1. Project Data

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<td>Education</td>
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<td>Closing Date (Original)</td>
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2. Project Objectives and Components

a. Objectives

According to the Program Document (page 12) and the Financing Agreement (page 5), the program development objective was as follows:

- To improve the effectiveness of elementary school teachers in Bihar.

This operation was financed through two Bank instruments: a Program-for-Results (PforR) instrument and an Investment Project Financing (IPF) instrument.
Key outcome targets were revised at the first restructuring in May 2019 (number of teachers benefitting and number of additional qualified teachers) and at the third restructuring in June 2020 (percentage of teacher positions filled); therefore, the split rating is applied to the following three time periods of the project: approval to May 2019; May 2019 - June 2020; and June 2020 to closing.

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
14-May-2019

c. Components
The PforR instrument supported five Results Areas, and the IPF instrument supported a technical assistance component.

Results Area 1: Developing high quality teacher education institutions for improved program delivery. This area focused on strengthening institutional capacity to deliver both pre-service teacher education and continuing professional development with an explicit focus on improving pedagogy. The Program was to harness the potential of information communication technology (ICT) to provide ongoing teacher support, establish a common platform for teacher working groups, and deploy tools for evaluation and assessment, lesson planning, and teaching. These activities were to be implemented at all levels, from the State Council for Educational Research and Training (SCERT) down to the Cluster Resource Centers and Block Resource Centers at the sub-district level.

Results Area 2: Certification of unqualified elementary school teachers and their continuous professional development, including pre-service teacher education, and Continuous Professional Development (CPD) and Leadership Training. For pre-service teacher education, the government of Bihar established a large-scale certification program (Diploma in Elementary Education) that was to be delivered through open and distance learning, to certify approximately 65,000 newly recruited teachers who were unqualified. Two key activities of the Program were: (i) the establishment of high-quality learning resources; and (ii) the implementation of a robust, pre-emptive support strategy geared towards maximizing improved classroom practice. For continuous professional development, the Resource Centers would provide on-site support for enhanced academic leadership and school management. The Program was to support teachers and Resource Center coordinators with opportunities for upgrading knowledge, research opportunities, and subject-specific resources.

Results Area 3: Developing an effective teacher management system with a robust monitoring and evaluation mechanism. One of the main focuses of the government's program was to develop an effective teacher management system with a rigorous mechanism to monitor and evaluate: (i) school report cards; (ii) institutional effectiveness; and (iii) teacher performance. School report cards would facilitate monitoring the implementation of education interventions through periodic visits to schools using monitoring checklists for data collection, which would then be posted in schools to monitor the functioning of schools and teacher performance. The existing Teacher Education Management Information System (TEMIS) was to be
upgraded to eventually serve as a teacher-focused human resource management information system platform. A Teacher Education Institutional Development Index assessment tool was also to be further developed to assess the readiness and effectiveness of teacher education institutions to deliver quality teacher education programs and monitor accountability, including a quantified and weighted checklist of indicators. The Program was also to support the development of a set of teacher standards and competencies to establish base-, mid- and end-line databases for teacher performance in three key domains: (i) subject knowledge; (ii) teacher practices; and (iii) time-on-task. These would be used to inform preservice and in-service professional development programs.

Results Area 4: Improving accountability mechanisms at the school level. The Program was to support training and capacity building of School Management Committees (SMCs) to help them move beyond simply monitoring civil works to social audit and monitoring of teacher presence, and eventually lead to improved school performance through more effective school management. The SMCs were also gradually being trained to monitor academic and quality aspects of education. Third-party surveys were to be carried out to better understand the functioning of SMCs and to help strengthen monitoring mechanisms at the school level.

Results Area 5: Improved financial and governance mechanisms. The Program was to include efforts to enhance the accountability and governance frameworks of state implementing agencies such as the SCERT and the Bihar State Education Infrastructure Development Corporation (BSEIDC). The Program aimed to strengthen BSEIDC’s operational, corporate, and fiduciary systems for construction and longer-term maintenance of education sector infrastructure assets, as well as its adoption of corporate governance mechanisms for more robust and transparent functioning overall.

d. Comments on Project Cost, Financing, Borrower Contribution, and Dates

Program cost

- The original program cost was appraised at US$ 357.0 million. This was later revised to US$ 166.6 million, of which US$ 165.9 million was disbursed.

Financing

- The program was originally financed by an IDA Credit of US$ 250.0 million. This was later revised to US$ 116.6 million, of which US$ 115.9 million was disbursed. The reduction in financing was due to government policy changes (i.e. deadline for training unqualified teachers, shift to online distance learning, systemic intervention to improve teacher performance) and implementation delays, which impacted the feasibility of achieving targets.
- The PforR instrument financed US$225.0 million of the IDA Credit, while an accompanying IPF instrument financed the remaining US$ 25.0 million.
- US$ 22.05 million was cancelled from the IPF component due to delays in hiring the technical agency, dropping of several studies due to COVID restrictions, changing government priorities, and the use of existing agencies for delivery of some tasks.
Borrower contribution

- The Government of Bihar was originally expected to contribute US$ 107.0 million. This was later revised to US$ 50.0 million, which disbursed in its entirety.

Dates

- May 2019: The project was restructured such that the results framework was revised due to government policy changes as well as implementation delays. US$ 90.4 million was cancelled from the Credit.
- June 2020: The project was restructured on an interim basis, to allow the government additional time to prepare the full restructuring proposal/request. US$ 33.6 million was cancelled from the Credit. The project closing date was extended from June 2020 to July 2020.
- July 2020: The project was restructured such that the results framework was revised, due to implementation delays and effects of the COVID-19 pandemic. US$ 6.75 million was cancelled from the Credit. The project closing date was extended from July 2020 to December 2020.

3. Relevance of Objectives

Rationale

The country of India overall has experienced significant economic growth and poverty reduction; however, in the state of Bihar, over half of the population of 100 million remain poor. In human development indicators, only 60% of the population is literate, with significant gender disparity. The education sector in Bihar is characterized by inadequate pedagogical resources, low attendance rates, and a high pupil:teacher ratio, all of which are significant contributing factors to low learning outcomes. While some of these challenges are starting to be addressed by the government of India's national program (Sarva Shiksha Program) to improve education inputs including infrastructure, teaching workforce, and learning materials, a rapid expansion in the number of elementary school teachers has not been accompanied by adequate investment in the quality of teacher training and support programs. These programs are marked by low academic content, ineffectual teaching practices, high levels of absenteeism, and outdated and weak monitoring and governance arrangements (Program Document, page 3). This project supported the government of Bihar's Mission Manav Vikas program to improve the quality of elementary education in Bihar, more specifically the portion of the Manav Vikas program that aims at improving teacher effectiveness.

The Bank's Country Partnership Framework (FY18-22) includes improving the quality of education in schools as a key objective within the investment in human capital focus area, with the percentage of teachers receiving in-service training as a supplemental indicator. The choice of the Pfor R instrument,
which linked disbursements to specific project results, was viewed as a key shift in the Borrower's focus from education inputs to outputs/outcomes (i.e. teacher performance).

Rating
High

4. Achievement of Objectives (Efficacy)

Objective 1

Objective
To improve the effectiveness of elementary school teachers in Bihar (ORIGINAL OUTCOME TARGETS)

Rationale
While the overall objective was to improve effectiveness of elementary school teachers, key outcomes/specific objectives for the Pfor R component (Program Document, page 13) were identified as follows:

- Improved teacher subject knowledge, pedagogy, behavior, and classroom processes;
- Increased time on teaching-learning tasks in the classroom;
- Improved teacher attendance.

The intended outcome of improved teacher subject knowledge, pedagogy, and behavior/classroom management relied upon teacher training/support (pre- and in-service) provided by teacher educator institutes (TEIs). The project supported the government's program to upgrade teacher education facilities, add ICT capabilities, revise teacher training curricula, upgrade qualifications of current unqualified teachers, recruit and train new teachers, provide continuous professional development for current teachers, and manage the teacher system.

The intended outcome to increase time on task was likely to be achieved by the teacher training outputs reported above, as well as additional activities to increase teacher supervision. As noted in the Program Document (page 6), the project approach was notable for supporting "better governance and teacher accountability as key factors impacting overall teacher performance" rather than just providing teacher education and training.

The intended outcome to improve teacher attendance was likely to be achieved by increasing capacity of local SMCs to monitor teacher attendance and increasing school supervision visits.

The Bank Credit financed approximately two-thirds of the government program, and thus attribution of outcomes to Bank support was strong.

Outputs
• Upgrading of infrastructure (physical and ICT) for 150 TEIs, including upgraded buildings, solar panels for energy, ICT labs, furniture, and teaching equipment (target: 400; first revised target: 190; second revised target: 150). The scope of this activity was significantly reduced due to delays in certifying achievement of the related DLI (and thus disbursements) until BSEIDC had established minimum standards for the improvement of TEIs, as well as the impact of COVID-19 which constrained labor and supply of construction materials.
• Development of accountability and performance benchmarks for teacher education institutions.
• Updating of diploma training curricula and strategy for continuous professional development (which included (i) strategies for building capacities of the State Council and TEIs; (ii) tools and processes for teacher performance monitoring and mentoring; (iii) feedback systems from users of modules and tools; and (iv) ICT platforms for teachers’ professional development, teacher performance monitoring, and student assessment).
• Training of 145,000 SMC members from almost 25,000 schools (and development of training module on roles and responsibilities of SMCs) to strengthen capacity to monitor school functioning and teacher attendance. There were delays in this activity due to initial procurement challenges, but teacher attendance monitoring via a new mobile-based app was continued by local education officers in the meantime.
• Development of a School Scorecard mobile app that was used to track teacher attendance through school supervision visits conducted by decentralized education units. School support visits were conducted in at least 50% of elementary schools.
• Development of the TEMIS, albeit reduced in scope from its original design. The government’s efforts to procure TEMIS software to monitor and evaluate teachers’ performance was delayed continually during implementation, and software with reduced scope was subsequently developed to serve only the basic needs of a functional information system while allowing for further development in the future.
• Plans to develop and implement a policy framework for providing incentives to improve teacher performance were dropped. Instead, a systemic intervention for improving teacher performance and capacity was introduced.
• A planned ICT system for the teacher certification program was not completed as planned due to a shift in government strategy from a diploma in elementary education to a national Institute of Open Schooling platform certification.
• Adoption of several measures to strengthen BSEIDC’s corporate governance, including: (i) the adoption of a corporate governance framework; (ii) development of procurement and financial manuals; and (iii) establishment of an online grievance redressal management system.

Outcomes

Improved teacher subject knowledge and pedagogy

• 24,335 unqualified teachers participated in the original form of training to receive the diploma. 11,315 teachers participated in the new form of training, for a total of 35,650. This fell far short of the original
target to train 90,000 teachers. The government shifted its strategy to prioritize training of untrained teachers in the school system and thus halted acceptance of new pre-service teacher applicants.

- 21,000 teachers participated in continuous professional development activities for in-service teacher training, in three modules: (i) Art Integrated Learning; (ii) Sports in Learning; and (iii) School Readiness. In addition, SCERT developed a total of eight training modules and digitized them to launch an ICT-enabled continuous professional development program.

- 369,000 teachers benefited from project activities (continuous professional development, updated diploma curriculum, upgraded TEI infrastructure, improved teacher accountability), from a baseline originally approximated as 400,000 total teachers in the system. This fell short of the original target of reaching 475,000 teachers.

- 54.67% of teacher positions in TEIs were filled by project closing, an increase from the baseline of 35% but falling short of the original target of 75%. The process for conducting the qualifying exam for filling 1,060 teacher educator vacancies was delayed until August 2018. According to the project team, the recruitment process (conducted by the Bihar Public Service Commission, which was not a project implementing agency) was a highly politically sensitive process and faced delays in part due to legal matters (multiple court cases brought forth by aggrieved parties).

- The institutional development index scores for teacher education institutions increased from 0.34 for SCERT, 0.34 for district level TEIs, and 0.37 for BRCs at baseline, to 0.66 for SCERT, 0.71 for district level TEIs, and 0.74 for BRCs at end-line, respectively. As the maximum possible score was 1.00, these figures reflect a doubling in scores received by project closing.

- The following improvements were reported in teacher effectiveness scores (baseline survey in 2015; endline survey in 2020): (i) whereas half of the respondents did not possess professional qualifications at baseline, 93% reported some kind of qualification at the end-line; (ii) almost 70% of the 1,925 teachers participating in the end-line survey reported receiving training in the past year compared to only 37% at baseline; (iii) 28% of participants reported participating in five to ten days of training in comparison to 10% at baseline; (iv) an increased number of teachers claimed awareness about recommended pedagogy practices such as usage of teaching-learning materials and organizing children in groups; and (v) a larger number of teachers reported engaging in lesson preparation, assessment and extracurricular activities, in addition to classroom instruction. In addition, the end-line survey of teachers’ performance reflected improved capacities in language and mathematics skills. Language skills increased from 44.6% at baseline to 58.5% at end-line and mathematical skills increased from 58.1% at baseline to 64.0% at end-line. Classroom observations revealed that 90% of primary and 95% of upper primary classes were held in a proper classroom setting, the share of monograde classrooms increased over implementation, and facilities such as adequate space, provision of chairs, blackboards, and displays of teaching and learning materials improved as well.

*Increased time on task*
• Teachers surveyed in the baseline and endline assessments self-reported that "teaching" was their main task over other related tasks such as preparing lessons, preparing meals, filling registers, and providing extracurricular activities. However, the percentage of teachers who reported as such remained the same: 96.3% at baseline and also at endline. In addition, while the planned assessment methodology (at the appraisal stage) was video documentation of teacher time on task (and qualitative analysis of the videos), the actual methodology used was teacher self-reporting, which is a measure with weak validity.

**Improved teacher attendance**

• Teacher attendance increased from 81% in primary schools and 78% in upper primary schools in 2015, to 89% percent in primary schools and 88% in upper primary schools in 2020. These achieved the target of a 5% increase for both levels.

**Rating**

Modest

**Objective 1 Revision 1**

**Revised Objective**

To improve the effectiveness of elementary school teachers in Bihar (FIRST REVISED OUTCOME TARGETS)

**Revised Rationale**

**Outputs**

See outputs reported above.

**Outcomes**

• 24,335 unqualified teachers participated in the original training and 11,315 teachers participated in the new training, for a total of 35,650. This achieved the revised target of 37,000.
• 369,000 teachers benefited from project activities (continuous professional development, updated diploma curriculum, upgraded TEI infrastructure, improved teacher accountability), from a baseline originally approximated as 400,000 total teachers in the system. This fell slightly short of the revised target to reach 400,000 teachers.
Revised Rating
Substantial

Objective 1 Revision 2
Revised Objective
To improve the effectiveness of elementary school teachers in Bihar (SECOND REVISED OUTCOME TARGETS)

Revised Rationale
Outputs
See outputs reported above.

Outcomes

- 54.67% of teacher positions in TEIs were filled by project closing, an increase from the baseline of 35%. This achieved the revised target of 50%.

Rationale

Overall Efficacy Rating
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5. Efficiency
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Efficiency Rating
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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:
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<th>*Coverage/Scope (%)</th>
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* Refers to percent of total project cost for which ERR/FRR was calculated.

### 6. Outcome

**Project under original targets - Moderately Unsatisfactory**

Relevance of the objectives and DLIs is rated Substantial. Efficacy is rated Modest, as there was evidence of improved TEI capacity, improved teacher performance (though the evidence primarily refers to increased subject knowledge and less so to improved pedagogy and classroom management, although those were assumed to be covered in teacher training courses), and increased teacher attendance, but there were significant shortcomings in achieving the number of teachers trained and the proportion of teacher educator positions filled, as well as a lack of evidence on increased time on task.

**Project under first revised outcome targets - Moderately Satisfactory**

Relevance of the objectives and DLIs is rated Substantial. Efficacy is rated Substantial, as there was evidence of improved TEI capacity, improved teacher performance (though the evidence primarily refers to increased subject knowledge and less so to improved pedagogy and classroom management, although those were assumed to be covered in teacher training courses), and increased teacher attendance, although there remained shortcomings in the proportion of teacher educator vacancies filled and a lack of evidence on increased time on task.

**Project under second revised outcome targets - Moderately Satisfactory**

Relevance of the objectives and DLIs is rated Substantial. Efficacy is rated Substantial, as there was evidence of improved TEI capacity, improved teacher performance (though the evidence primarily refers to increased subject knowledge and less so to improved pedagogy and classroom management, although those were assumed to be covered in teacher training courses), and increased teacher attendance, although there remained a lack of evidence on increased time on task.

The overall outcome rating for a restructured project is determined by weighting the proportion of the Credit that disbursed before and after each restructuring. The Credit disbursed as follows:

- US$ 105.13 million of the total amount of US$ 116.6 million, or 90.2%, disbursed from project approval to May 2019.
- US$ 1.6 million of the total amount of US$ 116.6 million, or 1.4%, disbursed from May 2019 to July 2020.
- US$ 9.87 million of the total amount of US$ 116.6 million, or 8.5%, disbursed from July 2020 to project closing.
Therefore, the ratings are weighted and summed as follows:
MU (3 x .902 = 2.706) + MS (4 x .014 = 0.056) + MS (4 x .085 = 0.34) = 3.102 (rounds down to 3.0). This indicates an overall weighted outcome rating of Moderately Unsatisfactory based on both the weighted calculation and significant shortcomings in achieving the objective to improve teacher effectiveness.

a. Outcome Rating
   Moderately Unsatisfactory

7. Risk to Development Outcome

Sustainability of outcomes will be heavily dependent on the effective functioning of the teacher education institutions and on the accountability mechanisms developed at the local levels, both of which appear to need more time and capacity support to become more fully established. The government of Bihar has recently implemented an Operations and Maintenance policy for TEI infrastructure, which includes providing additional financial resources to all TEIs for continued operations. The TEMIS as a monitoring system for accountability has yet to be fully developed. Also, while there is another Bank project in place to support the federal government's efforts to strengthen institutional capacity of the elementary sector management structures, the state of Bihar is not one of the direct recipients of the financing.

8. Assessment of Bank Performance

a. Quality-at-Entry

   The project design and choice of instrument was based on a well defined, clearly developed government program for improving teacher quality, making use of existing government systems and procedures. It was also aligned with the central government-funded program for elementary education, supporting activities not already being funded by the central program. The result-based financing approach was appropriate to support the shift in focus from education inputs to outcomes, while the IPF instrument provided critical technical assistance support given limited in-country capacity with such a new approach. The risk assessment thus appropriately identified the risk level as substantial, given existing institutional capacity levels and lack of prior experience with Bank-financed projects in the education sector in the state of Bihar. The results framework, DLIs, and M&E design were overall sound, with a strong focus on developing monitoring systems for the education sector, although there were some shortcomings in the M&E and DLI indicators.
   
   Readiness for implementation also had shortcomings, particularly in terms of staffing of critical positions and fleshing out of guidelines (the ICR (page 23) noted that under a traditional IPF operation, these elements would likely have been required to be in place prior to project launch), including the following: the Program Director was only assigned in early 2017; (ii) the project management unit was not fully staffed until mid-2020; (iii) the Independent Verification Agency was only contracted in mid-2017; (iv) a Procurement Manual and Standard Bidding Documents were prepared but never finalized and adopted; (v)
a consulting firm to supervise works was only contracted in early 2017; (vi) operational guidelines containing program codes were only published and issued in early 2017; and (vii) the Program’s Financial Management Manual was only approved by BSEIDC’s Board in late 2019. These all contributed to significant implementation delays and subsequent cancellations and project restructurings.

Quality-at-Entry Rating
Moderately Satisfactory

b. Quality of supervision
There were significant internal and external circumstances that negatively affected project progress and achievements. There were major shifts in government priorities at both the federal and state levels, including: (i) the federal government mandated that all states certify all unqualified teachers by a certain deadline; (ii) the federal government agency that was responsible for approving TEIs that were eligible to offer diplomas approved fewer institutions than expected; and (iii) the federal government launched a separate teacher training program. The government of Bihar also made some policy changes, such as a shift away from developing a teacher performance incentive system, and a shift in responsibility for recruiting teacher educators to the Bihar Public Service Commission. According to the project team, overall these were positive policy shifts for which the Bank team engaged in active policy dialogue with the state government to make adjustments to the project design and results framework. The COVID-19 pandemic had a negative impact, as the government of Bihar closed several TEIs for extended periods and converted some into quarantine centers, and delays in the supply of construction materials affected the pace of upgrading the facilities. The Bank team responded to these significant challenges by restructuring the project design and results framework, including a significantly reduced project scope. Supervision ratings were candid, reflecting these challenges. Fiduciary performance was initially rated in the unsatisfactory range but improved over the course of the project period (Implementation Supervision Report rating of Moderately Satisfactory by March 2020); the project team noted that issues resurfaced at the final stage of project implementation but these were primarily due to large scale repositioning of top state management, despite proactive supervision by the Bank team.

Quality of Supervision Rating
Satisfactory

Overall Bank Performance Rating
Moderately Satisfactory

9. M&E Design, Implementation, & Utilization

a. M&E Design
The M&E design centered on the setting up of monitoring systems (such as the TEMIS and school report cards) that would not only strengthen the Borrower’s capacity to monitor outcomes in the elementary education sector,
but also to monitor progress for this project in particular. Several of the planned activities would also serve evaluative purposes, such as the TEI survey, teacher performance standards, and school report cards. The results framework clearly linked project areas of support to outcomes, and there was clear alignment between the results framework and DLIs, although there were some shortcomings in the selection of indicators. For example, there was no clear measure for the intended outcome to increase time on task; the primary measure for improved TEI capacity relied on a survey for which there would be only a baseline and endline survey (thus mid-term progress could not be clearly discerned); and the ICR (page 26) noted that there was lack of clarification around definitions of what precisely constituted "completion" and "minimum standards" for the TEI facilities.

b. M&E Implementation

The monitoring systems were implemented as planned, albeit with some delays and reduction in scope, and used for regular monitoring and data collection. However, the independent verification agency for DLIs was not contracted until mid-2018, leading to delayed verification of DLI compliance. Also, several targets required significant revision due to changing circumstances and government priorities.

c. M&E Utilization

The ICR (page 26) reported that the monitoring data and reports were used routinely by the Bank team during implementation support reviews to discuss results and progress (including compliance with the Performance Action Plan) and identify corrective measures. The data also contributed to decisions to revise the results framework and DLIs. However, the ICR also noted that decisions to revise the results framework were partially driven by the Bank team's observation that implementing agencies were not actually using the results framework data to monitor efforts and guide activities. Despite some shortcomings in the M&E framework (e.g., inconsistencies among targets for some indicators and DLIs), it met its purpose for routine monitoring and evaluation and to substantiate disbursements.

M&E Quality Rating
Substantial

10. Other Issues

a. Safeguards

The project was classified as an Environmental Category "B" project, triggering the safeguard policy on Environmental Assessment (OP/BP 4.01). OP 9.0 also required that an Environmental and Social Systems Assessment be carried out, in order to review the capacity of existing government systems to plan and implement any measures needed to mitigate environmental and/or social impacts. The following actions were identified as a result of the Assessment: (i) criteria to exclude certain interventions from the Program
that may impact ecologically sensitive/important/notified wetlands and protected monuments; (ii) a Performance Action Plan that included strengthening existing systems for improved environmental/social management, primarily through adoption of a manual on the environmental management system for the Program and internal and third party monitoring of performance; and (iii) capacity building to address environmental issues for monitoring and due diligence. Additional measures were taken for the IPF component of the operation with regards to capacity building support for deployment of renewable energy technology. The ICR (page 27-28) reported that environmental measures were routinely monitored during implementation support missions. There was one case of partial encroachment by house-dwellers onto campus property, leading to Bank recommendations on how to address incidents going forward. Construction was overall satisfactory, with the Bank providing recommendations for improving facilities and the construction monitoring process.

The safeguard policy on Indigenous Peoples (OP/BP 4.10) was also triggered. The above Assessment identified the following actions: (i) adoption of program documentation for social management; (ii) preparation on awareness of grievance procedures and dissemination of this information; and (iii) capacity building to address social issues for monitoring and due diligence. The ICR did not report on whether compliance with safeguard measures was satisfactory, although the project team subsequently confirmed that there were no problems.

b. Fiduciary Compliance
During preparation the Bank team carried out an Integrated Fiduciary Systems Assessment to determine whether existing systems would provide reasonable assurance that program expenditures would be used appropriately to achieve intended purposes. The project design specifically included a Results Area on these issues (improved financial and governance mechanisms) to enhance the accountability and governance framework of implementing agencies. The Performance Action Plan included several actions that were expected to strengthen fiduciary management, such as budget management, vigilance, procurement, and financial management.

Financial management (FM): The ICR (page 28-29) reported that there were several challenges with respect to FM performance, such that the FM rating was downgraded to Moderately Unsatisfactory in mid-2018 and to Unsatisfactory in mid-2019. Issues included: (i) not following agreed funds flow procedures, whereby Program funding would be operated through the Treasury as opposed to parking funds in bank accounts; (ii) delays in completion of audits; (iii) the State auditor considering significant Program expenditures inadmissible; (iv) not reconciling Program expenditures with the accounts compiled by the State Accountant General; and (v) not including expenditures of District Institutes in the financial statements to be audited; (vi) delays by SCERT in submitting Utilization Certificates for funds used (leading to delays in piloting the new CPD modules and rolling out training to SMC members using the new SMC mobile app); and in respect to BSEIDC: (i) repeated delays in contracting auditors, including internal auditors, (ii) delayed submission of audited financial statements and interim unaudited financial reports; and (iii) delayed finalizing of the FM Manual. The FM rating was upgraded to Moderately Satisfactory in early 2020 as some issues were addressed, including completion of audits, appointment of internal auditors, and improved adherence to the Program’s FM arrangements.
Procurement: The ICR (page 28) reported procurement issues that negatively impacted both IPF and Results Area 5 activities. For example, there were significant delays in hiring a firm for ICT-related procurement and management, contracting for enterprise resource planning in BSEIDC, and procuring consultancies for School Leadership Management Training and support for SMCs. For the IPF activities, the contracting process was lengthy with many delays even after service providers had been identified.

c. Unintended impacts (Positive or Negative)
None reported.

d. Other
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11. Ratings

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<th>ICR</th>
<th>IEG</th>
<th>Reason for Disagreements/Comment</th>
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<td>Outcome</td>
<td>Moderately Satisfactory</td>
<td>Moderately Unsatisfactory</td>
<td>The project outcome is rated Moderately Unsatisfactory for the period between project approval to first restructuring (90.2% of Credit disbursed), while the rating was Moderately Satisfactory for the period after the first and second restructurings; therefore, the weighted rating is Moderately Unsatisfactory.</td>
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<td>Bank Performance</td>
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<td>There were shortcomings in Quality at Entry (M&amp;E design and in readiness for implementation).</td>
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<tr>
<td>Quality of M&amp;E</td>
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<td>Substantial</td>
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<tr>
<td>Quality of ICR</td>
<td>Substantial</td>
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12. Lessons

Lessons drawn from the ICR (pages 31-33) and adapted by IEG:
• Under the PforR instrument, the Action Plan agreed upon with the government can identify actions (with expected completion dates) that are deemed necessary for achieving project outcomes, but should not be a substitute for project readiness. In the case of this project, although the Action Plan items were relevant and accurate, they were in fact measures that were necessary for a successful project launch and initial implementation period; instead, despite early expected completion dates, they were not fulfilled until two years into the project period. Along similar lines, the Borrower's procurement requirements were satisfied under the PforR component, but the IPF component required compliance with more complex Bank procurement procedures, and these were met with significant delays.

• Incremental technological innovations to push small reforms in a large-scale education system can have a higher likelihood of success compared to more disruptive technological changes. In the case of this project, developing simple apps (for example, monitoring teacher attendance) and online systems (for example, applications for teacher training courses) enabled incremental behavior changes and actions that contributed to project outcomes.

13. Assessment Recommended?

No

14. Comments on Quality of ICR

The quality of the evidence and analysis was adequate for assessing the project performance. These contributed to the ICR's clear focus on results. At the same time, the ICR highlighted important implementation shortcomings that affected achievement of outcomes. Lessons are well-drawn from project experience, particularly valuable for informing future PforR operations. The ICR is overall consistent with guidelines, although the calculation of the weighted outcome rating (the ICR calculated the weighting by excluding the "rolling advance" of US$50 million from the first phase of the project period) did not follow guidelines to weight the rating according to disbursements, not expenditures.

a. Quality of ICR Rating

Substantial