



Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 29-May-2019 | Report No: PIDA26704



BASIC INFORMATION

A. Basic Project Data

Country Ghana	Project ID P165557	Project Name Ghana Accountability for Learning Outcomes Project	Parent Project ID (if any)
Region AFRICA	Estimated Appraisal Date 20-May-2019	Estimated Board Date 30-Jul-2019	Practice Area (Lead) Education
Financing Instrument Investment Project Financing	Borrower(s) Ministry of Finance	Implementing Agency Ministry of Education	

Proposed Development Objective(s)

To improve the quality of low performing basic education schools and strengthen education sector equity and accountability in Ghana.

Components

- Strengthen teaching and learning through support and resources for teachers
- Strengthen school support, management and resourcing
- Strengthen accountability systems for improved effectiveness and efficiency
- Technical Assistance, institutional strengthening, monitoring, and research

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	559.40
Total Financing	559.40
of which IBRD/IDA	150.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	150.00
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IDA Credit	150.00
Non-World Bank Group Financing	
Counterpart Funding	385.00
Borrower/Recipient	385.00
Trust Funds	24.40
Education for All - Fast Track Initiative	24.40

Environmental and Social Risk Classification

Moderate

Decision

The review did authorize the team to appraise and negotiate

Other Decision (as needed)

B. Introduction and Context

Country Context

- The Republic of Ghana is a lower middle-income country (LMIC) located in West Africa** that covers approximately 240,000 square kilometers and is bordered by Burkina Faso, Togo, Cote d’Ivoire and the Atlantic Ocean. Ghana was divided into ten administrative regions until December 27, 2018 when the number of regions was increased to 16 – Upper West, Upper East, North East, Northern, Savannah, Brong Ahafo, Bono East, Ahafo, Ashanti, Eastern, Oti, Volta, Greater Accra, Central, Western North and Western¹. It is a multiparty parliamentary democracy with national elections held every four years. Its population is approximately 30 million, of which 40 percent are below 14 years. The population growth rate is 2.2 percent and overall literacy is almost 80 percent, with large regional variation.
- Ghana’s Gross Domestic Product (GDP) growth has been historically volatile and is strongly linked to oil and gas production and prices.** Between 2008 and 2012, Ghana’s growth rate averaged approximately 9 percent per year, peaking in 2011 when it was the second highest in the world at 14.4 percent. However, worsening macroeconomic conditions in the form of weak fiscal and monetary policies and declining terms of trade (from lower oil prices and electricity rationing) slowed growth substantially to less than 4 percent between 2014 and 2016. In 2017, GDP growth recovered and reached 8.1 percent, and 2018 growth is estimated at 6.2 percent.² Inflation, which was over 13 percent in January 2017, dropped significantly to 9.4 percent in December 2018. In terms of sector contribution to the GDP, Ghana’s services sector makes up 54 percent of GDP, while industry accounts for 26 percent and agriculture for 20 percent³.

¹ All data in the PAD is based on the original ten regions as data is not yet available for the six new regions.

² World Bank. April 2019. 4th Ghana Economic Update: Enhancing Financial Inclusion.

³ Ministry of Education, Education Sector Analysis (ESA) 2018.



3. **Ghana has made substantial progress in reducing poverty over the last 25 years, but this progress stalled between 2012 and 2016; in addition, large regional disparities in levels of poverty and inequality persist.** In 1991, the poverty rate was 52.7 percent, but this was more than halved by 2012 when it reached 24.2 percent, allowing Ghana to achieve Millennium Development Goal (MDG) 1: *to eradicate extreme poverty and hunger*. However, the poverty rate has since levelled off and in 2016 was estimated at 23.4 percent. Inequality, as measured by the country's Gini coefficient, was 0.43 in 2016, where zero expresses perfect equality. Although Ghana compares favorably to other lower middle-income countries (LMICs) in sub-Saharan Africa (SSA), the picture of poverty and inequality is a regional one. In 2016, poverty rates ranged from 2 percent in Greater Accra to 71 percent in Upper West, while the Gini coefficient was 0.35 in Greater Accra and Eastern regions and 0.48 in Upper West. Since 2012 poverty rates increased in Upper East, Northern and Volta regions and Gini coefficients increased in Northern, Upper East and Brong Ahafo regions. In addition, 26 percent of the country's poor live in the Northern region.
4. **According to the Human Capital Index⁴ (HCI) which measures the amount of human capital that a child born today can expect to attain by age 18, Ghana's productivity for the next generation of workers is suboptimal.** Five indicators inform the index including survival to age five, adult survival rate, proportion of children who are not stunted, a child's expected years of schooling, and harmonized test scores as a measure of learning quality. The health indicators are better than the SSA average with 95 out of 100 children born in Ghana surviving to age 5, and 19 out of 100 children stunted. Seventy-six percent of 15-year-olds will survive until age 60. However, out of the average years of schooling in Ghana (11.6), the number of quality adjusted learning years is just 5.7 – children are in school but not learning for nearly six years. Ghana's HCI at 0.44 means that a child born in Ghana today will be 44 percent as productive when she grows up as she could be if she had complete education and full health. In other words, 56 percent of productivity is lost for a child born in Ghana today.
5. **The Government launched the Coordinated Program of Economic and Social Development Policies (CPESDP) 2017–2024⁵ in March 2018** which aims at doubling GDP by 2024. The four key goals to be pursued are: building a prosperous country; creating opportunities for all Ghanaians; safeguarding the natural environment and ensuring a resilient built environment; and maintaining a stable, united and safe country. According to the CPESDP, creating opportunities for all entails enhancing the preparedness of the population to take advantage of current and emerging opportunities, which in turn means greatly expanding access to quality education and healthcare for all socio-economic groups and communities. Government policies for education and training therefore focus on improving inclusive and equitable access to education at all levels; intensifying education in science, mathematics, and technology; raising the quality of education at pre-tertiary levels, with emphasis on mathematics and science; facilitating the implementation of the language policy; strengthening the school management system; and ensuring sustainable sources of financing for education. Key strategies to be implemented to achieve these objectives include undertaking curriculum reforms with emphasis on competency in reading, writing, arithmetic, and creativity at primary level; developing curriculum and pupil achievement standards and designing a common national test to assess pupil achievement of foundational literacy and numeracy competency at primary level; and ensuring inclusive education for children with special needs.

⁴ World Bank. 2018. <http://www.worldbank.org/en/publication/human-capital>

⁵ Accessed on May 3, 2019 at [https://s3-us-west-2.amazonaws.com/new-ndpc-static1/CACHES/PUBLICATIONS/2018/04/11/Coordinate+Programme-Final+\(November+11,+2017\)+cover.pdf](https://s3-us-west-2.amazonaws.com/new-ndpc-static1/CACHES/PUBLICATIONS/2018/04/11/Coordinate+Programme-Final+(November+11,+2017)+cover.pdf)



Sectoral and Institutional Context

6. **The Ministry of Education (MOE) is responsible for Ghana’s education system and education policy.** The Ghana Education Service (GES) is the implementing agency under the MOE mandated to implement interventions at the pre-tertiary level of education. Ghana’s pre-tertiary education system can be described as a 2-6-3-3 system: basic education includes two years of Kindergarten (KG), six years of Primary and three years of Junior High School (JHS). Secondary education consists of three years of second cycle education which includes Senior High School (SHS) or technical/vocational education. SHS includes business, agriculture, visual arts, technical, general arts and general science programs. Technical and vocational training is provided by technical institutes and other training centers as well as through informal apprenticeship. The Free Compulsory Universal Basic Education (FCUBE) program was introduced in 1995 and the free SHS and technical/vocational program was rolled out in 2017/18. Entry into SHS and technical/vocational institutions is contingent upon passing the Basic Education Certificate Examination (BECE) in grade 9 (JHS3). In grade 12 (SHS3), students take the West African Senior Secondary Certificate Examination (WASSCE). The WASSCE is also taken in The Gambia, Liberia, Nigeria and Sierra Leone and qualifies students for tertiary education including universities, polytechnics⁶, teacher training colleges, agriculture and nursing training institutes. The GES implements policy through its decentralized Regional and District Education Directorates (REDs, DEDs). The day-to-day operations of basic, senior secondary, and technical/vocational institutes are overseen by District Education Directors, Regional Education Directors and a Director for Technical Vocational Education, respectively. Disaggregating data by region shows a strong correlation between poverty rates, rural-urban divides and educationally deprived districts.
7. **Education is a highly prioritized sector, exceeding some international targets for public spending in education.** Public education expenditure accounted for between 6 and 8 percent of Ghana’s GDP and 21 to 28 percent of government expenditure annually between 2011 and 2015, exceeding the recommended benchmarks (6 percent of GDP and 20 percent of government expenditure) of the Global Partnership for Education (GPE) and higher than any of the other 13 Economic Community of West African States (ECOWAS) countries.⁷ However, in the last few years, nominal education expenditure has been growing at a slower rate than GDP. Public education expenditure as a percentage of GDP fell to 5.4 percent in 2016 and then to 5.2 percent in 2017. A fall in total government expenditure as a percentage of GDP from 27 to 30 percent between 2011 and 2015 to 18 percent in 2017 further contributes to the low public education expenditure to GDP ratio. Nevertheless, education expenditure as a percentage of total government expenditure was at 28.9 percent in 2017 – representing an 11 percentage point increase since the previous year – indicating the government’s prioritization of the sector. In terms of sources of contribution, in 2017, the Government of Ghana’s (GoG) contribution to the sector was the largest making up 74 percent of total education expenditure; however, 95.4 percent of these funds was expended on wages and salaries. Once other sources of education financing⁸ are added, wages and salaries made up 72 percent of overall education expenditure, with goods and services accounting for 23 percent and capital expenditure 5 percent. This indicates that almost all non-salary expenditures are from education financing sources outside of government financing. The allocation by sub-sector between 2015 and 2017, shows increasing expenditure at all levels of pre-tertiary education, with the largest proportion of education expenditure at the SHS sub-sector in 2017 due to the roll out of the free SHS program.

⁶ In August 2016, Parliament passed a bill converting 8 out of 10 polytechnics which had met the conversion criteria into technical universities

⁷ Note that Internally Generated Funds (IGF) are included in these estimates; if these are removed, then, in 2015, education expenditure as a percentage of GDP was 5.3 percent and as a percent of total government expenditure was 19 percent.

⁸ Other sources of funds include Internally Generated Funds (IGF), donor financing, Ghana Education Trust Fund (GETFund) and Annual Budget Funding Amount (ABFA)



8. **Ghana has a high proportion of trained teachers, with systems in place to attract and retain qualified teachers.** The GoG has prioritized the training of teachers through the provision of tuition free teacher training and teacher trainee allowances, and by directly employing all those graduating from the Colleges of Education⁹. Over 77 percent of the teaching workforce in public schools is trained, although a higher proportion of trained teachers are deployed to JHSs and SHSs where students take high-stakes examinations (BECE and WASSCE respectively). A labor market analysis undertaken by the Ghana Statistical Service showed that a larger share of primary and secondary school teachers had tertiary education compared to other white-collar professions; further analysis of hours of work, remuneration and second jobs indicates that teachers are under-paid. However, they do receive incentives like study leave with or without pay, health care and subsidized loans, invigilation and supervision allowances and so on. Further, almost every teacher belongs to one of three teacher unions including the Ghana National Association of Teachers (GNAT), the National Associate of Graduate Teachers (NAGT) and the Coalition of Concerned Teachers (CCT). Teachers who accept posts or are transferred to areas designated as difficult by the leadership of GNAT and GES are eligible to receive an allowance equivalent to 25 percent of gross monthly income.
9. **Ghana has made significant progress in terms of increasing access to education.** Gross Enrolment Rates (GERs) at the KG and Primary levels are over 100 percent and gender parity has been achieved¹⁰ at all levels of pre-tertiary education. The free SHS program has greatly improved access to secondary education as indicated by the JHS3 to SHS1 transition rates, which increased to 78 percent in 2017, ten percentage points from the previous four years during which transition rates had stagnated. Despite this increase in access, student-classroom ratios and student-teacher ratios have remained unchanged, indicating some efficiencies in the short term to accommodate the increased enrolment¹¹.

Key Challenges in Basic Education

10. **Low learning outcomes.** Results of the Early Grade Reading Assessment (EGRA) did not change between 2013 and 2015 and indicated that just 2 percent of Primary 2 (P2) pupils were able to read at an appropriate grade level with 50 percent unable to recognize a single word. In 2018, 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. Between 2016 and 2018, NEA test scores remained essentially the same, if not decreased slightly. At the secondary level, learning outcomes are also low. Only 33 percent of students passed the WASSCE for Mathematics in 2017, and in 2016, only 23 percent of students qualified for entry into tertiary education.
11. **There are significant regional and income disparities in learning outcomes and in higher grades gender disparities.** Those regions that have the lowest performance are generally Upper East, Upper West and the Northern regions where poverty is highest. There are also important disparities in terms of rural/urban areas. Pupils in rural areas score substantially lower on the NEA and EGRA than those in urban areas: the percent of pupils scoring non-zero scores in EGRA in English was just 19.6 percent in rural areas compared to 39.5 percent in urban areas, while the proportion of pupils providing correct answers in P4 Math was nearly 10 percentage points lower among those students in rural areas compared to those in urban areas. Based on results from the NEA (2018), there are no significant differences in

⁹ National Teaching Council. 2019. Report on Country Analysis Mapping on the Teacher Situation in Ghana.

¹⁰ UNESCO considers gender parity to have been attained when the Gender Parity Index (GPI) is between 0.97 and 1.03.

¹¹ The Ministry of Education introduced a double track enrollment system in 2018 to accommodate the increase in enrollment of over 150,000 students entering SHS1. The system enables two tracks of students to enroll in SHS1 in September and November each year. The “green” and “gold” tracks alternate in the use of classroom and other facilities.



performance by gender in the lower primary grades. However, national averages mask wealth quintile differences – data from Ghana MICS 6 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 numeracy¹². 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 show that males perform better than females on all subjects, except for Social Studies, 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.

12. **Gaps remain in mainstreaming gender and disability inclusive education, despite efforts to introduce child protection and disability inclusiveness programs.** The Safe Schools Initiative being rolled out by Government with support from UNICEF, focuses on responding to school-based violence and creating awareness regarding MOE and GES policy directives amongst stakeholders. It includes training for teachers and students, and provides a resource pack including teacher manuals, peer to peer manuals and factsheets for engaging and supporting children. However, this initiative has only been rolled out to targeted schools in 20 districts. While the Guidance and Counselling Unit in GES conducts disability screening and psychosocial support for vulnerable students, these efforts are inadequately funded at the district level without clear integration in the functional roles of district education officers.
13. **Learning outcomes are impacted by an ambitious curriculum and a shortage of appropriate textbooks and learning materials.** The Ministry of Education undertook a curriculum reform in 2018, which will be rolled out in the 2019/2020 academic year. Textbook-pupil ratios of only 0.2 workbooks per child provided at the KG level, 1.4 at Primary, and 1.5 at JHS in 2016/2017 are far below established norms of one workbook per child in KG and three per child at Primary and JHS.
14. **Inadequate teacher knowledge with lack of ongoing training and coaching support.** The ESA (2018) identifies challenges with teacher capacity and management as the leading factor in low learning outcomes in basic education. Outdated curriculum and assessment methods for teacher education have not encouraged the development of effective teaching skills. Skills like classroom management and differentiated teaching strategies geared to the level of the learner are not emphasized. The content-overloaded curriculum lacks attention to important skills such as critical thinking, creativity, collaboration, communication, and digital literacy. Although the proportion of trained teachers has increased over the last decade, significant gaps remain at the KG level (only 65 percent in 2016/17) and in the northern sector of Ghana. In addition, inadequate content knowledge¹³, lack of support, coaching, mentoring and continuous professional development (CPD) weakens teacher effectiveness.
15. **Ineffective and inequitable teacher management.** Teacher absenteeism, attrition and low time-on-task have been widely recognized as a problem with overall teacher absenteeism of 14 percent in 2014/15 as measured in 75 deprived districts (Ghana Partnership for Education Grant (GPEG) districts) and varying considerably by region (higher in northern sectors). Teacher absenteeism is only one of the reasons for limited instruction and is often linked to school location, lack of school and social amenities, lack of opportunities for other income generation activities and illness. School closings, sports and culture events and poor classroom instructional time use also contribute to lower time-on-task.
16. **Ghana's teacher deployment is inequitable with significant variance of PTRs and mismatched local languages of instruction.** There are large regional disparities in pupil-teacher ratios and weak correlation at district level between the number of students and teachers, especially at the KG and SHS levels. PTRs vary substantially across the country, with

¹² World Bank. 2019. Human Capital Development in Ghana.

¹³ The new curriculum has reduced the number of subjects from 9 to 4 or 5 - teachers at basic level are expected to teach all subjects in each class.



districts mostly in the north of Ghana having a shortage of teachers, while districts in the south of Ghana have a surplus of teachers. Data indicate that 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 did not speak the language of instruction that was used or taught in their schools.

17. **Inequity and inefficiency in the use of non-salary budget.** Ghana has been implementing the capitation grant in all public basic schools, providing budget for non-salary expenditures since 2005. There have been substantial delays in the disbursement of the capitation grant in years past. Prior to the doubling of the capitation grant in 2017/18, the previous amount (4.5 Ghana cedis per student) was found to be too low and only covered 40 percent of school expenditures, with 75 percent of schools charging levies that often exceeded the amount of the grant. More recently, the timeliness of the capitation grants disbursement has improved, so that they are no longer in arrears. Nonetheless, the disbursement for the current semester remains outstanding.
18. **In addition to delayed and irregular capitation grants, there are regional inequities in per-student spending.** Capitation grants are provided to all public schools with a per-student amount of 10 Ghana cedis without any differentiation regarding school context or need. Per-student spending varies widely by region, with the least amount spent on the Upper West, Greater Accra, Western, and Ashanti regions and the most spent on Eastern and Central regions. This has strong correlations with regional distributions of poverty.
19. **The management and accountability structures seek to ensure vertical alignment and decentralized implementation of education services.** In practice, however, there is a lack of resources for many of these structures and limited coordination among relevant entities. Financial and human resources are often lacking at all levels and capacity is limited. Limited funding is available to support systematic inspection, school supervision and lesson observation - for example funding support for circuit supervisors and for SPIPs are inconsistent.
20. **There is a lack of harmonized inspection tools, coherent assessment strategy and underutilization of data information systems which limits system-wide accountability.** Circuit supervisor reports are not standardized or collated to inform management. The lesson observations are not routinely captured in a format that can be verified or supervised by other inspectors. Districts often use different inspection tools depending on the type of development partner support provided. Although the National Inspectorate Board is expected to conduct annual inspections, the tools have not yet been developed in alignment with how supervision/monitoring is being carried out at the regional and district levels. There is limited use of technology to support school monitoring, inspections and data reporting. Information is stored across different databases, departments and paper files preventing their availability and utilization. Furthermore, the NIB is not yet capacitated to harmonize the inspection process or conduct regular annual inspections. In addition, Ghana has an underutilized education management information system (EMIS) with poor data utilization, sharing and feedback mechanisms. Ghana has numerous learning assessments, but these are sample-based, disjointed and poorly coordinated with no overarching guiding strategy on national assessments.

C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

To improve the quality of low performing basic education schools and strengthen education sector equity and accountability in Ghana.

Key Results

21. **Progress toward meeting the PDO would be measured through the following proposed key outcome indicators:**



- i. Improved proficiency of P4 pupils in Math (disaggregated by gender/region)
- ii. Improved proficiency of P4 pupils in English (disaggregated by gender/region)
- iii. Increased number of basic schools meeting satisfactory standards of teaching practices¹⁴
- iv. Percentage of KG and primary schools with pupil to trained teacher ratios at a range around the national average/ESP target
- v. Increased number of schools using accountability dashboard data during cluster level meetings
- vi. Direct project beneficiaries (core indicator), of which female

D. Project Description

Component 1: Strengthen teaching and learning through support and resources for teachers (estimated cost: US\$56.5 million)

22. **The objective of this component is to strengthen teaching and learning through support to teachers** to build their capacity through regular in-service training, provide training on the new curriculum, and provide teaching and learning materials.
23. **Sub-component 1.1: Teacher capacity building and innovative delivery of in-service training.** This sub-component would aim to improve teaching practices by providing: (a) in-service training (INSET) and capacity building support for teachers on the *new curriculum* which will be rolled out in September 2019 for KG (KG1 and KG2) and primary (P1 to P6) grades;^{15,16,17} (b) innovative delivery of in-service training on *targeted instruction and structured pedagogy*¹⁸, which would rely on high quality instruction, both face to face and digital education as well as innovative digital methods to support uptake (e.g., GES mobile app with video lessons and teaching tips, distance coaching, WhatsApp reminders); and (c) specialized in-service training for kindergarten teachers in *play-based and active learning pedagogy*. Additional modules focused on inclusive participation (to ensure all students are engaged in the learning process as well as address any issues of classroom violence, exploitation or School Related GBV) would be included. Teacher capacity building and training would also focus on promoting inclusion, i.e., teaching pupils with disabilities, by scaling up tools developed by UNICEF. KG teacher training will also involve disability screening and inclusive pedagogy to ensure timely identification

¹⁴ As measured by a harmonized lesson observation tool used in a representative sample of schools observing Math and English lessons, with teaching practices standards defined by the guidelines in the Ghana National Inspections Handbook – schools meet satisfactory standards of teaching practices if they score over 50 percent on the lesson observation tool.

¹⁵ Note that the pre-service training will be provided by the ongoing Transforming Teacher Education and Learning (T-TEL) program funded by DFID.

¹⁶ UNICEF is supporting the curation of training resource materials to support specialized training of KG teachers as part of the curriculum roll-out.

¹⁷ The curriculum rollout will be aligned with the Inclusive Education Policy Implementation Plan that ensures that training of all teachers and education personnel highlights inclusion and inclusive practices.

¹⁸ Targeted instruction refers to teaching students at their level of knowledge, and not their grade level. The Teacher Community Assistant Initiative (TCAI) on targeted instruction found that this model increased student learning, but there was limited uptake by teachers. The STARS project being piloted in Ghana is the new iteration of TCAI and builds on it to improve teacher uptake of targeted instruction through support to school leadership. Structured pedagogy involves utilization of evidence-based content and scripted lesson plans to improve learning – schools are provided with new materials and teaching aids, and teachers are trained on the new content and given instructional support from school leadership. These methods have been piloted in Ghana through the USAID Partnership for Learning project.



and adequate response to special education needs of students. The teacher training will be aligned with the new curriculum standards and focus areas (inclusion, digital literacy, safe schools¹⁹, child protection, etc.). This would be supported at the district level by the development of an annual Professional Learning calendar on which teachers can enrol for training, and at the district level by the introduction of professional learning communities that are informed by CS review of teacher instructional practices. At the school level, teacher INSET will be allocated dedicated time in the time-table. All targeted schools will conduct periodic self-assessments to decide potential areas for school-based continuous professional development (CPD). They will be supported by the District Training Support Teams (DTSTs) and a cluster-based peer network for these trainings. Additional coaching and support would be provided to teachers for implementing the new assessment system to be introduced, the results of which would be used to inform instruction and learning. A training log would be maintained for each teacher that would feed into a digitized database for point-based CPD. Training on the curriculum will be led by NaCCA in collaboration with GES. In-service training will have rotational leadership based on the implementation phase with NaCCA leading on content development, NTC on training, and NIB on monitoring and supervision. Each of these bodies will work in collaboration with GES.

24. **Sub-component 1.2: Training support teams for school-based support and instructional leadership.** This sub-component would aim to improve decentralized systems of school support, coaching and monitoring. The project would support the training of support teams (Curriculum Leads, Circuit Supervisors, District Training Support Teams-DTSTs, and School Heads) to provide school-based support and instructional leadership. These entities will be trained to guide teachers in the teaching of the new curriculum and the use of assessment to inform instruction. Circuit Supervisors will be trained to take on the role of an instructional coach rather than an inspector. School management and instructional leadership would be provided through the completion of specific courses (e.g. online management course)²⁰. Many of the current training modules and systems developed under the USAID supported Partnership for Learning and UNICEF supported STARS²¹ will be extended to GALOP schools. These materials will be reviewed to cover grades KG1 through P6 and ensure gender responsiveness in school support and instructional leadership. Capacity building initiatives will be tailored to the level of education to account for the distinctive needs of KG and primary. This sub-component will be implemented by NTC and GES.
25. **Sub-component 1.3: Provision of teaching and learning materials (TLMs).** This sub-component aims to ensure the provision of teacher guides for the new curriculum, and pupil books (e-readers²² and workbooks) for targeted instruction. While some of these materials have already been developed for KG to P2 levels under a different project²³ and for remedial instruction in literacy and mathematics under STARS for P4 to P6, the development of materials that align with the new curriculum for other levels is currently underway. Appropriate TLMs would be provided for early childhood education (KG1 and KG2) and for students with disabilities and teachers that have been trained in their use to support greater disability inclusion in mainstream schools. This sub-component will be implemented by the GES.

¹⁹ UNICEF has supported the development of resources for training on safe schools, which focus on inclusion, elimination of corporal punishment, promoting positive discipline in the classroom, and prevention and redressal of bullying and sexual harassment. GALOP will support the integration of these resources in pedagogical training.

²⁰ These could be in the form of partnerships with the University of Education Winneba, University of Ghana and Colleges of Education, with the possibility of linking with international institutions like Lancaster University Ghana or UCL Institute of Education, amongst others.

²¹ Details on these projects are available in Annex 5.

²² World Reader has piloted the use of e-readers in 90 primary schools and communities in Ghana with over 45,000 books digitized. Material developed under the USAID Partnership for Learning Project and the STARS project will be adapted and uploaded to e-readers.

²³ USAID Partnership for Learning Project.



26. For this component, release of IDA and GPE funds would be linked to achievement of the following Disbursement-Linked Indicators (DLIs):

- DLI 1: Improved teaching practices in beneficiary schools
- DLI 2: Improved teacher subject knowledge and pedagogical skills

Component 2: Strengthen school support, management and resourcing (Estimated cost: US\$82 million)

27. **The objective of this component is to provide resources to schools and strengthen learning support systems** through learning grants for beneficiary schools and strengthening SMCs for improved resource mobilization and school-based management.

28. **Sub-component 2.1: Learning grants to improve learning outcomes.** All targeted schools will receive a learning grant to implement activities focused on improving learning. Schools will be given and trained on guidelines on school self-assessments, learning grant utilization (including core activities for learning and a negative list) and templates for learning-oriented proposals and performance contracts. The guidelines will include a differentiated section on materials for kindergarten teaching and learning to promote school readiness. Each school will conduct a self-assessment that will inform the development of a three-year School Performance Improvement Plan (SPIP) proposal, based on which they will sign a performance agreement with the District Education Office. The performance agreement will help ensure that certain school standards are in place (reporting on EMIS, school based CPDs, reconciliation of existing school grants) before the first learning grant can be disbursed. Schools may also benefit from assistance from SMCs, Circuit Supervisors, civil society organizations (CSOs) and District Education Offices operating in the school catchment area. The learning grant will be disbursed annually conditional on grant utilization and performance (at least 80 percent utilization rate before subsequent disbursements); and the SPIP will be reviewed annually.

29. The learning grant would complement the capitation grant (provided by government)²⁴. The learning grant aims to ensure that the school has adequate funding to achieve the minimum learning outcomes. Capitation grants have in the past been irregularly disbursed and are inadequate, although improving in recent years. To embed the school learning grants within existing systems, schools will use the same planning mechanism as they would for capitation grants – the SPIPs. The learning grants will be disbursed directly into the schools' bank accounts. This will improve the efficiency in the flow of funds to schools and provide lessons for the disbursement of the capitation grants. The learning grants are also efficiency-inducing because the application process ensures that schools that are more motivated are also more likely to apply. At the same time, schools that do not have the capacity or experience difficulties in preparing/submitting their learning grant proposals will be given support by Circuit Supervisors to complete and submit their proposals.

30. Financial accountability in the expenditure of the learning grants will be achieved through a layered monitoring approach – the SMC and PTA will be involved in the design of the SPIP; the Circuit Supervisor will review the SPIP to ensure that activities are linked to those in the guidelines and are not duplicated; the District Director will review the final SPIP before signing a performance contract with the school to deliver the SPIP. These steps will be pre-requisites to the disbursement of funds. Annually, CSs will review utilization of learning grants before updating utilization rate in the dashboard to trigger the flow of subsequent tranches of the learning grant. Finally, regular internal audits of the capitation grant will also cover the utilization of the GALOP learning grants.

²⁴ The current annual capitation grant is GHS 10 per pupil; this is divided into a base grant which all schools are provided in the first term regardless of enrolment, and grants based on enrolment that are provided in the second and third terms (Ghana Partnership for Education Grant project 2012-2016).



31. **Sub-component 2.2: District strengthening for school level support and monitoring for accountability.** Regional and district education offices will be strengthened to support incremental costs associated with GALOP activities through existing systems such as the Annual District Education Operational Plans (ADEOPs). Districts will support schools with training on learning grant utilization, development of 3-year learning-oriented SPIPs, and consolidation, supervision and monitoring of learning grant utilization. Districts will be required to support Circuit Supervisors in their role as instructional coaches and for the facilitation and monitoring of teacher in-service training. Additionally, Districts will fund cluster-level meetings for heads of schools and SMC Chairs at least once a year, organized by the Circuit Supervisor 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. Organized peer learning between school heads will ensure that all the data collected on the accountability dashboard is used well and will also provide a forum to support teachers that are new to reporting real time data on the dashboard. Finally, encouraging SMC Chairs to attend these cluster level meetings will increase citizen engagement and allow communities to hold their head teachers accountable for school performance.
32. **Sub-component 2.3: Strengthening SMCs for enhanced citizen engagement.** The proposed activities would also include training for SMCs to support the use of school grants for learning activities and further leverage community contributions. This would involve the reconstitution of SMCs to include voluntary community involvement and elected leadership positions. It would also introduce differentiated roles in addition to the SMC Chairperson including Vice-Chairperson, M&E, Treasurer etc²⁵. District Education Officers would conduct SMC training in monitoring implementation of SPIPs using a training manual developed under another DP funded project²⁶. The training would (a) functionalize SMCs to ensure participatory and decentralized school-based management; and (b) strengthen capacity for accountable and transparent financial management of school grants and resource mobilization. Additional training modules would also be included to extend outreach on gender related issues including School Based Violence (SBV) training sensitization.
33. For this component, release of IDA and GPE funds would be linked to achievement of the following DLI:
- DLI 3: Strengthened school support for learning

Component 3: Strengthen accountability systems for improved effectiveness and efficiency (Estimated cost: US\$24 million)

34. **Component 3 would aim to support the rollout of an accountability for learning framework, learning assessments and reforms for improved efficiency in teacher management.** This component is expected to be rolled out nationwide.
35. **Sub-component 3.1: Development and implementation of an accountability for learning framework.** The accountability for learning framework would ensure a harmonized system of inspection for all levels of the education system. Under this sub-component, the following activities would be supported: (a) harmonization of all inspection tools aligned to meet the needs of schools, districts, regions and Ministry levels, including digitization for improved data collection; (b) digitization of EMIS annual school census tool with tablet based collection to improve timely collection and analysis of data, including school mapping and student tracking; (c) creation of an integrated dashboard through the review and scale up of the mobile School Report Card to include linkages with EMIS, HRMIS, school mapping, inspection, assessment, student

²⁵ Reconstitution of the SMCs will encourage increased participation of women in school governance, as well as representation of students with disabilities and/or parents of students with disabilities where possible.

²⁶ JICA is supporting the pilot for the School for All activity to empower and train SMCs to support learning activities. Further detail is provided in Annex 5.



tracking and other databases; (d) continuous and robust communication to stakeholders; and (e) regular monitoring and reporting on results from inspection findings and dashboard updates.

36. The accountability system would be responsive to all levels of education. It would be tailored to the distinctive needs of KG and primary. At the basic school level, it would involve termly lesson observations conducted by the Head Teacher for each classroom teacher. The CS would conduct termly lesson observations of selected classes as well as a larger school inspection. The lesson observation tool will measure gender stereotyping and skewed gender perceptions in teacher behavior, which will allow for further analysis on its impact on learning outcomes for girls. The accountability framework would inform frequency of monitoring and data collection at each level, consolidation of information for decision making and protocols for data usage and sharing.
37. The component will build on existing dashboards like the mobile School Report Card (mSRC) and the USAID Partnership for Learning project dashboard. The dashboard will also be accessible to decision makers at the school, district, regional and headquarters levels, as well as to parents and students, to strengthen system efficiency through data driven decision making and to foster citizen engagement and community-led accountability. The project would support the procurement of tablets for data collection and usage at all targeted circuits, and the development of a GES mobile application for heads of schools. It would further explore the possibility of student tracking through the introduction of unique student identification numbers supplemented by biometric technology, starting with P4 students to align national assessment data with EMIS and mSRC databases. This subcomponent would be implemented by MOE in collaboration with GES and NIB.
38. **Sub-component 3.2: Development and implementation of a national assessment strategy.** This sub-component would support the development and rollout of a national learning assessment strategy and learning assessments every two years. Ghana has numerous learning assessments – the EGRA and EGMA, the NEA (grades P4 and P6), the BECE (end of P9) – and has also committed to participating in the Programme for International Student Assessment for Development (PISA-d), which targets 15-year olds. The Government may also consider future participation in the Programme for the Analysis of Education Systems (PASEC) which targets grade 2, grade 4 and end of primary; TIMSS in 2023 and PIRLS in 2021 to assess reading at grade 4. The MOE is also planning to introduce a regularly implemented national, low-cost assessment that can be administered to every pupil in grades 2, 4, 6 and 8 to be used to provide feedback and better instruction support. The proposed project would initially support scale up of the P4 assessment to all students in public schools to ensure baseline data and performance indicators are available to measure results. Teacher content knowledge will also be assessed through the marking of sample P4 assessment answer scripts. This will provide information for the design of targeted continuous professional development programmes. The scale up of the P4 assessment will be complemented with capacity building in item response theory and test item bank development, development of operational guidelines for national assessments and linkages between assessment databases and EMIS, which will provide important implementation lessons for the scale up of national assessment at other grades. Provisions for a simplified school-readiness assessment will also be incorporated in the national assessment strategy. It will also have provisions to ensure students with special education needs are assessed along with their peers.²⁷ The purposes, levels, timeframes, and funding for the various assessments would be carefully thought through, costed and formalized within a national learning assessment strategy. Capacity building for NaCCA, National Assessment Unit, GES and MOE would aim to strengthen sustainability of undertaking such assessments. This subcomponent would be implemented by MOE in collaboration with GES and NaCCA.

²⁷ This will be done by ensuring that reasonable accommodations like extra time, dictation of answers, braille, use of sign language to deliver answers etc. are made available as part of assessment rules.



39. **Sub-component 3.3: Policy reforms for improved teacher management.** The project would support the development, approval and endorsement of policy reforms to improve teacher efficiency related to (a) teacher recruitment, deployment, transfer and incentives; (b) merit based selection of head teachers; (c) introduction of an administrative fast track for teachers serving in rural schools; (d) staffing and roles of GES and District Education Offices (DEOs) based on a functional analysis of what is required to improve learning outcomes; (e) dedicated school leadership program and accompanying qualifications for head teachers; and (f) review of instructional calendar to include dedicated time for higher quality teacher professional development.
40. For this component, release of IDA and GPE funds would be linked to achievement of the following DLIs:
- DLI 4: Improved accountability for learning
 - DLI 5: Improved proficiency in Math and English in P4
 - DLI 6: Improved equity in the distribution of KG and primary trained teachers

Component 4: Technical Assistance, institutional strengthening, monitoring, and research (estimated cost: US\$11.4 million)

41. The objective of this component is to strengthen MOE and GES implementation capacity and related implementing agencies to ensure effectiveness of the GALOP. This component would provide overall support to the other three components; and include two subcomponents (i) technical assistance for capacity building and on-demand education research/policy analysis; and (ii) monitoring and evaluation, management, and operational costs. These activities would be financed following standard World Bank investment lending procedures. This component would finance technical assistance, strategic research and data analysis, targeted capacity building of implementing agencies, training, procurement of goods and incremental operating costs.
42. **Sub-component 4.1: Technical assistance for capacity building and institutional strengthening.** This sub-component would fund institutional strengthening and consultancy services to support: (a) development of the assessment framework and operationalization plan for the biennial national assessment; (b) harmonization and digitization of school inspection and lesson observation tools; (c) delivery of targeted instruction and development of digitized training material; (d) integrated dashboard and digitized EMIS and school performance mobile app; (e) school leadership and management training; (f) consolidation of data systems (EMIS, Integrated Personnel and Payroll Database (IPPD), WAEC, Inspection and GIS); (g) communications strategy; (h) procurement audit; (i) financial audit; (j) safeguards audit; (k) revisions to teachers handbook/code of conduct to address gender based violence issues; and (l) analysis of learning assessment data to provide better feedback to teachers on inclusive education. The communications strategy would deliver key messages to parents and students.²⁸ This sub-component would also support the procurement of goods and non-consultancy services to support project implementation.
43. **Sub-component 4.2: Monitoring and evaluation, management and operational costs.** This sub-component would fund all M&E activities conducted at the headquarters, regional, district and school level including semi-annual progress reporting (one of which includes NESAR); monthly pulse reports on progress towards meeting DLRs based on primary data collection and analysis of accountability dashboard data; annual expenditure tracking survey on learning grants by CSOs; citizen satisfaction survey by CSOs conducted at mid-term and at the end of the project; and baseline and annual data collection for all results framework indicators. It would also support the operational costs for independent

²⁸ Glennerster and Rudge (2019) find that giving information on education benefits (in terms of income), costs, sources of funding available, and school quality to parents and children, via texts, videos, meetings or reminders, was one of the most cost-effective interventions for improving learning outcomes.



verification of DLIs done by an independent third-party verification firm, NIB and NTC. Under this sub-component, on-demand, high caliber technical assistance for education research and analysis, including impact evaluations, would also be funded to ensure that the MOE has a robust body of knowledge they can tap into as and when needed. This is intended to be staffed by individuals who serve as experts in various areas of education policy and data analysis. The TA would complement staffing and activities identified under the Reform Secretariat. An M&E capacity development plan will also be supported. An annual work plan will identify the incremental operating costs, goods and services required to support the key agencies responsible for project management.

Legal Operational Policies	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

Summary of Assessment of Environmental and Social Risks and Impacts

The overall risk classification is proposed as moderate. Project Interventions (eg minor repairs of school building, refurbishment of ICT laboratory, refurbishment of science laboratory, beautification of school compound construction of walkways and construction of fence wall/main gate) are not envisaged to be significant or irreversible. They will be site specific, limited to existing school compound, and can be managed through the implementation of cost-effective mitigation measures.

Note: To view the Environmental and Social Risks and Impacts, please refer to the Appraisal Stage ESRS Document.

E. Implementation

Institutional and Implementation Arrangements

- The implementation of the GALOP will be mainstreamed in the Ministry of Education (MOE) and the Ghana Education Service (GES).** A Technical Team comprising MOE and GES teams will be set up to drive implementation. The leaders of the two technical teams from MOE and GES would coordinate work among the relevant institutions and liaise with management on approval of agreed activities for speedy implementation. Key institutions for purposes of GALOP implementation include three semi-autonomous agencies that fall under the purview of MOE: (i) The National Council for Curriculum and Assessment (NaCCA), which has completed and is rolling out the new standards-based curriculum that teachers will be trained on under component 1; (ii) The National Teaching Council (NTC), which is in charge of teacher licensing and will therefore be instrumental in the design of the teacher training under component 1, as well as reform of teacher management under component 3; and (iii) the National Inspectorate Board (NIB), which is in charge of school supervision, and will provide support to the design and implementation of the inspection tool under component 3. Where necessary, TA would be recruited to augment the Technical team’s activities. A Project Leadership/Steering Team comprising the Minister, Deputy Minister, Director General, Deputy Director General, Chief Director and/or other delegated official will provide oversight for the entire implementation team. Innovations in improving project



implementation will include direct disbursement of learning grants to school bank accounts with the collaboration of district offices, effective communications strategy for community engagement and dissemination of policy reforms, digitized process monitoring, and efficient procurement at the school level using school/community based procurement and 'last mile' delivery of centralized procurement only where necessary with items delivered directly to basic schools.

45. **Implementation will be led by the Ministry of Education (MOE) and the Ghana Education Service (GES), both of which have successfully implemented Bank projects over many years.** Since 2014, the MOE and GES have been implementing the Secondary Education Improvement Project using a RBF modality (IPF with DLIs) and have adequate staffing and capacity for financial management, procurement, safeguards and monitoring and evaluation. The MOE will oversee the administration of all components under GALOP. NTC, NaCCA and GES will be responsible for the implementation of Component 1; GES will be primarily responsible for implementation of Component 2; and NaCCA, NIB and NTC will be primarily responsible for Components 3.1, 3.2 and 3.3 respectively. Implementation of Component 4 will be led by MOE. However, given the range and sequencing of activities that will be required to achieve the proposed results, all these agencies will need to coordinate and collaborate on annual work planning, budgeting, reporting and expenditure tracking. Project coordination would be mainstreamed using existing government systems and staff with clear responsibilities delineated for program implementation. GALOP would finance additional capacity to support coordination and implementation, as needed complementing planned technical assistance from other development partners (e.g., DFID, USAID, UNICEF, JICA).

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