



## 1. Project Data

<b>Project ID</b> P156363	<b>Project Name</b> Nai Manzil Project	
<b>Country</b> India	<b>Practice Area(Lead)</b> Education	
<b>L/C/TF Number(s)</b> IDA-57380	<b>Closing Date (Original)</b> 30-Jun-2021	<b>Total Project Cost (USD)</b> 49,569,315.57
<b>Bank Approval Date</b> 29-Oct-2015	<b>Closing Date (Actual)</b> 30-Jun-2021	
	<b>IBRD/IDA (USD)</b>	<b>Grants (USD)</b>
Original Commitment	50,000,000.00	0.00
Revised Commitment	49,569,315.57	0.00
Actual	49,569,315.57	0.00

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## 2. Project Objectives and Components

### a. Objectives

The PDO is to improve completion of secondary education and market-driven skills training for targeted youth from Minority communities (Financing Agreement, p.4).

Explanatory note on Minority communities: According to the PAD (p.1), the Government of India classifies six religious communities, viz. Muslims, Christians, Sikhs, Buddhists, Jains, and Zoroastrians (Parsis) as Minorities. Together, Minorities comprise almost 18 percent of India's population, or about 225 million people.



This ICR Review applied a split rating because associated outcome targets were revised downward during implementation.

**b. Were the project objectives/key associated outcome targets revised during implementation?**

Yes

**Did the Board approve the revised objectives/key associated outcome targets?**

Yes

**Date of Board Approval**

29-Oct-2019

**c. Will a split evaluation be undertaken?**

Yes

**d. Components**

**Component 1: Results Based Financing for Increased Education Attainment and Market-Driven Training (Approval: US\$45 million; Actual: US\$48.33 million):** The component aimed to provide support to members of minority communities who had discontinued their education and did not have a formal education certification for Grade 8 or 10. The main aspect of the project was to support hiring of Project Implementing Agencies (PIAs). The key implementing instrument was “Results-oriented Performance Agreements” between the Ministry of Minority Affairs (MoMA) and the PIAs and the funds disbursed to PIAs were based on agreed standards on education and labor market outcomes. The PIAs provided nonresidential integrated education and skill training for 9 to 12 months of which a minimum of 3 months were devoted to skill training compliant with the National Skills Qualifications Framework (NSQF). PIAs also provided support to beneficiaries to acquire employment after the completion of the integrated program. Beneficiaries received a monthly stipend for the duration of the program: INR 1,000 for six months of education, INR 1,500 for the three months of skills training, and INR 2,000 for two months of work placement activities.

**Component 2: Technical Assistance for Implementation of the Nai Manzil Scheme (Approval: US\$5 million; Actual: US\$1.67 million):** This component aimed to strengthen the capacity of the Ministry of Minority Affairs for project implementation, planning and policy development. The specific areas of support included the creation of Program Management Unit (PMU) for day-to-day activities, hiring of an Independent Verification Agency (IVA) to validate the performance agreements, hiring of M&E agency, and hiring of a communication firm to document and disseminate best practices.

Explanatory Note: “Nai Manzil” Scheme or “New Horizons” Scheme was launched in 2015 and aims at improving labor market outcomes of Minority youth by offering an integrated program for education and market relevant skill training (PAD, p.4).

**e. Comments on Project Cost, Financing, Borrower Contribution, and Dates**



At appraisal, the project was estimated at US\$100 million, out of which US\$50 million were financed by the World Bank through an IDA credit and US\$50 million were borrower contributions. All the amount was disbursed by the end of the project.

The project became effective on October 29, 2015, and closed on June 3, 2021. The project underwent four restructurings.

1. The first restructuring of June 8, 2019, made changes to financial management.
2. The second restructuring of October 29, 2019, revised the results framework. The PDO indicator, "Share of enrolled targeted beneficiaries who receive a secondary education (Grade 10) certificate through open schooling," from a target of 66 percent to 35 percent (ICR, p.49).
3. The third restructuring occurred on August 26, 2020, and changed two PDO indicators. The indicator, "Share of targeted beneficiaries who obtain employment within 6 months after completing the integrated program," was modified such that the requirement of 6 months to get employment was removed and the employment rate was calculated for the whole project period. The target was also changed from 52 percent to 38. The other indicator, "Share of targeted beneficiaries who are enrolled in further professional qualification in education or skills training within 6 months after completing the integrated program," was also modified such that 6 months to enroll in the professional program was removed as a project requirement and the education rate was calculated for the whole project period. The target was changed from 23 percent to 13 percent.
4. The final restructuring took place on March 15, 2021. The restructuring reallocated US\$3.3 million from Component 2 to Component 1.

### 3. Relevance of Objectives

#### Rationale

Nai Manzil or New Horizon scheme sought to improve skill development and educational outcomes of minority communities that have lower labor market outcomes compared to national averages in India. The project also set some targets for women, indigenous communities, and minorities with disabilities. The project was aligned with the Government of India's policy efforts and reforms to support educational and skilling outcomes for minority communities (ICR, p.6). The project was also aligned with the CPF (FY 2013-2017) during preparation. Specifically, the project was aligned with Outcome 1.3, Improved demand-driven skills for productive employment; Outcome 3.4, Improved access and quality of education along with a specific focus on gender. The project was in line with the diagnosis of the 2018 Systematic Country diagnostic that emphasized the importance of "inclusive growth creation" through "better and faster job creation (SCD, p.79)". The project continued to be aligned with the country strategy at closing (CPF FY 2018-2022). Specifically, the project was aligned with Objective 2.4, Increase access to quality, market-relevant skills development; Objective 2.5, Enabling access to more quality jobs for women; and Objective 3.2, Improve the quality of education in schools and colleges.



The second component of the project focused on institutional strengthening activities for the Ministry of Minority Affairs and introduced the results-based-financing instrument. Both components, integrated education and skills component and the capacity building component were aligned with the World Bank Group’s global experience (ICR, p.6). The project specifically targeted minority communities through both demand and supply-side interventions. On the supply side, the results-based financing provided an integrated educational and skills program. On the demand side, mobilization activities tailored to the specific context and financial incentives addressed unique constraints faced by minority communities (Impact Evaluation, p.48).

## **Rating**

High

## **4. Achievement of Objectives (Efficacy)**

### **OBJECTIVE 1**

#### **Objective**

To improve completion of secondary education for targeted youth from minority communities

#### **Rationale**

The ICR constructed a theory of change ex-post using the project’s results framework. The Theory of change of the project was clear and convincing. To improve the completion of secondary education and market-driven skills, the project supported MoMA to hire Project Implementing Agencies (PIAs) that provided an integrated education and skills program to beneficiaries in areas with a high minority population. The PIAs also supported the beneficiaries in enrolling with institutions to acquire their formal certifications at Grade 8 or Grade 10 level and provided employment placement support. The funds disbursed to PIAs were based on beneficiary outcomes through Results-based financing.

The expected outcomes included (i) improved secondary education completion rates among beneficiaries that complete their certification through open schools (ii) improved skills certification rates among beneficiaries (iii) improved employment rates among beneficiaries (iv) improved enrollment rates in further professional qualification in education or skills training. This process change was underlined by institutional strengthening activities to facilitate implementation and monitoring activities along with increasing the Ministry’s capacity to support minority communities through future initiatives. The final expected impact was the “Empowerment of youths from minority communities.”

The main assumption underpinning the theory of change was that youth in minority communities lack access to secondary education opportunities, and therefore, educational training along with support for achieving a formal certification would lead to better educational outcomes. This gave the beneficiaries a second chance to complete their secondary education through the National Institute for Open Schooling (NIOS) or State Institute for Open Schooling (SIOS). The hired PIAs conducted extensive and culturally sensitive outreach following the guidelines provided by MoMA and validated by WB safeguard specialists to ensure that the intended beneficiaries were included in the project. Community engagement such as that with religious leaders, NGOs, CSOs, and local activities benefitted the recruitment effort. The project also accounted for the



beneficiaries' financial constraints by providing them with a monthly stipend during the program to pay for expenses such as transportation.

Another key assumption underlying the theory of change is that the performance agreements with PIAs would lead to expected outcomes. The PIAs were selected competitively and based on their history of executing similar programs along with the quality of other parameters such as instructor quality and existing arrangements with employers (ICR, p.22). The PIAs also conducted a comprehensive skill gap assessment at the start of the program (Impact Evaluation, p.8). Yet, there was variability in implementation capacity across PIAs where some PIAs performed better than others. The project implementation illustrated that the targeted beneficiaries were a unique subset of the population and required additional support (ICR, p.9). Some of these issues were addressed through a capacity-building workshop and the engagement of the Ministry with two additional agencies to improve some outcomes (ICR, p.40).

The instrument of 'Results-based financing' was operationalized using performance agreements between MoMA and PIAs. These agreements included five disbursement-linked indicators (DLI): (i) Number of student enrolments (ii) Number of students successfully completing the education component, (iii) Number of students successfully completing the skills component, (iv) Diversity of content offered by the PIAs and their reach in the most under-served geographic pockets, and (v) Verification of the effective implementation of Nai Manzil by an independent verification agency. The independent verification agency was a crucial actor in project implementation because it reported on the compliance of performance agreements.

Thirty-eight competitively selected project implementation agencies (PIAs) implemented the scheme in development blocks (administrative units) that had a minority population above 25 percent. Once the geographical areas were selected, the PIAs conducted needs assessments to understand the skill and education gaps of the beneficiaries, in addition to the local market dynamics to finalize the list of courses for the training program. Second, PIAs followed uniform guidance prepared by MoMA and validated by WB safeguard specialists on outreach for recruitment of beneficiaries (Communication Strategy for Project Implementing Agencies, p.5). Outreach activities included door-to-door visits, newspaper advertisements, and community engagement activities with key influencing leaders such as religious leaders, activists, and self-help groups. Religious leaders played a particularly key role in the recruitment of Muslim youth and women (TTL interview, August 24, 2022). Finally, counseling sessions and aptitude tests were used for the selection and enrollment of beneficiaries (Impact evaluation, p.56).

The targeted beneficiaries received education training at grade 8 or grade 10 level along with skills training based on nationally recognized standards. The PIAs supported the students in enrolling with the National Institute for Open Schooling (NIOS) or State Institute for Open Schooling (SIOS) to obtain their formal educational certifications. The PIAs also provided employment placement support and tracked the students for one year after graduation from the Nai-Manzil program to ensure sustainable outcomes. These activities were expected to improve either employment or enrollment in further formal education. The beneficiaries received a stipend of INR 1,000 per month for the educational training, INR 1,500 per month for the skills development training, and INR 2,000 per month for work placement activities to address constraints such as transportation costs (Impact evaluation, p.83).

## **Outputs**

- 21,684 beneficiaries received a Grade 10 certificate
- 49,082 beneficiaries received an education certificate (Grade 8 or 10)



- 25,556 women received an education certificate (9,930 received Grade 10 certification and 15,626 received Grade 8 certification)
- 98,697 beneficiaries were enrolled in Nai Manzil.
- 49,813 of the total beneficiaries were female.
- 40,515 enrolled beneficiaries were from Minority Concentrated Blocks

### **Intermediate results**

63.18 percent of enrolled beneficiaries received a Grade 8 certification for a baseline of 0 in 2016, short of the target of 66 percent.

41.05 percent of enrolled beneficiaries were from minority concentrated blocks for a baseline of 0 in 2016, exceeding the target of 30 percent.

An annual report with information including placement, enrolment, and certification was prepared and shared online in 2021

A Web-based Management Information System was in place at the end of the project in 2021

98,697 beneficiaries benefitted from direct learning interventions a baseline of 0 in 2016, exceeding the target of 70,000.

98,697 beneficiaries benefitted from direct interventions to enhance learning for a baseline of 0 in 2016, exceeding the target of 70,000.

49,813 beneficiaries benefiting from direct interventions to enhance learning were women for a baseline of 0 in 2016, exceeding the target of 30,000.

### **Outcomes**

The PIAs were able to reach out and recruit intended beneficiaries as indicated by the impact evaluation and intermediate indicator 2. Forty-one percent of the enrolled beneficiaries were from minority concentrated blocks, exceeding the target of 30 percent. The PIAs were able to deliver on disbursement-linked indicators as indicated by the outputs and intermediate indicators. The Ministry of Minority Affairs benefitted from a web-based monitoring system that upgraded the ministry's existing portal to manage data from several projects including Nai Manzil. There are limited indicators to assess the ministry's enhanced capacity, but anecdotal evidence suggests that the ministry was able to capitalize on the MIS and the project facilitated relationships between the ministry and other relevant stakeholders (TTL interview, August 24, 2022).

The evidence for achievement of expected outcomes comes from three sources: the Project Management Information System, independent baseline and end line surveys carried out by an M&E agency, and an independent evaluation carried out by a separate firm (ICR, p.11). According to the project MIS, the project achieved modest efficacy: 39.19 percent of the beneficiaries received their secondary certificate, falling short of the target of 66 percent. According to the baseline and end-line survey results, 54% of the beneficiaries



reported receiving secondary education. The ICR points out that these surveys and the independent evaluation seem to “suffer from response bias” and showed more positive results than the project MIS.

**Rating**  
Modest

## **OBJECTIVE 1 REVISION 1**

### **Revised Objective**

To improve completion of secondary education for targeted youth from minority communities

### **Revised Rationale**

There were no changes to the PDO. The target for the indicator attached to this objective was revised from 66 percent to 35 percent. The original target was set according to the average national pass rates for the National Institute for Open Schooling (NIOS) which were 40-50 percent because data for disaggregated minorities were not available at the start of the project. The targets were revised according to the data collected by the project MIS (ICR, p.9). The Theory of change can be seen under Objective 1.

In addition to the results discussed under the original objective above, 39.19 percent of beneficiaries received a secondary education certificate through open schooling for a baseline of 0 in 2016, exceeding the revised target of 35 percent. The surveys with a control group also showed a wide difference between the achievement of Grade 8 or 10 certificates among the treatment group (73 percent from a baseline of 14 percent) and the control group (24 percent from a baseline of 19 percent), though the ICR points out that these results suffer from response bias.

Under the revised outcome target, the objective was fully achieved.

**Revised Rating**  
High

## **OBJECTIVE 2**

### **Objective**

To improve completion of market-driven skills training for targeted youth from minority communities

### **Rationale**

The Theory of change can be seen under Objective 1.

The Theory of Change was closely aligned with the same underlying key assumptions, with the main assumption that youth in minority communities lack market-driven skills and provision of an integrated program would improve outcomes for skill development among minority communities.



Overall, the project expected that the positive results from higher completion rates of secondary education (Objective 1) and higher completion results for market-driven results (Objective 2) would lead to higher employability and/or continued enrollment in formal education.

### **Outputs**

- 93,485 beneficiaries, of whom 47,497 were female, received a skills certificate
- 42,257 received certification for a Category 1 trade/sector and 93,444 received NSQF Level 3 or above certification
- Female beneficiaries were more likely to receive a skills certification for a Category 1 trade/sector (23,118 versus 19,139) and/or a Level 3 or above certification (47,496 versus 45,948).
- 98,697 beneficiaries were enrolled. 49,813 were female.
- 40,515 enrolled beneficiaries were from Minority Concentrated Blocks

### **Intermediate results**

45.4 percent of beneficiaries were awarded skill certifications in Category 1, exceeding the target of 30 percent.

99.96 percent of the skills certificate beneficiaries were awarded skill certifications for NSQF Level 3 or above, exceeding the target of 50 percent.

### **Outcomes**

The evidence for the completion of results was compiled using three evidence sources (see objective 1 above for details). 94.72 percent of beneficiaries completed their skills certification from a baseline of 0, exceeding the original target of 83 percent. The outcomes for the other two indicators were not achieved. 47 percent of beneficiaries obtained employment post-graduation from the program from a baseline of 10 percent in 2016. This was moderately below the target of 52 percent. Finally, 9.14 percent of beneficiaries were enrolled in further professional qualification in education or skills training after completing the program from a baseline of 0 in 2016. This was well below the original target of 23 percent.

**Rating**  
Modest

## **OBJECTIVE 2 REVISION 1**

### **Revised Objective**

To improve completion of market-driven skills training for targeted youth from minority communities

### **Revised Rationale**





The overall rationale was the same as under the original objective above. There were no changes to the PDO. The targets for the indicators attached to this objective were revised.

**Outcomes**

94.72 percent of beneficiaries received a nationally recognized skills certificate for a baseline of 0 in 2016, exceeding the original target of 83 percent (**no revision**).

52 percent of beneficiaries were employed after completing the integrated program for a baseline of 10 in 2016, exceeding the revised target of 38 percent.

9.14 percent of beneficiaries were enrolled in further professional qualification in education or skills training after completing the integrated program for a baseline of 0 in 2016, falling short of the revised target of 13 percent.

The impact evaluation supported these results and found a positive impact in several aspects. According to the evaluation, 68 percent had found their first job. In addition, 94% of respondents noted broader positive impacts of the scheme, including an increase in self-confidence and self-worth (62% of beneficiaries); an increase in income (37%); and an improvement in family lifestyle (37%) (ICR, p.12).

The objective was almost fully achieved based on the revised targets.

**Revised Rating**  
Substantial

**OVERALL EFFICACY**

**Rationale**

The two objectives to improve completion of secondary education and market-driven skills training for targeted youth from Minority communities were partly achieved. The achievements are consistent with a modest efficacy rating.

**Overall Efficacy Rating**  
Modest

**Primary Reason**  
Low achievement

**OVERALL EFFICACY REVISION 1**

**Overall Efficacy Revision 1 Rationale**

The objective to improve completion of secondary education for targeted youth from Minority communities was fully achieved, and the objective to improve market-driven skills training for targeted youth from Minority communities was partly achieved. The achievements are consistent with a substantial efficacy rating.



### Overall Efficacy Revision 1 Rating

Substantial

### OVERALL EFFICACY REVISION 2

#### Overall Efficacy Revision 2 Rationale

The objective to improve completion of secondary education for targeted youth from Minority communities was fully achieved, and the objective to improve market-driven skills training for targeted youth from Minority communities was almost fully achieved. The achievements are consistent with a substantial efficacy rating.

### Overall Efficacy Revision 2 Rating

Substantial

## 5. Efficiency

The PAD projected that, with an employment rate of 65 percent -70 percent, the Net Present Value would be \$US22 million - \$US27 million with an internal rate of return of 3 percent – 4 percent. The ICR, on the other hand, calculated the Net Present Value of the entire project to be US\$205 million with an internal rate of return of 25% and external rate of return at 15% based on employment rate of 47%. The ICR states that this discrepancy can be attributed to the “larger than expected beneficiaries of the project,” which were almost twice than initially intended. The ICR uses the mean wage increments based on the independent evaluation’s sample survey to calculate the estimates. The estimates in PAD and ICR are based on a discount rate of 12 percent.

The implementation efficiency was affected by lower-than-expected placement rates. The ICR notes that the CoVid pandemic may be a factor behind the lower placement rates due to lockdowns and other economic disruptions. Nonetheless, the lower-than-expected placement rates were compensated by larger-than-expected beneficiaries (ICR, p.36). There were no significant delays that impacted project implementation, besides a delay in developing a web-based MIS. Though the web-based MIS was delayed, the project maintained an excel-based MIS throughout the project implementation (TTL interview, August 24, 2022).

The ICR notes some moderate efficiency issues related to institutional capacity that resulted in delays in hiring of PMU staff and M&E agency (ICR, p.16). Other efficiency issues noted by ICR include lack of coordination between PIAs and the NIOS. While some of these issues were addressed by establishing a contact person for NIOS, several of these issues continued till the end of the project. Though the PIAs were competitively hired, there was a variation in capacities across PIAs. Some PIAs were better at data management, tailoring project activities to students’ needs, and engaging with the NIOS.

### Efficiency Rating

Substantial



a. If available, enter the Economic Rate of Return (ERR) and/or Financial Rate of Return (FRR) at appraisal and the re-estimated value at evaluation:

	Rate Available?	Point value (%)	*Coverage/Scope (%)
Appraisal	✓	4.00	100.00 <input type="checkbox"/> Not Applicable
ICR Estimate	✓	15.00	100.00 <input type="checkbox"/> Not Applicable

\* Refers to percent of total project cost for which ERR/FRR was calculated.

## 6. Outcome

Relevance of the project objectives is rated High throughout the project duration, as the objectives were aligned at project closing with the Bank's Country Partnership Framework for India (FY 2018-2022) and the government's policy efforts and reforms to support equitable development of minority communities. Efficiency is rated Substantial throughout the project duration based on the cost-benefit analysis and moderate implementation efficiency issues.

### Project under original targets – Moderately Unsatisfactory

Efficacy is rated Modest, as the project partly achieved its development objectives of improving the completion of secondary education and market-driven skills training of targeted youths from minority communities.

### Project after first Revision – Satisfactory

Efficacy is rated Substantial, as the project fully achieved its development objectives of improving the completion of secondary education and partly achieved its objective of market-driven skills training of targeted youths from minority communities.

### Project after second Revision – Satisfactory

Efficacy is rated Substantial, as the project fully achieved its development objectives of improving the completion of secondary education and almost fully market-driven skills training of targeted youths from minority communities.

Rating Dimension	Original Objectives	Objectives after first revision	Objectives after second revision
Relevance objectives	High		
Efficacy			
Objective 1. To improve completion of secondary education for Targeted Youth from Minority communities	Modest	High	



<b>Objective 2. To improve completion of market-driven skills training for targeted youth from minority communities</b>	Modest		Substantial
Overall Efficacy	Modest	Substantial	Substantial
<b>Efficiency</b>	Substantial		
<b>Outcome Rating</b>	Moderately Unsatisfactory	Satisfactory	Satisfactory
<b>Outcome Rating Value</b>	3	5	5
<b>Amount Disbursed (US\$ million)</b>	12.42	18.66	18.92
<b>Disbursement (%)</b>	25%	37%	38%
<b>Weight Value</b>	0.75	1.85	1.9
<b>Total weights</b>	4.5 (rounds up to 5)		
<b>Overall Outcome Rating</b>	Satisfactory		

The project's overall outcome rating is Satisfactory, indicating essentially minor shortcomings in the project's preparation, implementation, and achievement.

**a. Outcome Rating**  
Satisfactory

**7. Risk to Development Outcome**

The ICR rated the risk to development as Moderate because of a) Government ownership: There is government ownership of the project as evidenced by the continuation of the project through government funding from April 2022. b) Capacity building activities: The project strengthened the Ministry of Minority Affairs' capacity, which will help in implementing new projects. Though there are limited indicators to assess the ministry's enhanced capacity, anecdotal evidence suggests that the ministry was able to capitalize on the web-based MIS that was developed under the project and upgraded the ministry's current system of data processing. The project facilitated relationships between the ministry and other relevant stakeholders through project platforms such as the steering and advisory committee. The project helped transfer the know-how of the results-based financing approach that replaced the input-based approach of the ministry (TTL interview, August 24, 2022). The ICR points out that the main risk to development outcome is the disruption caused by lockdowns because of CoVid that resulted in economic contractions and loss of livelihood.

Overall, there is sufficient evidence to suggest that the project beneficiaries acquired formal educational and labor market skills including soft skills that will sustain outside of the project (Impact evaluation, 2021).



## 8. Assessment of Bank Performance

### a. Quality-at-Entry

The project was aligned with the country partnership framework (FY2013-2017) at entry. The project had a particular focus on targeting youths from minority communities, who have lower educational and labor market outcomes than the national average. A focus on minority communities thus has particular significance for inclusive and sustainable development. There were specific targets earmarked for women, low caste, and indigenous peoples. The recruitment efforts paid particular attention to engagement with community leaders such as religious leaders and activists to induct Muslim and women beneficiaries (TTL interview, August 24, 2022; Impact evaluation, 2021). The outreach efforts by PIAs followed a uniform guideline set up by MoMA and validated by the WBG safeguard specialists. An indigenous people's development plan was put in place that included activities such as robust consultations and grievance redressal mechanisms. The aim of the consultations was to better prepare the project to include beneficiaries from these communities.

The ICR states that the Bank team "identified, facilitated the preparation of, and appraised the operation so that it was most likely to achieve the planned development outcomes and was consistent with the Bank's fiduciary role (ICR, p.20)." The Bank used appropriate lessons learned from past projects such as the need to combine educational activities with skills activities to have better labor market outcomes, high-quality training providers, and simplicity of project design in a first-generation project (PAD, p.8). The PIAs were competitively selected based on fixed criteria such as experience and quality of trainers (ICR, p.22). The project identified key risks such as the low capacity of the implementation agency and added activities to strengthen the capacity of the Ministry of Minority affairs.

There was a minor shortcoming related to the lack of data to gauge appropriate targets. There was no data available at the national level that could be disaggregated for minority communities, which led to the lowering of three of the four PDO indicators. The project addressed this shortcoming by embedding a needs assessment in the project design and the project MIS was used to revise targets.

### Quality-at-Entry Rating

Satisfactory

### b. Quality of supervision

The ICR states that the "Bank proactively identified and resolved threats to the achievement of Project development outcomes." Some of these factors are outlined in the Implementation section: (i) There was a coordination issue between the NIOS (agency responsible for examinations) and the PIAs because the PIAs lacked an understanding of NIOS process and procedures. These were resolved by creating a point of contact between the project and NIOS, though some of these issues continued till project closing (ICR, p.17) (ii) There was a variation in the quality of PIAs. Some PIAs were able to better tailor their activities such as providing additional support for writing skills and using better monitoring systems than other PIAs. This was dealt with by organizing a regional workshop to orient the PIAs to design and monitor the project. (iii) The CoVid pandemic caused several implementation challenges for the project (ICR, p.17). The WBG team provided technical support using a situational analysis conducted between July 2020 and October



2020. “Post the situational analysis, the task team identified several market leaders and innovators in connecting blue and grey collar workers to employment and facilitated a knowledge exchange between these agencies and the client. As a result, the client was able to sign MOUs with two of the agencies and connect them with PIAs and beneficiaries on the ground (TTL interview, August 24, 2022).”

### **Quality of Supervision Rating**

Satisfactory

### **Overall Bank Performance Rating**

Satisfactory

## **9. M&E Design, Implementation, & Utilization**

### **a. M&E Design**

The objectives of the project were clearly specified and reflected by appropriate indicators. The objective of improvement in completion of secondary education was to be measured by the percentage of beneficiaries completing formal secondary education certificates and the objective of improvement in market-driven skills was to be measured by the percentage of beneficiaries completing the skills certificate along with an indicator to indicate the percentage of beneficiaries that obtained employment. These PDO indicators were specific, time-bound, relevant, and measurable using the MIS data that collected information on the completion of secondary examinations and employment outcomes of the beneficiaries. The theory of change was clear and convincing. The baseline and end-line surveys and the independent evaluation included a counterfactual and were appropriate to measure attribution and quality of the training program through beneficiary surveys. There were no indicators to measure the efficacy of capacity-building activities.

The project’s M&E comprised three sources: the Project Management Information System, independent baseline and end-line surveys carried out by an M&E agency, and an independent evaluation. For the Project MIS, the MIS was to track four PDO indicators, seven intermediate indicators, and five Disbursement Linked Indicators (DLIs). The information in the MIS consisted of all PIAs and beneficiaries (ICR, p.11). The DLIs were linked to results-based financing of the project and were to be validated by an independent Verification Agency (IVA). The baseline and end-line surveys followed a sampling procedure that followed 1,068 beneficiaries and 42 PIA centers over three years. These surveys included a control group consisting of 200 non-beneficiaries. Finally, the independent evaluation also followed a sampling procedure and collected data for 40 PIAs and 1,214 beneficiaries. The results from the surveys were beneficial in strengthening the results showed by the MIS.

### **b. M&E Implementation**

The ICR notes that the results from M&E activities were provided through periodic progress review on issues such as beneficiary satisfaction, targets, DLI reporting according to performance standards, additional surveys, and studies. The surveys carried out by the M&E agency and the independent evaluation suffered from “response bias that skewed their results (ICR, p.11).” This resulted in higher



positive trends as compared to Project MIS. There were delays in the hiring of a firm to assist with Project's MIS and the task was carried out by PMU. Though there were delays in establishing a web-based MIS, the project maintained an excel-based MIS throughout the life of the project (TTL interview, August 24, 2022). During implementation, the task team also decided to not create a separate MIS for the project and institutionally embedded the MIS within the Ministry of Minority Affairs portal. This enhanced the sustainability of the system and helped enhance longer-term capacity of MoMA.

The DLIs were verified by an independent agency before disbursement to the PIAs. A capacity building workshop was conducted for the PIAs, and a focal point was recruited for coordination between PIAs and NIOS. Finally, an independent evaluation report was successfully carried out using a mixed methods assessment of the program through a stratified sampling of PIAs geographically. The implementation of the evaluation was constrained by Covid-19 and the interviews had to be carried out remotely (Impact Evaluation, 2021).

### **c. M&E Utilization**

The M&E was utilized in a consistent and regular manner to look at progress towards targets and update implementation such as the change in targets based on the needs assessment data. The M&E also highlighted the variability of capacity in PIAs and the coordination issues between PIAs and NIOS. The data from different sources, including the PIAs, independent M&E agencies and the verifying agencies were consistently utilized by the PMU and the Bank Team through mission documents, Aide Memoires, and progress reports. The M&E data from various sources "enabled MoMA leadership, the PMU, and the World Bank to closely track Project execution, review performance, identify challenges, and recommend next steps (ICR, p.14)".

### **M&E Quality Rating**

Substantial

## **10. Other Issues**

### **a. Safeguards**

Environment and Social safeguards: The project was classified as a Category C project because of the lack of risks related to infrastructure work. Therefore, no environmental assessment was undertaken under the project. A training module was prepared to provide guidance on safety norms in the workplace including first aid and hygiene. This module supplemented the skills training curriculum of the PIAs. The project also included indicators associated with environmental safeguards that were reported by the PIAs to the PMU. The project triggered Policy OP 4.10 pertaining to Indigenous People. The project prepared a Social Management Framework followed by an Indigenous Peoples' Policy Framework to ensure the participation of indigenous peoples.

### **b. Fiduciary Compliance**



The entity responsible for the implementation and fiduciary compliance was MoMA that complied with Bank’s financial guidelines and procedures according to the ICR (p.20). The disbursement of project funds commenced without any significant delays. The initial audit report for the project was delayed because of the disconnect between the World Bank requirements and timeline with the official format and timeline of the Comptroller and Auditor General of India (CAG). The timeline was extended for the audit report and the ministry was able to submit audits within the agreed upon timeline. The ICR (p.20) reported that no accountability issues were reported.

**c. Unintended impacts (Positive or Negative)**

None reported.

**d. Other**

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**11. Ratings**

Ratings	ICR	IEG	Reason for Disagreements/Comment
Outcome	Satisfactory	Satisfactory	
Bank Performance	Satisfactory	Satisfactory	
Quality of M&E	Substantial	Substantial	
Quality of ICR	---	Substantial	

**12. Lessons**

**A strong outreach recruitment effort is crucial in ensuring appropriate youth participation:**

The project undertook an extensive outreach effort that was crucial for the recruitment of intended beneficiaries. The PIAs included a variety of activities, including mobilization camps, door-to-door visits, and newspapers. The door-to-door campaigns were used to connect with families and convince them of the safety of the program, especially for girls.

**Community engagement with key local influencers promotes minority youth participation:**

Engagement with local influencers such as religious leaders and social activists can have a profound impact on the recruitment of religious minorities and women. Religious leaders played a crucial role in enabling the participation of Muslim youth and women in the project.

**Addressing Financial constraints is key to alleviating demand-side constraints for disadvantaged beneficiaries:** Under the project, financial support was crucial for ensuring enrollment continuation of beneficiary participation. The targeted beneficiaries of the project were





severely disadvantaged, and the stipends provided by the project helped address demand-side constraints to participation such as transportation costs.

**Thorough Needs assessment is key to ensuring quality design and implementation:** For a first-generation project, needs assessments are crucial to informing the design of the project and M&E systems. The project embedded needs assessments in the design of the project that helped tailor project activities to the needs of the minority communities. The implementation illustrated that PIAs that were able to deliver higher positive results were the ones who could adopt stronger strategies to address the needs of the beneficiaries such as poor writing skills.

### 13. Assessment Recommended?

No

### 14. Comments on Quality of ICR

The ICR was clear, concise, and consistent with the OPCS guidelines overall. It was candid and provided several key evidence points and lessons related to the project that were derived from implementation experience. The theory of change was clear and logical and incorporated the results framework of the project. The evidence provided was based on the results framework, but the ICR also adequately presented important evidence from M&E outside of the Project MIS. The ICR's split rating table was expected to illustrate efficacy ratings based on two parsed objectives and not on a list of outcomes. The ICR lacked coherence in some sections, and evidence was sometimes scattered across the document.

#### a. Quality of ICR Rating Substantial