

Type of Review: Project Completion Review

Project Title: Ghana: Support to the Education Strategic Plan

Date started: 2006

Date review undertaken: Sept-Oct 2013

Instructions to help complete this template:

Before commencing the annual review you should have to hand:

- *the Business Case or earlier project documentation.*
- *the Logframe*
- *the detailed guidance (How to Note)- Reviewing and Scoring Projects*
- *the most recent annual review (where appropriate) and other related monitoring reports*
- *key data from ARIES, including the risk rating*
- *the separate project scoring calculation sheet (pending access to ARIES)*

You should assess and rate the individual outputs using the following rating scale and description. ARIES and the separate project scoring calculation sheet will calculate the overall output score taking account of the weightings and individual outputs scores:

Description	Scale
Outputs substantially exceeded expectation	A++
Outputs moderately exceeded expectation	A+
Outputs met expectation	A
Outputs moderately did not meet expectation	B
Outputs substantially did not meet expectation	C

Introduction and Context

What support did the UK provide?

The SESP was agreed between the governments of UK and Ghana in August 2006. The original agreement was to provide a total of £100m in annual tranches of £10m as Sector Budget Support (SBS) for a period of ten years to 2015. Initially three annual payments of £10m were made in 2006, 2007 and 2008. In 2009 the respective governments agreed to accelerate disbursement and shorten the period of funding; consequently from 2009 to 2012, annual tranches of £15m were paid. A final tranche of £10m was paid in February 2013. In addition the UK provided a further grant of £5m for Technical Assistance to be used to respond to capacity constraints and analytical work to strengthen implementation of Ghana's Education Sector Plan (ESP)

Funds provided through SESP were earmarked to be used in five broad areas, which

corresponded to the original five outputs of the programme, and reflected key objectives of Ghana's ESP. These were stated in the original Project Memorandum (PM). Changing priorities agreed during the course of the programme have resulted in a change in the proportion of funds being allocated to these broad areas, though the areas themselves have remained constant.

The earmarked areas, with descriptions of the main activities financed under each, and the original allocations and cumulative actual expenditures (as at 31st March 2013) are given in the table below, presented in the last Annual Review 2012, now with Actual Expenditures added¹.

Indicative activities supported through MOE BUDGET	PM 2006	Actual at March 2013 ⁱⁱ
Increase Enrolment: New school and additional classroom construction; furniture and equipment; EMIS data collection; incentives for out-of-school children; school mapping and location planning; potable water supply and sanitation in schools; school meals and food rations	£34m (34%)	£24m (24%)
Achieve Gender Parity: Toilet construction, including separate facilities for boys and girls; girls' scholarships; higher capitation grants for girls than for boys; gender-sensitive planning; support for Girls' Education Unit in GES	£10m (£10%)	
Improve Quality of Teaching and Learning: Contracts & emoluments of 2 key advisers (Curriculum/Assessment; Quality Assurance); provide textbooks and readers; improve pre-service and in-service teacher training; improve supervision and inspection; train head-teachers in professional leadership	£26m (26%)	£37m (37%)
Improve Management of Schools and District Ed. Offices: Supplementation of capitation grants; head-teacher and School Management Committee training in School Performance Improvement Planning; training at district level in use of ICTs, & in operations planning, financial management, procurement, accounting, etc	£20m (20%)	£31m (31%)
Improve Human Resource and Financial Management in MOE HQ: Contracts & emoluments of 3 key advisers (Technical, Financial Systems, Internal Audit); capacity-building in MOESS/GES; teaching service management, including study leave & trainee teacher stipend systems reform; public financial management & payroll reform	£10m (10%)	£7m (7%)

The changes in allocation have reflected changes to the priorities in light of progress. In particular the increased urgency of improving educational quality with a reducing emphasis on access as Ghana pushed closer towards universal access and gender parity, whilst recognising the geographical disparities and continued need to focus on poorer performing areas. In addition, the continued squeezing out of non-salaried recurrent expenditure from government's own domestic resources required a stronger focus on the district and school level.

The Technical Assistance (TA) component has provided a range of support to the sector over the project period. From the information supplied, this has been used effectively to support both policy dialogue and service delivery. This has included long term support through the placing of ODI fellows in the key areas of budgeting and finance, as well as Planning and Monitoring. Since 2012, an ODI fellow has been placed at the Girls' Education Unit. The TA facility has been used to support analytical work in support of ESP revision, Fast Track Initiative (FTI) and the Global Partnership for Education (GPE) grant applications,

development for the Kindergarten sub-sector, and work on Public Financial Managementⁱⁱⁱ.

SESP, by providing SBS, was intended to complement the UK's programme of General Budget Support, part of the Multi Donor Budget Support (MDBS), bringing broader cross government influence to bear to resolve some of the persisting and binding constraints particularly related to budget and PFM issues that could not be tackled from within the sector alone.

What were the expected results?

The original programme targets established in 2006 expected to see the following key outputs by 2010^{iv}:

- Primary Gross Enrolment Rate (GER) of 100% (from 90%)
- Primary Net Enrolment Rate (NER) of 82% (from 69%)
- Primary Completion Rate (PCR) of 87% (from 75.6%)
- Gender Parity (GPI 1.00) at Primary and Secondary levels (from 0.95 at Primary and 0.93 at Junior Secondary)
- 86% of Basic Schools (Primary and Junior Secondary) with toilet facilities for girls (from 48%)
- 73% of Basic Schools with safe drinking water (from 64%)
- 88% of Basic School Teachers qualified (from 72.6%)
- Pupil to textbook ratio of 1:3 for core texts in English, Maths and Science (from 1:2)

The targets, originally set for 2010 were revised in 2009 when major changes to DFID's logframe and results measurement process were introduced. Further changes to the logframe were made in 2011. Targets for 2012 were set in 2009, and subsequently extended to 2013.

What was the context in which UK support was provided?

The rationale for opting to provide SBS was based on Ghana's adherence to the four partnership principles, the presence of a credible long term sector plan and the generally positive experience of SBS under the earlier Education Sector Support Programme (1998 to 2003) which had been extended to 2005.

The appraisal of the project in 2006 found Ghana broadly on track to achieve the education related MDGs by 2015, with a credible Education Strategic Plan (SEP) that had been extended into a ten year workplan following the Financing for Development Conference in Abuja in 2006. That was the basis for a ten year commitment of UK funds. Appraisal recognised a high degree of co-operation between development partners which avoided duplication and overlap, despite the different aid modalities. Providing on-budget support in a decentralised system was a positive lesson that emerged from the earlier ESP. Ghana's good progress in education was recognised, as were a number of risks and constraints.

The justifications for SESP were

- the framework for strong sector policy dialogue
- increase donor harmonisation around the ESP
- the complementarity with GBS with opportunity to deepen reforms on budgeting and financial management

The context under which SESP was developed is different in several respects to the context in which it closes. On the back of strong economic growth from 2008 onwards, Ghana achieved middle income status in 2011. In recognition of this, DFID is currently considering how its engagement should evolve in the coming period. The new iteration of the ESP places a considerably greater focus on Ghana's persisting unequal educational development with a stronger focus on the deprived districts. The somewhat restricted focus on primary education has shifted to *basic education*, which includes the three years of Junior High School (JHS), as well as the emerging priority of Kindergarten education – an added focus that DFID did much to support. SESP, because of the inherent flexibility of SBS, has responded and adapted well to these changes. The original design recognises the importance of addressing access and quality.

A number of risks and constraints identified at the outset remain at the end. The 2003 review of ESSP saw the urgent need for “an affordable Human Resource Policy and Management Strategy”, the “crowding out” by Personal Emoluments of service and investment expenditures, and the failure to apply realistic annual budget ceilings.

Section A: Detailed Output Scoring

Output 1: Increased enrolment, retention and completion in primary schools, with emphasis on vulnerable children who are disadvantaged by virtue of gender, location, poverty, disability or HIV/AIDS

Output 1 score and performance description:

The overall score for Output 1 is A

The agreed milestone for 2013 of 98% has been met: the GER of deprived districts for 2012/13 was 98.8%. This represents a slight decrease from 2011/12 of 100.9%. (See the note below regarding changes to the 2012 performance and revision of the milestone). On primary expenditure, the milestone of 30.5% for 2013 has not been met, but there has been an overall annual increase of 26% in primary expenditure, warranting this milestone, in principal, to have been met.

Progress against expected results:

Indicator	Target	Actual
1. Primary Gross Enrolment Rate in deprived districts	98%	98.8%
2. % of budget to primary	30.5%	25.9% ^v

Annual performance

Indicator 1. The Primary GER for 2011/12 was miss-reported in the 2012 Annual Review (AR). The Education Sector Performance Report (ESPR) 2012 gave the GER for deprived districts as 94.7%. This was based on the 2000 Census projections. Using the newly published 2010 Population and Housing Census (PHC) data, the 2013 ESPR recalculated the Primary GER for deprived districts as 100.9%. The milestone of 105% for 2013 was set based on the 2012 AR. The review team therefore agreed with DFID that the 2013 milestone is reset at 98% in line with the 2% annual increase in the milestones used since 2009.

The PHC has presented a number of challenges with regard to education data. These have been stated in the ESPR 2013. The Planning Budget Monitoring and Evaluation (PBME) Unit of MoE has advised caution in using the PHC data until outstanding issues are resolved.

Indicator 2: This indicator monitors the percentage of the total education expenditure that is spent on primary education. The choice of this indicator in 2006 was aligned to a very narrow focus on primary education. The AR 2012 pointed out that this is not a useful indicator in the current context in Ghana, where the ESP commits to further expansion at other levels of education, including Kindergarten (KG), as well as Junior and Senior Secondary, each competing for investment. A far more appropriate indicator, that would address the fundamental issue of inadequate government recurrent funding for goods and services, would be to look at the balance within the recurrent budget between salaries and non-salary expenditures. This was in fact an indicator in the original logframe. In terms of actual expenditure, the share of primary expenditure increased by 26% in 2012 from the spend in 2011. Thus, if the intention is to ensure resources to primary are not reduced, the milestone can be considered met.

Progress on 2012 Annual Review recommendations.

Ensure adoption of the Complementary Basic Education Policy by March 2013	The CBE programme was launched on 24 th October 2013. The CBE Policy has been finalised, though not yet officially endorsed. It is currently with MoE who will soon put it before Cabinet.
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Project Performance

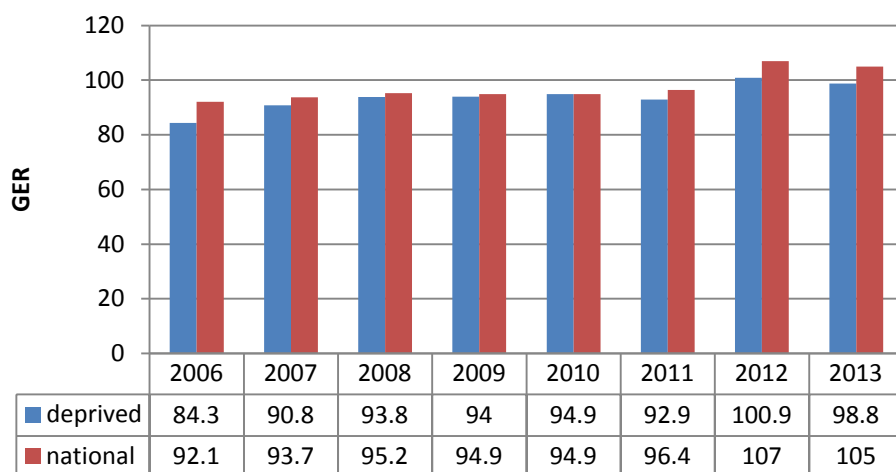
Ghana has made strong progress in extending access to a greater number of children at all levels of basic education, from kindergarten, through primary to junior secondary. However, the MDG of universal primary access and completion will be narrowly missed, demonstrating the increasing difficulties faced in reaching those who remain excluded. There has been a significant policy shift over the period of SESP towards a focus on poorer performing areas. This has been strongly supported by DFID who have been instrumental in supporting research and analytical work, through the Technical Assistance (TA) component of SESP.

The 2006 Project Memorandum (PM) set a national Primary GER target of 100% by 2010. The original data (based on population projections using the 2000 census) shows this target to have been missed: the national Primary GER for 2010/11 was 96.4%. Milestones for 2009, set in the revised logframe, were met.

Figure 1 below shows the trend in Primary GER for Deprived Districts and the national average. The National GER has shown a steady upward trend from 92.1% in 2006 to 105% in 2013. Data for deprived districts showed little change from 2008 to 2010, and the gap between deprived districts and the national average is now six percentage points.

Fig 1: Primary Gross Enrolment Rates (National and Deprived Districts) 2006-13

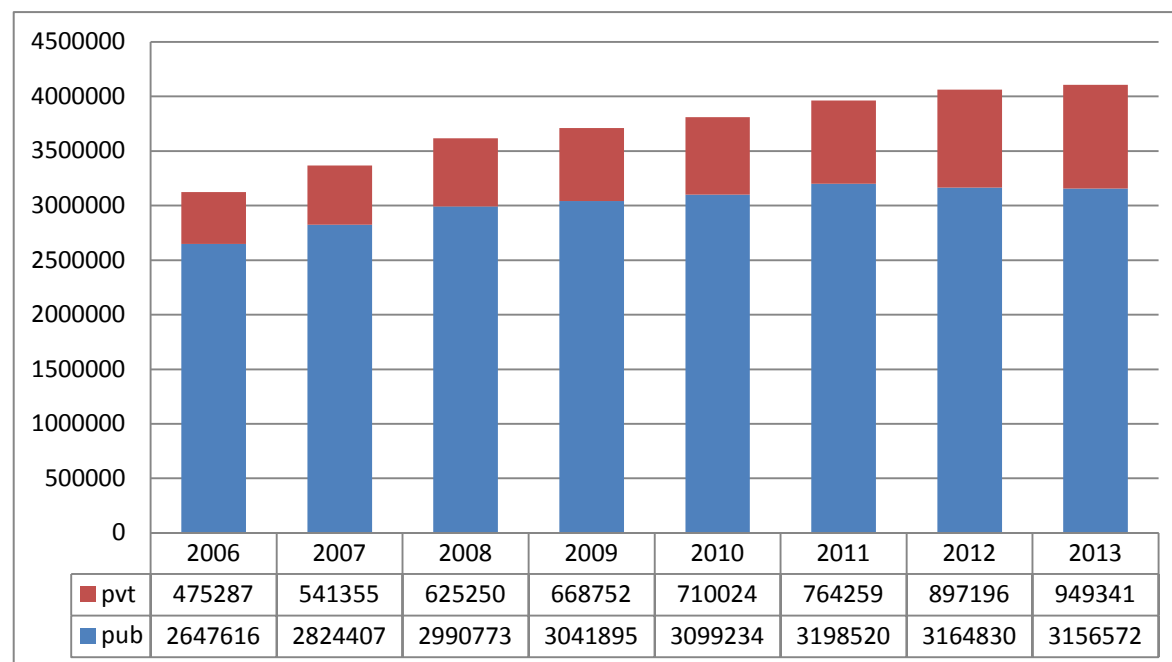
PRIMARY GER 2006-2013



It is worth pointing out that the total enrolment in public primary schools, having increased steadily up to 2010, has declined over the last three years, with the overall increases in primary enrolment having been driven by the expansion of the private sector (see Fig 2 below). Private primary enrolment now accounts for 23% of the total, compared to 15% in 2006. There are inevitably wide regional variations in this ratio, with urbanised areas showing higher access to private schooling. In Greater Accra, for example, almost half (48%) of primary enrolment is now with the private sector.

This may go some way to explaining the plateauing of the GERs in deprived districts, where there are much reduced options for private education.

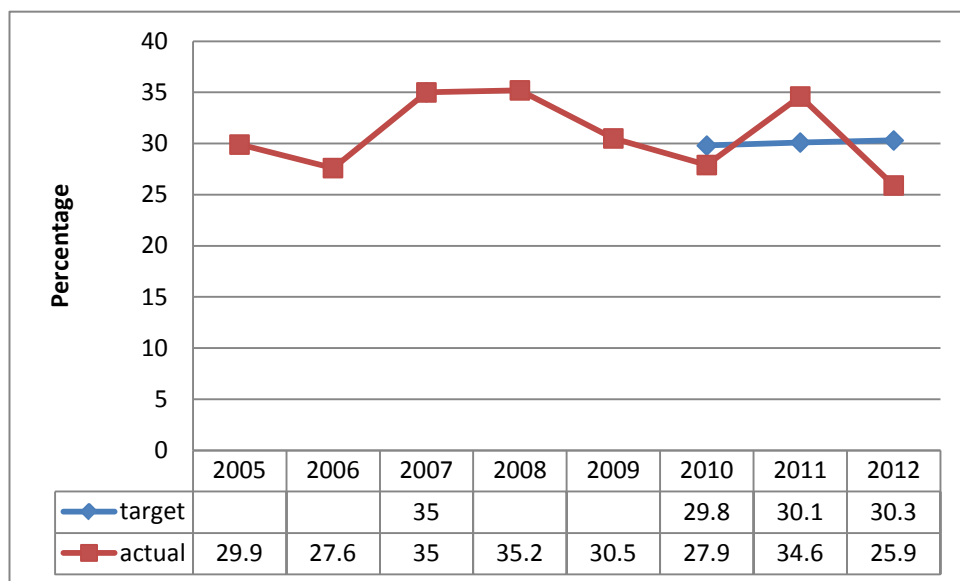
Fig 2: Public and Private Primary Enrolment 2006-2013



Indicator 2. The percentage of total education expenditure allocated to primary education has fluctuated between 26% (2012) and 35% (2007 and 2008). With the exception of 2011, it has been below the milestones set in the logframe since 2009. However, in absolute terms, the total expenditure on primary education has risen consistently each year since 2005: the 2012 expenditure being seven times that of 2005.

Actual performance over the period 2005 to 2012 is shown in Figure 3 below.

Fig 3: Percentage share of primary education expenditure 2005-13 with logframe targets



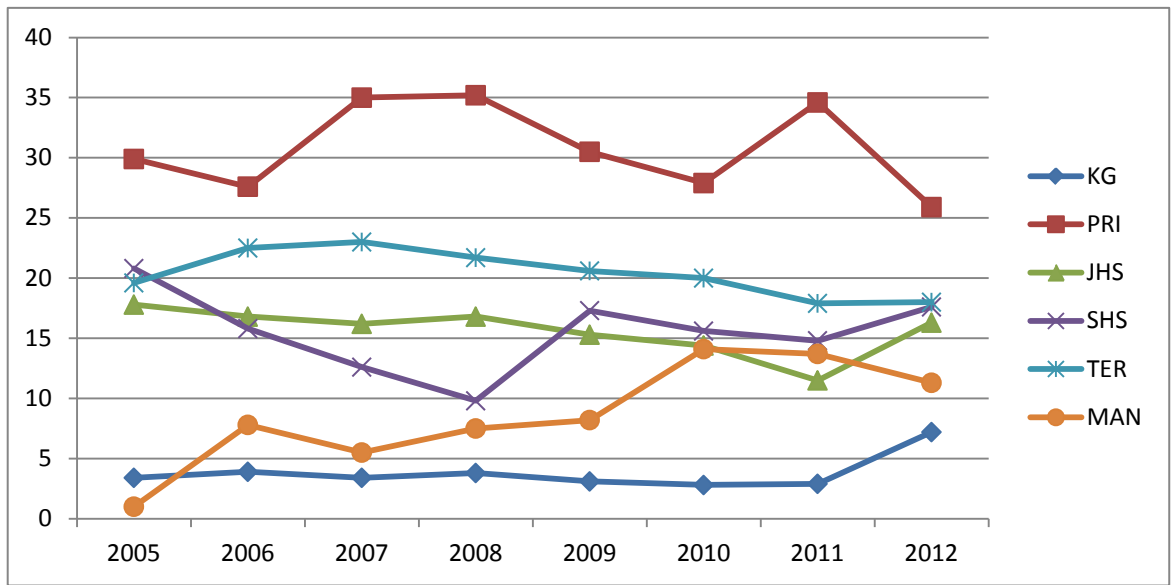
Note: No targets were specified in logframes prior to 2009.

The original PM included an all important indicator (under original output 5) that tracked Personal Emoluments (PE) as a percentage of total recurrent spending. The failure of Ghana to allocate an appropriate level of funds to non-waged recurrent spending was flagged clearly in the 2003 evaluation of the earlier Education Sector Support Programme (ESSP) and has remained a consistent constraint throughout this period.

Dropping this indicator in the new logframe in 2009 at a time of increased concern at GoG's failure to provide adequate non-salary recurrent funding seems a retrograde step to have taken. It is not clear why this was done. The retention of this indicator would have provided an important 'hook' for a stronger policy dialogue with MoE aimed at increasing domestic resources. This in turn would have reduced the clear substitution effect of SESP financing and thus improved the chances of sustaining the non-wage recurrent budget after project closure.

The recent increase in education expenditure is largely a result of the substantial pay increases introduced with the move to the Single Spine Salary Scale in 2011. Varying levels of expenditure at the primary level are also a consequence of shifting priorities to other sub-sectors, notably kindergarten and secondary schooling, as well as a consequence of having secured greater access to the primary level. Percentage of total expenditure by sub-sector over the project period is given in Fig 3 below.

Fig 4: Percentage of total education expenditure by sub-sector 2006-2012



One very striking feature of this analysis is the substantial increases in management costs, from 1% in 2005, rising to a high of 14% in 2010 and now at 11% in 2012. Primary education still commands the single biggest share.

Recommendations for future support

DFID needs to keep closer track on the education data, noting inconsistencies and changes and ensuring the logframe is regularly reviewed and updated. Previous ARs have made recommendations regarding the logframe which have not been effected. This applies to other outputs as well.

Whilst it is appropriate to maintain oversight of the proportion of pending at the level of basic education (junior secondary and below), particularly given the increased interest in expanding senior secondary, a future programme needs to focus more on improving GoG’s commitment to non-salary recurrent spending, possibly where DFID funds are used to incentivise GoG allocations.

DFID has been instrumental in supporting the “mini-max” model to provide a basis for estimating the required efficiency gains. To date there is has been little impact, with the position remaining at the “mini” end of the scale. Future programme support should consider greater conditionality, possibly through a results compact, based on agreed progress towards the “max” end of the scale.

Impact Weighting (%): 20%

Revised since last Annual Review? Y

The target for indicator 1 was revised in response to corrected data for 2012 and the recalculation of performance based on the newly available 2010 PHC data.

Risk: Medium

Revised since last Annual Review? N

Output 2: Gender parity in enrolment in kindergarten, primary, junior high schools; progress towards gender parity in senior high schools; all in areas of low girls' enrolment.

Output 2 score and performance description:

The overall score for Output 2 is B

Despite good progress nationally on gender parity, where at the KG level more girls than boys are enrolled, Ghana has narrowly missed the gender parity targets at primary and junior secondary levels. Data for deprived districts show these continue to lag narrowly behind national averages.

The provision of basic facilities in schools associated with improving girls' participation (toilets and drinking water) shows mixed performance. The percentage of schools with toilets has increased from 46.7% in 2006 to 61.4% in 2013, above the final target of 56% agreed for 2013. Water supply at schools has been less successful, with the percentage of schools with potable water actually decreasing from 49% in 2006 to 46.5% in 2013, below the target of 51% set for 2013^{vi}.

The Girls' Education Unit (GEU) plays an important role in shaping policy and practice. A new Gender Policy and Gender Strategy both remain in preparation, though there is lack of clarity regarding their status. The Unit continues to provide training to staff at district and school level. The GEU has benefited from the deployment of an ODI fellow since September 2012.

Progress against expected results

Indicator	Milestone 2013	National Actual	Deprived Districts Actual
1. Gender parity index in deprived districts			
Kindergarten	1.0	1.03	1.02
Primary	0.98	0.99	0.97
Junior High School	0.93	0.93	0.91
2. Percentage of schools with adequate sanitation facilities and drinkable water supply			
Sanitation (toilets)	56%	61.4%	
Water supply	51%	46.5%	
3. The Girls Education unit strengthened and able to secure increasing resources at the district level for targeted initiatives for girls			
Targeted initiatives are included in district education budgets			Met

Annual performance

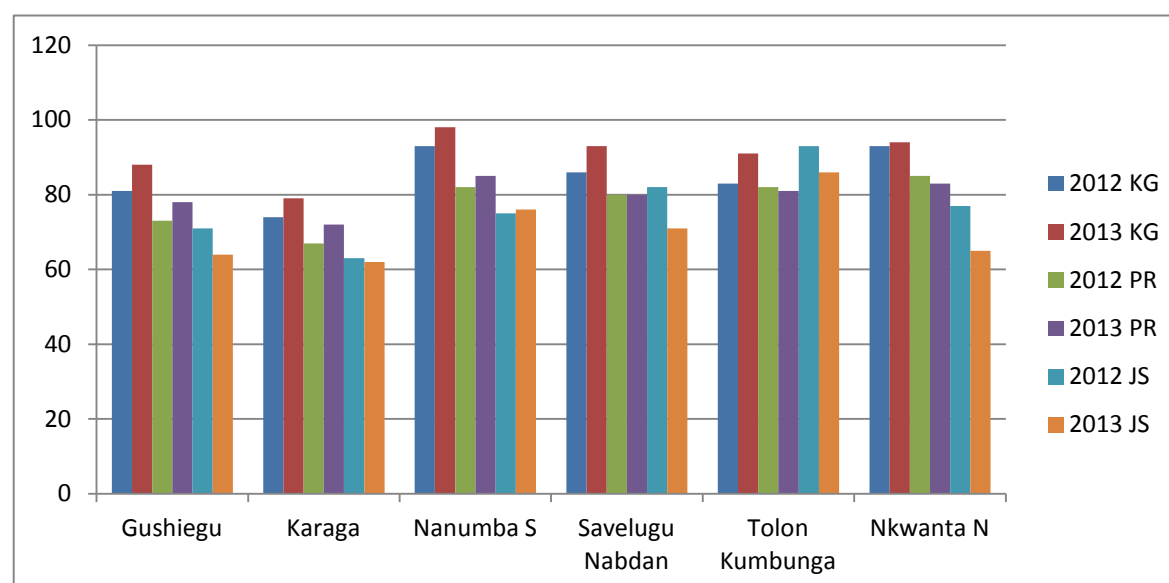
Indicator 1: The GPI in deprived districts appears to have been over-reported in the 2012 AR. The ESPR 2012 (page 12) shows the following for deprived districts:

GPI	AR 2012	ESPR 2012	ESPR 2013
KG	1.01	0.97	1.02
Primary	0.97	0.95	0.97
Junior High School	0.90	0.94	0.91

The GPI in deprived districts is narrowly behind the national averages. The averages across the deprived districts mask wide disparities. The Northern Region has the lowest GPI: the only region not to have achieved parity at KG, and the outlier by some margin at primary with a GPI of 0.92. Central, Volta and Western Regions all now have primary GPIs of 0.99, with all other regions at or above 1.00. The picture at Junior Secondary is less convincing. Northern region has the lowest GPI at 0.85, with Volta at 0.88. Upper East and Upper West have the best GPI at all levels.

Further disaggregation reveals disparities between districts, with a total of seven districts (six in the Northern Region) now remaining with a primary GPI below 0.85, with Karaga in the Northern Region having the lowest at 0.72. However gains are being made: all seven districts had improved their KG GPI in 2013 by between 0.05 and 0.08 points, three had done so at the primary level, though all but one district had shown a decline in GPI at lower secondary – substantially so in some cases. This is a worrying trend that warrants analysis, though it is likely to reflect underlying socio-cultural resistance to girls continuing education beyond the primary stage. Annual change (2012 to 2013) in GPI in the seven poorest performing districts is shown in the Fig. 4 below.

Fig 5: Annual change in GPI (100 = parity) at KG, Primary and Junior Secondary in seven lowest performing districts.



Indicator 2. The percentage of basic schools (Primary and JS) with toilets improved from 56.5% in 2012 to 61.4% in 2013. (Source: EMIS). The percentage with an adequate water supply however has fallen, from 49.6% in 2012 to 46.5% in 2013. There is no apparent explanation for this: the data show that in total over 500 fewer primary schools reported as having functioning water facilities in 2013 than in 2012. Again there are significant variations between districts, with the Northern region having the districts with the least provision.

Indicator 3. The Girls' Education Unit (GEU) within GES is finalising a new Girls' Education Strategy with support from USAID. In addition, a new Gender policy is being developed by MoE with support from the Ghana National Education Coalition (GNECC). Both of these remain in draft. The GEU has

provided training that has targeted Head Teachers and Circuit Supervisors, as well as over 160 Regional and District Girls' Education Officers. The latter have been instrumental in identifying and building the capacity of school based facilitators. The GEU has benefited from the placement of an ODI fellow, funded under the Technical Assistance component of SESP.

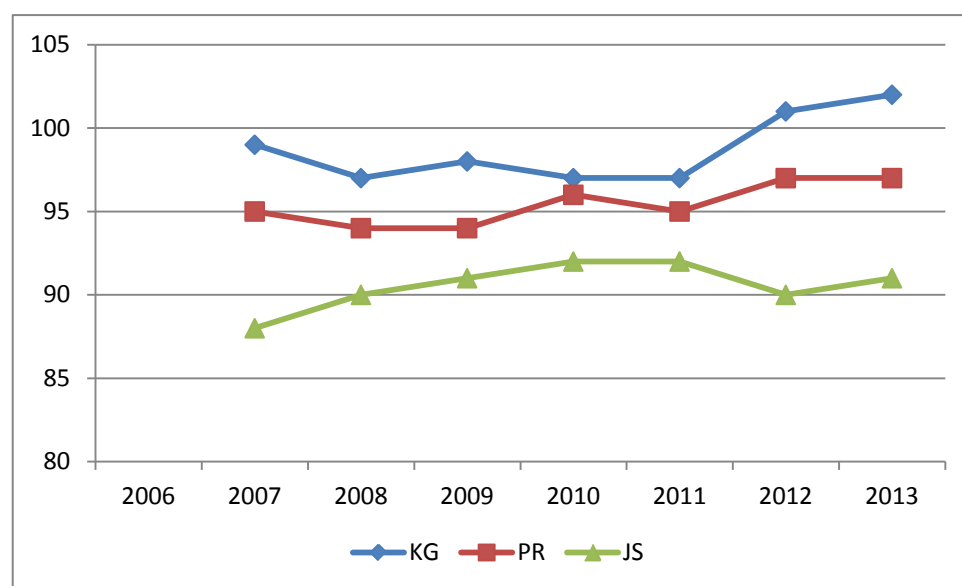
Follow up on 2012 AR recommendations

<p>Influence GoG to establish a percentage of district funds to be spent on gender activities in districts with GPI under 0.85.</p>	<p>The GEU were unable to confirm that any agreement had been reached. The review team visited one district where the GPI was below 0.85 where no minimum percentage had been applied.</p>
<p>Support role of Girls' Education Officers in district level planning and budgeting decisions</p>	<p>There is some evidence that this has happened: training has been provided and District Education Operational Plans (DEOPs) do contain gender activities, though these seem restricted to sensitisation and girls' clubs.</p>

Overall project performance

Indicator 1. Data for the GPI in deprived districts over the project period are given in Fig 6 below. The GPI is found to have improved at each level – KG, primary and Junior secondary, though progress has been uneven. As pointed out in the previous section, averages mask significant variation and there remain a small number of districts where the GPI is very low.

Fig 6: Trends in GPI (100= gender parity) in Deprived Districts 2007-2013



The UNICEF Multi Indicator Cluster Survey (MICS) 2012 points to a number of socio-cultural barriers that continue to inhibit girls' participation in school, including low value placed on educating girls, compounded by early marriage, teenage pregnancy and gender-based violence. A wider range of strategies are now being employed to tackle the continued exclusion, these include incentive packages (e.g. food and rations), and girls' camps and clubs, though discussions at district and school level revealed a lack of funds as a continuing obstacle to the latter. In 2011 DFID increased the number of activities eligible under the SESP grants to districts in an attempt to diversify approaches. From very limited field level observations, this does not appear to have had much impact as yet, with districts needing more support in identifying activities that best suit their particular context and needs (see also comment below).

Observations from field visits during this review indicated that schools lacked funds to run the

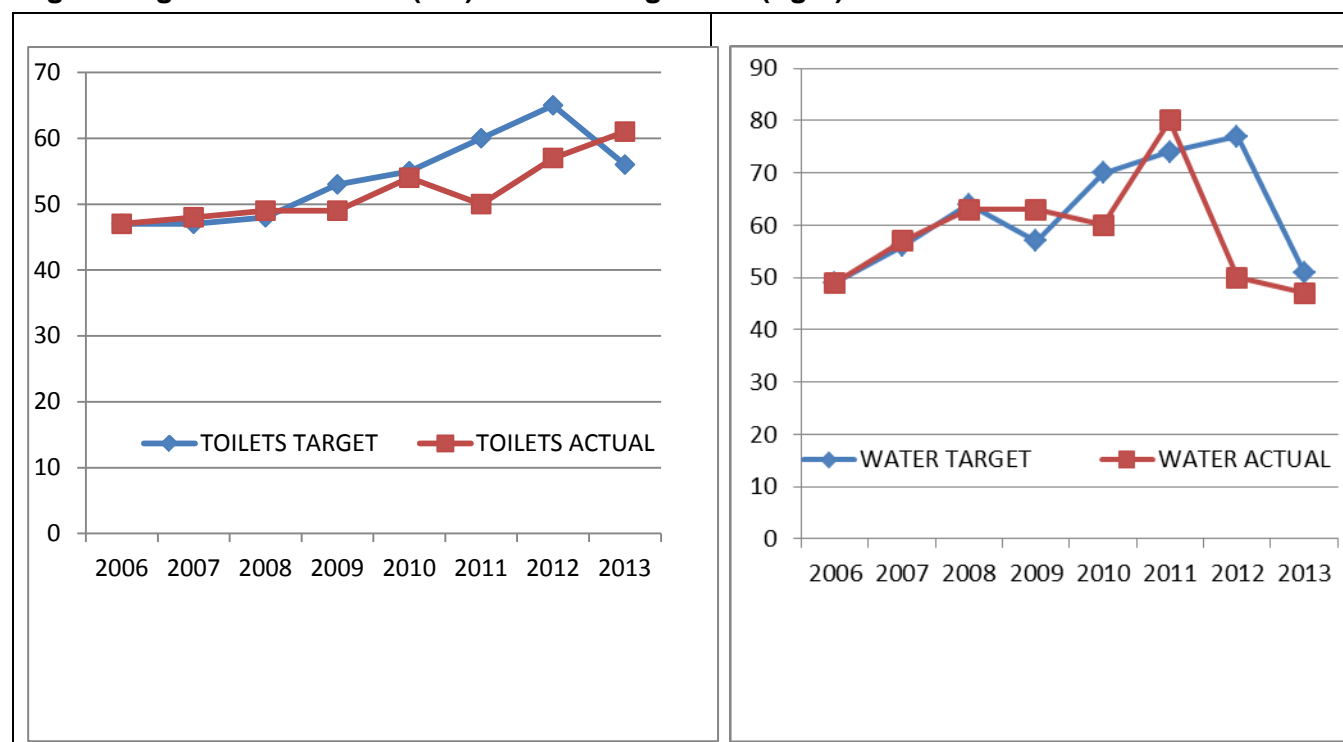
recommended activities (e.g. clubs and camps): capitation grants get eaten up by higher priorities and the school based facilitators have little influence in decisions. The observations were confirmed by the Director of the GEU. From albeit limited discussions and observations during the review mission, the team feels that much more could be done at District Offices. There seems to be an almost formulaic approach to activities, the majority being “sensitisation”, with Girls’ Education Officers appearing to lack traction and influence within largely male dominated education offices.

Districts rely much on NGOs at district level, and the review team were impressed how some districts manage this diversity of players. The few District Education Operational Plans (DEOPs) that we saw do address gender issues, though when we reviewed the plans for DFID’s funds these seldom included any specific gender activities. Districts are quite adept at managing their resources and the specific interests of partners and funders, knowing what can be covered from where: with the coming of substantial GPEG resources in the north there may be less reliance on DFID’s funds which have a wider degree of flexibility and are used for other agreed priorities.

Whilst gender activities are clearly evident in the DEOPs, it is less certain that these receive any real priority. The Advisory Unit on Decentralised Education Management (AUDEM) has instigated a process that scrutinises District Plans and Performance Reports, with the focus being largely on compliance with process and financial procedures. Scrutiny does not appear to be given to “what” is being planned and resourced, or the level of resources being allocated. There may be an opportunity here to bring in a specific gender dimension within this oversight process.

Indicator 2. The original PM envisaged 86% of Primary and JS schools having toilets for girls by 2010, and 73% having potable water. In 2009 these targets were revised to 65% and 77% respectively by 2012, with the final 2013 targets set in 2012 to 56% for toilets and 51% for water supply. Performance over targets is summarised in Figure 7 below.

Fig 7: Progress with Toilets (left) and Drinking Water (right)



Based on this, one has to conclude that overall performance against original expectation has been at best, mixed and disappointing. The ESP aspires to ensure that “all basic schools meet national norms of health, sanitation and safety” - the situation on the ground is far from that. The underlying causes of this under-performance are largely due to the persistent problem of lack of funds in the investment and non-waged recurrent budgets. Districts lack sufficient funds to be able to meet needs. The wide disparities in provision between regions and districts may also be explained by unequal financial flows to different areas, as well as the capacities of local government and communities to provide: poorer areas have less of their own resources available and remain under-served.

Interestingly, there appears a weak association between the presence of these basic facilities and the GPI at the primary level. For example, the districts of Gonja East, Bole, Saboba and Sawla-Tuna_Kalba all have woefully low provision of water (between 11% and 17% of primary schools) yet have average or above GPI. The impact of water and sanitation provision is likely to be greater at higher levels (Junior and Senior High). One head teacher, when asked why children simply left the classroom and used the bush around the school instead of the new toilet block, remarked that “they are used by the older children”, adding that “that’s what they do at home”. Clearly infrastructure needs to be accompanied by some messages about purpose.

Indicator 3: The GEU clearly has an important role to play in both policy formulation and support to districts, and whilst attribution is difficult to assess, GEU has played a role in the sustained emphasis on girls’ education, particularly in the north where girls continue to be under-represented at the basic stage of education. The GEU has been the locus for policy initiatives - a new strategy is being finalised and GEU continues to develop and advise on appropriate school and community level initiatives, which are supported through their own orientation and training activities.

As with other central departments the future is unclear with regard to their role under full decentralisation. The GEU is itself physically isolated being located away from the main GES HQ and it is not clear how influential the leadership is in securing resources and driving policy imperatives.

The Technical Assistance, funded through DFID, provides valuable support through the ODI fellow though this appears to be more on keeping things moving along and providing briefings rather than more upstream policy and strategic work. Additional support has been provided for gender through the TA fund, including work on gender communication, analysis on closing the gender gap, and gender statistical work.

Recommendations for future support

As gender parity improves, strategies to reach those who remain excluded need to change. There is a wealth of good evidence around in Ghana and from elsewhere (e.g. CAMFED Report) and greater scrutiny of data when assessing actual results of interventions by district GEOs need to inform future programmes.

A focus on female education leadership, particularly ensuring more women become head teachers and senior administrators, will be important in further changing the gender dynamic in schools.

Impact Weighting (25%):

Revised since last Annual Review? *N*

Risk: Low/Medium/High

Revised since last Annual Review? *N*

Output 3: Improved quality of teaching and learning in primary and junior high schools

Output 3 score and performance description:

The overall score for Output 3 is A

The total number of trained teachers at both primary and junior secondary level has exceeded the target set in the logframe (revised on recommendation at the 2012 AR), showing increases of 3,731 at primary level and 3,206 at junior secondary level.

The textbook situation continued to worsen, with on average two children sharing only one of the three core textbooks at the primary level. However, additional DFID support has provided the majority of funds to launch a major procurement of over 12.5 million new textbooks in 2013. These are now finding their way into schools. This will ensure that close to every child has access to each of the three core texts in English, Maths and Science.

The stock of classrooms at the basic level increased by 6,467 between 2012 and 2103 (Source: EMIS). This includes a large number of new classroom blocks replacing “classrooms under trees”.

Progress against expected results:

Indicator	Target	Actual
1. National and district data on numbers of trained teachers, disaggregated by gender		
Primary	62,158	65,889
Junior High School	57,700	60,906
2. Textbooks in English, Maths, Science per primary pupil	3	0.5
3. Number of classrooms constructed or rehabilitated	None set	6,467

Annual performance

Indicator 1: In line with the recommendation in the 2012 Annual Review, the target for the number of trained teachers was adjusted to align with the ESP target which is to “reduce the % of untrained teachers ... to not more than 5% by 2020”. There is a discrepancy in MoE reporting on the number of trained teachers between the ESPR 2013 (69,082) and the EMIS data (65,889). This review has used the lower EMIS figure. The net increase in numbers of teachers between 2012 and 2013 has been 2,932 at the primary level and 6,243 at JHS.

The problem of the inability of maintaining efficient staffing norms is illustrated when these figures are set against changes in enrolment. The actual number of children in public primary schools in 2013 dropped by 8,258 pupils from the preceding year, yet the stock of teachers increased by almost 3,000. To maintain existing PTRs, let alone drive towards more competitive ones (the “max” in the mini max model), a reduction in the teaching force was required. Pupil Teacher Ratios (PTRs) at primary level reduced from 34:1 to 33:1 between 2012 and 2013, and from 17:1 to 16:1 at JHS, taking Ghana further away from, not closer to, the 2020 targets.

It is worth noting here, that the overall increase in total primary enrolment in 2013 was entirely driven by the private sector, which showed a 6% increase. The rise is even greater at JHS level, where enrolment in private schools grew at 12% between 2012 and 2013.

Work is however on-going in moving towards more efficient staffing norms, consistent with the ESP maximum and minimum ranges. Minimum PTRs are 25:1 for KG, 35:1 for Primary and 25:1 for JHS, with maximums being 45:1 for KG and Primary, and 35:1 for JHS. Reviews of staffing are currently underway, with anecdotal reports suggesting substantial surpluses of staff in some regions. This is consistent with the GNECC study that found basic schools to be overstaffed by as much as 6,000 teachers. The 2013 ESPR (Table 19, p 49) has re-estimated this to be in the region of 15,000 at the basic level, using the minimum PTRs and over 70,000 against the maximum PTRs. Over-staffing is

highest at the JHS level, where subject-based staffing and small school size allow for low teaching loads and thus generate inefficiencies.

Indicator 2: in 2013 MoE initiated the first major procurement of textbooks since 2008, aimed at totally restocking schools with newly published texts in the three core curriculum areas of English, maths and Science. A total of over 12.9 million books and Teachers' Guides have been ordered and the review team's visits to district offices and schools confirm that books are now being distributed to schools. This has been supported by a commitment by DFID to provide the major part of the funding. This provision was outside of the SESP. The impact should be seen in the 2014 EMIS, provided districts receive and distribute books quickly. The evidence is that this is happening. Independent monitoring shows that by the end of the first month of the school year (i.e. mid October) between 75% and 89% of books (depending on subject and school level) had been delivered to schools.

Based on this procurement alone the pupil to book ratio is estimated to come close to the desired 1:3. (note: they are new textbooks which are different from existing textbooks in schools, so the new supply should not be added to existing stocks of outdated textbooks when calculating stocks and ratios for the current school year 2013/14).

Indicator 3: EMIS data for 2012 and 2013 show an increase in the number of classrooms, of 4,771 at primary level and 1,696 at junior secondary level. Responsibility for basic school infrastructure is complicated, as there are several funding sources including donors, MoE, District Assemblies and the GETFund, the latter being responsible for a major share of investment spending in education. Discussions with the GETFund found that they had 2,170 completed or on-going classroom block construction projects at basic schools at the end of 2012.

Follow up on 2012 AR recommendations

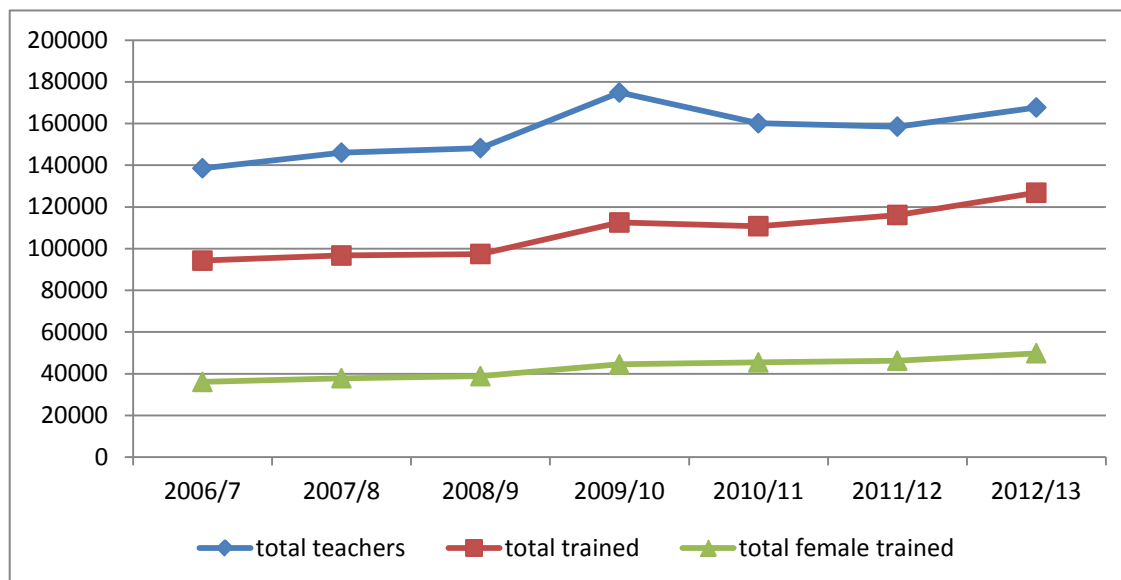
<p>Institutional Assessment: Include focus on teacher deployment and staffing norms across all districts and levels of education. The PBME Unit of the MoE to analyse annual data on supply of newly trained teachers to ensure these teachers are being sent to underserved areas.</p>	<p>Some progress. DFID undertook an Institutional Assessment and Political Economy Analysis in late 2012. A review of supply and deployment of teachers is on-going and changes have now been introduced to remove the automatic employment of College of Education graduates as teachers. This comes into effect for the Sept 2013 intake into Colleges of Education</p>
<p>Government to monitor and continually review roll out of UTDBE programme.</p>	<p>The UTDBE programme continues, and following concerns about the eligibility of entrants in the north of Ghana, a "weeding out" exercise is being done. Over 10,000 teachers are currently enrolled.</p>
<p>Learning outcomes: Supporting government to develop a coherent annual national school level assessment to track progress and enable better targeting of resources to schools at the District level. Utilise findings from the DFID-World bank learning assessment study and toolkit currently being undertaken with the Curriculum Research and Development Division of GES.</p>	<p>The DFID/World Bank analysis has finished and discussion with GoG is due to take place. USAID are supporting Early Grade Reading Assessment (EGRA) and Early Grade Maths Assessments (EGMA) which were being carried out at the time of this review. However, outside of these sample surveys, and the National Educational Assessment (NEA), there is no formal, reliable assessment of <u>every child's ability until the BECE</u>, which remains the first national assessment of every child. There are currently no plans or resources to re-introduce the School Education Assessment which last tested all primary 6 pupils in 2009. The fifth NEA (a sample survey of English and Maths at P3 and P6) was undertaken in 2013 and was expected to report</p>

soon after this review. There is a preference to introduce a school based assessment model in primary schools.

Project performance

Indicator 1. The total number of trained teachers at primary level remained fairly static in the earlier years of SESP, but since 2009/10 has risen steadily. The percentage of primary teachers that are trained has risen by ten percentage points from 68% at the start of the programme in 2006 to 76% in 2013. The original target was to achieve 88% by 2009/10. This target was therefore substantially missed; in fact the percentage of trained teachers had declined from the 2006 baseline of 68% to 64% by 2009/10. This was due to a failure to produce enough teachers since the CoEs graduate around 9,000 a year. The revised logframe of 2009 set new milestones of actual numbers. These appear to have been set against an incorrect baseline of 86,900 for primary and 43,000 for JHS. Actual numbers of trained teachers in 2008/9 were 51,995 and 45,421 at primary and JHS respectively. Consequently in no year has the milestone been achieved. The 2012 Annual Review recommended a re-alignment which was done and the final milestone has been achieved. Progress is summarised in the Fig 6 below.

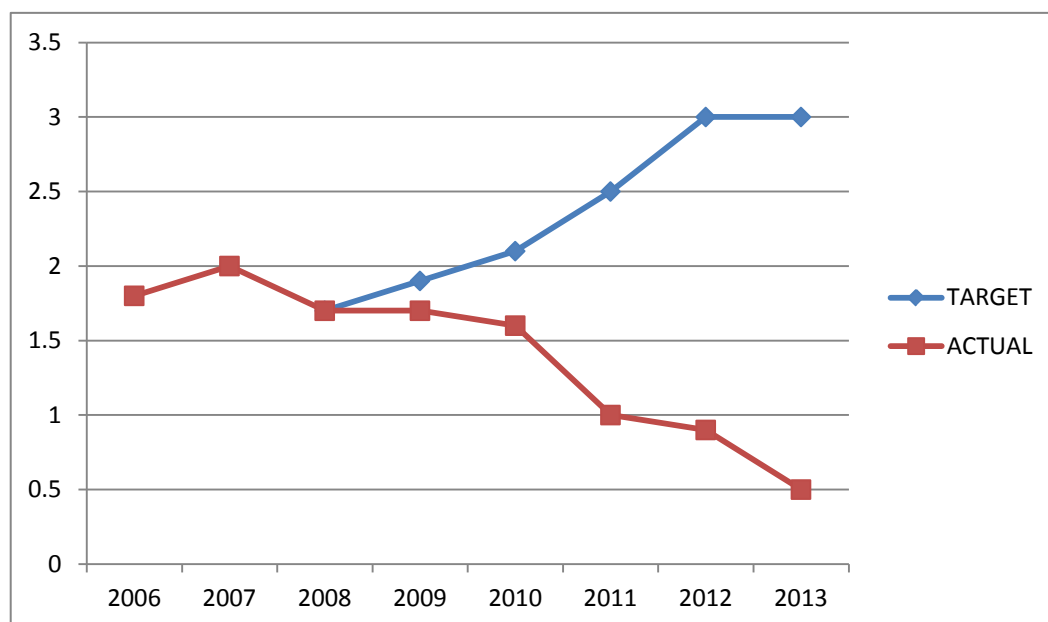
Fig 8. Number of trained teachers 2006-2013



DFID has used the TA fund to provide support to the Untrained Teacher Diploma in Basic Education (UTDBE) programme. This programme makes a substantial and highly cost effective contribution to increasing the number of teachers, particularly in rural areas, who can access training leading to qualified teacher status.

Indicator 2. The textbook situation in Ghanaian schools is a sorry tale of underfunding and neglect. Fig 9 below shows the divergence of target and actual provision over the SESP period. Stocks in school were reasonably good in 2006, but a continuing failure to replenish supplies has seen stocks dwindle. Evidence from schools now points to insufficient numbers being available to enable teachers to effectively use them in class, let alone pupils use them for private study or homework. As a result, there is now a weak book culture in schools, with teachers increasingly reliant on chalk and talk routines. This will take time to correct, and the current large scale procurement and distribution programme needs to be backed up with effort, led by Circuit Supervisors and Head Teachers, to ensure that books are used in schools. This needs to be part of DFID's planned follow up and monitoring activity.

Fig 9: Textbook ratios (core subject textbooks per pupil) in Primary Schools 2006 - 2013

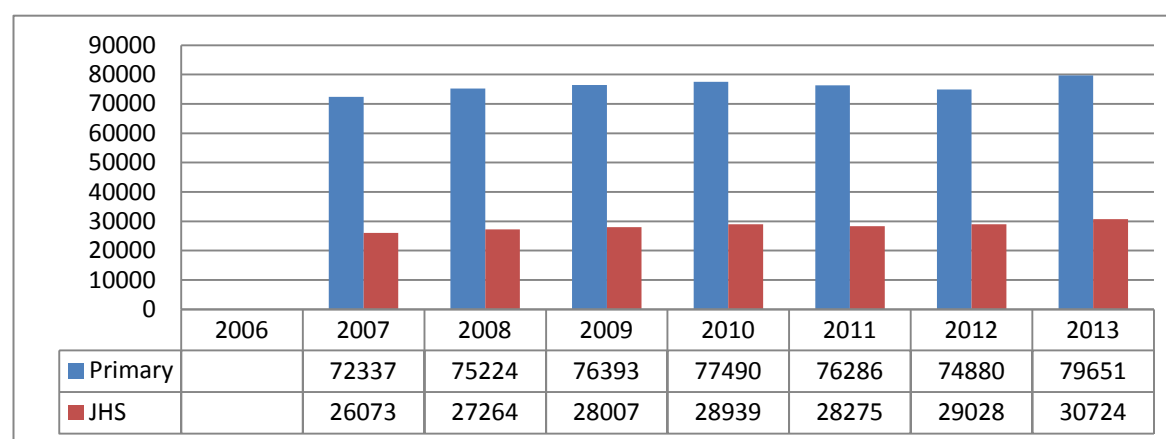


Indicator 3.

The ESPR 2013 reports that a total of 2,269 ‘Schools Under Trees’ classroom construction projects were either in process or had been completed through MoE and GETFund resources at Jan 2013. This is out of a reported total of 7,869 schools in need of infrastructure support.

Data for this review are based on the annual EMIS returns showing the total numbers of classrooms, summarised in Fig 10 below. There appear to be problems with the data, given the decline in classrooms shown between 2010 and 2012.

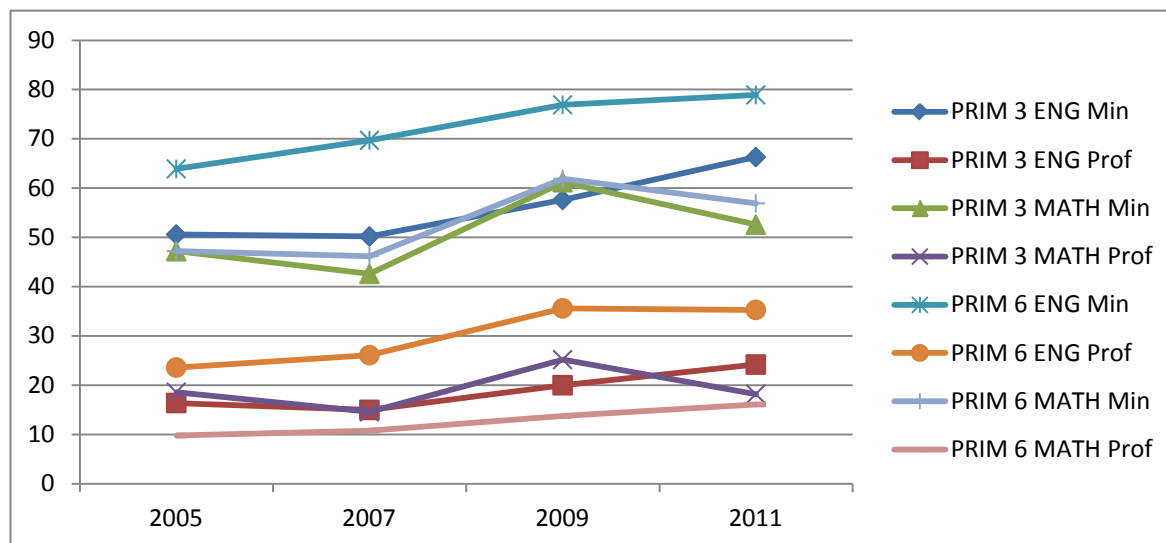
Fig 10: Total number of classrooms reported in EMIS 2006 - 2013



Additional comment on learning achievement. The original logframe included an indicator that tracked Minimum National Standards of learning achievement, through the National Educational Assessment (NEA). Though associated with Output 3, this is perhaps a better outcome level indicator: the theory of change being that if the requisite inputs (trained teachers, better time on task, teaching and learning materials, improved management and support etc) are provided, learning outcomes will improve. As the above shows, Ghana has made modest improvements in the provision of classrooms and trained teachers, though the provision of books has worsened considerably. Other critical indicators, not captured in the DFID logframe or EMIS data, such as teacher absenteeism (reported at 28%) and time on task (reported as 40%) likewise have not improved. Despite this mixed performance

on establishing the basic conditions for learning, NEA results show some improvement in the number of children demonstrating basic levels of competency in English and Maths at P3 and P6 levels, though performance in Maths is less convincing. Results are summarised in Fig 11 below. The results for the latest NEA conducted in 2013 are expected very soon, but were not available at the time of this review.

Fig 11: Performance in National Education Assessment 2005-2011.



Recommendations for future support

Future support should consider a far closer focus on actual learning. Currently, prior to the BECE there is no coherent or reliable assessment of what individual children have learned. The NEA is a vital instrument for policy makers, but it does not help individual schools, parents or pupils understand where their children are in terms of basic standards. Nor can it help Circuit Supervisors or Inspectors construct a dialogue with schools and teachers around learning: that has to be firmly based on actual pupil performance, reliably and independently measured. A priority should be to re-activate the School Education Assessment (SEA), last done in 2009, to provide an annual assessment of every child at key stages of the primary cycle. Performance should be added to the School Report Card, so that it then becomes central to school support and supervision processes including the SPIP and SPAM.

There is an urgent need to focus on re-professionalising the teaching profession. This needs to involve far greater collaboration with the GNAT who are a key stakeholder and whose positive and active engagement is key to success. Progress has been made with the recent approval of a new policy on Teacher Professional Development and Management in Ghana. The slow progress on this (a draft was ready in January 2012) does not send a strong signal of government commitment, in part explained by the then pending general election. Action on implementing this will be key to revitalising the teaching profession. There are trade-offs to be made between assuring teachers of better career prospects based on proven performance, the need to use sanctions for under-performance and absence, and incentives to move towards more efficient PTRs and teaching loads. The quiet collusion around and acceptance of damagingly low levels of productivity have to be changed.

Strong school leadership is critical to driving up quality and has been a neglected area. Investment needs to focus on ensuring the right people become heads, including a greater proportion of women, and ensuring that they are trained, rewarded and supported to perform.

Impact Weighting (30%):

Revised since last Annual Review? **N**

Risk: Low/Medium/High

Revised since last Annual Review? **N**

Output 4: Effective human resource and financial management at central government level

Output 4 score and performance description:

The overall score for Output 4 is A

The Annual Education Sector Operational Plan (AESOP) for 2012-2014 has been developed, though its status (draft or final?) remains unclear. The ESWG does not appear as yet to have endorsed it. Government Financial Reports have been submitted on time and the final tranche of sector budget support was released by DFID in February 2013. GES submitted a summary report of all expenditures under SESP to DFID in March 2013. The ESWG (as at August 2013) confirms that both the two education related indicators in the PAF have been met, though the latest MDBS report show these as still undetermined. The ESWG has continued to meet regularly though there is less evidence of activity in the sub-sectoral groups, particularly on PFM which DFID now co-chairs.

Progress against expected results:

Indicator	Target	Actual
1. Divisions and agencies have effective operational and financial plans directly linked to the AESOP	OPs linked to 2013 AESOP	Partially met
2. MoE and GES produce regular accounts and audit reports	2012 Audit Reports on time	Met
3. Published 'policy matrix' (PAF for MDBS) with poverty focused policy triggers	PAF poverty focussed	Met
4. GoG provides strong leadership of the sector to ensure effective coordination	No target set for 2013. (2012 target: Key sub sector groups operational and FRA recommendations set)	Partially met

Annual performance

Indicator 1. The status of the 2013 AESOP was not clear at the time of the review, so a draft was reviewed which still has a few areas to be completed. As pointed out at the last review, the AESOP cannot be fully implemented due to lack of progress on the efficiency saving measures and the continuing squeeze on operational funds. There remains a lack of progress in getting the three new agencies (the National Council for Curriculum and Assessment, The National Teaching Council and the National Inspectorate Board) operational. The NIB is more advanced than others but has still to receive a budget for operations. No inspections have thus taken place under its auspices since its formation. Feedback from other Departments, including Teacher Education and Private Schools indicate a lack of funds for activities.

Indicator 2. Audit Reports were reported as produced on time. MoE/GES produced a financial report

detailing the cumulative expenditure of the DFID funds in March 2013, shortly after the final tranche release (GHC 28,547,00) The latest MoE financial report made available to the review team was that dated 27 November 2012 covering MoE expenditures for the FY 2011, reported on at the last AR. The Financial Report for FY 2012 is due in November 2013, after this AR.

Indicator 3. The PAF for the MDBS contains two education-related indicators. The latest report on the status of the PAF indicators dated 1st October 2013 shows that the two education related indicators are both undetermined as to whether they have been met. The data on teacher absenteeism based on the first round of reporting on the school report card has been processed, though the results are not yet available. 72% of schools in deprived districts completed the SRC, above the target of 70%. From the limited evidence observed by the review team during district and school visits, the SRC is largely seen as another data compliance issue: some schools were confused between the SRC and the EMIS return. It is doubtful therefore whether the SRC as is currently being used and perceived (i.e. more data gathering) will become an important “living” instrument for monitoring and driving school improvement. Much needs to be done with Circuit Supervisors to improve their capacity to monitor schools effectively by focusing on key priorities for school improvement and sustaining a coherent and challenging dialogue with schools.

Indicator 4. The ESWG continues to meet on a regular basis. There is less evidence that the sub-groups have been effective: a particular disappointment has been the sub-group on PFM which DFID has co-chaired with JICA to support MoE/GES response to the findings of the FRA in 2012. An action plan was developed by GES in response to these findings which set an agenda for the sub-group. The review team could see no evidence that this group had met, and the expected increased involvement of DFID has not led to the development of a coherent response to the FRA recommendations. The fact that no milestone was agreed for 2013 speaks of some loss of focus.

Follow up on 2012 AR recommendations

<p>Efficiency saving measures: DFID needs to re-engage GoG on these measures outlined in the Education Strategic Plan to ensure commitment. In depth institutional assessment planned for early 2013 will provide a full update on current constraints to progress and consider ways in which MoFEP and MoE can undertake a more realistic budgeting process. Subsequent support to the education sector should be contingent on progress on these areas.</p>	<p>DFID supported the Institutional assessment in late 2012. MoE are undertaking a review of teacher distribution and surpluses. The review one-pager of the ESWG meeting in August for example contains no specific reference to the efficiency gains agenda – an indication that sector dialogue on this is not as robust as it might be.</p>
<p>Audit Report Implementation Committees should be strengthened at the national and regional level to ensure that audit findings and recommendations are addressed.</p>	<p>Progress unclear. This should have been an agreed agenda for the PFM working group, but the group has not met. Feedback from MoE/PBME provided through the DP Coordination Unit (Aug 2013) detailing progress against the FRA action plan agreed in Feb 2013 does not refer to Audit Report Implementation Committees as this was not included on the action plan.</p>

Project Performance

Indicator 1. The Ghanaian education system is not short on process! Under both ESSP and SESP DFID have clearly been instrumental in institutionalising a robust and logical cycle of planning and reporting in the education sector centred on delivery of the ESP through a rolling costed AESOP. The Education Sector Annual Review (ESAR) process, for which a comprehensive ESPR is produced, combining narrative, statistical and financial information, continues to provide a major forum for dialogue between GoG, Development Partners and CSOs. In addition to reviewing progress, the ESAR enhances accountability and transparency, and informs the Operational Plan for the coming

year. The quality and analysis contained in the ESPR has improved over time, and DFID's support to the PBME through TA has been a key resource in this. Ghana has an enviable and solid record of sector performance in the Annual EMIS and ESPR reports dating back to 2003.

Comprehensive planning and reporting processes are institutionalised at district level where districts spell out how they will allocate resources to deliver on ESP targets through their annual DEOPs, and these are reviewed through the AUDEM at central level. This process has been central to the achievements of the sector.

The major flaw, as pointed out consistently in all major reviews and analysis, is that the first call on the budget is salary, and MoE/GES have been unable to contain this through achieving the kind of efficiency gains required, nor have adequate ceilings for PEs been agreed with MoF. Thus, what is planned through AESOP is never fully delivered.

Indicator 2. DFID supported a detailed Fiduciary Risk Analysis (FRA) of the Education sector in mid 2012, concluding that the overall risk remains high. Attempts to improve PFM have largely been ad hoc rather than strategic and the financial reporting is constrained by being largely manual. Districts report expenditures on a monthly basis to the Regions, who then report to HQ where manual returns are entered onto spreadsheets: a slow process that results in a significant time lag and fails to allow for adequate scrutiny. New excel software is now being introduced which is expected to improve reporting, and training has been undertaken for staff in the deprived districts. Annual audited accounts are submitted to Parliament, based on GES accounts being completed by the February after the closing of the Financial Year (December 31st). The FRA found Ghana to be compliant with annual accounts being submitted for audit prior to the deadline, though because releases from MoE/GES to the next level are treated as expenditures, oversight on what spending is actually on is weak, though the new system being piloted under GPEG will improve this, albeit only in the deprived districts. Audit function is considered weak, as is follow up on audit finding.

Following the FRA, an action plan has been produced by MoE/PBME. This needs constant monitoring and support through the PFM working group. The following from the FRA report stresses the need for DFID to increase its dialogue around PFM:

DFID advisory staff need to play an active role in championing and leveraging change. This cannot be done simply through quarterly or six monthly reviews of milestones but through an active business-like approach to progressing change through working with consultants and particularly senior MOE /GES officials including ministers to implement change. The culture of inertia is very strong and perhaps contrary to what might be thought, MOE might welcome a strong and active partner who presses and facilitates acceptance of a very important change agenda. Other DPs particularly the World Bank, might be interested to engage in that process.

Indicator 3. A number of binding constraints that were identified at the evaluation of the earlier SBS to education in 2003 still remain. Resolving these requires commitment from within MoE/GES as well as across GoG more widely. A key rationale for opting for SBS was that it would work in tandem with GBS to provide additional influence on broader policy issues, using the lever of GBS to put pressure on the Education Sector to take decisive action on key issues, the most important of which is establishment and payroll control. There has been some progress, though Ghana remains some distance from achieving the kinds of return on its relatively high investment in education that it should expect. Recent progress on reducing the high proportion of expenditure on salaries includes:

- Capping the number of teachers receiving training allowances to 3,000 per year
- Removing with effect from this (2013/14) academic year the payment of allowances to newly registered trainees at Colleges of Education (CoE)
- Removing the right to automatic employment as teachers for CoE graduates
- Enforcing a ban on new recruitments preventing Districts from hiring new staff, other than to fill existing vacant positions
- Initiating a nation-wide survey of existing teacher deployment to identify surpluses
- Teachers who are absent for more than 10 days without permission can now be dismissed.

However, as the experience of 2013 has shown, with continued increases in teacher numbers when public enrolment has declined at the primary level and increased marginally at JHS (reported above), where PTR and teaching loads are generous, indicate how far Ghana has still to go on the difficult path of change.

Indicator 4. The ESWG has continued to function as the main joint mechanism through which the DPs dialogue with MoE/GES. The co-chairing arrangement is rotated amongst the DP, with DFID co-chairing in 2011 and 2012. As pointed out above, other working groups seem to have had limited success and the failure of the PFM sub-group to capitalise fully on the detailed analysis and recommendations of the FRA is disappointing.

A key change to the effectiveness of the ESWG came in 2011 with leadership passing to the Chief Director (reported in 2011 AR) which bought greater commitment from senior MoE/GES management. This coincided with the preparations of the GPEG application, and the creation of several further sub-groups to take forward that process.

The DPs, and DFID in particular enjoy a close and cordial relationship with MoE and GES. This relationship is based on mutual respect and trust, and to work effectively needs to be one of both comfort and challenge, with perhaps more of the latter now required to overcome some of the persisting constraints.

The key event in the annual calendar in terms of sector coordination and dialogue comes through the Education Sector Annual Review, held in June/July. Following a major review of progress, a business planning meeting of senior MoE/GES staff and DPs sets the priorities for the coming year. Independent observations of the 2012 ESAR found a tendency to set too many recommendations which in themselves were often poorly defined, as well as a failure to clearly assign responsibilities with key action points and timelines to serve as subsequent progress checks. Whilst still serving its original purpose, the ESAR may now be somewhat tired, with well-rehearsed routines of presentation and discussion leading to a broad re-articulation of purpose. It might benefit from sharpening its focus on the sector's more intractable problems.

Recommendations:

PFM reforms - alongside changes in the deployment and management of human resources, most importantly teachers - are as much imperatives now as they were in 2006. Tackling these issues requires effort and commitment both from within the sector as well as from without. From DFID's perspective the more active engagement of governance advice is essential: any future support needs to be backed by stronger commitment and technical capacity from DFID – a point rightly made in the FRA. Much stronger links need to be made between the GBS and SBS so they do genuinely complement each other.

The ESWG could be re-invigorated by changing its core business from what appears to be a regular review of progress to one that focussed more exclusively on the bigger ticket items of efficiency savings. With the majority of donors heavily immersed in their own projects, and using the ESWG to serve their specific interests, the bigger picture of sector reform gets lost. DFID is the best placed to champion this.

Impact Weighting (25%):

Revised since last Annual Review? *N*

Risk: Low/Medium/High

Revised since last Annual Review? *N*

Section B: Results and Value for Money.

1. Achievement and results

1.1 Has the logframe been updated since last review? Y

Output 1 Indicator 1 (the Primary GER in deprived districts) was revised during this review. A reporting error was noted from the last Annual Review, on which the revised target for 2013 was set. This target was both unachievable and inconsistent with the longer term 2020 target of the ESP. The milestone was revised downwards from 105% to 98%. Last year's achievement has been revised downwards from 104.1% to 100.9% based on the 2013 ESPR.

In line with the recommendation of the last review, the milestone for Output 3 Indicator 1 (number of trained teachers) was aligned to the targets set in the ESP 2010-2020: it had been previously substantially over-stated.

A number of 2013 milestones were not set, these included

- Purpose Indicator 3 (Improved allocation of resources to deprived districts)
- Output 3 Indicator 3 (Number of classrooms constructed or rehabilitated)
- Output 4 Indicator 4 (GoG provides strong leadership of the sector to ensure effective coordination and enhance value for money)

In these instances, milestones have been estimated based on the previous year and trend.

As noted elsewhere in this report, there have been a number of changes to the logframe over the project period, the most significant in 2009 when DFID moved to the new logframe format. The major change was the dropping of original output 4 (Decentralised and improved management in Schools and Districts) and with it a number of quite crucial indicators including data on school effectiveness (e.g. presence of School Improvement Plans, SMC meetings, published financial statements) and closer scrutiny of district effectiveness (e.g. costed annual plans, timely accounting, and disbursement of capitation grants). This shift of focus from the districts to one more exclusively focused on the centre (Output 5 remained as new output 4) seems at odds with the move towards greater decentralisation of services, and the subsequent decision to ensure a greater proportion of the DFID grant was used at district level.

The revised 2009 logframe also removed the critical indicator that looked at PEs as a percentage of total recurrent spending: arguably the critical issue facing Ghana education and the sustainability of external budget support. Similarly, the focus on teacher absenteeism (an indicator under output 3 till 2010) was removed, largely a consequence of there not being any reliable way of capturing regular and reliable data. Given the investment DFID makes in funding district operations, including costs for monitoring and support to schools, more effort could perhaps have been made in finding a way to capture this information so as to be able to drive a more challenging dialogue with GoG and establish some gradual targets to improve the situation. This is now beginning to happen through the MDBS PAF using the SRC.

It should be noted that no formal Mid Term Review of this project was undertaken. This is a clear and obvious gap: a full and independent review would have allowed for some re-assessment of progress, as well as an opportunity to reflect on the effects and direction of policy dialogue at both GBS and SBS level.

A summary of the changes to the logframe is presented in tabular form at Annex 2 to this report.

1.2 Final Output Score and Description:

The final output score for the project is A – outputs met expectations. This reflects the changes made

to both the outputs and the indicators over the lifetime of the project. In broad terms the project has achieved what it set out to do. Nevertheless, a number of binding constraints referred to above, identified more than a decade ago in DFID's 2003 review of the previous SBS, remain and will continue to retard progress until addressed.

1.3 Direct feedback from beneficiaries

The PCR team undertook extensive consultations with MoE and GES personnel in Accra, including Directors of key departments, the Director National Inspectorate Board, the General Secretary of the Ghana National Association of Teachers and the GETFund. The team also met with some development partners, UNICEF and JICA, though were disappointed that USAID and World Bank were not available. A focus group discussion was arranged for key CSOs involved in education, with CAMFED and VSO attending. The Ghana National Education Coalition of CSOs (GNECC) was not available. The team visited the Central and Northern Regions, visiting both Regional Education Offices. The team also visited Awutu-Senya District Education Office and Cape Coast Metropolitan Education Office, in the Central Region and Tolon Kambungu and Mamprusi West District Education Offices in the Northern Region. At the District/Metro offices, the team had extensive discussions with District Education Directors as well as District Education Office staff, including Circuit Supervisors who accompanied the team on visits to a number of basic schools to observe classrooms and speak with Head Teachers, staff and pupils. A telephone discussion was also held with Dr Rachel Hinton, DFID's Senior Education Adviser in Ghana 2009-2012. A feedback session with Senior MoE and GES staff was held on the final day of the mission in Ghana at which initial conclusions were shared.

As part of the review, the team also met with School for Life staff in Tamale. This is reported separately.

The review was also used as an opportunity to produce a short *Lessons Learned* paper (a separate report) and, in addition to the above people, discussions were held with a number of key informants including Prof Amamuah Mensah, Dr Ato Essuman (former Chief Director of GES), Dr Opare (outgoing Director of the Institute of Education, University of Cape Coast) and Kwame Akyeampong (UNESCO). A consultation meeting was held with MoE, GES and DPs on the emerging findings.

School visits revealed a quite remarkable, though not unexpected, diversity. In addition to the very obvious inequalities in terms of physical infrastructure and basic furniture, the striking variation came in school leadership and thereby the basic standards being upheld in schools. This ranged from one exemplary Headteacher who had invested time and effort in developing basic systems (attendance checks, pupils work checks, frequent supportive visits to classrooms, strong ties with the community) that set high expectations of staff, pupils and parents. At the other extreme, the team witnessed inertia and defeatism, a tolerance of absence, ineffectual teaching, poor adherence to lesson times and total confusion around school administration and record keeping.

Each school Headteacher testified to value of an active parental community in supporting the school, as well as the importance of the capitation grant though releases were frequently late and often did not meet up to expectation. All schools reported that capitation grants were never sufficient to fully meet the needs of the school and were generally expended on routine consumables such as exercise books, chalk etc. Little is left for upkeep and basic maintenance. Schools likewise testified to the value of and support from their Circuit Supervisors, though it was often hard to see the real value of these visits and the role seems to be more one of tolerated and mild policing rather than a driver of improving school standards.

The team were impressed with the capabilities of district staff, in particular District Directors of Education who are compliant with the planning and reporting processes, and adept at deploying the range of financial and human resources available to them. They do not seem concerned about different planning and financial reporting requirements (e.g. DFID, GPEG and GES) but by and large view these as helpful in setting priorities and achieving improved levels of accountability. A consistent message from all district offices is the low and late release of GoG funding. It is very clear that they place great value on the DFID grants which have enabled offices to operate. It has "put fuel in the

tank” as one district office staff member commented and without DFID funds the office “would have ground to a halt”. Thus, it is clear that DFID funds have been useful, but they have clearly substituted for GoG’s own allocation, raising major concerns over sustainability.

Much emphasis has been placed on the role of supervision of schools and districts were highly appreciative of the fact that DFID funds were available to enable this. Discussions with district staff and the opportunity to travel to schools with Circuit Supervisors pointed to some concerns with the consistency and quality of supervision and its capacity to bring about change. The way each district approaches monitoring and supervision is different, the team observed a range of pro-formas that were used, some being little more than data collection and compliance checks rather than tools for school improvement. At the district level there seems to be far greater emphasis on compliance with financial reporting and planning activities than with looking at results and evidence that what is being done makes a difference.

At the central level, there was repeated concern of lack of operational funds, and the continuing indecision over decentralisation. Departments, such as Teacher Education, expressed concern that their role was unclear with regard to the mandates of the newly formed agencies, in this case the National Teaching Council. The all important National Inspectorate Board, essential for the development and attainment of coherent basic standards, has developed an Ofsted-like vision of its role, but cannot truly be described as “functional” given it has yet to carry out a single inspection.

Change in sector performance will depend very much on whether or not Ghana is able to achieve the level of efficiency gains required, alongside improving the effectiveness of teaching. This will require a closer and more productive partnership with the GNAT. Discussion during this review, as well as comment made in the Institutional and Political Economy Analysis, testify that GNAT would welcome this. Currently their engagement is more “as and when we are asked” rather than being a more constant partner in policy discussions and decisions.

1.4 Summary of overall progress

Far more children, in both absolute terms of sheer numbers, and in relative terms in participation rates are now in formal basic education. There are now 1.4 million more children in basic education than there were in 2006, and this includes a higher proportion of girls. Enrolment in public primary schools has declined, increases are now being driven by the private sector. Ghana is highly unlikely to meet the education MDGs, a disappointing conclusion given the promise in 2005 and Ghana’s sustained and high level of spending on education.

Despite progress, too many schools still lack basic amenities and resources, particularly books - until this year’s eleventh hour mass procurement. Almost a third of primary school teachers are untrained, through this an improvement since 2006, particularly given the overall increase in numbers but still short of where Ghana ought to be. Far more worryingly, actual teaching hours (estimated at 400 a year) is half the UNESCO minimum. Despite this, learning achievement has improved.

Ghana is strong on process: systems of planning, budgeting and reporting are well institutionalised with a focus on compliance. The culture of enquiry and results is weak.

1.5 Impact and Sustainability

The underlying assumption behind this investment in expanding and improving basic education is its longer term contribution to economic development. Economically, Ghana has transitioned to a middle income country and will graduate from UK aid within five years. Ghana’s economic prospects are good with strong growth anticipated through future oil revenues. The key question is the extent to which the education system has and will continue to contribute to this growth: is it fit for purpose?

In terms of access, clearly gains have been made. In terms of quality, concerns remain. The evidence suggests that improvements have been made as shown by some improvements in learning

achievement. But generally these remain low: proficiency levels as opposed to minimum competency levels are not yet at a level to drive a knowledge based economy, which requires more and more of the population to succeed at higher levels than basic. Wide differences of both access and learning persist, and the continued growth of private schooling remains out of reach of Ghana's poorest.

Ghana has yet to fully get to grips with improving the efficiency and effectiveness of the public education system. This remains a key to higher performance: an increase in the amount of effective instruction in schools and a re-orientation of the teaching force towards higher professional standards and competencies remains as much a priority now as it did in 2006. It is unclear whether Ghana has the real appetite for the transformative change required.

DFID's overall financial contribution to education has been small, at best a little more than 2% of total education spend. But DFID's involvement in the sector, in building a working partnership, in policy advocacy around poverty, exclusion, gender, accountability and efficiency, and in institutionalising stronger systems of planning, monitoring and accountability has been important – with strong indications that these will sustain.

Given the relatively low overall contribution of DFID resources to the total of education spending, it is hard to attribute changes to SESP. It is equally difficult to assess the counter-factual – what would have happened without DFID support? Areas where the programme can best claim impact are clearly around a sustained focus on gender and narrowing the focus towards deprived, disadvantaged districts. DFID advocacy and influence – achieved through both adviser-led policy dialogue and judicious use of TA to support building of evidence and argument – has been clear in focussing the GPE application and financing to the north. Similarly, the combination of adviser-led dialogue and TA has been used effectively to support the increased priority Ghana has attached to pre-primary education and the considerable gains made in enrolment at the Kindergarten level are in some part attributable to SESP. DFID Ghana has made good use of the TA funds provided under SESP. The review was provided with a list of 36 TA activities. These fall into three broad categories:

- Policy and strategy development, particularly in areas of gender, kindergarten
- Analytical work including political economy and fiduciary risk
- Programme support in teacher education, textbook provision
- Securing additional resources through development of FTI and GPE applications
- Programme monitoring and review

There has been a strong substitution effect associated with DFID funds: these have clearly been used to compensate for shortfalls in domestic resources. In part the availability of these funds has reduced the urgency for government to address its shortcomings. DFID's aid has to some extent been more palliative than developmental or transformative. Future support needs to carefully consider this and avoid substitution. Ideally DFID funds would incentivise increased domestic spend in under-resourced areas - essentially for goods and services.

The opportunity exists for future support to build on the strong partnership and influence DFID has established, and focus more on the critical challenges of efficiency savings and greater effectiveness of teachers. This will require a tougher policy dialogue, centred far more on supporting Ghana face the key binding constraints. Where policy dialogue has been less successful has been in pursuing the far tougher agenda of efficiency reforms: tackling the persisting problems of low teacher productivity (though some gains are being made) and in teacher deployment. Recent use of the TA resources have again been helpful in building evidence, but the tougher policy dialogue to use this to lever change is less evident.

DFID had a unique opportunity to exert greater pressure and influence of the over-arching constraints in the sector, through the combined use of General and Sector budget support. The opportunity to use the former to focus on higher level indicators, particularly on improved budget and expenditure targets (less on PE more on goods, services and investment) was missed: GBS indicators to a large extent replicated key output indicators (enrolment, gender, quality) already captured within sector performance monitoring. GBS perhaps should have focussed much more forcefully on the higher level financial and governance related issues. This should be a priority consideration for the future.

1.6 Final Outcome Assessment

The SESP was approved in 2006 following DFID's Project Memorandum approach. The design therefore predates DFID's new Business Case approach. Thus Impact and Outcome were expressed in terms of Goal and Purpose.

Overall the project outcomes are judged to have been met.

Goal: To contribute to Ghana's economic development by ensuring access to quality basic education for all.

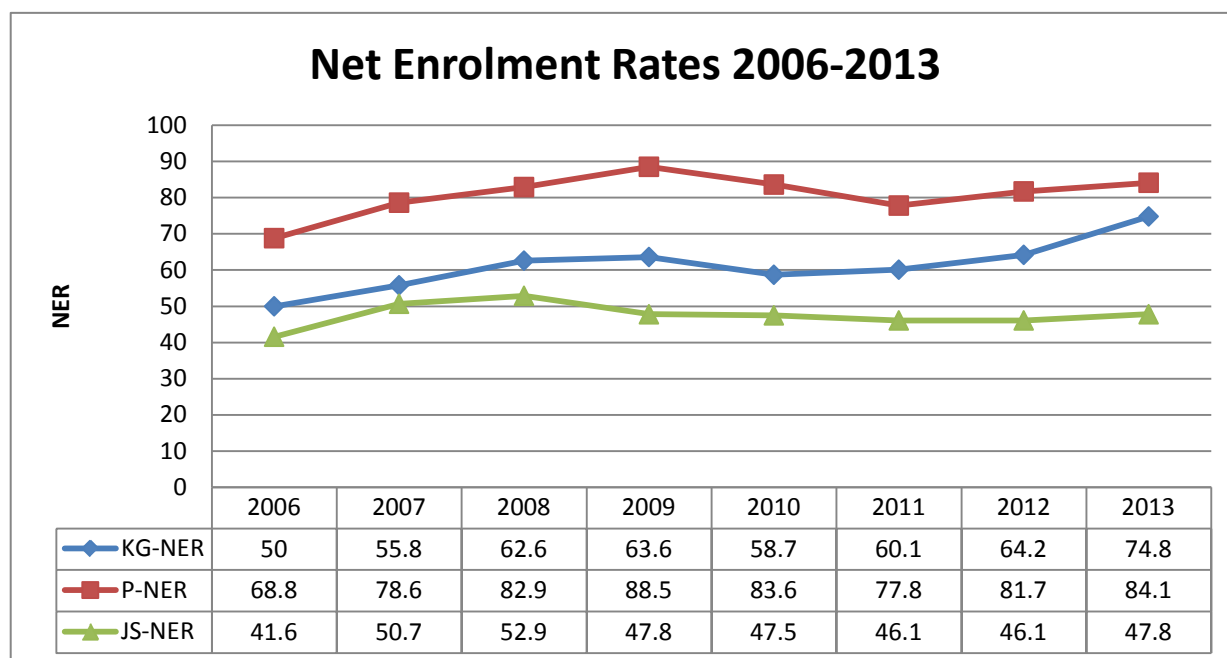
The summary table below shows that three of the outcome milestones have been met, two have been very narrowly missed and one is unable to be scored due to a lack of clarity regarding its calculation. One (Primary NER) has been substantially missed. Of the purpose level milestones two have been met and two partially met.

	Indicator 1: Kindergarten and Primary Net Enrolment Rate (NER) and Primary Completion Rate		
	Baseline 2006	Target	Actual
KG NER	50.0%	68%	74.6% (M: 73.8; F: 75.9)
Primary NER	68.8%	92%	84.1% (M: 84.2; F: 83.9)
Primary Completion Rate	75.6%	100%	112.4% (M: 113.8; F: 111.0)
	Indicator 2: Gender Parity (GPI) in Kindergarten (KG), Primary, Junior Secondary and Senior Secondary School (JHS and SHS)		
	Baseline 2006	Target	Actual
KG	50.9%	1.00	1.03
Primary	0.95	1.00	0.99
JHS	0.93	0.94	0.93
SHS	0.75	0.85	0.85

The key indicator of the Primary Completion Rate cannot be reliably scored. This indicator is calculated from the number of students in grade 6, divided by the total population of grade 6 age children. A value of over 100% is possible if there are over aged students in grade 6. However, the population data is too inconsistent to give a reliable figure for the total population of children of grade 6 age. It would be more helpful if MoE moved to a cohort based calculation of the Completion Rate, based on a comparison between P6 enrolment with P1 enrolment five years earlier, adjusted for repetition.

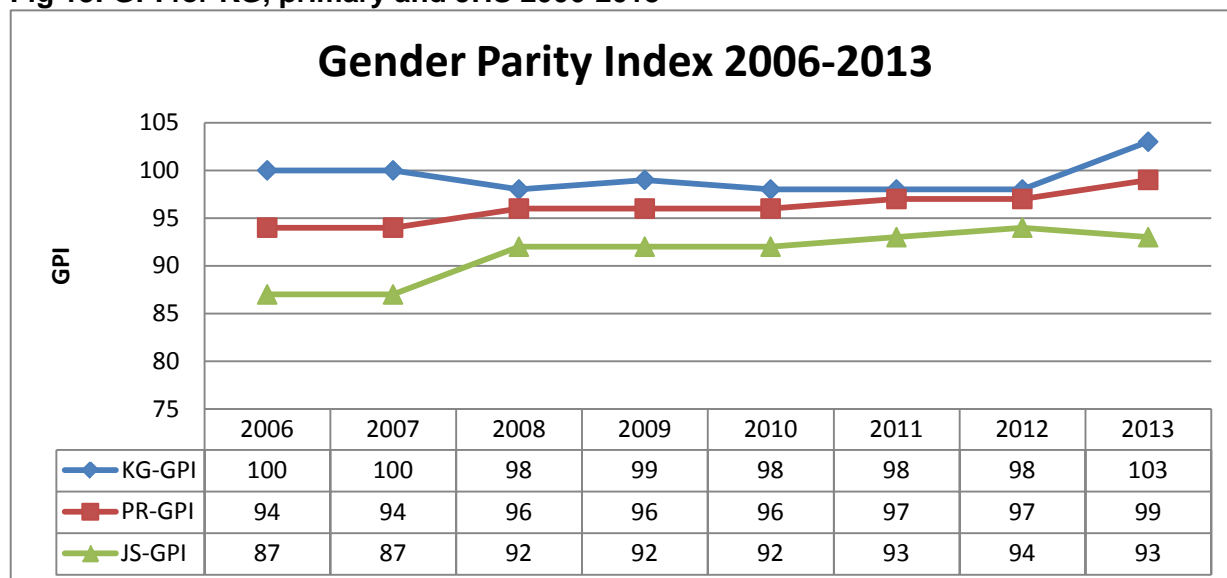
Whilst GERs have increased, primary NERs have declined in recent years, an indication that there are still too a high number of over-aged children in the system. Improving access at KG is one way in which this phenomenon may be addressed, and NER at KG are steadily improving. Success will depend on whether children enrol in KG at the right age, and the high KG GERs, (115% in 2013) indicate that over-aged children are a problem at this level too, with an inevitable knock on effect at the primary stage. Fig 12 below shows the trends for NER at KG, Primary and JHS level over the project period.

Fig 12: NERs for KG, Primary and JHS 2006-2013



GPIs have improved substantially at KG, but parity remains elusive at the primary level, suggesting that very careful targeting is now required. As referenced earlier in the report, there are a small number of districts where the GPI lags far behind: the focus needs to be on these and the advent of the GPEG, the CBE programme and DFID's PASS project can be expected to bring about further change. Fig 13 shows the trends in National GPIs at KG, Primary and JHS.

Fig 13: GPI for KG, primary and JHS 2006-2013



Follow up on 2012 AR recommendation

Ministry of Education to undertaken further analysis of age and grade specific EMIS data in light of NER analysis in MoE/GSS report from census.

The problems with the PHC data were highlighted in the ESPR 2013; SRIMPR have undertaken further analysis. Further work is needed to resolve remaining difficulties with age specific data.

Purpose: To assist the Government of Ghana in implementation of the Education Strategic Plan (ESP) focusing on priority MDG targets and primary school completion.

The summary table below shows that the indicators have been met or, in the case of the first, partially met.

As discussed elsewhere in this report, unless and until efficiency gains are made and those resources re-used with the sector, the AESOP will always carry a significant financing gap and thus fail to fully deliver the objectives of the ESP. The current AESOP 20102-2014 show that at the basic level alone the financing gap is GHc478m, GHc 435M and GHc 433m for 20102, 2013 and 2014 respectively.

Despite a number of technical problems with EMIS, data is produced on time and is key to the production of the ESPR and the ESAR process.

As reported in the 2012 AR the resource allocation model now includes targeting of deprived districts. DFID has been instrumental in the policy dialogue around targeting of the poorer areas and influencing the focus of the GPEG which is substantially increasing the levels of non-salary resources available to the deprived districts.

	Milestone	Actual
Indicator 1: ESP 2010-2020, and linked operational plan (AESOP) developed and implemented	ESP implementation matches AESOP 2013	Partially met
Indicator 2: Annual school census linked to timely production of EMIS reports	2013 EMIS on time	Met
Indicator 3: Improved allocation of resources to deprived districts	Targeting criteria for deprived districts in use for resource allocations	Met

2. Costs and timescale

2.1 Was the project completed within budget/expected costs? Y

The project has been completed within the expected costs. However, in 2009 DFID agreed to bring forward the closing date of the project by two years, from 2015 to 2013. Thus the financing was adjusted, increasing the size of the annual tranche from £10 to £15 in 2009, 2010, 2011 and 2012, with a final £10 tranche in 2103. Furthermore, the release of the penultimate and final tranches were brought forward to February, in order to provide an injection of finance midway through the school year. This has been of huge benefit to districts who, because of pressure on GoG's recurrent budget, have failed to receive adequate domestic funds for basic operations.

2.2 Key cost drivers

The key costs drivers for the DFID financing are identified as being the costs associated with the main activities that are eligible under the grant. These are stated in the introductory section of this report, though the range of activities as well as the allocation to each has varied over the project period.

The table below gives the breakdown of expenditure for the 2012/13 grant. This shows that over 80% of the grant went on three sub-heads: textbooks, funding the UTD BE course for untrained teachers and grants to districts, effectively to support the delivery of their DEOPs. Thus the cost drivers are tied up with GoG's normal operating costs. The largest single component – grants to districts – comprises numerous and diverse cost drivers, including fuel costs, training allowances, costs of school furniture. Procurement of goods – including textbooks, follow GoG's standard procedures and as such can be deemed to represent good value for money as this involves a competitive tendering process. This however may not be the case at district levels where the FRA found that district tendering committees

were not always used. Some of the SESP accounts the team reviewed at district level revealed cost incurred by District Education Office staff, including Circuit Supervisors for “monitoring”, as well as investment costs in providing school furniture. Districts enjoy and value the flexibility of DFID funds, which can be used across a range of activities. The last AR pointed out that there needs to be greater scrutiny of what districts actually spend money on – accountability rather than accounting - and the new GPEG reporting system will allow this.

ALLOCATION OF DFID FUNDS 2012/13		
	ACTIVITY	Amount GHc
1.0	INCREASE ENROLMENT	1,350,000
1.1	School meals and food ration (WFP Activities)	850,000
1.2	Achieving gender equity	500,000
2.0	IMPROVE QUALITY OF TEACHING AND LEARNING	24,000,000
2.1	Provision of textbooks	20,000,000
2.2	UTDBE	3,000,000
2.3	National INSET (G&C, TED & Welfare)	1,000,000
3.0	IMPROVE MANAGEMENT OF SCHOLS AND DISTRICT EDUCATION OFFICES	12,700,000
3.1	District Budget Support	10,000,000
3.2	Support of other districts	400,000
3.3	Management Training (e.g. Orientation, induction and others)	800,000
3.4	Completion of District Education Offices	1,500,000
4.0	IMPROVE HUMAN RESOURCE AND FIANNCIAL MANAGEMET MOE/GES HQ	1,300,000
4.1	2012 Budget reparation and publication of Internal Budget Book	300,000
4.2	Operational expenses (GES)	500,000
4.3	Operational expenses (MoE)	500,000
5.0	SUB TOTAL	35,899,000
	Funds for other emergency programmes	416,500
	GRAND TOTAL	39,766,500

2.3 Was the project completed within the expected timescale? N

The original time frame for the project was ten years (2006 to 2015). In 2009 the decision was taken to shorten the period to eight years. There were no added costs of this, though the annual expenditure for 2009 to 2012 increased from £10 to £15m. The Technical Assistance grant was also expended over the shorter time frame.

3. Evidence and Evaluation

3.1 Assess any changes in evidence and what this has meant for the project

The design of SESP did not include a *Theory of Change*, though the basic rationale for SBS was that the most effective way to support Ghana to achieve the MDGs was to avoid parallel structures and provide regular financing for ESP activities through government systems and budgets. Ghana had, with DFID support, developed a credible long term strategic plan (the ESP) and was deemed to have sufficiently robust capacity and systems in place to justify this approach. DFID’s example would hopefully catalyse others to follow suit, and the SBS would allow an influential policy dialogue around progress, constraints and challenges. Furthermore, SBS would work in tandem with General Budget Support (GBS) provided through the MDBS, to enable a wider policy dialogue around the issues that

impact service delivery that are not amenable to change solely from within MoE and GES. Such an approach would build sound policy, stronger systems and keep Ghana on-track to achieving the MDGs by 2015.

DFID has supported the generation and use of evidence during the course of SESP. This has included research under the RECOUP programme, influential in better understanding the relationship between poverty and educational participation that focussed greater attention on northern Ghana. DFID also worked closely with UNICEF on the “bottleneck analysis” that again built the case for greater targeting.

The results of the programme are largely reported through MoE and GES’s own reporting systems; these centre on the Annual EMIS report and the ESPR. DFID’s own review relies extensively on these sources of information and data. Throughout the project, increasing emphasis has been placed on ensuring evidence is disaggregated not only by gender but also by disadvantage: DFID has played a prominent role in advocating for a much stronger focus on poorer performing areas, using evidence from research commissioned through TA to make the case. Thus the ESPR has throughout reported on deprived districts, and the GPEG exclusively focuses on these areas.

3.2 What plans are in place for an evaluation?

There are no plans for an evaluation.

4. Risk

4.1 Output Risk Rating: Low/Medium/High

The major risks identified in the 2006 PM have not change significantly throughout, with the exception that PFM was added at the 2010 review as a new risk. The overall risk rating has been medium throughout. The following table comments on the risks identified in the PM

Risk	Prob	Impact	Comment
Ghana goes off track with IMF and PRGF negotiations	M	H	
Inadequate GoG commitment to implement the ESP and to prioritise universal enrolment and gender parity	L	H	GoG has broadly remained committed to the ESP, but that commitment has not extending as far as mitigating the major risks around budget imbalance and effective deployment and managing the human resources. Tough decisions have not as yet been taken
Current inadequate means of testing pupils and measuring student and teacher performance in primary schools continue	L	M	This still remains largely true, through the new SRC offers some hope. Prior to BECE at Grade 9, there is still no assessment of every child, though NEA, EGRA and EGMA can inform policy.
Uncertainty about the extent to which decentralisation and/or deconcentration will affect the funding and delivery of basic education	H	M	Risk remains.
Some districts fail to maintain or achieve adequate financial systems as required by MOESS in order to receive donor funds via GoG channels	L	M	This risk has been well managed through numerous capacity development programmes.
There is a large funding gap for full implementation of the ESP that cannot	H	M	This risk remains and the AESOP therefore can never be fully implemented.

be met from GoG or donor sources			
There may be a lack of adequately qualified and professionally trained primary and JSS teachers in the system	L	M	Levels of trained teachers have improved, but only slightly.
Added in 2010: PFM in MoE and GES is not improving at a fast enough pace to ensure better quality education is available for no additional resources	H	H	DFID has undertaken a FRA in 2012 from which an action plan has been developed. A PFM sector working group has been established to take forward change, though this has not been particularly effective to date.
Added in 2010: VfM and leakage control need a much higher priority in MoE and GES	M	H	See above

4.2 Risk that funds were not used for purpose intended

Though the overall fiduciary risks within the education sector are described as “substantial” (World Bank) or “high” (DFID FRA), the risks to DFID SBS is assessed as moderate (DFID FRA).

The fiduciary risk to DFID sector budget support funds alone is assessed as moderate. DFID support is highly valued by districts for its reliability and flexibility, and evidence from district visits shows that on the whole it is well managed and used for the purposes provided. While basic accounting and control practices are in place, the production of accurate financial reports has been undermined by the absence of a standard template and by the absence of guidance on for example, eliminating double-counting expenditure undertaken by region but financed from district level. As a result, the national level reports are not reliable and are not reconciled back to individual district / regional cash books.

The FRA did find evidence of a breach of standard procurement guidelines that resulted in lower VfM, though most procurements using DFID funds have adhered to guidelines. There was little evidence that district tender committees were being used for procurements over the required GHc 5,000 limit.

DFID funds to districts flow through a single account, and reporting is monthly. Internal audits at district and regional are assessed as regularly checking bank reconciliations. A more serious omission is that there is little scrutiny of the reliability of financial statements: “DFID can therefore currently place no reliance on GAS work in guaranteeing the proper use of its funds”. The FRA estimates losses of around 1% of DFID SBS.

4.3 Climate and Environment Risk

The PM assessed that negative environmental impacts of the programme are small, though it stressed the central role school infrastructure plays in both determining access and quality. Provision of basic infrastructure including classrooms, toilets and drinking water is monitored through the logframe. The diverse and complex way in which basic infrastructure is planned and procured in Ghana, through a number of entities including donors, the GETFund, District Assemblies as well as MoE/GES, means that control and oversight of siting and quality are diffused. This is potentially a risk in that buildings may not always be optimally located to serve needs, though basic standards of design and construction appear appropriate to the context, particularly in terms of weatherproofing. Emphasis has been placed over the project period in addressing the shortage of classrooms and reducing the number of “schools under trees”.

The 2012 AR records the use of DFID funds to support affected districts’ response to flooding.

5. Value for Money

5.1 Performance on VfM measures

As pointed out in the last AR, measures for assessing VfM were not part of the original project design. However, in response to recommendations made by the (UK) Public Accounts Committee (PAC) in 2010, DFID has set out how measures for assessing VfM could be improved. The 2012 AR presented comparable data on key unit costs from a number of countries including Ghana. This PCR has not revisited those data. These are not likely to have changed significantly over the last nine months, nor are the data sources likely to have been updated. The following summarises the 2012 AR's findings on VfM:

On issues of *economy*

- The annual unit cost per primary school child in Ghana was estimated at a \$120, higher than all other African comparator counties except Nigeria, but lower than Nepal and Bangladesh.
- Classroom construction costs were the highest amongst comparator countries, except South Sudan.
- Average teachers' salaries were amongst the highest, double what they are in Kenya
- Textbook costs were above average, though cheaper than Uganda and Zambia.

On issues of *efficiency*, Ghana scores well in comparison to most other comparator countries

- Survival rates to Primary Grade 5 at 87% are the highest (except Punjab in Pakistan)
- Pupil attendance at 82.5% is likewise higher than most comparators
- BUT, teacher absenteeism rates at 27% are amongst the highest, though better than Uganda and South Sudan.

On *effectiveness*

- Learning outcomes, measured through the NEA, show some gains in minimum competencies in English and Maths, though few students are attaining the higher levels of proficiency.

This PCR attempts to build on this by looking at VfM through a number of key questions. With SBS, the VfM of aid is inextricably tied to the VfM of the sector overall, where value added comes through the influence that the policy dialogue that SBS "buys". Policy dialogue is expected to focus on both the "ends" (the results the sector produces, reflected in the key output indicators) as well as the "means" gains in *economy, efficiency and effectiveness* that result. A further consideration is the extent to which the aid resources themselves have been used optimally within the sector, recognising that if you are buying into an efficient system your resources will be efficiently used unless strategies such as earmarking can manage this risk.

In assessing VfM

- does the way that public education is delivered in Ghana represent good VfM?
- has DFID's support represented good VfM? Has the money been spent as was intended (i.e. no diversion or wastage), was that money spent well on things that offer best impact?

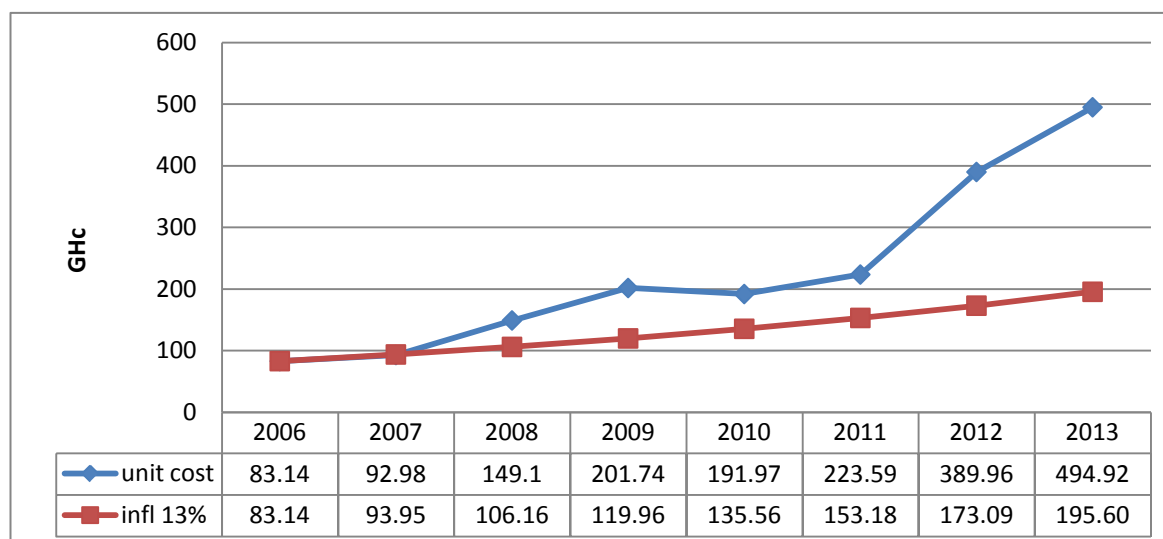
Does the way that public education is delivered in Ghana represent good VfM?

The short answer to this question is no, as evidenced in numerous reports and analysis. This assessment centres on the fact that around 75% of the total education expenditure is taken up with personal emoluments (PE) – always the single biggest cost driver in education. However, the inefficiencies incurred through high absenteeism and low time on task mean that Ghana gets a poor

rate of return on this investment with actual instruction time estimated at 40% of the maximum.

The unit cost of educating a child at primary level in Ghana has increased six fold since 2006^{vii}, even when allowing for inflation (at an average of 13% per annum over the period 2006-2013). Fig 14 shows the unit cost per primary child for each year from 2006 to 2013. It also shows, on the lower line, the 2006 unit cost adjusted in each subsequent year for inflation at 13%. Unit costs have steadily increased over the seven years, and have done so over and above the rate of inflation, particularly since the introduction of the Single Spine Salary in 2012.

Fig 14: Annual Unit Cost per Primary Pupil



This increase in cost has to be seen against other facets of the system.

Repetition rates have fallen over the project period, at the primary level they peaked at 7.1% in 2007/8 and have since fallen fairly steadily to 3.1% in 2012/13. Retention rates however have fallen, the 2013 ESPR shows that the retention rate in 2008/9 was 92% it has now fallen to 82% at the primary level. A similar pattern is observed at JHS, a fall from 91% in 2008/9 to 78% in 2012/13.

Conversely, the NEA results do show some improvement in learning outcomes. There are no immediate and reliable comparisons to be had against which to make relative judgements, but as shown in Section A above, overall trends in learning achievement have shown some improvement. Equally, Ghana's participation in TIMMS has shown that, despite being the lowest placed participating country (only Botswana, South Africa and Ghana participate in Sub-Saharan Africa), Ghana made substantial improvements between 2003 and 2007. However improvement from 2007 to 2011 was only marginal.

The latest textbook procurement has allowed a re-estimation of textbook costs. This shows that the unit costs vary, from GHc 2 for Primary 1 English to GHc 5 for Junior Secondary Science with an average unit cost of GHc3.7 per basic school textbook.

The biggest driver of unit cost is teacher salaries, thus efforts to move towards the "max" end of the "mini-max" scale will have the benefits of reducing the unit cost. This reinforces the points raised elsewhere in this PCR about the need to focus policy dialogue in this key area.

5.2 Commercial Improvement and Value for Money

The Direct Spend under SESP is limited to the procurement of Technical Assistance. DFID is only able to use direct procurement where the value is below £25,000. Most of the international consultancies are procured through a number of framework arrangements agreed by DFID centrally. Within this fee and reimbursable costs limits are set, ensuring competitiveness is maintained.

The School for Life is funded by DFID and subject to normal financial management and procurement rules. Major purchases, mainly for vehicles and printing, are undertaken locally (in Tamale) where there are a restricted number of credible suppliers but transport costs from sourcing further away are avoided.

Procurement of goods and services centrally is carried out by the GES Supplies and Logistics Unit. Standard procedures are followed using national advertising for major procurements and establishing an evaluation panel under the GES leadership. Full procurement reports are produced. The FRA found that procurement processes were generally strong, though cited one major procurement in 2011 where an irregularity caused a reduction on VfM. MoE/GES is currently embarked on extensive training of district staff in PFM through GIMPA.

5.3 Role of project partners

The two main project partners have been School for Life (SfL) and the Overseas Development Institute (ODI).

The SfL programme represents exceptionally good value for money. The SfL programme reaches out of school children and re-integrates them into mainstream schools at a unit cost of GHc 224 per child, significantly below the unit cost in public primary schools. Early informal indications from an assessment of SfL completers learning achievement suggest that learning achievement in basic literacy and numeracy is higher than for three years of conventional primary school. This experience was key in influencing the GoG to adopt the Complementary Basic Education policy through which out of school children will be reached and Ghana's progress towards the MDGs put back on track. It is important to recognise however that the SfL approach is not an alternative to mainstream schooling; it is a remedy for children who have, for whatever reason, failed to enrol in school. Comparison between SfL and conventional schooling need to keep this in mind. What SfL does highlight are the present inefficiencies of the school system in Ghana.

ODI have provided a total of four fellows since 2010. They have provided support initially to the PBME within MoE and the Finance and Budgeting Department of GES. In 2012 a third fellow was deployed to the GEU. ODI fellows offer extremely good VfM, and the evidence is that their expertise is highly valued by receiving departments. Particular mention was made during the review of the skills transfer that these posts have enabled. Whilst clearly of benefit and value to MoE/GES, the roles have been described more as "system maintenance" rather than "developmental", involving a high degree of hands on work and less strategic involvement in analysis and shaping of policy options.

5.4 Did the project represent Value for Money : Yes

The FRA findings, cited in section 4.2 above, concluded that DFID resources probably incurred a 1% loss due to financial irregularities. This is an acceptable and low level of risk – one aspect of good VfM.

In terms of delivering sector outputs and outcomes, DFID's overall financial contribution is very small considering the overall spend, so attribution is almost impossible to measure. However, DFID's presence and dialogue within the sector has been able to influence a number of policies and directions that have longer term value, or potential value, far above the cost of the aid. Key areas where DFID has helped GoG towards a better understanding of VfM are:

- DFID funds are used to support teachers through the UTDBE programme: a far more cost efficient way of addressing untrained teachers than the conventional intra-mural approach through CoEs.
- DFID's analytical work in PFM has helped MoE and GES improve the financial management of funds. In particular, support for the work to eliminate ghost teachers through the unique

identifier in EMIS and support of the expenditure tracking survey.

Research carried out by IPA through the Teacher Community Assistant Initiative (TCAI) has shown that deploying community volunteers within schools to work with pupils with learning difficulties yields better results than other forms of support, and is a cost effective way of raising achievement. However, solid as the evidence is, MoE is not investing significantly in this approach and is instead rolling out a cluster and school-based model of in-service that has failed to demonstrate impact. The JICA report on their support to the development of the cluster based model does not offer evidence that it works, or that it is cost effective. Discussions during the PCR revealed some concerns being expressed that the cluster-based approach is ineffective. Some cynicism was expressed over the fact that districts retain a small percentage of the school capitation grant to finance the cluster and school-based service. An example of a lesson not learned.

5.5 If not, what action will you take?

Future DFID support needs to focus far more tightly on establishing a critical path of reforms through which GoG can improve the efficiency of its education spend. Progress is patchy and GoG real commitment needs to be tested. Some incentive mechanism could have substantial impact in securing the required gains, allowing Ghana to re-invest “savings” into areas of the system that are currently filled by donors.

6. Conditionality

6.1 Update on specific conditions

GoG has adhered to the four partnership commitments, scoring particularly well on Domestic Accountability and Poverty reduction. Concerns remain regarding PFM but sufficient measures are being taken to rectify problems and safeguards in place to improve accountability. Ensuring gender parity in education is an important step in building more equal gender relationships and mitigating violence against women.

7. Conclusions

Overall the SESP has provided a significant contribution to progress on Ghana’s ESP. Project outcomes are mixed, the target for KG has been met, but not for primary. The Primary Completion Rate is unreliable and cannot be scored. This needs resolving with PBME. Similarly, though gender parity has improved, only in the case of KG and Senior High School have expectations been achieved, they have been narrowly missed at Primary and Junior Secondary.

Output results have been mixed, and specific targets in a number of cases narrowly missed. In summary the headlines are:

- Gross and Net enrolments have increased, though with the exception of Kindergarten not as much as was expected
- Similarly Gender Parity has improved generally, as well as in deprived districts, though again this has been marginally below expectation.
- Overall the quality of education has improved, the number of new classrooms and trained teachers have increased, though textbook provision has reduced. Learning achievement has improved.
- Central and district planning, budgeting and reporting have improved in line with expectation,

though commitment to the necessary systemic reforms is weak and progress slow.

What factors might help to explain this under-achievement? It is easy to say that Ghana needs to do more, and increased budgets for non-salary recurrent costs would enable increased resources to schools and districts to further strengthen support and supervision. Alternatively, Ghana needs to do things differently: bring in a stronger culture of enquiry and focus on results in schools and districts, strengthen leadership to deliver that, relentlessly examine whether actions make a difference (“did it work?”), and strengthen accountability down through the system, particularly of schools to their communities. Central to this is that teacher time on task needs to radically change. Stagnating enrolment rates are a likely reflection of parental perceptions of schools being of low quality and dysfunctional: parents will send their children to a good school, but they are less likely to send their children to a bad one.

The programme has been flexible to respond to changing needs and priorities, in particular the inclusion of KG and JS, a closer focus on PFM and placing greater emphasis on district level support. The TA component has been well used in providing both constant support through the ODI placements as well as influential analytical work to support the wider policy dialogue. DFID’s partnership remains well regarded by GOG at the centre and in the districts, where it has been a lifeline in supporting operational plans. This however has meant that DFID funds have substituted rather than complemented those of GoG.

The outputs of the programme aligned with the priorities and anticipated achievements of the ESP. The initial design included greater attention to a number of binding constraints that ultimately impede both the efficiency and effectiveness of the education system: the escalating wage bill, the failure to effectively deploy and manage teachers and the consequence of this on resources to deliver education quality. In hindsight, it would appear that these issues - which still remain central to Ghana’s capacity to deliver a cost effective and decent public education system – could have received higher priority and remained expressed through the logframe. This would have kept these key issues more central in the policy dialogue, and provided a greater challenge to GoG. The focus has been very much on what MoE and GES are doing, rather than on what they are not doing. Any future support needs to have a central focus on these fundamental constraints.

The relationship between General Budget Support and Sector Budget Support has not been as strong as it could. Greater emphasis could have been placed on the former in focussing attention on the binding constraints within education, making greater demands on budget allocations and human resource management for example. This has happened latterly with a focus on teacher absenteeism, but this phenomenon was well reported in 2008.

There has been much focus on compliance with a well developed planning, budgeting and reporting cycle. There has been less attention on developing a results culture that routinely questions the impact of activities: the efforts on school supervision, or the cluster-based INSET programme for example. There are some promising developments now with National Inspectorate Board and the School Report Card that builds on school level processes of improvement planning and accountability. A major gap is the absence of any annual measure of learning achievement at primary level: something that future support needs to consider.

The programme has allowed DFID to play a strong and influential role with other Development Partners. DFID played a key role in supporting the GPE Grant application process and in effect keeping the World Bank engaged in basic education and focussing on deprived areas. With other donors providing project support (USAID, UNICEF and JICA) their focus of attention is inevitably on their specific interests at the expense of the bigger picture. This weakens the collective pressure that Development Partners can bring, reducing the influence and effectiveness of the coordinating mechanisms of the ESAR and ESWG. DFID have been in a unique position to hold this loose coalition together, but the coalition has not been effective in providing a tougher degree of challenge on big issues.

8. Review Process

The PCR was undertaken by CfBT through the HEART/PEAKS Resource Centre. The review was conducted by Roger Cunningham and Dr Kingsley Arkorful in September and October 2013, including a three week period in Ghana from 16th September to 3rd October. The major sources of data and information were the EMIS reports and ESPRs from 2005 to 2013, earlier DFID Annual Reviews, as well as wealth of grey literature. In addition to extensive consultations with key stakeholders and informants within Accra, the review team visited the Central and Northern Regions, holding discussions with at Central REO, Northern REO, and Awutu Senya DEO, Cape Coast MEO, Tolon Kambungu DEO and Walewale DEO. The School for Life office in Tamale was also visited. A number of basic schools were visited in both regions. A de-briefing meeting was held with senior MoE and GES officials at the end of the country mission.

As part of the review, a separate report on School for Life and a Lessons Learned paper are delivered separately to this PCR.

ⁱ Expenditure to 2012 taken from 2012 AR, additional data from MoE/GES presentation, see next end-note

ⁱⁱ Source: paper from MoE/GES – presentation by MoE to UK Parliamentary Select Committee, month?? 2013

ⁱⁱⁱ Info provided via e-mail from DFID-G, summary table of TA

^{iv} Original Logframe

^v Actual expenditure 2012. Budget, which is a unreliable indicator of actual resources, is nor reported.

^{vi} Source EMIS.

^{vii} The unit cost is derived by taking the total expenditure on primary education and dividing it by the total primary enrolment in public primary schools. The red line shows the previous years unit cost with 13% added, taking 13% as the average annual inflation rate over the 2006-2013 period.

ANNEX 1: SUMMARY OF RECOMMENDATIONS FOR FUTURE PROGRAMME DESIGN/FOCUS

REF Output	Recommendation	Importance
1	DFID needs to keep closer track on the education data, noting inconsistencies and changes and ensuring the logframe is regularly reviewed and updated	MEDIUM Essential for effective monitoring
1	Focus on improving GoG's commitment to non-salary recurrent spending, possibly where DFID funds are used to incentivise GoG allocations.	HIGH Biggest challenge faces MoE, essential to increase resources for good and services
1	Consider greater conditionality on achieving progress on teacher numbers possibly through a results compact, based on agreed progress towards the "max" end of the scale.	HIGH Priority to "right size" the teaching force.
2	Greater focus and effort on diverse strategies to close GPI in worst performing districts. Greater scrutiny of data when assessing actual results of interventions by district GEOs need to inform future programmes.	MEDIUM The hardest to reach require specifically tailored strategies
2	A focus on female education leadership, particularly ensuring more women become head teachers and senior administrators, will be important in further changing the gender dynamic in schools.	MEDIUM Means to break mould of male dominated leadership
3	A priority should be to re-activate the School Education Assessment (SEA), last done in 2009, to provide an annual assessment of every child at key stages of the primary cycle. Performance should be added to the School Report Card, so that it then becomes central to school support and supervision processes including the SPIP and SPAM.	HIGH The only way to ensure school supervision and inspection
3	Focus on re-professionalising the teaching profession. This needs to involve far greater collaboration with the GNAT who are a key stakeholder and whose positive and active engagement is key to success.	HIGH An essential basis for raising time on task
3	Invest in building strong school leadership, essential in driving up quality. Focus on ensuring (a) the right people become heads, including a greater proportion of women, (b) headship training, and (c) incentives that recognise and reward good performance.	HIGH The major change agent within schools.

4	Ensure there is more active governance advice within DFID's education team and <u>technical</u> involvement to support critical PFM reforms. The relationship between GBS and SBS needs to be stronger, to address the binding constraints facing the sector that requires broader support.	MEDIUM
4	Re-invigorate the ESWG to focus more on the bigger issue of efficiency savings. DFID, as the sole SBS donor, is the best placed to champion this.	MEDIUM Policy dialogue need to concentrate on the big changes needed to move away from an unambitious incremental approach to a more transformative agenda.

Annex 2: DFID GHANA SESP 2006-2013: CHANGES TO LOGFRAME

LEVEL	LOGFRAME 2006	LOGFRAME 2009	LOGFRAME 2013	COMMENT
Notes	<i>Original logframe with 2006 Project Memorandum</i>	<i>Logframe revised using new DFID format in 2009</i>	<i>Logframe was revised again in 2011, to the outputs and indicators below.</i>	
GOAL/ IMPACT	Achievement of the MDGs relating to education within Ghana	To contribute to Ghana's economic development by ensuring access to quality basic education for all	To contribute to Ghana's economic development by ensuring access to quality basic education for all	
INDICATORS	a) Primary school enrolment and completion rates b) Gender parity in primary and secondary school enrolments	Primary school enrolment (NER) and completion rates (PCR) (Target: NER 85%; PCR 96% by 2012) (Note: completion rates not provided by MOESS) Gender Parity (GPI) in primary and secondary schools enrolments (Target: Primary 1.0; JHS 0.98, SHS 0.88 by 2012)	Kindergarten and Primary school enrolment (NER) and completion rates (Target: KG NER 68%, Primary NER 92%; PCR 100% by 2013) Gender Parity (GPI) in kindergarten, primary and secondary schools enrolments (Target: KG 1.00, P 1.00, JHS 0.94; SHS 0.85 by 2013)	
PURPOSE/ OUTCOME	To assist GoG in implementation of the Education Strategic Plan, focusing on priority MDG targets and primary school completion	Achievement of the education specific MDGs in Ghana	Achievement of the education specific MDGs in Ghana	
INDICATORS	Internationally-agreed indicators for monitoring the education-specific MDGs are: Net primary enrolment ratio a) Primary completion rate b) Proportion of pupils starting grade 1 who reach grade 5 c) Youth literacy rate (% of population aged 15-24) d) Ratio of girls to boys in primary and secondary education e) Ratio of literate women to men, 15-24 years old	ESP 2010-2020 and linked operational plan (AESOP) developed and implemented	ESP 2010-2020 and linked operational plan (AESOP) developed and implemented Annual School Census linked to timely production of EMIS reports Improved allocation of resources to deprived districts	

OUTPUT 1	Increased enrolment, retention and completion in primary schools (with emphasis on vulnerable children who are disadvantaged by virtue of gender, location, poverty, disability or HIV/AIDS)	Increased enrolment, retention and completion in primary schools with emphasis on vulnerable children who are disadvantaged by virtue of gender, location, poverty, disability or HIV/AIDS. WEIGHTING: 30%	Increased enrolment, retention and completion in primary schools with emphasis on vulnerable children who are disadvantaged by virtue of gender, location, poverty, disability or HIV/AIDS. WEIGHTING: 20%	
INDICATORS	National (and district-level) data, disaggregated by sex, for: a) GER (target: 100% by 2010) b) NER (target: 82% by 2010) c) Gross Admission Rate (to P1) (100%) d) Survival rate (from P1 to P6) (86%) e) Completion rate (non-repeaters in P6 as % of pop. aged 11) (87% by 2010) f) % of recurrent budget allocated to primary education (and actual expenditure)	Primary Gross Enrolment Rate in deprived districts (<i>Target: 96% by 2012</i>) (Note: above indicator not available for deprived districts) % of budget to primary (<i>Target 30.3% by 2012</i>)	Primary Gross Enrolment Rate in deprived districts (<i>Target: 105% by 2013</i>) % of budget to primary (expenditure) (<i>Target 30.5% by 2013</i>)	The indicator that captures budget allocation to primary education misses the real issue which is the imbalance of waged to no-waged expenditure. This should have indicator, originally included under output 5 should have been retained to focus policy dialogue on a priority constraint in the sector. Capturing expenditure as opposed to budget allocation essential given weak credibility of education budget.

OUTPUT 2	Gender parity in Primary and JSS enrolment	Gender Parity in enrolment in primary, junior high schools and progress towards gender parity in senior high schools; all in areas of low girls' enrolment WEIGHTING 35%	Gender Parity in enrolment in primary, junior high schools and progress towards gender parity in senior high schools; all in areas of low girls' enrolment WEIGHTING 25%	
INDICATORS	<ul style="list-style-type: none"> a) Primary and JS schools with separate and sufficient toilet facilities for girls (86%) b) Primary & JS schools with potable water (73%) c) Gender Parity Index (GPI) for primary, junior and senior secondary schools (1.00 by 2010) 	<ul style="list-style-type: none"> a) Gender Parity Index (GPI) at each level for areas of low girls' enrolment <i>(Target: none set)</i> b) Percentage of schools with adequate sanitation and facilities and drinkable water supply <i>(Target: 65% (toilets) and 77% (water) by 2012)</i> 	<ul style="list-style-type: none"> a) Gender Parity Index (GPI) at Primary and JHS in deprived districts <i>(Target KG 1.00; Primary).98; JHS 0.93):</i> b) Percentage of schools with adequate sanitation and facilities and drinkable water supply <i>(Target:56% (toilets) and 51% (water) by 2013.)</i> c) Girls Education Unit strengthened and able to secure increasing resources at the district level for targeted interventions for girls <i>(Target 20% increase in district budget to gender activities between 2012 and 2013)</i> 	<p>The association between provision of sanitation facilities at primary level and girls' enrolment appears weak. Targets revised in 2012 following changes to definitions by MOE. Problems with data derived from EMIS.</p> <p>Suggested future indicator might be percentage of district level expenditure of girl related activities.</p>
OUTPUT 3	Improved quality of teaching and learning in primary schools	Improved quality of teaching and learning in primary and junior high schools WEIGHTING 35%	Improved quality of teaching and learning in primary and junior high schools WEIGHTING: 30%	
INDICATORS	<p>Minimum National Standards (MNS), as measured in NEA & SEA annual testing, National and district-level data for:</p> <ul style="list-style-type: none"> a) % of trained teachers (88% by 2009/10) b) and % of female teachers c) PTR (national average of 35:1, with reduced variation between districts and schools) d) Pupil: textbook ratio (1:1, in each of 3 core subjects, annually)% of 'total resource envelope' for education spent on non-salary expenditure 	<ul style="list-style-type: none"> a) National and district data on number of trained teachers disaggregated by gender <i>(Target: Primary 106,400 by 2012; JHS 57,700 by 2012)</i> b) Textbooks in English, Maths and Science per pupil <i>(Target 3 books per child by 2012)</i> 	<ul style="list-style-type: none"> a) National and district data on number of trained teachers disaggregated by gender <i>(Targets: Primary 62,158 by 2013; JHS 57,700 by 2013)</i> b) Textbooks in English, Maths and Science per pupil <i>(Target 3 books per child by 2013)</i> c) Number of classrooms constructed or rehabilitated <i>(Target: none set)</i> 	<p>The removal of any measure on actual learning achievement is a major gap – at this or outcome level. Bi-annual NEA data is available.</p> <p>Capturing the percentage rather than actual numbers seems more appropriate, and focussing on deprived districts where the real problem is.</p> <p>Data on classrooms is difficult to obtain given the diverse ways in which basic infrastructure is provided.</p> <p>DFID needs to ensure annual targets are set.</p>

OUTPUT 4	Decentralised and improved management in schools and districts	<i>Discontinued</i>	Effective human resource and financial management at central government level WEIGHTING: 25%	
INDICATORS	<p><i>Schools</i></p> <ul style="list-style-type: none"> a) All schools have SPIPs (School Performance Improvement Plans) b) All schools have regular SMC meetings (and minutes) c) Published allocations of grants to schools d) Published statements of income & expenditure <p><i>Districts</i></p> <ul style="list-style-type: none"> a) Annual prioritised costed operational plans b) Timely annual accounts & financial reports c) Regular disbursement of Capitation Grants to districts and on to schools d) All procurement of textbooks and furniture in accordance with Procurement Act 2003 		<ul style="list-style-type: none"> a) Divisions and agencies have effective operational and financial plans directly linked to the AESOP b) MoE and GES produce regular accounts and audit reports c) Published policy matrix (PAF for MDDBS) with poverty focussed triggers d) Government of Ghana provides strong leadership of the sector to ensure effective coordination and enhance value for money 	<p>The removal of the original output in 2009 removed some quite essential focus areas of the programme.</p> <p>This seems to have been partly recognised in 2011 with the return of a management output, but the focus moved from the all-important decentralised level, perversely at a time when greater priority was being attached to the district level through an increase in the volume of DFID grants. Equally the school level focus never returned.</p>
OUTPUT 5	Effective human resource and financial management at central government level (MOESS and GES)	<i>Discontinued</i>		
INDICATORS	<ul style="list-style-type: none"> a) % of divisions and agencies with effective operational and financial plans b) % of divisions and agencies contributing to national AESOP c) Regular accounts and audit reports d) Published 'policy matrix' (PAF for MDDBS) e) %PE as % of total recurrent spending f) School census conducted annually (in Nov.) g) Timely production of EMIS reports (by May) 			<p>Most of these indicators reappeared in revised output 4 in 2011</p> <p>THE critical indicator (e) was lost from the logframe on 2009.</p>