World Bank Income Classification Level	LMIC (2018, World Bank)

The Republic of Ghana is a lower middle-income country (LMIC) located in West Africa, bordered by Burkina Faso, Togo, and Cote d'Ivoire. Ghana is a multiparty parliamentary democracy, with the President serving as head of state and head of government for a term of four years. The population is 29.8 million, growing at a rate of 2.2% and made up of various ethnic groups, the largest being Akans (48%)[1], Mole-Dagbani (17%), Ewe (14%), and Ga-Dangme (7%). Christians constitute just over 70% of the population, followed by Muslims (18%) and followers of traditional religions. English is the official language, but there are 69 spoken languages across the country, the most common being Asante (16%), Ewe (14%), and Fante (12%)[2].

Ghana's economy has been strongly linked to the oil, gas and gold production and prices. The service sector makes up 54% of the gross domestic product (GDP), followed by industrial production (26%) and agriculture (20%)[3]. Between 2008-2012, Ghana's GDP growth averaged 9% annually but has since slowed down to reach 6.7% in 2018[4] due to worsening macroeconomic conditions, weak fiscal and monetary policies and declining terms of trade.

While Ghana has managed to halve its poverty rate from 53% in 1995 to 23.4% in 2016, regional variations persist, ranging from a 2% poverty rate in Greater Accra to 71%[5] in Upper West region. Inequality, as measured by the Gini coefficient, was 0.43[6] in 2016 for the entire country, with widening

[1] The World Factbook, 2017
[2] The World Factbook, 2017
[3] Ghana Education Sector Analysis, 2018
[4] World Bank, GALOP Project Appraisal Document, October 2019
[5] Ghana Education Sector Analysis, 2018
[6] Zero Gini coefficient represents perfect equality

inequalities in the Upper East and Northern regions (the poorest two regions) and decreasing in the wealthier regions of the South.

Ghana's Human Capital Index (HCI) in 2018 was 0.44[7], meaning that a child born in the country in 2018 may be 44% as productive when they grow up compared to what they could be if they had complete education and full health. These suboptimal human capital results are driven mostly by Ghana's poor educational outcomes - the 11.6 average years of schooling are reduced to just 5.7 years of learning, indicating that children are in school but not learning for an equivalent of nearly six years.

1.2. EDUCATION SECTOR OVERVIEW

The Ministry of Education (MOE) is responsible for Ghana's education system and policy. The Ghana Education Service (GES) is the agency under the MOE mandated to implement interventions in pre-tertiary education through its decentralized Regional and District Education Directorates. GES is also the employer of the public pre-tertiary teachers. Three semi-autonomous boards —the National Council for Curriculum and Assessment (NaCCA), the National Teaching Council (NTC) and the National Inspectorate Board (NIB) are tasked with specific system accountability responsibilities such as curriculum roll-out, teacher licensing and school supervision, respectively. Regulatory agencies have hitherto not performed effectively due to inadequate funding, lack of staff, powers of enforcement, and nascent accountability framework. Circuit Supervisors at the district level are responsible for monitoring the implementation of the School Performance Improvement Plans (SPIPs), developed by the School Management Committees (SMCs) in which communities have representation.

The Free Compulsory Universal Basic Education (FCUBE) policy introduced in 1995 has evolved over time and presently mandates two years of compulsory KG, six years of primary and three years of JHS. This policy boosted the gross enrolment rate (GER) for primary education from 80% (1995) to 111.4% (2017)[8], with net enrollment rates (NER) following suit, rising from 59.4% (2001) to 91.1% (2017)[9]. Even more impressive were the gains in the KG GER, which rose from 63% (2005) to 115.6 (2017)[10]. Secondary education consists of three years of senior high school (SHS) or technical, vocational education and training (TVET). The SHS GER has increased from 34% (2001) to 50% (2017)[11]. In 2017 Ghana introduced the free SHS policy, with an immediate impact on the transition rate to SHS, which rose to 78%[12], or 10 percentage points above the previous four years. Tertiary education consists of universities, polytechnics and specialized colleges, including teacher colleges of education (COEs). While all ten existing polytechnics are public, only eight out of the 33 universities in Ghana are. Tertiary education GER rose from 1.3% in 1994 to 16.2% in 2016[13], with private enrollment at a 17.5% share in 2015[14].

[7] World Bank, Human Capital Index, 2018 and World Bank, GALOP Project Appraisal Document, October 2019
[8] UNESCO Institute of Statistics 2019
[9] UNESCO Institute of Statistics 2019
[10] UNESCO Institute of Statistics 2019
[11] UNESCO Institute of Statistics 2019
[12] World Bank, GALOP Project Appraisal Document, October 2019
[13] UNESCO Institute of Statistics 2019
[14] UNESCO Institute of Statistics 2019

The private provision of education services has played a prominent role in the country's accomplishment of universal access to primary education. Between 2011 and 2017, 90% of the newly created primary schools, three quarters of the new kindergartens, and half of the new JHSs were private[15]. Presently about 40%[16] of the country's kindergartens (KG), primary and junior high schools (JHS) and 30%[17] of the senior high schools (SHS) are privately run. Private enrollment in primary education and secondary education has risen from 10.9% in 1995 to 25.3% in 2016 for primary education[18] and from 9.6% in 2000 to 16.8% in 2016 for secondary education[19]. To curb the expansion of private provision, the government has developed a 10-year capital investment program for construction of new public kindergarten, primary and JHS classrooms, whose planned capacity significantly surpasses the expected growth of the number of pupils. This intervention is reflected in both the ESSP and the ESMTDP 2018-2021 (p. 20). Despite GES 2005 decision to mandate fee free basic education supported by the rollout of capitation grants for public schools, hidden household costs associated with public schools remain. Households costs of private schools is estimated to be about 50%[20] higher compared to the hidden costs of public schools. ESSP addresses the hidden costs of public schools through measures to improve their resourcing (capitation and base grants). EMIS data show that the proportion of trained teachers at the basic level is much lower for the private sector compared to the public sector, and in 2016/17 only 10.3% of private sector teachers in primary schools were trained. At the SHS level, 52% of private sector teachers were trained, compared to 90%[21] in the public sector. Nonetheless, the National Education Assessment (NEA) results for P4 and P6 show that test results of pupils in low-cost private schools are substantially higher than in public schools[22]. To address persisting quality gaps between public and private schools, the ESSP 2018-2020 envisions two sets of measures – (i) the accountability, school leadership, teacher and learner focused interventions for low performing public schools supported by the proposed program and described in detail in this report, and (ii) pilot programs for public–private partnership (not-for-profit school contract management) in basic schools to improve quality of learning through improved management and instructional leadership.

1.2.1. **Equity**: Although the national average basic education enrollment and primary completion rates are nearly universal, with gender parity in enrollment achieved at the national level across all cycles of basic education, there are persistent geographical, income and ethnicity disparities in terms of attainment, completion and learning outcomes. Thirteen percent of the Ghanaian youth aged 20-24 years have less than 4 years of schooling, but this national average figure masks large disparities in terms of regions (44% in Northern region, 5% in Ashanti), income (38% of the poorest, 3% of the richest) and ethnicity (34% of the Gruma ethnic group, 2 % for the Ga/Dangme group). Significant

[15] Ghana Education Sector Analysis, 2018
[16] Ghana Education Sector Analysis, 2018
[17] Ghana Education Sector Analysis, 2018
[18] UNESCO Institute of Statistics 2019
[19] UNESCO Institute of Statistics 2019
[20] Exploring Public and Private Education Costs in Ghana, https://www.r4d.org/resources/exploring-public-and-private-education-costs-ghana/ Data retrieved November 2019
[21] Ghana Education Sector Analysis, 2018
[22] Ghana Education Sector Analysis

disparities persist, albeit at a somewhat smaller scale compared to the above, in terms of gender (17% female and 8% male) and urban-rural (20% rural, 7% urban).

Completion rates in primary education have been steadily improving from 83.7% (86% for boys and 81% for girls) in 2008 to 101% in 2015 (with gender parity)[23]. Likewise, lower secondary completion rates rose from 64% in 2008 (69% for boys and 59% for girls) to 78% in 2015 (with gender differences reduced at 75% for girls and 79% for boys)[24]. However, pupils from the lowest income quintile are only 0.37 times as likely to complete JHS compared to those from the highest quintile. The latest data[25] that disaggregates lower secondary completion rates by income quintile, gender and location indicates that the poorest quintile completion rate was 27% (no gender variations) versus 76% for the richest quintile (70% for girls and 83% for boys), with significant disparity for the poorest boys depending on location - 25% in rural versus 52% in urban areas[26].

Inequity persists in terms of learning outcomes. The regions with lowest performance are Upper East, Upper West and the Northern regions where poverty is highest. Disparities in learning outcomes are observed in terms of rural/urban areas as well. On average, pupils in rural areas score substantially lower on the National Education Assessment (NEA) and EGRA than those in urban areas: the percentage of pupils scoring non-zero scores in the EGRA in English was just 19.6 percent in rural areas compared to 39.5[27] percent in urban areas, while the proportion of pupils providing correct answers in P4 mathematics was nearly 10 percentage points lower among those students in rural areas compared to those in urban areas. The Ghana Multiple Indicator Cluster Survey (MICS) shows that while there is no difference in reading and numeracy scores between boys and girls in the top quintile, girls in the bottom quintile significantly underperform in numeracy. On average, girls tend to outperform boys in English in both P4 and P6, and boys tend to outperform girls in mathematics in P6. Differences in performance are more evident at higher grades. National pass rates for BECE and WASSCE show that males perform better than females on all subjects, except for English, where females outperform males. Further, 23 percent of students qualified for tertiary education in 2016, with 26 percent of males qualifying compared to 20 percent of females[28].The proposed program addresses learning outcomes inequities by targeted support for the most disadvantaged primary schools in Ghana (about 10,000 schools) through multiple in-service training interventions and continuous coaching for teachers, introduction of targeted instruction for teaching at the right level to support pupils falling behind, provision of learning grants promoting better teaching and learning, stronger learning accountability framework.

Roughly 450,000[29] children are estimated to be out of school, mostly from the poorest households and within the three northern regions of Ghana. In these regions, multidimensional poverty is the lead

[23] UNESCO Institute of Statistics 2019
[24] UNESCO Institute of Statistics 2019
[25] UNESCO Institute of Statistics , Global Education Monitoring report, latest data for Ghana is from 2014
[26] www.education-inequalities.org, data as of 2014 retrieved November 2019
[27] World Bank, GALOP Project Appraisal Document, October 2019
[28] World Bank, GALOP Project Appraisal Document, October 2019
[29] Ghana Education Sector Analysis, 2018

demand side precursor to non-enrolment, non-attendance and dropout, further exacerbated by an acute shortage of classrooms.

According to the Population and Housing Census (PHC) 2010, the proportion of children with disabilities aged 4-17 is 1.6%, or approximately 130,000 children. This figure may, however, be underestimated due to low detection rates, with the same issue affecting the EMIS information on children with disabilities. With this caveat and noting that the proposed program envisions strengthening the EMIS data collection for children with disabilities and special needs (see section 3.2 ESPIG Description for more details) the existing data reveal that the share of children with disabilities in basic education makes up less than 0.5% of enrolment, despite accounting for 1.6% of the total pre-tertiary aged population[30]. Overall, there are consistent gaps in learning outcomes in reading, writing, and math between pupils with and without disabilities; these differences are particularly stark for writing in Ghanaian languages and mathematics, but exist across all other areas as well, according to the Ghana Living Standard Survey 2013.

1.2.2. **Learning outcomes**: Ghana conducts numerous learning assessments, but there is no overarching guiding national strategy. Two annual high stakes examinations are administered at the end of basic education in grade 9 (the Basic Education Certificate Examination (BECE) for entry into SHS and TVET) and at the end of secondary education in grade 12 (the West African Senior Secondary Certificate Examination (WASSCE), for entry in tertiary education). The National Education Assessment (NEA) is conducted biennially (lastly in 2016 and 2018) at primary level for grades P4 and P6. Donor-supported Early Grade Reading Assessment (EGRA, administered in 11 local languages and in English) and the Early Grade Mathematics Assessment (EGMA) were conducted at the primary P2 level in 2013, 2015 and 2017. Ghana also participated in the Trends in Mathematics and Science Study (TIMSS) international assessment in 2003, 2007, and 2011. The Government is considering future participation in the Program for the Analysis of Education Systems (PASEC) which targets P2, P4 and end of primary, the Trends in International Mathematics and Science Study (TIMSS) in 2023 and the Progress in International Reading Literacy Study (PIRLS) in 2021 to assess reading at grade 4. The proposed program addresses the fragmentation of national assessments by supporting the design and implementation of a cohesive national assessment framework.

While BECE and WASSCE exams over the past decade indicate Ghana has made some progress towards improving learning outcomes, the various assessments conducted in recent years suggest learning improvements have stalled. The EGRA results did not change between 2013 and 2015 and indicated that just 2%[31] of P2 pupils were able to read at an appropriate grade level with 50 percent unable to recognize a single word. In 2017, despite a decrease in zero scorers, the pool of zero scorers for higher order reading sub-tasks was still high with 85 percent for reading comprehension, 57 percent for oral reading fluency, and 64 percent for non-word reading[32]. The 2015 EGMA found that higher order mathematical concepts were a challenge with 75%[33] of P2 pupils unable to answer a single conceptual knowledge subtask (i.e., word problem) correctly. The 2016 NEA confirmed these

[30] Ghana Education Sector Analysis, 2018
[31] World Bank, GALOP Project Appraisal Document, October 2019
[32] World Bank, GALOP Project Appraisal Document, October 2019
[33] World Bank, GALOP Project Appraisal Document, October 2019

findings with 30 percent and 50 percent of P4 pupils below the minimum proficiency for English and mathematics, respectively; at the P6 level, these figures were approximately 30 percent for both subjects[34]. Between 2016 and 2018, NEA test scores remained essentially the same. At the secondary level, learning outcomes are low - only 33 percent of students passed the WASSCE for mathematics in 2017[35]. The lack of progress in learning outcomes explains the program justification and the set of key interventions included in the proposed program.

1.2.3. **Efficiency**: While repeater and dropout rates have been improving over time, the system's throughput is suboptimal. Dropout rates are low at 1% throughout preprimary KG1 to primary grade P4, surging to 12% in P6, to 23% at JHS3 (when the high stakes BECE exam is administered), and contained within 3-4% range in SHS1 to SHS3[36]. Repeater rates in primary school increases through the grades, from 12% in P1 to 16% in P4 and dropping down to 10% in P6[37]. The repeater rate in the first grade of JHS (19%) is markedly higher than in any other grades as under-prepared pupils are being held back in JHS1[38]. The relatively high repetition rates in SHS (13% in SHS1 and 15% in SHS2 and SHS3[39]) reveals the unpreparedness of students entering from JHS, and the pressures of the high-stakes exit exam WASSCE. While repetition and dropouts have multidimensional drivers, some of which cannot be addressed directly by the proposed program (such as poverty levels and opportunity costs associated with participation in education), the program addresses systems and classroom level drivers by supporting, among others, (i) the rollout of an improved curriculum that allocates greater time for firming up foundational knowledge, (ii) targeted instruction for pupils falling behind, (iii) skilling up teachers through continuous coaching, and (iv) launching a learning accountability framework. The combined impact of these interventions is expected to alleviate pupils' accumulation of knowledge gaps that may eventually lead to repetition and dropping out of school.

The proportion of trained teachers increases by level, and has increased through the years, especially between 2011/12 and 2017/18. In 2017/18 the proportion of trained teachers reached 75% for kindergarten, 83% for primary, and almost 92% for JHS[40]. The proportion of trained teachers in special needs schools is higher than that in regular schools and pupil-teacher ratios (PTRs) are lower in special schools compared to regular schools, ranging from 7 to 11. The ESSP sets a PTR target ratio of 35 for KG and primary PTR as a measure to improve internal efficiency of the sector, with present levels for KG and primary PTR standing at 29. However, as shown in Table A below, there are large regional disparities in PTRs and weak correlation between the number of students and teachers at the district level.[41]

Table A. PTR and PTTR in public basic education by regions (source: EMIS 2017/2018)

Region	KG			Primary			JHS		
	% Trained	PTR	PTTR	% Trained	PTR	PTTR	% Trained	PTR	PTTR

[34] World Bank, GALOP Project Appraisal Document, October 2019
[35] World Bank, GALOP Project Appraisal Document, October 2019
[36] Ghana Education Sector Analysis, 2018
[37] Ghana Education Sector Analysis, 2018
[38] Ghana Education Sector Analysis, 2018
[39] Ghana Education Sector Analysis, 2018
[40] Ghana Education Sector Analysis, 2018
[41] Ghana Education Sector Analysis, 2018

Ashanti	81.4	24	30	87.8	26	30	94.2	13	14
Brong Ahafo	71.3	24	24	81.6	26	32	91.1	13	14
Central	74.3	26	35	83.0	29	35	92.3	14	15
Eastern	80.3	22	27	88.2	23	27	92.2	12	13
Greater Accra	87.8	30	34	93.3	***37***	***40***	95.2	19	20
Northern	75.1	***51***	***68***	80.6	***36***	***44***	89.7	17	19
Upper East	69.9	34	***49***	78.8	32	***40***	88.1	14	15
Upper West	69.7	***38***	***54***	74.4	30	***41***	84.5	13	15
Volta	73.2	28	38	86.6	28	32	91.6	13	14
Western	64.1	35	**54**	76.0	31	***40***	86.8	17	19
TOTAL	**75.2**	**29**	**39**	**83.8**	**29**	**35**	**91.5**	**14**	**16**

Districts in the north of Ghana have a shortage of teachers, while districts in the south have a surplus[42]. In Northern and Upper East and West regions, the preprimary and primary PTRs are high above the ESP 2018-2030 target of 35:1. Discrepancies across regions grow further in terms of pupil to trained teachers ratios (PTTRs). The proposed program, through its equity strategy, focuses its support on the 10,000 most disadvantaged schools, many of which are in the regions with disproportionately higher PTRs and PTTRs, and aims to decrease the share of schools with PTTRs higher than 50:1. In addition to the substandard teacher allocation, teacher turnover is high and variable, with a national average of 12 and 18 percent for KG and primary, respectively[43]. On average, 20 percent of teachers are placed in schools where they are not proficient or are only partially proficient in the language of instruction and 18 percent of pupils do not speak the language of instruction that is used or taught in their schools[44]. The proposed program tackles the above described disparities through a two-prong approach – at systems level, it supports the development of a mechanism for more equitable deployment and allocation of teachers; at policy implementation level, it incentivizes the practical enforcement of this mechanism in an equitable manner through results-based financing that rewards the decrease of the share of schools with PTTRs higher than 50:1.

1.2.4. **Monitoring of Sector Performance:** The MOE leads the sector planning process in close collaboration with the Education Sector Working Group (ESWG, the local education group in Ghana), which includes representatives from all education government agencies, development partners and the Ghana National Education Campaign Coalition (GNECC) comprising all teacher unions and the CSOs active in Ghana's education sector. At the regional and district levels, education operational plans are created to align with the ESMTDP, both reflecting and informing the School Performance Improvement Plans (SPIPs). MOE, with inputs from all vertical tiers of education governance, reports on the progress toward achieving the objectives laid out in these plans in an annual joint sector review conference. The latter was recently branded as the National Education Week (NEW) that includes an Evidence Summit reviewing rigorous evidence (global, regional, and within the country) of effective education interventions to inform the country's education policies and reform agenda. NEWs have been held regularly, and the key conclusions, decisions and directions for future improvements have been documented in aide memoirs. NEWs have been inclusive (with participation from all key

[42] Ghana Education Sector Analysis, 2018
[43] Ghana Education Sector Analysis, 2018
[44] Ghana Education Sector Analysis, 2018

education stakeholders, including teacher unions and CSOs represented in GNECC) and comprehensive (reviewing achievements and challenges across all educational cycles and subsectors). Education Sector Performance Review reports (ESPR) are produced every year to take stock of progress against the ESSP and the ESMPTDP targets. However, the production of the ESPRs is not always aligned with the timing of the NEWs.

2. Fixed Part Requirements

2.1. **Requirement 1**: **A credible, endorsed Education Sector Plan (ESP):** In November 2018 the Government of Ghana adopted its third Education Strategic Sector Plan covering the period 2018-2030 (ESSP 2018-30) along with the Education Sector Medium-Term Development Plan (ESMTDP) for the period 2018-21. The Plan is guided by the overall vision of "transforming Ghana into a Learning Nation" through "a dynamic sector that prepares and equips all Ghanaians with relevant education and skills to promote socio-economic development and national orientation".

The ESSP 2018-30 and the ESMTDP are holistic, covering basic and secondary education, TVET, non-formal education, and tertiary, with strong equity and inclusion lens as evidenced by the planned interventions focused on inclusive and special education and improving gender parity in JHS and later education stages. The plan's development process was participatory, involving CSOs, teachers' unions, local and international NGOs, and the private sector by organizing a series of meetings in different parts of the country. An independent appraisal of the ESP was completed in June 2018. The early draft of the ESSP was also assessed against the GPE quality standards. Six out of seven standards were assessed to be met, with concerns regarding the ESSP's achievability due to the budget pressures arising from the free SHS rollout. This issue was duly considered and subsequent revisions to the costing and financing framework were made. While the funding gap is estimated to reach 2.5% in 2018, 10.9% in 2019, 11.3% in 2020 and 11.1% in 2021[45], these figures do not reflect the cabinet approved annual 3 percentage point increase of the education budget as percentage of the government national budget for 2018-2021, since these increases are subject to annual requests from MOE and cannot be regarded as fixed automatic increments[46].

The development partners and CSOs participating in the Education Sector Working Group have reviewed and endorsed the ESSP 2018-30 in January 2019 and the final updated ESSP 2018-30 and ESMDTP 2018-21 were submitted to the Secretariat in April 2019, along with a MOE memorandum dated March 19, 2019 specifying the financial implications of ESSP 2018-2030.

Conclusion: The Secretariat deems that Requirement 1 is met.

Requirement 2: **Evidence of commitment to ESP and its financing:** Domestic education financing in Ghana is mobilized from the Government Budget, Internally Generated Funds (IGF, representing SHS and tertiary education fees), Ghana Education Trust Fund (GETFund, an earmarked proportion of VAT), the Annual Budget Funding Amount (ABFA, an earmarked proportion of oil revenue) and the District Assemblies Common Fund (DACF). The nominal domestic education expenditure has been

[45] World Bank, GALOP Project Appraisal Document, October 2019
[46] World Bank, GALOP Project Appraisal Document, October 2019

growing steadily over the past decade at a much faster rate than the donor support. The latter maintained a share of 4-5% in the total education expenditure until it shrank to 1% in 2017.

As per data in the domestic financing matrix submitted by the Government as part of the application package, the share of the domestic education expenditure (excluding IGF) in the total government expenditure exceeded the GPE benchmark of 20% in 2017 (23.5%) and 2018 (25.7%) and is projected to stay above 20% in 2019 (20.4%), 2020 (21.3%) and 2021 (20.2%). The latter exclude the 3-percentage point annual increase of the government financing for education in the total government budget approved by the cabinet for the period 2018-2021.

The nominal allocations by sub-sector between 2015 and 2017 grew at all levels of pre-tertiary education, with 2017 shares of 6.5% for KGs, 20.8% for primary education, 17% for JHS, 26.4% for SHS, 2% for TVET and 22.5% for tertiary education[47]. Over the past 8 years, Ghana's primary completion rate has persistently exceeded 90% (reaching 94% in 2018), therefore the sub-requirement or 45% share of primary education in government spending on education does not apply.

More than 95% of the domestic government education financing is expended on wages and salaries, leaving only about 4.6 percent for non-salary expenditures, including teaching and learning materials (TLMs)[48]. Thus, almost all non-salary expenditures are from education financing sources outside of government.

The envelope of the development partners' support overlapping with the ESMTDP 2018-2021 ranges between US$365 million (confirmed programs) and US$528 million (when factoring in proposed UNICEF and USAID financing under negotiations). The proposed GPE grant of US $24.4 million would thus represent between 6.7% and 4.6% of the total donors' envelope (confirmed vs unconfirmed, respectively). Detailed information on the key education interventions supported by development partners is included in Annex 1.

Conclusion: The Secretariat deems that Requirement 2 is met.

2.2. **Requirement 3**: **Availability of Data:** A comprehensive Education Sector Analysis (ESA) was conducted in 2018 to inform the development of the ESSP 2018-2030 and the ESMTDP 2018-2021. Ghana has a well-established Education Management Information System (EMIS) that provides a wide range of data at school, district, regional, and national levels. The MOE undertakes annual EMIS census and the information collected is analyzed, reported against and used for operational management purposes. Beyond the EMIS, various agencies and departments within MOE collect additional information, sometimes duplicative. The ESSP 2018-2030 recognizes the need to streamline data collection, improve data quality and reliability, expand its use and dissemination, with a special focus on providing schools and supervisors with relevant data to support accountability. Government is strengthening the EMIS through utilization of Information Communication and Technology (ICT), including the mobile School Report Card (mSRC) supported by UNICEF and the education data dashboard developed with USAID support. The latter two will be consolidated into a learning accountability dashboard under the proposed program and will be scaled up nationally. As described in Section 1.2.2. Learning outcomes, the country conducts regular student learning

[47]49 Ghana Education Sector Analysis, 2018
[48]44 World Bank, GALOP Project Appraisal Document, October 2019

assessments, with data analyzed and used for selection purposes. The fragmentation of the current student assessments will be addressed by the proposed program through development and enforcement of a national overarching student assessment framework that will institutionalize regular assessments at primary grades P2,P4,P6 and P8 (as an upgrade to the existing NEA), will keep the high stakes BECE at P9 and WASSCE at the end of SHS) and will support the introduction of school readiness assessment for preschool children. Ghana reports regularly on all 12 basic indicators to UIS. The ESSP 2018-2030 includes specific strategies aimed at improving learning assessment and establishing a coherent national assessment framework that would build upon and further improve the existing learning assessments.

Conclusion: The Secretariat deems that Requirement 3 is met

3. MULTIPLIER

US$150 million in additional financing to the sector has been leveraged through the Multiplier.

Ghana submitted an Expression of Interest for the maximum eligible allocation of US$15 million under the Multiplier in August 2017 noting that US$50 million was being mobilized as new and additional co-financing to the sector from the International Development Association (IDA)., which secured Ghana's access to the full Multiplier Maximum Country Allocation of US$15 million. Subsequently the IDA funding was increased to US$150 million.

Conclusion: The Secretariat considers that the requirement related to the multiplier is met.

4. ESPIG

4.1. PAST ESPIG PERFORMANCE

Ghana implemented three EFA-FTI / GPE ESPIGs in the periods 2005-2006 (US$ 8 million), 2006-2007 (US$11million) and 2012-2016 (US$75.5 million), with the World Bank as a grant agent. The last GPE grant - Ghana Partnership for Education Grant (GPEG) was rated satisfactory at closing across all performance categories (project development objective accomplishment, implementation progress, monitoring, safeguards and fiduciary). The GPEG Implementation Completion Report (ICR) assessed the program efficacy and efficiency as substantial and defined the risks for the development outcomes as modest. These very positive ratings were validated and re-confirmed by the World Bank's Independent Evaluation Group (IEG)[49].

The GPEG had three main interventions, all building upon and scaling up government initiatives that had been launched or piloted before the program's effectiveness, namely (i) the provision of school grants, (ii) support for the District and Regional education administrations through district grants, and (iii) strengthening teachers' effectiveness through in-service teacher training. The success of the GPEG is attributable to the strong government ownership and leadership, the simplified project design, strong project supervision, and realistic implementation period and targets. Activities and approaches that were piloted under previous programs became the evidence-base for the GPEG (e.g., equity-based targeting, district and school grants, local capacity-building for planning and monitoring). By limiting activities to those which had already received support (and had been field-tested) in Ghana,

[49] IEG ICR Review for GPEG

GPEG was able to disburse all funds and complete project activities within a four-year period (in fact, most activities were completed by Year 3).

During GPEG implementation Ghana experienced severe external and domestic shocks due to the oil, gas, and gold prices' decline, which led to significant fiscal pressures and made it impossible to sustain the level of district and school grants provided under the GPEG. However, all other key program activities were sustained after GPEG closing, including the Untrained Teachers Diploma in Basic Education (UTDBE) program, which proved to be as effective as the existing pre-service teacher training programs at a substantially lower cost, the school and cluster-based in-service teacher training, the teacher mentors network, and the procedures instilled by the GPEG for appraising performance and promotion of head teachers and for school performance reporting by the Circuit Supervisors.

4.2. ESPIG DESCRIPTION

The proposed ESPIG includes a regular country allocation (US$ 9.4 million) and a Multiplier grant (US$ 15 million). The GPE Multiplier is leveraged through an additional funding from the International Development Association (IDA). The originally planned additional IDA funding was US$50 million, which secured Ghana's access to the full Multiplier Maximum Country Allocation of US$15 million. Subsequently the IDA funding was increased to US$150 million.

The proposed US$24.4 million ESPIG is blended with the IDA credit of US$150 million to co-finance the five-year government program Ghana Accountability for Learning Outcomes (GALOP). GALOP's IDA co-financing was approved by the World Bank Board on October 24, 2019 and is expected to become effective in January 2020, while the effectiveness of the ESPIG part is tentatively scheduled for February 14, 2020. The GALOP is targeted at the basic education sub-sector including KG (KG1 and KG2) and primary (P1 to P6) grades and consists of system-level interventions of national scope as well as learning interventions targeting about 10,000 public basic schools (about half of the total) experiencing the greatest challenges in terms of learning outcomes and resourcing. The selection of these schools is based on a rigorous school-based targeting methodology that blends learning disadvantage and poverty as key targeting factors.

Drawing on the GPEG success and lessons learned, GALOP supports and scales-up government initiatives and pilots with history of positive results and confirmed government ownership (accountability dashboard, school learning grants and district grants), takes forward promising interventions implemented recently by other development partners and provides leverage for their future support to the Ghana education sector.

The program' development objective (DO) is to improve the quality of education in low performing public basic education schools and strengthen education sector equity and accountability in Ghana. The accomplishment of the DO is measured by four outcomes: (1) increased percentage of targeted schools with teaching practices meeting inspection standards; (2) students benefitting from direct interventions to enhance learning (gender disaggregated); (3) increased percentage of targeted KG and primary schools with pupil trained teacher ratio below 50:1; and (4) increased number of schools using accountability dashboard data during cluster level meetings. The DO indicators measure

improvements in the quality of education in low performing basic education schools, strengthened education sector equity and strengthened education sector accountability.

The program is structured in four components. The first three use a results-based financing (RBF) with disbursement linked indicators (DLIs), totaling US$160 million, or 92% of the total program costs. The fourth component would be disbursed based on World Bank investment project financing (IPF) guidelines, including regularly updated implementation, procurement and training plans, reviewed and cleared by the World Bank.

Component 1 (DLIs allocation of US$50million, of which US$5 million from the GPE ESPIG) aims to strengthen teaching and learning through (i) teacher capacity building and innovative delivery of in-service training, (ii) instructional leadership and (iii) provision of teaching and learning materials (TLMs). Specific activities include in-service training on the new curriculum and on targeted instruction, training of district support teams and school heads to enable school-based support and instructional leadership and coaching, and provision of TLMs for the new curriculum and appropriate TLMs for KG and students with disabilities.

Component 2 (DLIs allocation of US$63million, of which US$5 million from the GPE ESPIG) seeks to strengthen school support and resource systems by (j) providing learning grants for learning focused activities, (ii) strengthening district education management capacity so they can support schools to develop, implement, and monitor School Performance Improvement Plans (SPIPs), and (iii) supporting school management committees (SMCs) for enhanced citizen engagement and capacity for accountable and transparent financial management of resources.

Component 3 (DLIs allocation of US$47million, of which US$8 million from the GPE ESPIG) aims at strengthening accountability by developing and implementing a (i) learning accountability framework, (ii) national assessment strategy, and (iii) policy reforms for efficient education sector human resource management. The component will support the development of digitized accountability data systems including harmonized lesson observation, digitized EMIS annual school census, and real time accountability data dashboard. The national assessment strategy will be rolled out with the implementation of a national P4 learning assessment. The component will also support the development and approval of policy reform to improve teacher efficiency.

Component 4 (US$13.9 million, of which US$5.9 million from the GPE ESPIG) provides technical assistance, support for institutional strengthening, monitoring, and research. The ESPIG's allocation for the grant agent's implementation support is in the amount of US$0.5 million.

GALOP's theory of change addresses GPE's strategic goals of equity, efficiency and learning outcomes. The program is aligned with the ESP/ESMTDP, mainstreams implementation through the Ministry of Education and the Ghana Education Service and promotes monitoring of the agreed results through existing EMIS/ESP indicators, where relevant. Compared to the previous ESPIG (GPEG), GALOP improves the alignment in two areas – (i) GALOP is included in the Medium-Term Expenditure Framework, and (ii) the financing is disbursed to a specific treasury account (as opposed to a commercial bank account under GPEG).

GALOP is sensitive to gender and disability inclusion issues and supports the following related interventions:

- Component 1 includes sensitization on child protection, safe schools, and disability inclusiveness, intended to help address issues related to school-based violence (SBV), among others;
- The KG teacher training under Component 1 includes disability screening, sensitization on school-based gender-based violence (GBV) and inclusive pedagogy to ensure timely identification and adequate response to special education needs of students;
- Component 4's TA will review the teachers' handbook/code of conduct to monitor and promote child-friendly school environments and the planned communication campaigns will sensitize teachers and communities on inclusive education and GBV;
- Measurement of gender stereotyping and skewed gender perceptions in teacher behavior through the lesson observation tool;
- Gender disaggregation of DO-level indicator on number of students directly benefiting from interventions to enhance learning;
- Provisions for the assessment of students with special education needs will be included in the development of the National Assessment Strategy;
- The reconstitution of SMCs will encourage increased participation of women in school governance, as well as the participation of students with disabilities and/or parents of students with disabilities where possible;
- Improving data collection on students with special education needs for enhanced resource allocation and planning. The accountability dashboard will cover all public basic schools in Ghana, including special schools for students with disabilities. It will include a module on enrolment, type of learning disability, and attendance of students with special education needs.

Table C: ESPIG Components and Costs

		GPE Financing US$	% of total GPE	World Bank Financing US$	Total Amount US$	% of total
	Total MCA	24,400,000				
Fixed Part						
Program Component						
A	Component 1. Strengthen teaching and learning through support and resources for teachers (RBF, includes all results under DLI 1)	5,000,000	20.5%	45,000,000	50,000,000	28.7%
B	Component 2. Strengthen school support, management and resourcing (RBF, includes all results under DLI 2)	5,000,000	20.5%	58,000,000	63,000,000	36.1%

C	Component 3. Strengthen accountability systems for learning (RBF, includes results under DLI 3, 4, 5 except DLIs 3.2, 4.3, 5.1 and 5.2, which constitute the Variable Part)	See Variable Part		30,000,000[50]	30,000,000	17.2%
D	Component 4. Technical assistance, institutional strengthening, monitoring, and research (IPF)	5,900,000	24.2%	8,000,000	13,900,000	8.0%
	Sub-total of Components	**15,900,000**	**65.2%**	**141,000,000**	**156,900,000**	**90.0%**
Grant Agent's Implementation Support Costs		**500,000**	**2.0%**	**0**	**500,000**	**0.3%**
Variable Part						
A	Equity: Improved equity in the distribution of KG and primary trained teachers in targeted schools (DLI 5.1 for KG and DLI 5.2 for primary schools)	3,000,000	12.3%	4,000,000	7,000,000	4.0%
B	Efficiency: Improved accountability for learning in public basic schools (DLI 3.2)	3,000,000	12.3%	3,000,000	6,000,000	3.4%
C	Learning Outcomes: Improved proficiency in P4 mathematics and English in targeted schools (DLI 4.3)	2,000,000	8.2%	2,000,000	4,000,000	2.3%
	Sub-total Variable Part	**8,000,000**	**32.8%**	**9,000,000**	**17,000,000**	**9.7%**
GRAND TOTAL (with Grant Agent's Implementation Support Costs)		**24,400,000**	**100%**	**150,000,000**	**174,400,000**	**100%**
Agency Fees		427,000				

4.3. assessment of the program document

For the Ghana application, the GPE Secretariat quality assurance was conducted as part of the quality assurance 'fit for purpose' pilots. The pilots with the World Bank seek to improve efficiency and reduce transaction costs and include more flexible timeframes for quality assurance activities and providing GPE Secretariat comments to Grant Agent review meetings. At the QAR 1 stage, the Secretariat provided summary comments on the project concept note (PCN) and participated in the GA concept note review meeting. The Secretariat subsequently provided written comments as inputs to the Grant Agent Quality Enhancement Review (QER) and decision meeting on the pre-appraised PAD. At the QER stage, Secretariat comments focused on the program design (including on targeting of schools and interventions), sustainability of district and learning grants, institutional arrangements and variable

[50] The Project Appraisal Documents indicates US$ 39 million IDA allocation for Component 3, however, the table format here treats the variable part separately from components. Since US$9 million of the IDA allocation under Component 3 support the variable part disbursement linked results, this amount is deducted from Component 3 and added to the IDA Variable Part section.

part strategies proposed in each of the three dimensions. At the time of the QER, the draft PAD did not include a detailed costing, but this has since been completed. QAR II recommendations on program quality standards and the variable part have been addressed in the final application.

The **program design** is strong and aligns well with the GPE objectives of equity, efficiency and learning outcomes. The RBF modality and the use of government systems promote the GPE objectives for better alignment to government systems and their strengthening. GALOP directly supports the implementation of Ghana's ESSP 2018-2030 and the ESMTDP 2018-2021. It addresses critical evidence-based challenges identified in the ESA and ESSP and support Ghana's efforts to improve learning outcomes (Component 1) and efficiency (via measures to improve accountability of staff responsible for improving learning outcomes, Components 2 and 3), with an equity lens – by targeting schools that show lower levels of learning, with lower share of trained teachers and located in areas of higher poverty levels. It draws on existing evidence and builds upon experiences and pilot initiatives with confirmed success and ownership. The program components are anchored in a logical results chain connecting interventions, outputs and outcomes in a coherent manner. GALOP's core activities around improving teaching and learning, school learning grants and accountability dashboard scale up existing successful programs.

The **program budget** reflects GALOP's almost exclusive results-based financing design, whereby 92% (US$160 million) of the US$ 174.4 million budget is based on DLI/DLRs and only 8% follow the IPF approach. The government and the Grant Agent have gone through a rigorous process to establish the costs associated with meeting the DLI targets. GALOP's budget goes towards filling the ESSP's cumulative funding gap of GHS 4,835 million or US$988 million during the GALOPs implementation period. The program covers almost 18 percent of the funding gap, and its resources are specifically channeled towards the US$385 million required to accomplish the Government's objectives for improved basic education quality and stronger accountability in service delivery. The distribution of the budget across components and the implementation period is balanced and commensurate with the ambition of the DLRs. The GPE financing is to be disbursed in all program implementation years (1 to 5). The variable part represents almost 33% of the ESPIG. The GA's implementation support costs are in the amount of US$500,000 - 2 % of the ESPIG. At US$100,000 per year, this is commensurate with the grant size.

The GALOP's **monitoring and evaluation** is aligned to the ESSP 2018-2030 and anchored in government systems. As the proposed program provides more granular measurement of the ESSP interventions with respect to accountability and learning outcomes, it is advisable that the ESSP monitoring framework is updated using GALOP results measurement as part of the upcoming sector plan review process and the annual NEWs. The strategies and methods for monitoring activities and results are clearly described. The DLI/DLR verification and disbursement protocols clearly show the methods, the stakeholders involved and how capacity building of DLI verification agents will be strengthened. The results framework is appropriate and comprehensive, with clear indicator definitions, measures, data sources and proposed verification agents, the outcomes and outputs are well articulated and use gender disaggregation for GALOP outputs and outcomes where relevant (e.g. results measuring direct beneficiaries, such as students and teachers).

As for **fiduciary, implementation arrangements, and readiness**, the implementation uses the existing government systems, mainstreaming responsibilities into MOE and GES departments while strengthening their capacity. Implementation arrangements are clearly described, determining the responsible actors and their roles at activity level, and detailing the processes for financial management, procurement management, the flow of funds, and the role of the grant agent in the implementation support and oversight. GALOP was approved by the World Bank Board on October 24, 2019 and the IDA part is ready for implementation in January 2020, while the GPE funded portion is anticipated to become effective in February 2020.

GALOP includes a rigorous **risk identification** matrix with relevant **mitigation measures**. All key risk types are discussed, with most risks assessed as moderate except technical and implementation capacity risks, which are defined as substantial (the step in-between high and moderate in a scale that ranges from low to high risk). Technical risks assessment is rated by the Grant Agent as substantial; the reason given is the ambition of the program to target improved learning outcomes in the 10,000 most disadvantaged schools (variable part learning indicator). These schools' most recent NEA assessment results deteriorated between 2016 and 2018, reversing this trend is a significant stretch. This is further confounded by the potential adverse effects of attaching financial incentives (RBF/VP DLI) to learning results gains measured through tests, which may result in test gaming to meet predefined assessment targets, thus flawing the very purpose of learning assessments. Key mitigation measures are (i) limiting the amount of incentives (US$ 4 million, of which US$ 2 million from the GPE ESPIG) and (ii) the absence of a pre-defined target for the percentage of learners achieving proficiency in the related DLI that could otherwise serve as a perverse incentive to make the results look accomplished through test gaming. Notwithstanding these pitfalls, the use of an RBF modality is seen as a safeguard for maintaining a results-orientation amidst budget uncertainty.

Regarding **sustainability,** the program promotes system-wide reforms and behavioral changes in teachers and support structures that are likely to persist beyond the GALOP time line. These include (a) training of teachers in targeted instruction and structured pedagogy; (b) increasing inclusiveness in education by teaching at the right level of the child; (c) reforming the role of the circuit supervisor from an inspector to an instructional coach and mentor; (d) training head teachers in instructional leadership; (e) increasing the use of data for decision making through the creation of an integrated accountability dashboard and institutionalization of cluster-level data sharing meetings; and (f) policy reform to improve teacher performance, deployment, and professional development. Sustaining the quantities of provided inputs such as TLMs or the school learning grants will remain a challenge. However, these one-time inputs to support the roll out of the new curriculum and the introduction of targeted instruction and structured pedagogy will provide a strong foundation for improved learning and provide the MOE with robust evidence to support these interventions after the program if there are positive impacts on learning.

As discussed earlier in this report, the program is strong in terms of **aid effectiveness** and marks a clear improvement compared to the previous ESPIG. It is fully aligned with the ESSP 2018-2030, reflects the consensus of the ESWG, implementation is mainstreamed in MOE and GES and follows a harmonized approach to monitoring and reporting. The extent to which the country systems for

accounting, audit, and procurement will be used is well described and clearly shows an improved alignment. The independent verification of DLIs/DLRs seeks to use country-based institutions to the extent feasible.

5. Variable Part

5.1. **Description of the variable part:**

While much of the GPE financing (US $ 18.0 million) is programmed as results-based financing and allocated across five groups of DLRs, there are four higher order outcome DLRs under DLIs 3,4, and 5 that are linked to US $8 million of GPE financing (33% of the ESPIG) and US$ 9 million from IDA, identified as 'Variable Part' governed by strategies for improving the equity, efficiency, and learning as follows:

The **equity strategy** seeks to increase the percentage of primary and KG schools with PTTR below 50:1 in a bid to improve retention and learning outcomes. The schools exceeding the 50:1 PTTR are concentrated predominantly in the educationally and economically most disadvantaged regions of Ghana and are part of the 10,000 most disadvantaged schools targeted by the program. In these schools the average PTTR in KG and Primary is 39:1 and 37:1, respectively. However, in approximately 25 percent of them the PTTR is above 50:1. Given the share of public budget spent on teacher remuneration, disparities in trained teacher allocation reflect a disparity in the allocation of public resources, which disproportionately and negatively affect these already disadvantaged schools.

GALOPs fixed part sub-component 3.3 supports teacher policy reforms for efficient education sector human resource management, administrative and leadership practices, thereby improving equity in the distribution of trained teachers. These will include teacher recruitment, deployment, transfer and incentive policies, merit-based selection of head teachers, review of teacher norms, review of teacher establishment and vacancies at the school level, and introduction of dedicated time for professional development in the instructional calendar among others.

The equity strategy under the variable part will provide incentives for practical implementation of the above policy reforms with focus on the most disadvantaged schools, including the targeted 25% worst-off schools (with PTTRs above 50:1). Review and implementation of the teacher recruitment, deployment, transfer and incentive policies will allow for data driven reallocation of existing teachers and deployment of new teachers. The MOE recognizes the dividends of rationalizing teacher deployment, providing specialized training for KG teachers, and introducing merit-based school leadership but is aware of the political challenges and substantive risks involved in implementation, which has led to the inequitable teacher allocation in the past. The equity strategy will impact learning outcomes by reducing class sizes, boosting teacher morale and motivation and increasing opportunities for teachers to engage in professional development.

The anticipated impact of the equity strategy is a 15 percentage points increase (from the present 75% to 90%) of the share of disadvantaged KG and primary schools with PTTR below 50:1. This equals to approximately 1,500 worst-off schools with improved PTTR. This target represents a 'stretch' as it focuses on the allocating teachers to schools that have insufficient trained teachers or

that have struggled to retain trained teachers. Further, by disaggregating at the KG level, the DLR focuses on improving quality at the early childhood education level, which is equity enhancing.

The KG related DLR 5.1 will trigger prorated disbursement of US$2 million from the ESPIG and US$2 million from IDA. This DLRs also leverages the outcomes targeted by the GPE financed BELDS initiative in Ghana (with UNICEF as a grant agent), under which a national early childhood education costed implementation plan has been developed. GALOP and BELDS reinforce each other, with the former providing incentives for accomplishment of the targets embedded in the BELDS and transferred into the design of GALOP in the form of a KG focused DLR.

The primary PTTR related DLR 5.2 (Component 3) will trigger prorated disbursement of US$1 million from the ESPIG and US$2 million from IDA;

Efficiency strategy: The efficiency strategy is to establish and operationalize an 'accountability for learning' framework at central and decentralized levels, drawing on Component 3 activities (e.g., harmonization of school inspections and creating a dashboard with real-time information on school performance against key indicators) and shown though the results chain of DLR 3. Targeted schools will participate in cluster-level meetings held to discuss data from the accountability dashboard. It is considered a stretch indicator since it requires the development of a functional accountability for learning framework, a complete integration of existing data systems, development of a dashboard that is accessible and informs decision making, collection of real-time data on all basic education schools annually, automated development of school report cards, a comprehensive communications campaign to improve citizen engagement and finally organization of cluster-level meetings with heads of schools as well as SMC members. Further, by including learning outcomes with accountability indicators in the dashboard, the framework allows for data to be used to improve learning.

The target for disbursement is that by the end of the program 70% of all schools participate in annual meetings to discuss performance data and encourage best practices and knowledge exchange between schools. Meetings are to be organized by circuit supervisors to "discuss data collected on the accountability dashboard (including national, regional and district level comparisons) and to encourage sharing of best practices, knowledge, and innovation between schools within a cluster" (p. 25). Performance indicators to be discussed include teacher absenteeism, student attendance, amount of capitation grant received and number of circuit supervisor visits. This relatively 'softer' approach to improving accountability (e.g., identifying school that are ahead / behind and discussing in a public forum) has shown promise in the USAID Partnership for Learning program[51] and is relevant toward the more efficient, learning-focused, use of resources.[52]

The accomplishment of the efficiency focused DLR 3.2 (Component 3) will trigger prorated disbursement of US$3 million from the ESPIG and US$3 million from IDA.

[51] USAID Partnership for Learning. The project is focused on improving reading and mathematics performance in primary schools in Ghana in KG2 to P2 through structured pedagogical support and INSET, and targets 100 districts.
[52] Akyeampong,K. (2017). Accountability in the Education Sector: The case of Ghana. Background Paper, Global Education Monitoring Report. 2017. In this background paper, Akyeampong recommends that "decentralization policy must also shift the emphasis away from accountability through administrative mechanisms to community-accountability and empowerment initiatives to improve the quality of education" – an objective to which the accountability dashboard and annual meetings approach seeks to support progress toward.

Learning outcomes strategy: This strategy aims to reverse the downward trend in P4 pupil learning outcomes in the targeted 10,000 schools and increase the share of students reaching proficiency level in math and English within the 5-year timeframe of the program. 'Proficiency' is defined as an (individual) test score with at least 55 percent of the items correct (19.25 items correct on the P4 tests). As discussed in Section 1.2.2, Ghana has low learning outcomes that have remained stagnant at national level over the last five years and worsened for the most disadvantaged schools. To address this issue, GALOP's fixed part component 1 would provide teacher training on the new curriculum, targeted instruction and structured pedagogy, training on school support and instructional leadership, and supplementary TLMs. Fixed part component 2 would provide learning grants as a top-up to the capitation grant and expenditure guidelines with a menu of activities focused on improving learning. These interventions are expected to improve the quality of teaching practices and the resource level of the school, which will ultimately ameliorate low learning outcomes. The learning outcomes strategy is well-articulated in the chain of results outlined in DLRs 1, 2, and 4.

Learning outcomes will be tracked during the program life through the introduction (as part of the new national learning assessment framework) of a test at the P4 level modelled around the present NEA P4 assessment. The latter has so far been sample-based, biennial, and includes private schools, therefore the last assessment conducted in 2018 would not be comparable and representative of the targeted schools. The program will support a revised assessment of P4 pupils in targeted schools, with baseline established in either 2020 or 2021, thus allowing two or three assessment rounds within the project lifetime. The remodeled P4 assessment will continue to be administered biennially and is presently planned to be census based, encompassing all public and private basic schools in Ghana, including all 10,000 targeted schools. However, given the cost implications of a census assessment as well as considerations around maintaining the assessment as low-stakes, the program stipulates that the National Assessment Strategy currently being prepared as a Year 0 DLI, will determine whether the test will be census based or sample based. In case the design is shifted towards a sample-based assessment, the P4 test will cover a representative sample of the 10,000 targeted schools. Measurement errors with regards to sample-based assessments would be mitigated through technical assistance for test item development, Item Response Theory and analysis of results, as well as having an operational plan that will include piloting of the assessment before it is scaled. The independent verification agent (IVA) and the Grant Agent will also provide quality assurance to minimize sampling biases and measurement error.

The learning outcomes DLR 4.3 disbursement of US$2 million from the ESPIG and US$2 million from IDA will be triggered by any increase from the baseline of P4 pupils in targeted schools achieving proficiency in mathematics and English. The endline measurement will occur in 2023 towards the end of the GALOP.

5.2. Assessment of the variable part

Sector Alignment: The proposed strategies and indicators are aligned to the ESSP 2018-2030 and have been validated through the ESWG (Ghana's LEG). The ESSP envisions (i) implementation of an accountability for learning framework, materialized in the GALOP's **efficiency** strategy and its corresponding DLR, (ii) improved learning outcomes though a package of interventions, which GALOP

supports and measures through the **learning** DLR, and (iii) equitable distribution of teachers, an ESSP 2018-2030 priority measured by the share of districts with appropriate (with ESSP national average benchmark of 35:1) PTR at primary level, which corresponds to the GALOP's **equity** DLR that focuses on the worst off schools where PTRs and PTTRs are far above the recommended level.

Relevance of selected strategies on equity, efficiency and learning: The strategies presented in Section 4.1 show the clear linkage between the strategies, the objectives they pursue and the indicators measuring the equity, efficiency and learning outcomes dimensions. The **equity strategy** seeks to resolve a significant disparity in PTR and PTTR that negatively affects retention and learning at the most disadvantaged Ghanaian primary schools. The **efficiency strategy** builds on rigorous global evidence that public sharing of school performance information has positive impact on accountability for results, further confirmed by the pilots already implemented in the country. The program goes beyond the mere establishment and operationalization of the accountability dashboard for sharing of performance information by setting a target for active use of the dashboard at school and district levels. The **learning strategy** capitalizes on the multiple quality focused program interventions, resourcing for learning improvements and learning accountability to raise the share of pupils achieving proficiency in math and language, thus addressing the stalled progress in learning outcomes observed in recent years in Ghana.

Transformative effect: The equity and learning strategies focus on the most disadvantaged Ghana's primary schools in terms of performance (10,000 schools), while the efficiency strategy covers the entire system. The **equity strategy** clearly outlines a process for identifying technical and operational elements needed to drive change in the medium term with respect to more equitable teacher deployment and allocation, including a review of the existing policy for teacher deployment and transfers, followed by implementation of data driven deployment and decentralized teacher recruitment. Given the share of public budget spent on teacher remuneration, decreasing the PTTR for disadvantaged KG and primary schools can be considered to have a transformative effect on equity. The **efficiency strategy** seeks to operationalize and fully utilize in the medium term a systemwide 'accountability for learning' framework that involves school monitoring and reporting, assessments, targeted support measures for low performing schools, teacher conduct compliance processes. Presently there is a legacy of successful donor-led pilots (mobile schools report cards by UNICEF and the learning dashboard by the USAID) that have been geographically restricted – GALOP builds on them, consolidates and enhances their scope, scales them nationally and incentivizes their regular use by school and district levels, which signifies the transformative effective of the strategy. The **learning outcomes strategy** manifests the government's commitment to implement a series of interlinked interventions (all included as interventions under the four components of GALOP) in the 10,000 lower performing schools over a five-year timeframe. As improvements in learning outcomes is the ultimate goal of all program interventions, it represents a high order outcome, the improvement of which would signify a system transformation, especially in view of the downward trend in learning results observed between 2016 and 2018 for the most disadvantaged schools. This strategy represents a stretch for three main reasons. *First*, public expenditure in education is inadequate to cover improvements in quality or any other non-salary investments after spending over 95 percent on teacher salaries and compensation. In such a resource-constrained environment, there are severe challenges to improving

the quality of learning and the quality of teaching practices, especially for existing teachers in low performing and under-resourced schools. *Second*, achieving these targets requires behavioral changes in teachers arising from improved school leadership, mentoring, and support. This represents a shift from the traditional business-as-usual teacher-inspector, teacher-school leadership, and teacher-student roles to create a conducive environment for learning. Achieving these results will translate into improvements in learning outcomes and ensure sustainability through behavioral change. *Third*, the strategy aims at achieving a reversal of a downward trend. In 2016, percentage of P4 pupils with proficiency in mathematics and English was 22 percent and 37 percent respectively. In 2018, these figures fell to 19 percent for mathematics and 25 percent for English. While a baseline for the revised assessment will be established in 2020 or 2021, these figures provide evidence of the low learning outcomes and downward trend registered in recent years. This indicator measures expansion of the share of pupils achieving proficiency in the GALOP-targeted schools, which are targeted as low performing from the onset – as such, achieving improvements in learning outcomes in these schools presents a greater stretch than at the national level.

Adequacy of indicators and targets: Clear baseline and target values are provided for the indicators for all three dimensions (equity, efficiency and learning outcomes). The **equity strategy** seeks to raise the share of schools and KG with a PTTR below 50:1, with KG's baseline and target at 74% and 90% respectively, and with primary schools' baseline and targets at 75% and 90%. The results-based financing is scalable for year-on-year percentage point increases. With GALOP targeting the 10,000 schools with greatest challenges, this strategy has the potential to incentivize change in approximately 1,500 KG and primary schools, which appears an ambitious target, mitigated in part by the provision of scalable disbursement. The equity DLRs 5.1 and 5.2 include co-financing of US $7.0 million, of which 3.0 million is GPE financing. The **efficiency strategy** pursues a wider use of the accountability dashboard data as measured by the number of schools participating in circuit level accountability meetings where the school performance data will be discussed. The baseline is zero and the target is 15,000 unique schools, which means that 70 percent of Ghana's public basic schools will be reporting on and using the accountability dashboard data, which is an ambitious target involving school management teams' behavior and mindset shifts anticipated to materialize within the life of the program. The efficiency DLR 3.1 includes co-financing of US $6.0 million, of which 3.0 million comes from the GPE ESPIG. The **learning outcomes strategy** should increase the share of P4 pupils in targeted schools who achieve proficiency in Math and English. The baseline will be provided in 2020 or 2021 following the roll out of the revamped national assessment tools, with the indicator measured again at the end of the program to show progress. There are some risks to meeting this target, including ensuring the validity of the baseline measure. Improving learning outcomes may be more difficult to achieve in the schools targeted as those are generally lower performing schools. Rewarding any improvements rather than a prescribed target for this indicator is justified as learning outcome assessments linked to DLIs could lead to false reporting, exam fraud, and a lack of disbursement if targets are not achieved. This risk resulted in elevating the program's technical risk to substantial. While it is important to not allow flawed administration of the upgraded national assessments for the sake of prescribed targets, the Ministry of Education will provide a definition of "increase from baseline" once the baseline is determined and will update the operational manual of the assessment to

define a statistically meaningful increase that will serve as a guiding standard for the DLR disbursement decision.

Reliability of means of verification: The means of verification are fully described and appear reliable with verification protocol and roles and responsibilities clearly stated. Independent verification is provided for all VP indicators (efficiency DLR 3.2, learning DLR 4.3, and equity DLR 5.1 and 5.2) and the rules for scalable disbursement / partial disbursement are clearly stated. Potential candidates for independent verification agents (IVA) are identified in the program document and their independence relative to the outcomes to be verified is extensively discussed. The roles of government and Grant Agent with respect to the selection of the IVAs are defined in the legal covenants of the program and described in detail in the Financing Agreement (FA). The verification costs are covered under budget for component 4.2 of the program. The program document does not describe how the ESWG (the LEG) will be consulted on the variable part DLIs. It is therefore recommended that the results from verification of the variable part DLIs/DLRs are shared for discussion at the ESWG before their disbursement.

Clarity and adequacy of disbursement mechanism. The disbursement mechanism is clearly described and appears adequate. The disbursements will be made to reimburse the Government of Ghana for paying out the teachers' salaries, which is the eligible expenditure program adopted by GALOP.

6. Recommendations

The Secretariat advises that the Grants and Performance Committee (GPC) approve the US$24.4 million ESPIG to Ghana. The Secretariat's advice is based on the assessment that Ghana has met GPE funding requirements, and the proposed program has met GPE quality standards for both fixed and variable parts. The proposed program is strong and relevant in the country context and well aligned to the country's sector plan. The Variable Part indicators are focused on key sector results and their transformational nature is clear. Based on the findings from the final readiness review, the Secretariat suggest that GPC consider the following decision points:

- The variable part learning outcome DLR disburses against any increase from the baseline (without qualifying the increase) of the share of pupils achieving proficiency in the P4 assessment. A meaningful increase in the percentage of pupils with proficiency will be articulated once the baseline assessment is completed and the project implementation manual will be updated accordingly to guide the DLR disbursement decision after the P4 endline assessment. It is recommended that the updated project implementation manual featuring a definition of a meaningful increase be furnished to the Secretariat after the baseline assessment is completed.
- The program does not specify a consultative mechanism with the ESWG on the variable part DLI/DLR accomplishment. It is therefore recommended that such mechanism is established in the program implementation manual ensuring that the variable part DLI/DLR verification results are shared for discussion with the ESWG before disbursement.

- The program results framework includes a granular measurement of accountability, equity, efficiency and learning outcomes, which are present in the ESSP, but not measured as specifically as the program does. It is therefore suggested that the ESSP monitoring framework be updated as part of the annual ESSP implementation monitoring process and consider adopting relevant program indicators, as appropriate.
- The program includes interventions addressing gender stereotypes and various dimensions of exclusion, the results from which would be beneficial for the knowledge of the broader Partnership. It is therefore recommended that an assessment of the interventions' effectiveness and results are shared with the GPE Secretariat at the end of the program implementation.

Annex 1: Major Interventions of Development Partners

Donor name	Major interventions	Financial scale
JICA	**2019-2024 Improving Learning Outcomes through Community Participation for Sustainable School for All" (COMPASS)** **Project Purpose:** By 2024, a model to improve learning outcomes at the primary level through collaboration with communities and schools is made available for scale-up. ● **Output 1:** Participatory school management and information sharing mechanism is improved. ● **Output 2:** Pupils' learning outcomes in numeracy are improved. ● **Output 3:** SMC monitoring system at district and school levels is strengthened. ● **Output 4:** A model is refined in terms of scalability in subsequent regions based on the lessons learned.	US$4 million
DFID	**2014-2020 Transforming Teacher Education and Learning (T-TEL) – under Girls-PASS (G-PASS)** **Outcome:** Over 30,000 beginning teachers demonstrating better skills and practice, applying student- centered and gender-sensitive approaches to teaching and learning. **Outputs:** ● Over 60,000 teachers going into basic education schools able to teach in a way more suited to the level of children in their classes, interactive, and gender-responsive. ● 30,000 teachers gaining new 4-year Bachelor of Education degrees ● Established National education policy system to enable the implementation of teacher education reforms through effective performance monitoring and oversight ● Strengthened quality assurance and regulatory systems in the education sector. ● Curriculum reforms implemented through teacher education universities and affiliated Colleges of Education. ● Strengthened institutional environment within Colleges of Education, enabling them to meet the new Teaching Standards. ● Capacity of 46 Colleges of Education (CoEs), 5 universities, policy/regulatory bodies in MOE (NCTE, NaCCA, NIB, NTC)	US$32.5 million

	and partner schools enhanced to implement new B.ED, NTS, NTECF, conversion of CoEs. ● Partner schools aligned with the new curriculum and delivering effective teaching and learning.	
	2018-2022 Education Beyond Aid (EBA) **Outcome:** To increase the Ministry of Education's self-reliance in managing the education sector and delivering quality education services to Ghana's children, including to the most vulnerable **Outputs:** ● Ministry of Education owning and implementing reforms and driving delivery across education in Ghana, through support to the MOE for running a Reform Secretariat to help improve delivery of priority education reforms ● Ministry of Education able to effectively resource, manage and implement CBE programs to reach out-of-school girls and boys - including supporting an additional 40,000 out-of-school children into primary school via CBE by the end of 2020 ● Technical assistance is being provided to support implementation of key reforms aimed at improving the quality of teaching and learning in basic education (e.g. curriculum and assessment, inspections, teacher education, education workforce reforms), and to support MOE to take on effective management of CBE ● Research into ongoing issues related to CBE and transition to government	US$6.4 million
	2012-2023 Girls' Education Challenge (GEC) **Outcome**: Improved access to quality of education for girls in developing countries, including the most marginalized through non-state actors. **Outputs:** ● 163,100 marginalized girls supported to gain quality education in total ● MG-Cubed: 18,000 girls (both in-school and out-of-school), in 72 schools in Volta, and Greater Accra Regions (14,400 direct and 3,600 indirect), supported to complete primary school, transition into secondary and achieve higher learning outcomes. ● Discovery: 125,000 marginalized girls in 800 primary and secondary schools supported to gain better learning outcomes, life skills and aspirations. ● STAGE: 20,100 marginalized girls in Central, Northern, Upper East and West, Volta and the Eastern Regions, supported to gain quality education through CBE classes, and transition	US$43.3 million

	into formal school or jobs, of which 2,000 will be girls with disabilities	
UNESCO	**2018-2022 Outcome: By 2022, more girls and boys (including persons living with disability) in Ghana complete quality electronic-based education with improved learning outcomes.** ● **Output 1**: Improved access to Comprehensive Sexuality Education (CSE) and HIV/AIDS information and services by young persons from the community to national levels. ● **Output 2**: Improved capacity of teachers and students including persons living with disability in e- learning for enhanced teaching and learning in basic schools. ● **Output 3**: Improved national framework for coordinating and monitoring teaching and learning processes at all levels. ● **Output 4**: Increased availability information on the competence and conditions of service of pre-primary personnel to inform policy.	US$7,2 million
UNICEF	**2018-2022 Outcome: By 2022, more girls and boys in Ghana complete quality and inclusive basic education with improved learning outcomes.** ● **Output 1:** Operational frameworks for improved kindergarten service delivery in place and implemented at national and subnational level. ● **Output 2:** Effective and inclusive teaching and learning practices modelled in primary education ● **Output 3:** Improved capacity at national and sub-national level to support inclusive education and adolescent girls to progress and complete basic education. ● **Output 4:** Improved capacity for decentralized planning and monitoring for results in basic education. ● **Output 5:** Stronger policy frameworks, coordination mechanism, and evidence-generation for improved equity and learning in the education sector.	US$23 million (under negotiation)
USAID	2019-2025 **USAID Country Development Cooperation Strategy** (CDCS)	US$140 million (under negotiation)
World Bank	**2019-2024 Ghana Accountability for Learning Outcomes Project (GALOP)** Key expected outcomes include an increase in the percentage of targeted schools with teaching practices meeting inspection standards; an increase in the number of students benefitting from direct interventions to enhance learning; an increase in the	US$150 million

	percentage of targeted kindergarten and primary schools with pupil trained teacher ratio below 50:1; and an increase in the number of schools where heads and teachers use the accountability dashboard data during meetings with their peers and their communities.	
	2014-2021 Secondary Education Improvement Project (SEIP) The development objective is to increase access to senior secondary education in underserved districts and improve quality in low performing senior high schools (SHSs) through: (a) carrying out the construction of 23 new senior high schools in selected districts; (b) improving 208 existing senior high schools through expansion and rehabilitation of existing structures and facilities; and (c) providing 20,000 scholarships and bursaries to students from low income families, especially girls.	US$196 million

Annex 2: Quality Standards for the Assessment of Program Documents

Criteria	Description of Criteria	Observations
Program Design	Program addresses critical evidence-based challenge(s) identified in the education sector analysis	GALOP addresses critical evidence-based challenge(s ESP. The program responds to key basic education p early grades teachers 'subject-matter knowledge and mentoring and coaching, providing additional support (targeted instruction), ensuring delivery of relevant learn strengthening system wide accountability though stakeholders at all system levels using an accountability program will target KG (KG1 and KG2) and primary (P1 interventions are expected to reach approximately 10,0 basic education schools, which represents approximately schools. The program will build on the previous GPE gran which will be oriented toward funding activities oriented targeted schools (hence the definition of *learning grants* building related to operationalizing new approaches at a s **This sub-standard is met.**
	Program has a logical and evidence-based results chain between interventions, outputs and outcomes	The program, and each component, are grounded in a log chain connecting interventions, outputs and outcomes interventions around improving teaching and learning Learning and STARS activities) and school grants and a grounded in existing successful activities. New ac approach to change and are well-grounded in the local co on a learning assessment framework and conduct a bas five-year program timeframe is ambitious. **This sub-standard is met.**
	GPE's strategic goals and objectives are adequately reflected	The program reflects well GPE's strategic goals of eq outcomes. The program directly addresses efforts to (Component 1) and efficiency (via measures to imp responsible for improving learning outcomes, Compone lens – by targeting schools that show lower levels of le teachers and higher levels of poverty (p. 32, school-based **This sub-standard is met.**
Program Budget	Program cost is justified	GALOP is a results-based financing hybrid designed to s Ghana's ESP – which has been costed and will be furth Government budget process. The program financ Investment Project Financing (IPF) with disbursement if/when results are achieved, program financing will be dis budget, reimbursing the expenditures under pre-agr Expenditure Program - EEP). Of the $174.4 m co-finan million is costed around five disbursement linked indicat million detailed as investment project financing (IPF). C be disbursed in all program years (1 to 5) with $5.9 Component 4. Disbursements will occur twice annually. C costs attributed to GPE financing are stated as US$500,0

		This standard is met.
M&E	M&E framework comprised of a strategy and methods to ensure accountability for achievements	The GALOP PD provides a detailed M & E framework th to government M & E systems and relevant responsib arrangements, inclusive of strategies and methods fo results are clearly described (p. 39, Annex II). As mu implemented though an RBF (DLI) modality, Anne disbursement protocol, is important, and clearly shows involved in ensuring accountability for achievement of re a mechanism for receiving complaints and addressing building M & E capacity of verification agents (p. 40). **This sub-standard is met.**
	Results Framework is robust and covers all interventions	The results framework is appropriate and comprehens provided on pages 47-54 along with details provided on and comprehensive. As much of the program is will be i (DLI) modality, it is important that indicator definitions, verification authorities be clearly described, which they a and outputs are provided for each indicator as are direct indicator, which is gender disaggregated). **This sub-standard is met.**
Implementation Arrangements and Readiness	Implementation arrangements are appropriate	Implementation arrangements are clearly described implementation arrangements are sufficiently describe actors for implementation, use of government systems management, procurement management, the flow of fun agent in implementation support and oversight. GAL mainstreamed in the Ministry of Education (MOE) and th (p. 38) with different GES departments playing a key ro program components (see table on p. 58). For DLI-fin disburse following verification of results-attainment and confirmed eligible expenditures, which in this program hav salaries (p. 68-69). FM and procurement in comp implemented under the principles of traditional IPF a financial management (FM) guidelines will apply to the e Bank Procurement Guidelines applied to component 4 directly from the World Bank to the borrower's single t have been achieved for Components 1-3. For Compone directly from the World Bank to the program's US dollar D Ghana. Government oversight and GA implementation clearly described (p. 38, 40, 75-76). **This sub-standard is met.**
	Program is ready to be implemented	The program is ready to be implemented. A timelin amounts by indicator has been outlined in Annex 2: Disbu Description, Verification Protocols and Disbursement Pr Fiduciary arrangements have been outlined on page 40 World Bank Board approval on October 24, 2019, the ef expected in January 2020, while the effectiveness of th defined as February 14, 2020.

		This sub-standard is met.
Risk(s) Identification and Mitigation Measures	Program includes appropriate risks matrix	The program includes a risk identification matrix (p. mitigation measures. All key risk types are discussed, wh the program as having substantial risk related to areas capacity, and politics/governance (related to elections SHS could crowd out financing for basic education). ambition of the program to target improved lear results-based mobility and the complexity of building a dashboard.' Potential adverse effects of RBF approaches noted and considered (e.g., gaming in relation to meetin use of an RBF modality, however, is seen as a s results-orientation amidst budget uncertainty. **This standard is met.**
Sustainability	Program has been designed to be sustainable	GALOP invests heavily on skills transfer and costin interventions fit within the ESP financial framewo sustainability of program-supported investments. Prog teacher training and implementing key interventions (i.e. grants activities) will support capacitation of government sustaining the quantities of inputs such as TLMs or the remain a challenge but speak to an effort for GALOP a captured though government budgets – a sentimen assessment of fiscal sustainability (p. 116). **This standard is met.**
Aid Effectiveness	Program is aligned with the main criteria of aid effectiveness	The program is aligned to the main criteria for aid eff aligned to the ESP, reflects the consensus LEG, will be Education Service and MOE and follow a harmonized reporting. Implementation arrangements are clearly des which country accounting, audit, and procurement will b country systems noted in component 4. Independent country-based institutions to the extent feasible. **This standard is met.**

Annex 3: Guidance Questions for the Assessment of the Variable Part

General note: The majority of GPE financing (US $ 18.0 million) is programmed as results-based financing and allocated across five DLRs. Disbursement linked results in three DLRs (DLRs 3,4, and 5) are linked to US $8 million of GPE financing that have been identified as 'variable part': these designated strategies and indicators are the subject of this annex.

Criteria	Description of Criteria	Observations
1. Sector Alignment	Selected policies or strategies are discussed and validated by the LEG and are embedded in the ESP.	Proposed strategies and indicators are aligned to the ESI through the LEG. The ESP proposes implementatio learning framework reflected in a broadly formulated ES existence of such a framework, while GALOP, throug brings in very concrete measurements that reflect accountability dashboard by school and district actors a schools using it within the life of the program. GALOP a outcomes though a package of interventions (with the ESI to be refined based on the upgraded learning assessmer national assessment framework). The programs also distribution of teachers (which is identified as an ESP indicator: "% of districts with the appropriate PTR at pr need", with a PTR reference level and ESP target set at 3 **This standard is met.**
2. Relevance of selected strategies on equity, efficiency and learning	Selected policies or strategies are relevant to improve equity, efficiency and learning outcomes in basic education.	Proposed strategies and indicators are relevant and clear of equity, efficiency and learning outcomes. **Equity strategy:** In the 10,000 schools experiencing t terms of learning outcomes and resourcing (which are als fixed part of the program), the average PTTR in KG and respectively, however in approximately 25 percent of targ above 50:1. Given the share of public budget spent disparities in trained teacher allocation reflect a disparity resources which disproportionately and negatively affe schools. Remediating this disparity is the focus of this *increase the percentage of targeted KG and primary sch than 50:1.* **Efficiency strategy:** The efficiency strategy is to estab 'accountability for learning' framework at central and de component 3 activities (e.g., harmonization of school in dashboard with real-time information on school performa and shown though the results chain of DLR 3. The targ *70% of all schools participate in annual meetings (by th discuss accountability dashboard data* collected using ta best practices and knowledge exchange between s discussed include teacher absenteeism, student attenda grant received and number of circuit supervisor visi

		approach to improving accountability (e.g., identifying behind and discussing in a public forum) has shown pro Learning program and is relevant toward the more efficie resources. **Learning outcomes strategy:** The learning outcomes st the program document (see component 1) and clearly results outlined in DLRs 1, 2, and 4. They bring in furthe outcome targets identified in interventions BE2.1 to BE ESMTDP. The focus on improving teacher competency approaches and materials and targeting learners wh grounded in experiences of existing programs, an development of a learning assessment system) with the outcomes captured in DLR 4.3, "[*an increase in the] Perc schools with proficiency in Math and English*". **This standard is met.**
3. Transformative Effect	Selected strategies or policies are: (i) key to improve equity, efficiency and learning outcomes in basic education, (ii) deemed likely to lead to substantial progress in the medium-term, and hence to be transformational. The justification for the proposed actions includes a results chain showing that the selected actions are based on a credible theory of change.	Proposed strategies address key challenges in respe system level, and over the medium term and are grou change. The **equity** strategy seeks to transform the teacher dep making it more equitable. Given the share of public remuneration, disparities in trained teacher allocation allocation of public resources which disproportionately an disadvantaged schools. The strategy targets the most primary schools in terms of performance, where the PTT Lowering the PTTRs in these schools is expected to impr Under the strategy, the GES will review the existing transfer policy inclusive of teacher establishment and v rural deployment and retention, and options for imple deployment and decentralized teacher recruitment. The s for identifying technical and operational elements needed a process to unpack the financial implications of considere The **efficiency** strategy is to develop and opera 'accountability for learning' framework. The framework pilots which provided school level data to circu decision-makers. By consolidating, enhancing, scaling u widespread use of previous donor-led and geographi pilots (UNICEF's mSRC and USAID learning dashboa transformative system wide effect. It is expected that the overview of basic education accountability systems incl and reporting, roles and responsibilities of key stakeh indicators, purposes of assessments, targeted support m schools, processes for compliance with teacher code frameworks that guide system responsiveness. At the s will be operationalized though termly school inspections a made by circuit supervisors, with data uploaded into a

		annual cluster meetings that will discuss results and improvements. As outlined under 'relevance', the **learning outcom** Government's commitment to (i) implement a series of i 10,000 lower performing schools over a five-year timefra implement a new learning assessment. The learning out change is grounded in relevant evidence and operational high ambition, considering that the most recent (2016- learning outcomes in the targeted schools not only shou within the program life cycle in order to achieve the improvements in learning outcomes is the ultimate goal o it represents a high order outcome, the improvement system transformation. Equity and learning strategies focus on 10,000 schools challenges in terms of learning outcomes and resou approximately half of the public basic schools in Ghana covers the entire system. **This standard is met.**
4. Adequacy of indicators and targets	Selected policies and strategies are measured by corresponding indicators. Targets set for these indicators should represent an adequate level of ambition, i.e. be above and beyond a mere continuation of current trends, but achievable. Targets should ideally be integrated within the broader Education Sector Plan results' framework.	Strategies proposed are measured by corresponding articulated and represent 'realistic ambition'. **For the equity indicators** of increasing the share of sc 50:1, clear baseline and target values are provided. V continuous coaching and capacity building interventions fo part (Component 1) is likely to results and notable improv is the interventions under the fixed part Component 3. more equitable deployment and allocation of teachers indicator. The PTTR baseline and target figures fo respectively, and for primary 75% and 90%, respe percentage points increase. Since the targeted schools this strategy has the potential to incentivize change in ap primary schools – which appears an ambitious target, provision of scalable disbursement for year-on-year pe DLRs 5.1 and 5.2 include co-financing of US $7.0 milli GPE financing. **For the efficiency indicator** of the number of schools p accountability meetings, the baseline is zero and the schools, or 70 percent of public basic schools, reporting c dashboard data. DLR 3.1 includes co-financing of US million is GPE financing. This target also shows ambition. **For the learning outcomes indicator**, of 'improvement in *targeted* schools with proficiency in Math and English' in 2020 or 2021 following the roll out of a new national indicator measured again at the end of the program to s some risks to this meeting this target, including ensuring

		measure and that the indicator is targeting lower perform target attainment, the PAD notes that percentages of pu P4 Math and English assessments will be averaged with whether there is on aggregate any increase in the shar proficient. The PAD is not definitive as to whether the P4 language will be rolled out as a census based or rep assessments, but it clarifies that these will be administe schools, which addresses the concern about measure measurement were based on a representative samplin schools. As such, the detection of increases based on a to the full sample of the 10,000 targeted schools wou would facilitating a disbursement recommendation . All indicators are clearly defined and measurable, with question regarding aggregation of combined math and students will be clarified when the learning assessment ap program operational manual. **This standard is met.**
5. Reliability of means of verification	Means of verification for the attainment of targets are fully described as part of the justification for the proposed actions, and they are reliable.	The means of verification are fully described and appea protocol and roles and responsibilities clearly stated verification is provided for all VP indicators: DLR (learning), and DLR 5.1 and 5.2 (equity) and the rules fo partial disbursement are clearly stated. The PAD identifi independent verification (p. 40) and their independence r be verified is extensively discussed. The program does process with the ESWG on the variable part DLRs. The ro Grant Agent with respect to the verification and the sel Verification Agents (IVAs) are defined in the legal cove described in detail in the Financing Agreement (FA). Sch the FA stipulates that the Government shall (a) assig Verification Agents with qualification and skills satisfactory that prior to each payment under the program, the IVA: (a with the Verification Protocol, an assessment to determi Disbursement Linked Indicators (DLI) in respect of wh have been achieved; and (b) furnish said assessment to the Financing Agreement, Schedule 2, Section III. B.1. withdrawal shall be made for payments under Category (1 Program unless and until the Government has furnished e GA that (i) an IVA with qualifications and experience and satisfactory to the Association has been assigned or r costs are covered under budget for component 4.2 of the **This standard is met.**

6. Clarity and adequacy of disbursement mechanism	Disbursement mechanisms are clearly described and appear adequate.	The disbursement mechanism is clearly described and a proposes disbursement to the Government of Ghana, thou program which will reimburse the Government for payme (p. 31, 68). **This standard is met.**