Document of

The World Bank

FOR OFFICIAL USE ONLY

Report No: PAD1782

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT PAPER

ON A

PROPOSED ADDITIONAL FINANCING AND RESTRUCTURING

FROM THE MYANMAR PARTNERSHIP MULTI-DONOR TRUST FUND

IN THE AMOUNT OF US$54 MILLION

TO THE

REPUBLIC OF THE UNION OF MYANMAR

FOR THE

DECENTRALIZING FUNDING TO SCHOOLS PROJECT

November 26, 2018

Education Global Practice
East Asia and Pacific Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective October 9, 2018)

Currency Unit   =   Myanmar Kyat (MMK)
       MMK 1,551   =   US$1

FISCAL YEAR (MYANMAR)

October 1–September 30

ABBREVIATIONS AND ACRONYMS

AF	Additional Financing
ATEO	Assistant Township Education Officer
BETF	Bank-Executed Trust Fund
BMY	Buthidaung, Maungdaw and Yathedaung
CH	Cluster Head
CIF	Cluster Improvement Fund
CPF	Country Partnership Framework
CPP	Community Participation Plan
CPPF	Community Participation Planning Framework
DBE	Department of Basic Education
DEO	District Education Officer
DERPT	Department of Education Research Planning and Training
DFSP	Decentralizing Funding to Schools Project
DLI	Disbursement-Linked Indicator
DP	Development Partner
DWT	Daily Wage Teacher
EEP	Eligible Expenditure Program
EGMA	Early Grade Math Assessment
EGRA	Early Grade Reading Assessment
ELP	Early Learning Program
FM	Financial Management
GA	Grant Agreement
GRS	Grievance Redress Service
IDP	Internally Displaced Person
IPF	Investment Project Financing
M&E	Monitoring and Evaluation
MDTF	Multi-Donor Trust Fund
MEWG	M&E Working Group
MoE	Ministry of Education
NGO	Nongovernmental Organization
OAGM	Office of the Auditor General of Myanmar
ODA	Official Development Assistance
PDO	Project Development Objective
POM	Project Operations Manual
PSC	Project Steering Committee
RETF	Recipient-Executed Trust Fund
RF	Results Framework
SA	Social Assessment
SIF	School Improvement Fund
SIP	School Improvement Plan
SISP	School Improvement Support Program
SREO	State and Region Education Officer

SSP	Student Stipends Program
SSPMS	Student Stipend Program Monitoring System
TEO	Township Education Officer
TLC	Temporary Learning Center
TMCSP	Teacher Mentoring and Cluster Support Program
TOC	Theory of Change
TWG	Technical Working Group
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNICEF	United Nations Children's Fund

MYANMAR
Additional Financing for the Decentralizing Funding to Schools Project (P157231)

TABLE OF CONTENTS

ADDITIONAL FINANCING DATA SHEET

Myanmar

Decentralizing Funding to Schools Project (P157231)

EAST ASIA AND PACIFIC

GED02

Basic Information – Parent			
Parent Project ID:	P146332	Original EA Category:	B - Partial Assessment
Current Closing Date:	31-Dec-2018		
Basic Information – Additional Financing (AF)			
Project ID:	P157231	Additional Financing Type (from AUS):	Restructuring, Scale Up
Regional Vice President:	Victoria Kwakwa	Proposed EA Category:	
Country Director:	Ellen A. Goldstein	Expected Effectiveness Date:	30-Nov-2018
Senior Global Practice Director:	Jaime Saavedra Chanduvi	Expected Closing Date:	20-Jul-2021
Practice Manager/Manager:	Tobias Linden	Report No:	PAD1782
Team Leader(s):	Marie-Helene Cloutier		
Approval Authority			
Approval Authority			
RVP Decision			
Please explain			
The additional financing only includes funding from the Myanmar Partnership Multi-Donor Trust Fund and proposed changes to the Project Development Objective, Results Framework, Disbursement-Linked Indicators, Components, and Implementation Arrangements (including eligible expenditures, closing date, and social safeguards arrangements). It will therefore be approved by the Regional Vice President.			
Borrower			

Organization Name	Contact	Title	Telephone	Email
Republic of the Union of Myanmar	U Soe Win	Minister, Ministry of Planning and Finance	95-67-410-198	usoewin@gmail.com

Project Financing Data - Parent (Myanmar Decentralizing Funding to Schools-P146332) (in US$ Million)

Key Dates

Project	Ln/Cr/TF	Status	Approval Date	Signing Date	Effectiveness Date	Original Closing Date	Revised Closing Date
P146332	IDA-54550	Effective	20-May-2014	11-Oct-2014	05-Nov-2014	31-Dec-2018	31-Dec-2018
P146332	TF-17814	Effective	11-Oct-2014	11-Oct-2014	05-Nov-2014	31-Dec-2018	31-Dec-2018

Disbursements

Project	Ln/Cr/TF	Status	Currency	Original	Revised	Cancelled	Disbursed	Undisbursed	% Disbursed
P146332	IDA-54550	Effective	US$	80.00	80.00	0.00	73.37	0.00	91.71
P146332	TF-17814	Effective	US$	17.00	17.00	0.00	15.15	1.85	89.12

Project Financing Data - Additional Financing Decentralizing Funding to Schools Project (P157231) (in US$ Million)

[ ]   Loan   [X]   Grant   [ ]   IDA Grant
[ ]   Credit [ ]   Guarantee [ ]   Other

Total Project Cost:	54.00	Total Bank Financing:	0.00

Financing Gap:	0.00

Financing Source – Additional Financing (AF)	Amount
Borrower	0.00
Myanmar Partnership MDTF	54.00
Total	54.00

Policy Waivers

Does the project depart from the CAS in content or in other significant respects?	No

Explanation

Does the project require any policy waiver(s)?	No

Explanation

Team Composition				
Bank Staff				
Name	**Role**	**Title**	**Specialization**	**Unit**
Marie-Helene Cloutier	Team Leader (ADM Responsible)	Senior Economist	Education/M&E	GED02
Yin Win Khine	Procurement Specialist (ADM Responsible)	Procurement Specialist	Procurement	GGOPP
Simon B. Chenjerani Chirwa	Procurement Specialist	Senior Procurement Specialist	Procurement	GGOPP
Christopher Robert Fabling	Financial Management Specialist (ADM Responsible)	Sr Financial Management Specialist	Financial Management	GGOEP
Martin Fodor	Environmental Specialist (ADM Responsible)	Senior Environmental Specialist	Environment	GEN2B
Andrew B. Ragatz	Team Member	Senior Education Specialist	Teacher	GED02
Giorgia Demarchi	Team Member	Social Scientist	Targeting/M&E	GPV02
Hnin Hnin Pyne	Team Member	Program Coordinator	Program Leader	GHN02
Iain MacFarlane Watson	Team Member	Consultant	Environment	GEN2B
Khay Mar San	Team Member	Program Assistant	Administration	EACMM
Khin Saw Nyunt	Team Member	Consultant	Education	GED02
Kyemon Soe	Team Member	Financial Management Specialist	Financial Management	GGOEP
Lars M. Sondergaard	Team Member	Program Leader	Human Development	ECCEU
Manush A. Hristov	Counsel	Senior Counsel	Legal	LEGEN
Mar Mar Thwin	Team Member	Education Spec.	Education	GED02
Martin Henry Lenihan	Social Specialist	Senior Social Development Specialist	Social	GSU02
Mohak Mangal	Team Member	Consultant	M&E	GED02
Reena C Badiani-Magnusson	Team Member	Senior Economist	Targeting/M&E	GPV03

Thomas Poulsen	Team Member	Senior Education Economist	Education	GED02
Tin Tun	Team Member	Consultant	Education	GED02
Yu Yu Ei	Team Member	Consultant	Information technology	GED02
Zeynep Durnev Darendeliler	Social Specialist	Senior Social Development Specialist, Safeguard Po	Social	GSU02

Extended Team

Name	Title	Location
N/A		

Locations

Country	First Administrative Division	Location	Planned	Actual	Comments
Myanmar		Taninthayi Region		X	
Myanmar		Shan State		X	
Myanmar		Sagaing Region		X	
Myanmar		Yangon Region		X	
Myanmar		Rakhine State		X	
Myanmar		Bago Region		X	
Myanmar		Mon State		X	
Myanmar		Magway Region		X	
Myanmar		Kayah State		X	
Myanmar		Kayin State		X	
Myanmar		Kachin State		X	
Myanmar		Ayeyawady Region		X	
Myanmar		Chin State		X	
Myanmar		Union of Burma		X	
Myanmar		Naypyidaw		X	

Institutional Data
Parent (Myanmar Decentralizing Funding to Schools-P146332)
Practice Area (Lead)
Education
Contributing Practice Areas
Additional Financing Decentralizing Funding to Schools Project (P157231)
Practice Area (Lead)
Education
Contributing Practice Areas
Fragile, Conflict & Violence, Poverty and Equity, Social Protection & Labor
Consultants (Will be disclosed in the Monthly Operational Summary)
Consultants Required? No consultants are required.

I.   INTRODUCTION

1.   This Project Paper seeks the approval of the Regional Vice President for a restructuring and an additional grant from the Myanmar Partnership Multi-Donor Trust Fund (MDTF) (TF072229 and Parallel Trust Fund TF072561) in the amount of US$54.0 million equivalent, to the Decentralizing Funding to Schools Project (DFSP) (P146332, IDA54550, TF017814), implemented by Myanmar's Ministry of Education (MoE). The parent project's objective was "to help improve and expand Myanmar's School Grants Program and Student Stipends Program." This Investment Project Financing (IPF) with disbursement-linked indicators (DLIs) was financed through an IDA credit of SDR 51.8 million (US$80 million equivalent) and a grant from the MDTF (US$20 million equivalent).

2.   The proposed AF will provide support to the continued implementation and scale-up and enhancement of the School Improvement Support Program (SISP) (previously called 'School Grants Program'), the Student Stipends Program (SSP), Early Learning Program (ELP), and a new Teacher Mentoring and Cluster Support Program (TMCSP). It will also support building further the MoE's monitoring and evaluation (M&E) capacity by bringing in an additional focus on evaluating impacts of programs (rather than mostly focusing on inputs and outputs). To align with these new goals, it is also proposed to modify the PDO statement, DLIs, RF, eligible expenditures, and closing date. Furthermore, considering the upsurge in violence and forced displacement in Rakhine State since August 2017, which led to a massive outflow of the Muslim population into Bangladesh and a significant number of internally displaced persons (IDPs), it is proposed to strengthen social safeguards arrangements, eligibility criteria and implementation requirements such as safe and unimpeded access to project sites and information.

3.   The MDTF contribution to the AF will be provided by development partners (DPs), namely Australia, Denmark, and Finland. The amounts to be transferred to the Recipient-Executed Trust Fund (RETF) are AUD 42.8 million (estimated US$33 million equivalent) from Australia, DKK 92.6 million (estimated US$13.8 million equivalent) from Denmark, and EUR 6.5 million (estimated US$7.2 million equivalent) from Finland. These amounts have already been reflected in supplemental/new administrative agreements. The total Administrative Agreement commitment and appraised AF amount is US$54 million equivalent. However, amendments to the Grant Agreement (GA) will only reflect 85 percent of the new contribution of the DPs—US$45 million—to keep a buffer against exchange rate fluctuations over the multiyear schedule of partial installments of DPs' contributions. The GA will be amended later (without the need to process it as another AF) after all contribution installments from DPs have been received by the World Bank to reflect the full U.S. dollar balance available for commitment.[1] Finally, the amount withheld from the initial grant (US$3.0 million) for currency exchange rate protection and the undisbursed balance of the initial grant after the last disbursement (US$1.85 million) will be disbursed after effectiveness of the AF against DLIs 10, 11, and 12, as reflected in the amendment to the Financing Agreement.

4.   The parallel Bank-Executed Trust Fund (BETF) (P151137; for the AF) financed by DPs for (a) M&E work complementary to the MoE's program (namely qualitative and quantitative data collection, analytical work and studies, verification of DLIs achievement, and so on) and (b) implementation support will be expanded along with the RETF and receive US$4 million of additional funding.[2]

---

[1] In case of a balance, it will be disbursed proportionally against DLIs 21 to 24.
[2] The full contributions of partners to the MDTF including the funds channeled through the BETF, fees and direct cost of Trust Fund management are AUD 51.5 million (estimated US$39.5 million) by Australia, DKK 100 million (estimated US$15 million) by Denmark, and EUR 7.1 million (estimated to US$7.9 million) by Finland.

II. BACKGROUND AND RATIONALE FOR ADDITIONAL FINANCING

A. Background

5. **Country.** While it is resource rich, Myanmar remains one of the poorest countries in Southeast Asia.[3] Poverty is estimated at 32.1 percent in 2015, concentrated particularly in rural and conflict-affected areas.[4] In 2011, the country accelerated a range of political, economic, and administrative reforms (including successfully holding national democratic elections which saw a landslide victory for the National League for Democracy) but many challenges remain, especially around disparities, ethnicity, and conflict. The Government has identified education and poverty alleviation as key drivers to support the democratic and peace-building process and to achieve the goal of Myanmar becoming an upper-middle-income country by 2030.

6. **Sector.** As a testament to this priority, public funding for education significantly increased in recent years, going from MMK 310 billion (about US$200 million equivalent) in 2011–12 to more than MMK 2,177 million (about US$1.4 billion equivalent) in 2018–19, but remains considerably lower than in neighboring and comparator countries as a percentage of Government expenditure (at around 8.7 percent) and as a percentage of GDP (at around 2.2 percent).[5] In the sector, this translated into significant progress in access to basic education (primary net enrollment rate increased from 88 percent in 2009–10 to 93 percent in 2014–15) but dropout rates remain high (6 out of 10 children starting Grade 1 drop out before the end of middle school) and data suggest that many students are not achieving expected minimum learning outcomes. Basic education in Myanmar is also facing social exclusion issues. Evidence points to conflict and remoteness, ethnicity, language, religion, disability, and poverty being important factors affecting access, completion, and learning.[6] Gender differences in basic education are more significant in terms of cultural norms and discipline rather than in terms of access, enrollment, and dropouts while intersecting at times with poverty and religion, increasing the risk of exclusion for girls from religious minorities.[7] Gender segregation in the labor market, including for civil servants in the education sector, is also important.

7. **Rakhine.** Communal tensions and nationalist sentiment have recently grown spilling over into violence in Rakhine State (in 2012, 2016, and 2017), and elsewhere in the country, deepening social fracture and causing widespread internal and international forced displacement. Since August 2017, the country has faced an upsurge in violence and forced displacement in Rakhine State, with a massive

---

[3] World Bank. 2014. *Myanmar—Ending Poverty and Boosting Shared Prosperity in a Time of Transition: A Systematic Country Diagnostic.* Washington, DC: World Bank.
[4] Ministry of Planning and Finance and World Bank. Forthcoming. *An Analysis of Poverty in Myanmar* (using Myanmar Poverty and Living Conditions Survey).
[5] For example, in 2012, Vietnam spent 6.6 percent of GDP on education.
[6] MOPF and World Bank (forthcoming); UNICEF (2016). *Situation Analysis of Children with Disabilities in Myanmar 2016*; World Bank. 2015. *Myanmar Early Grade Reading Assessment for the Yangon region*. Report no ACS13261; Asia Foundation. 2017. The Contested Areas of Myanmar: Subnational Conflict, Aid, and Development; Asia Foundation. 2016. "Strength in Diversity: Towards Universal Education in Myanmar's Ethnic Areas"; and World Bank Staff calculations using *the 2014 Myanmar Population and Housing Census*. Montrose. 2016.
[7] Asian Development Bank, United National Development Programme, United Nations Population Fund, and United Nations Entity for Gender Equality and the Empowerment of Women (2016). *Gender Equality and Women's Rights in Myanmar: A Situation Analysis*. https://openaccess.adb.org; MOPF and World Bank (forthcoming); Montrose. 2016. "Bottleneck Analysis: Gender Dynamics Affecting Participation in Secondary School Education in Myanmar and Implications for Social Cohesion", prepared for UNICEF

outflow of the Muslim[8] population into Bangladesh (around 727,000 people, mostly from BMY townships[9]) and an increasing number of internally displaced.[10] As a result, almost all schools and the three township education offices in BMY closed at the onset of the crisis but started reopening in October 2017. By March 2018, all three township education offices were back online and 324 out of the 424 schools have reopened. Limited data is available to assess the inclusiveness of access and practices in schools that reopened and MoE faces difficulties in deploying qualified teachers to certain areas which is likely to affect the quality of service offered.

8.	**Parent project (P146332).** The parent project's objective was "to help improve and expand Myanmar's School Grants Program and Student Stipends Program." The IPF with DLIs was financed through an IDA credit of SDR 51.8 million and a grant from Australia of AUD 25 million (about US$80 million and US$20 million,[11] respectively, at the time of approval) through the MDTF to support this objective. The results-based financing approach aimed to put MoE in the lead by using its own systems and to promote strong oversight of supported programs. The project was designed to disburse against the achievement of 12 DLIs (see Annex 2), and funding was earmarked for spending against agreed government budget codes in support of these programs. To date, all twelve DLIs have been achieved, and US$88.5 million (US$73.4 million and US$15.1 million from IDA and MDTF respectively) was disbursed and allocated to townships, schools, and at-risk children and their families. The parent project, DFSP, comprises three components: (i) Expansion and Improvement of the SISP; (ii) Expansion and Improvement of the SSP; and (iii) Capacity Improvement Support to Strengthen Monitoring and Implementation of Programs. The status of achievements and challenges associated with the three components are described below and support the justification for the proposed AF.

9.	**Expansion and Improvement of the School Grants Program.[12]** With the establishment of free primary education requiring the provision of operating funds to schools, in 2009–10, the MoE launched a program to transfer operational funding (grants) to schools through township education offices. A basic framework for the amounts and flow of funds was established, but the initiative lacked a formal program with objectives, funding formula, descriptions of responsibilities, provision for monitoring, or manuals and training. There was also a lack of clarity on the use of School Improvement Plans (SIPs) as well as important limits to schools' ability to use the resources for their greatest needs. With DFSP support, the program was successfully strengthened. The current SISP (a) includes clearly defined program parameters[13] laid out in the Operational Guidelines (OGs) that are updated and revised yearly, according to lessons learned from the field and distributed to all school heads and education officials from states/regions/districts/township offices during training; (b) is nationwide and reaches all 47,000 government-sanctioned and monastic basic education (primary, middle, and high) schools; and (c)

---

[8] In line with the Kofi Annan Advisory Commission report on Rakhine State (2017), we neither use the term "Bengali" nor "Rohingya" but refer to this population as "Muslims" or "the Muslim community in Rakhine". This does not include the Kaman Muslims in Rakhine or other Muslim in the country.

[9] Inter Sector Coordination Group. 2018. *Situation Report Rohingya Refugee Crisis*. https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/iscg_situation_report_2 7_sept_2018.pdf.

[10] There were already approximately 120,000 people in camps for IDPs from prior peaks in the intercommunal conflict (2016, 2012, and so on)

[11] Of which the GA committed US$17 million, retaining 15 percent as a currency exchange fluctuation buffer. As part of the AF process, amendments to the Legal Agreement will reflect the full buffer amount of US$3 million received by the World Bank.

[12] The School Grants Program is now called School Improvement Support Program (SISP). The component name will be revised together with the AF.

[13] These SISP parameters include a clear and simple funding formula, more flexibility in the use of budget lines, more guidance on SIP and committees, and so on.

transfers more School Improvement Funds (SIFs), amounts having gone from between US$250 and US$500 per school for small, medium, and large schools in 2013–14 to between US$400 and US$15,000 in 2017–18. While it is difficult to isolate impacts of the SISP on associated educational outcomes from available data, administrative, process monitoring, and school survey data indicates that the program is transferring funding to school in a reliable and transparent way. In 2017–18, 254 (out of 330) townships transferred funds to schools on time in accordance with the formula to at least 80 percent of their schools while others experienced small delays of up to a few weeks. Overall, 99 percent of schools prepared a SIP and budget and 75 percent of schools publicly disclosed SIF amounts and expenditures by category.

10.   Despite these achievements, several challenges remain, some of which will be addressed in the context of this AF (as specified in section III). First, the current funding formula, based on school size, does not account for variation in student costs/needs for schools of the same size. This is especially problematic for remote schools where high transport charges do not leave much funding for more teaching and learning inputs or for necessary repair and maintenance. Second, the current list of eligible expenditures still imposes unnecessary constraints on the spending autonomy of schools. Third, the level, inclusiveness, and quality of parental and community participation in the decision-making process around SIF and SIP varies significantly. Consequently, some schools may have full discretionary power over spending completely unmoderated by parent voice while, in other schools, it is specific parents or groups of parents who may be excluded from the process.

11.   **Expansion and Improvement of the Student Stipends Program.** In 2009–10, in recognition of the financial burden supported by households to send their children to school (estimated to be about two-thirds of overall education spending) and related risk of students dropping out early, the MoE launched a stipends program. Stipend amounts were low (US$5/US$6/US$8 for primary/middle/high school students, respectively); the number of beneficiaries was very small (it reached only about 11,000 students spread across 330 townships, out of more than 9 million basic education students); and implementation was uneven across and within townships. The DFSP supported the strengthening and scaling up of the SSP. The program is: (a) now operating in 55 townships (including two townships in Rakhine State - Manaung and Gwa) (b)provided monthly transfers to more than 192,000 poor and at-risk students in 2017–18; and (c) follows clearly defined program parameters and processes[14] laid out in OGs, which are updated and revised yearly according to lessons learned from the field and distributed to selected school heads and education officials during training. Recent analysis of quantitative survey data (schools, households, and students having applied to the program) indicates significant and positive impacts. First, the selection processes appear to be implemented mostly as instructed, and the program is generally successful in reaching the poorest and most 'at-risk' students. Second, outcomes such as dropout, transition, and attendance of stipend recipients appear significantly better than non-recipients.[15]

12.   However, improvements to the program are needed on several fronts. First, the impact analysis suggests that about 1.5 percent of students with higher poverty scores and/or in more disadvantageous

---

[14] These SSP parameters and processes include evidence-based and participatory processes for selecting beneficiary townships, schools, and students; target grades where dropouts appear to be the most prevalent (Grades 5 to 11); steeper increase of stipend amounts to reflect the increase in opportunity and direct costs; and administratively inexpensive and soft conditionality.

[15] In the sample (covering 10 townships), stipend recipients are 6–9 percent less likely to drop out in Grades 5 and 6, 5–8 percent more likely to transition to Grade 6, 25 percent less likely to be absent; spend 26 percent less time on domestic tasks; 8 percent more likely to report being very happy at school; and their caregivers are 5–6 percent more likely to expect the student to continue their education up to Grade 11. All these differences are statistically significant.

family situations were not selected to receive the stipends. Data indicates the situation mostly stems from difficulties in selecting and assigning a quota to schools. Second, despite improving over time, dissemination of information about the program and the community's understanding of it (especially with regards to the role of the Stipends Committee) could be improved further. Third, schools and beneficiaries are sometimes (and in some places) confronted with irregular and delayed payment, especially at the beginning of the school year, which likely weakens the positive impacts of the program. Finally, in Rakhine State, given the selected townships so far, stipend coverage of different (but equally poor) ethnic children is unlikely to be well aligned to the diversity in population of the state.[16] Similar to the strategy for Component 1, some of these challenges will be addressed in the context of the AF, as described in Section III.

13.   **Capacity Improvement to Strengthen Monitoring and Implementation of Programs.** The DFSP supported capacity development of education officials at all levels through (a) trainings on implementation and monitoring of the SISP and SSP and (b) the six monthly M&E Working Group (MEWG) meetings where evidence and lessons learned from the field are discussed, key issues are summarized, and recommendations on how to improve programs are drafted. Furthermore, the project contributed to putting in place the foundations for defining learning standards in literacy and numeracy for the early grades and measuring whether children are mastering these. The internationally recognized Early Grade Reading Assessment (EGRA) and Early Grade Math Assessment (EGMA) tools were adapted to the Myanmar context and language(s) and four rounds of EGRA data (Yangon Region in 2013–14, selected townships in 2014–15, Bago West in 2015–16, and nationally representative in 2017–18) and one round of EGMA data (nationally representative in 2016–17) were collected. Remaining challenges center around institutionalizing the analysis of data to go beyond monitoring and identifying implementation lessons to a more focused attention on evaluating outcomes and informing higher-level policy dialogue.

14.   **Progress toward achieving the PDO and implementation progress are Satisfactory.** Results achieved to date include the following: (a) over 47,000 schools (government and monastic) received yearly SIFs, managed in collaboration with parents and community; (b) more than 192,000 poor and at-risk students received stipends, which led to a large reduction in dropouts and an increase in attendance; and (c) several rounds of learning outcomes measurements were carried out and contributed to the shift in the focus of education reforms from access to quality. PDO and Implementation Progress ratings were Highly Satisfactory or Satisfactory for the duration of the project. These two ratings were only recently downgraded from Highly Satisfactory to Satisfactory (September 2017) in light of a few complaints of misuse of the SIFs reported and shared on social media and with the Parliament[17]. To address this, the World Bank will use the AF to continue to support the strengthening of the MoE's internal monitoring and supervision at states/regions, districts, and township levels, including the use and tracking of a more systematic internal feedback and grievance mechanism and the piloting of an anonymous hotline and a beneficiary survey through telephone interview and text messages.

15.   **Status of compliance**. All legal covenants are in compliance, having already been met at the time of disbursement against the original set of DLIs. The audit report for FY2017/18 which was due on September 30, 2018 has not yet been received. The overdue report is expected in January 2019 and an

---

[16] Communities in Gwa and Manaung are mostly of Rakhine ethnicity.
[17] In total, 96 cases were recorded (within the budget section of DBE) over the 2017-18 school year. Most of the "complaints" came from township auditors through their audit reports and some from the communities were received by State Counselor Office and MoE Ministry Office. MoE handled the cases with disciplinary measures by management teams (demotion or transfer or strong warning) and ineligible expenditures were reimbursed according to Financial Rules and Regulations (as indicated by Auditors).

exception to proceed to Approval has been approved by the Governance Practice Manager and the Division Manager of Client Services. Trust Fund and Loan Operations.

B. Rationale for Additional Financing

16.   The rationale for preparing the AF is the following: (a) the need to continue supporting Myanmar's progress toward quality basic education for children from all communities; (b) satisfactory and highly satisfactory performance of the ongoing project (see paragraph 14); (c) relevance of supported activities for educational outcomes such as intensive in-service professional development for teachers, proven to significantly improve the quality of education; (d) opportunities to enhance impacts of the program on social inclusion through more inclusive participation in decision making around the SIF and better targeted allocation of stipends to schools; (e) the MoE's ownership of the supported programs and commitment to adapt the current results-based funding mechanism to new priorities which is confirmed through this AF; (f) demonstration that the initial IDA credit funding served to leverage additional investments in the sector by adding grant funding to the project, which will move its current credit to grant ratio from 80:20 to about 50:50; and (g) capitalizing on the success of the results-based financing approach and demonstrating that it can be adapted and expanded to support various government programs.

17.   **Alignment with higher-level strategy and frameworks.** The ongoing project and proposed AF support the education sector by strengthening decentralized service delivery which is part of the World Bank Group's Country Partnership Framework (CPF, FY15–17 extended to FY19) (Report No. 95183-MM). The CPF is focused on three areas: (a) reducing rural poverty; (b) investing in people and effective institutions for people; and (c) supporting a dynamic private sector to create jobs. AF activities are well aligned with the 'investing in people and effective institutions for people' pillar and integrate three cross-cutting issues that are important for the achievement of the World Bank Group's twin goals: gender, conflict, and governance. Furthermore, it supports the implementation of the Myanmar Sustainable Development Plan through Pillar 1 (Strategy 1.4: Enhancing good governance and institutional performance and strategy 1.5: Promoting increased engagement of all people and open communication with government) and Pillar 3 (Strategy 4.1: Improving equitable access to high quality education across stages of life). Finally, it supports the National Education Strategic Plan, endorsed by the Government in June 2016, which identifies improving access, quality, and inclusion in basic education as well as teachers' classroom practices as key priorities.

III.   DESCRIPTION OF ADDITIONAL FINANCING

A. Overview

18.   The proposed AF will provide support to the continued implementation and improvement of the School Improvement Support Program (SISP), and the scale-up and improvement of the Student Stipend Program (SSP), Early Learning Program (ELP), and Teacher Mentoring and Cluster Support Program (TMCSP). It will also support building further the MoE's M&E capacity by bringing in an additional focus on evaluating impacts of programs (rather than mostly focusing on inputs and outputs). To align with these new goals, it is also proposed to modify the PDO statement, DLIs, RF, eligible expenditures, closing date, and social safeguards arrangements. Furthermore, considering the upsurge in violence and forced displacement in the Rakhine State since August 2017, specific covenants and conditions for support to activities implemented in BMY are stipulated around BMY-specific safeguards requirements, eligibility criteria, and unrestricted access for supervision and monitoring.

B. Project Development Objectives

19.   The original PDO, "to help improve and expand Myanmar's School Grants Program and Student Stipends Program", was appropriately narrow for the World Bank's first investment in the education sector in Myanmar. The well-defined scope of this PDO has led to a highly successful implementation, as measured against that narrow objective. The new proposed PDO is "to improve inclusiveness of school funding management and enhance support to teachers' professional development while increasing transition rates of poor and at-risk students." It therefore expands on the original PDO by increasing the ambition related to already supported programs (SISP and SSP) and by adding a new objective to be achieved through the new component of teacher mentoring and cluster support. Changes in the PDO indicators mirror this change of ambition for the SISP and SSP by moving from outputs to outcomes while remaining at the output level for the newly supported TMCSP.

20.   Table 1 presents the PDO indicators of the parent and AF project. The theory of change highlighting the pathway of the project and how activities and outputs link to different levels of outcomes, is provided in Table 2 and described in more details in section III-C. Most of the original PDO indicators are moved to the intermediate level and new PDO indicators are introduced. A few intermediate indicators are revised to improve measurability, and new intermediate indicators are added to capture the project's new focus as well as to track progress of the TMCSP. See annex 1 for a full list of RF changes.

Table 1. PDO Indicators of Parent project and AF

	Parent Project (P146332)		Additional Financing (P157231)	
	Contribution to PDO	Indicator	Contribution to PDO	Indicator
SISP	Improved reliability and transparency of funding	Number of townships distributing school grants to 80 percent of their schools according to formula	Improved inclusiveness of school funding management	Percentage of schools which spend improvement funding after inclusive consultations[a] with parents and community
SSP	Expanded coverage	Number of students receiving payment in the revised stipends program	Increased primary to middle-school transition rates of the poor and at-risk students	Average transition rate from primary to middle school of stipends recipients is higher than for comparable non-recipients[b]
TMCSP			Enhanced support to teachers' professional development	Percentage of primary schools having participated in mentoring activities
All	Improved capacity to implement and monitor	Number of school heads which have received training in project implementation in the program (revised and moved to intermediate level)		

Note: a. Consultations will be defined as inclusive if (a) school-level social/vulnerability assessment was completed with the community and (b) school head reached out to identified minorities to discuss programs, including the SISP. b. This indicator will be estimated using regression discontinuity in townships where students are selected using administrative and/or household surveys data. Students comparable to recipients are those ranked just above in poverty ranking used for selection. Without the stipend program (baseline), the average difference in transition rates is 0 percentage points.

Table 2. Project Theory of Change (Result Chain) and PDO Indicators for Proposed AF

Components	Outputs	Intermediate Outcomes	PDO and Indicators	Higher Level
(1) Expansion and Improvement of the School Improvement Support Program	(a) School improvement funding disbursements made on time and according to formula to eligible government and monastic schools. (b) Processes to promote inclusive consultation around school improvement planning and funding designed and described in Operational Guidelines.	(a) School heads understand how to promote more inclusive consultation on their school improvement planning and funding. (b) Schools spend improvement funding on prioritized items.	**Improved inclusiveness of school funding management:** Percentage of schools which spend improvement funding after inclusive consultations with parents and community.	
(2) Expansion and Improvement of the Student Stipends Program	(a) Stipend quota disbursed to selected townships on time and according to guidelines. (b) Modified version of the stipends program designed and rolled out in two new Rakhine townships where communities of diverse ethnicities are located.	(a) Stipends are paid on time and according to guidelines to an increasing number of selected students from selected and eligible schools of selected townships. (b) Stipend recipients in Rakhine State come from a more diverse sociodemographic background.	**Increased primary to middle school transition rates of poor and at-risk students:** Average transition rate from primary to middle school of stipends recipients is higher than for comparable non-recipients.	Inclusive participation in school management is enhanced. Teachers' motivation, skills and practices are improved. Students' learning is increased.
(3) Capacity Improvement to Strengthen Monitoring and Implementation of Programs	(a) Recommendations based on lessons learned to improve programs identified and implemented. (b) School heads and state/district/township education officials attend yearly trainings on program implementation. (c) Report on early learning and stipends outcomes disseminated. (d) Enhanced complaints and feedback mechanism (including reporting) rolled-out and reported on.	(a) Understanding of programs' outputs and impacts on educational outcomes is improved. (b) Alignment between guidelines and observed implementation is increased. (c) Number of opportunities for communities to communicate complaints/feedback about the program is increased.		
(4) Expansion and Improvement of the Teacher Monitoring and Cluster Support Program	(a) Township-level mentors recruited, trained, deployed, and supported (b) Cluster improvement funding disbursed on time and according to formula	(a) Mentors visit and provide in-person support to mentees according to guidelines. (b) Clusters meet and implement activities according to guidelines.	**Enhanced support to teachers' professional development:** Percentage of primary schools having participated in mentoring activities	

C. Components and Costs

22.   Under the AF, the three components of the parent project will be maintained and scaled up and one new component will be added. The proposed four components are: (a) Expansion and Improvement of the School Improvement Support Program; (b) Expansion and Improvement of the Student Stipends Program, (c) Capacity Improvement to Strengthen Monitoring and Implementation of Programs, and (d) Expansion and Improvement of the Teacher Monitoring and Cluster Support Program. All four components are implemented in all states and regions, including Rakhine. Support to BMY townships in Rakhine applies to three out of the four components (the exception being the SSP). The following component descriptions provide the funding breakdown for BMY separately than for the rest of the country.

23.   **Component 1: Expansion and Improvement of the School Improvement Support Program (US$13 million, of which US$4 million in BMY).** The component will support expansion of the recipient's SISP nationwide by increasing the amount of SIFs in selected schools and improvement of the program's design and administration by revising program guidelines and providing training to state and region, district, township, and school officials on its implementation. The basic structure of the SISP will not change and the MoE and the World Bank will continue to regularly monitor implementation of the program and introduce annual improvements and upgrades based on the lessons learned from field evidence and M&E findings (including those presented in section II), which will continue to be reflected in annual updates to OGs and content of annual training programs. In particular, improvements to be designed and rolled out may include (a) modifications to the SIF formula to account for variation in costs/needs for schools of the same size (especially in remote areas), after a more thorough analysis of available data; (b) removal of ceiling on amounts/percentages spent on certain budget codes; and (c) addition of school-level implementation steps for more inclusive enrollment and consultations with parents/communities on the SIP and SIF. On the latter point, this will consist of the following actions: (a) school heads will be requested to commit to non-discrimination practices (on the basis of citizenship status, gender, ethnicity, religion, language, disability, etc.) in enrollment, attendance, and in-school/in-classroom practices, and implementation of this commitment will be monitored through various M&E strategies; and (b) schools will be instructed to carry out a local social/vulnerability assessment to identify minority and marginalized populations in their catchment areas and to prepare and roll out an action plan to reach out to those communities to share information and consult them on programs (including the SISP) and encourage them to enroll their children in school. As for other challenges, difficulties implementing (a) and (b) will be discussed twice a year over the course of project implementation and key recommendations identified, proposed, approved, and implemented.

24.   **Component 2: Expansion and Improvement of the Student Stipends Program (US$8 million).** The component will support expansion and improvement of the recipient's SSP. It will extend coverage in non-BMY townships of Rakhine State. It will also support improvements in the program's design and administration nationwide by revising program guidelines and providing training to state and region, district, township, and school officials on its implementation. Similar to the case of the SISP, the basic structure of the SSP and of the monitoring, lessons review, and improvements design and roll-out processes will not change. Improvements to be designed and rolled out during the AF period will include (a) review of the school selection and quota allocation process, informed by the ongoing analysis of available data; (b) more inclusive consultations with parents around the SSP by capitalizing on the social/vulnerability assessment carried out under Component 1; and (c) modifications to the time line of the targeting, announcement, and payment process.

25.   In Rakhine State (outside of BMY), to ensure that stipend recipients come from a more diverse sociodemographic background, the program will be expanded into two new townships where communities of different ethnicities, including Muslim population, are found. Technical assistance from the World Bank will be provided to the MoE to support the selection of the additional townships.[18] Following the August 2017 crisis, risks are higher of reinforcing social tensions and eroding social cohesion in Rakhine State through the implementation of programs involving selection. Therefore, the parameters of the SSP implemented within the selected two townships will be modified. Coverage of the program will be universal, that is, all schools and all students from all communities in targeted grades will be included and will receive the stipends.

26.   **Component 3: Capacity Improvement to Strengthen Monitoring and Implementation of Programs (US$13 million, of which US$2 million in BMY).** This component will continue to support training (and associated operational expenses) aimed at introducing the revised SISP, SSP, and TMCSPs to state and region, district, and township officials and school headmasters, and to conduct data collection and analysis of early grade reading, early math, and other educational outcomes such as dropout and transition rates. Face-to-face training of state and region, district, and township education officers (SREOs, DEOs, TEOs) and head teachers on OGs will be carried out in the case of scale-up (that is, new townships) or substantial modifications to the program parameters and as refresher sessions when needed (as agreed with the World Bank). For example, in the 2018–19 school year, given the proposed modifications described in this section, a new round of SISP trainings for all school heads and education officials will be conducted. Complementary modules on non-discrimination, tolerance, and human rights will also be integrated to future rounds of refresher training.

27.   In terms of M&E, AF support will focus on the Student Stipend Program Monitoring System (SSPMS) and ELP. SSPMS is currently being rolled out in all 55 SSP townships. In 2018–19, data on characteristics, payment, and end-of-year status of SSP students will be electronically captured at the township level. The following school year, similar data from all SSP applicants (selected and not selected) will also be captured. ELP will be scaled up to (a) include the piloting of an Early Reading Intervention aimed at improving early grade students' literacy skills; and (b) expand the number and types of follow-up assessments carried out. Both ELP and SSPMS data will be used to analyze progress over time (in learning, dropout, and so on) and to rigorously assess impacts of the Early Reading Intervention, the TMCSP, and/or the SSP.

28.   **Component 4: Expansion and Improvement of the Teacher Mentoring and Cluster Support Program (US$20 million, of which US$3 million in BMY).** This component will support expansion and improvement of the recipient's TMCSP. It will improve in-service teacher professional development in selected schools with a focus on enhanced teacher mentoring and support for school clusters and provision of Cluster Improvement Funds (CIFs) in selected school clusters. The country's teacher workforce (nearly 350,000 basic education teachers) has undergone significant transformations in recent years, with a massive hiring wave[19] aimed at meeting growing needs for teaching staff following the sharp increase in supply and associated enrollment as well as the need to comply with policy requiring at least five teachers per primary school. These growing needs, compounded with human resources policies and processes leading to the promotion of more experienced teachers to higher grades, led to a situation in the 2016/2017 school year, where over 40 percent of primary school-level teachers had three years or

---

[18] A set of clear criteria based on poverty, education outcomes, and ethnic diversity will be established for townships selection to ensure impartiality and avoid exclusionary targeting.
[19] In recent years, the MoE recruited under contract more than 70,000 untrained and variously qualified graduates from other disciplines (from matriculation for remote and hardship areas to bachelor's or master's degree holders).

less of experience, and 83 percent of these teachers were deployed in rural and remote schools. Furthermore, because approximately 70 percent of these new teachers were initially hired as contract teachers, known as daily wage teachers (DWTs), a large proportion of them do not have formal pedagogical training and are in need of unique forms of professional development and support.

29.   In response to this challenge, with technical support from the World Bank in 2016–17, the MoE launched the TMCSP, which is designed to provide comprehensive and continuous support to teacher's professional development with the goal of improving teachers' motivation and practices and, ultimately, learning outcomes. In doing so, given the specific challenges highlighted, the program also emphasizes support to inexperienced and untrained (defined as those with four years or less of experience without teacher education certification) primary school teachers. MoE experts, with inputs from teachers, the World Bank and DPs, prepared the general design, OGs, and training material. The TMCSP provides teachers with in-service professional development opportunities through two different and complementary mechanisms: (a) in-person and direct mentoring delivered by township-level mentors to mentees (inexperienced teachers) in their schools; and (b) monthly meetings within school clusters (groupings based on geographic proximity) bringing together all teachers to discuss teaching and learning issues identified as priorities by the group. Content covered through mentoring and cluster activities will include teaching methods for effective learning, cognitive development stages, design and use of teaching-learning materials, assessment, classroom management, as well as conflict-sensitivity, non-discrimination and tolerance, human rights, and inclusive education. The program also promotes access to leadership and professional development opportunities for women by explicitly encouraging applications of women to the positions, and ensuring that TMCSP OGs promote safe travel procedures and use affirming language and depictions in training materials.

30.   The mentoring element of the TMCSP was successfully launched and piloted in 40 townships in 2016–17, then expanded to an additional 40 and 70 townships in 2017–18 and 2018–19, respectively, for a total of now 150 participating townships in 2018–19. In the absence of AF funding, the school clusters mechanism was put on hold and will be officially launched once funding is available. Over the duration of the AF, the program scope will continue to expand, ultimately covering all townships in 2020–21. New DLIs (see annex 3) will track the rollout and scaling-up of the TMCSP over the next three school years. Operational expenditures around the work of mentors (travel, supplies, and so on) will be supported by the project while cluster meetings will be financially supported through the transfer of CIF to the cluster head (CH) school to cover related expenses (transport, materials, food, and so on). Mirroring the SISP approach, the management and reporting requirements for CIF will be included in the TMCSP OGs.

31.   **Eligibility criteria.** Under the parent project, all schools officially recognized by the MoE (that is, the Government and monastic schools) are eligible for funding and technical support under all three components as well as for capacity-building activities. To mitigate risks around social inclusion and discrimination in the country in general, eligibility for AF funding under the SISP and SSP will be more restrictive while all schools and education officials will remain eligible for support under the TMSCP and capacity improvement activities. Additional eligibility criteria for AF support under the SISP and SSP will be as follows:

(a) **Nondiscrimination.** The school head and teachers of each eligible school has committed to nondiscriminatory practices (regardless of citizenship status, gender, ethnicity, religion, language, disability, and so on) in the context of enrollment and attendance as well as for in-school and in-classroom practices

(b) **Inclusive consultation.** Each eligible school has carried out a social/vulnerability assessment and prepared and implemented an action plan for inclusive consultations on AF-supported programs. Temporary learning centers (TLCs) in IDP camps are currently not eligible for support because they are not officially recognized by the MoE (despite receiving some in-kind support). The process to determine their eligibility if/after they are officially recognized will be clarified in the updated safeguards documents.[20]

32.   **Adapted SISP, TMCSP, and capacity improvements in BMY.** As stated in Kofi Annan Advisory Commission report[21], "Rakhine State suffers from a pernicious mix of underdevelopment, intercommunal conflict, and lingering grievances toward the central government", of which the latest humanitarian crisis is only one manifestation. All communities harbor deep-seated fears of the others, resulting from current and past violence and segregation, and are marked by chronic poverty as well as living standards and human development outcomes well below the national average. Poverty in Rakhine was found to be double the national average in 2010[22] and the depth of it more severe than other parts of Myanmar.

33.   Education in the State faces many challenges, related to broader underdevelopment and underfunding for decades, as well as the history of deep-rooted conflicts. Education outcomes fall considerably short of the national average. The share of literate adults to the total population in Rakhine is slightly lower than the country average literacy rate—86.8 percent of adults ages 15 or above report being able to read in Rakhine, compared to a national average of 88.9 percent. The gender gap in literacy, seen in the adult population across all states and regions, continues to be seen among youth in Rakhine, in contrast to other states and regions (apart from Kayin) where this gap has closed. Contrary to the situation nationally where there is almost gender parity in school attendance, there is a 6 to 15 percentage gap for girls in Rakhine's middle and high schools.[23] Primary, middle, and high net total enrollment rates are below the national average in Rakhine, and the state ranks in the bottom five for all three indicators of whether children are at the right level of schooling at the right age.

34.   While all communities in Rakhine are deprived and suffer the effects of violence and chronic poverty, statelessness and prolonged discrimination have made the Muslim community particularly vulnerable. The Muslims in Rakhine have been denied citizenship and political representation in Myanmar and is the largest community of stateless people in the world. Approximately 120,000 people, mostly but not exclusively Muslim, still live in camps for Internally Displaced People (IDPs). Muslim IDPs are almost entirely deprived of freedom of movement while other Muslims – and to a certain extent some Rakhines – are also confronted with official and unofficial movement restrictions as well as high travel costs due to corruption. Moreover, all communities often choose to limit their own movement out of fear and safety concerns. [24]

35.   Weak educational outcomes therefore stem from many interrelated issues, including high levels of poverty, shortage of adequate school facilities (including infrastructure and teaching materials) and teachers, low quality teaching, that are exacerbated by movement restrictions, displacement and

---

[20] Risks around making TLCs eligible include incentivizing/supporting, making the IDP camps permanent, and overlapping and duplicating the work of other DPs.

[21] Advisory Commission on Rakhine State. 2017. *Towards a Peaceful, Fair and Prosperous Future for the people of Rakhine* (final report).

[22] Using the latest state/region numbers from the Government, nearly one in two people were classified as poor in Rakhine (43.5 percent), compared to one in four in the overall population (25.6 percent).

[23] World Bank analysis using Myanmar Poverty and Living Conditions Survey (2015) and Myanmar Living Conditions Survey (2017).

[24] Advisory Commission on Rakhine State (2017).

violence. Given the poverty level, costs (other than fees, which as nominally covered by government or supported by INGOs/CSOs, such as tuition, transport, material, uniforms, and so on) make middle and secondary school prohibitively expensive for both Rakhine and Muslim communities, discouraging school attendance and disproportionately affecting girls. Shortages of formal schools, especially middle and high schools, continues to pose a major challenge especially for children in IDP camps and Muslim villages. Muslim IDP children (in central Rakhine) most commonly attend temporary learning centers (TLCs), which generally offer only kindergarten and primary education. Outside of the camps, long distances to the closest middle/high schools combined with the official and non-official restrictions on movement leads to high drop-out rates and low completion rates or a reliance on non-governmental institutions that either teach the government curriculum (community-funded schools and monastic schools) or not (madrasas and church schools). Shortages in teachers, especially qualified teachers, is also a major concern. Past and recent violence have dissuaded many non-Muslim government teachers from working in rural areas, especially in majority Muslim villages, and qualified Muslim teachers are scarce.[25] As a consequence, especially in BMY, this has led to the widespread reliance on unqualified volunteers and, as such, reduces the opportunity for students to learn Myanmar/Rakhine language. Finally, the limited access to higher education – primarily for the Muslim population – is also a concern. Although Muslim students in Rakhine can complete some university correspondence courses and degrees, physically attending university is difficult because of movement restrictions and discriminatory practices emanating from security concerns. [26]

36.   The upsurge in violence and forced displacement in Rakhine State since August 2017 has deepened the challenges. Before August 2017, BMY had 595 schools serving 205,000 students, while the rest of Rakhine State had 2,574 schools and 425,000 students. Detailed information on the ethnic background of students and teachers is lacking. While there is no rigorous estimation of enrollment rates by ethnicities in BMY, it can be estimated that approximately 60 percent, 90 percent, and 25 percent of schools in BMY, respectively, were located in Muslim communities/villages and therefore likely catering (mostly) to Muslim students.[27] More than 70 percent of schools and all three township education offices in BMY which closed at the end of August are now reopened. Limited data is available to assess the inclusiveness of access and practices in schools that reopened and MoE faces difficulties in deploying qualified teachers to certain areas which is likely to affect the quality of service offered.

37.   This AF provides an opportunity to serve a population in great need and promote tolerance and diversity throughout Rakhine State, and in BMY. This can help begin a generational shift in mindset among all communities toward peace, as well as produce skilled labor aligned with Rakhine State's economic opportunities. Children from all communities, including the remaining Muslims in BMY and those living in and outside of IDP camps in central Rakhine,[28] other minorities, and ethnic Rakhine, require urgent attention to improve access to quality basic education services. Engagement in Rakhine and in BMY will ensure that socially inclusive and quality education services are available for remaining populations and

---

[25] As a result, before August 2017, based on MoE data, BMY townships had the highest pupil to teacher ratios in the country. Internal displacement and redeployment of teachers have since led to the opposite situation, with several teachers remaining idle in their new schools.

[26] Advisory Commission on Rakhine State (2017); Unpublished reports.

[27] This is also confirmed when comparing the MoE's school-level enrollment data and census data where discrepancies result from the non-coverage of Muslims in Rakhine in the census. This exercise indicates that about 86 percent, 93 percent, and 29 percent of enrolled students in BMY (respectively) were probably Muslim.

[28] It is estimated that around 250,000 Muslims remain in BMY as well as around 120,000 and 200,000 Muslims living in and outside of IDP camps in Central Rakhine. [United Nations International Children's Fund (UNICEF). *Press release: The situation of children in Rakhine State, Myanmar.* January 2018, available at: https://www.unicef.org/media/media_102378.html]

for returnees when repatriation begins in line with international standards. Improving conditions of remaining Muslim population in Rakhine, including their access to quality education, is an important prerequisite for return of refugees.

38. Three out of the four DFSP AF programs (SISP, TMCSP, and related capacity improvements) are already implemented in the three townships[29] and will continue to be implemented in BMY, the exception being the SSP.[30] These programs will be adapted to better account for and address the situation (to the extent relevant and feasible, and in alignment with the MoE's strategies in response to the recommendations of the Annan Advisory Commission) and to incorporate additional risk mitigation measures. Some of the proposed actions are purposefully defined to be flexible to address the uncertain and evolving nature of the situation. The OGs will be modified to reflect these adaptations and disseminated to BMY education officials in the context of specific trainings.

39. Implementation of the SISP in BMY will follow the same overarching principles as in other states and regions. Based on design, schools with larger student populations will benefit from more funding which should incentivize bringing all children back to school, including returnees. Furthermore, so that schools can fix damaged facilities and furniture or hire community/volunteer/assistant teachers when civil servant teachers are lacking, ceilings on the amount/percentage spent on minor repair/maintenance and labor charges will be relaxed.

40. In contrast, implementation of TMCSP is likely to diverge substantially from the model adopted elsewhere (and described in annex 5) because the crisis has limited its usefulness in several ways. First, mentors in BMY cannot easily and safely travel everywhere within their townships to provide in-school support to young teachers and are unlikely to be able to do so soon. Second, numerous teachers in need of support are volunteers or contractors (rather than civil servants) due to the difficulties in deploying non-local teachers and absence of qualified local teachers. Third, an important proportion of the students do not speak Myanmar at home. Fourth, instances of discrimination, intolerance, segregated schools/classrooms, and differentiated opportunities occur.

41. Therefore, under the AF, proposed modifications to the component in BMY will include (a) expanded eligibility criteria for mentoring to include long-term volunteers, community or contracted teachers, and unqualified teachers, as well as individuals attending distance teacher education (who are currently teaching or not); (b) modified content of the mentoring support to meet specific needs of BMY teachers (including issues around language, discrimination, tolerance, human rights, and so on); (c) use of alternative delivery strategies/formats such as workshops organized at the cluster schools or in other neutral locations, phone calls, radio/websites, and so on; and (d) more intensive and targeted (compared to other mentors, given the specificities of the situation in BMY) training of mentors to deliver and/or organize (if, for example, delivered by local civil society organizations) human rights, conflict-sensitivity, tolerance, non-discrimination and inclusive education training to SREOs, DEOs, TEOs, school heads, teachers, parents, and communities.

---

[29] Before August 25, the SIF was disbursed to 3,172 government basic schools serving about 650,000 students and mentors were deployed to all 3 townships in 2017–18.

[30] None of the three BMY townships are currently included in the SSP. Because risks of reinforcing social tensions and eroding social cohesion are even higher in BMY than in the rest of Rakhine and implementation feasibility is especially challenging, it is suggested to avoid expanding this program in BMY.

42.   In terms of capacity building, described adaptations of the SISP and TMCSP will require updated OGs and specific trainings for SREOs, DEOs, TEOs, and head teachers before rollout.

43.   In BMY, eligibility criteria and safeguards requirements will be heightened. Disbursement and implementation of any AF-supported activities in BMY will be conditional on the completion of several prior actions that include the following:[31]

(a)   The Social Assessment (SA) report has been updated to include an annex on recent developments in BMY and the risks and challenges for the MoE in ensuring that quality education services are provided to all communities (including for future activities).

(b)   The Community Participation Planning Framework (CPPF) has been modified to include a BMY-specific section specifying the required screening of schools constructed on new land after August 2017, completion of school-level social/vulnerability assessments, and preparation and submission of Community Participation Plans (CPPs) to the Central Department of Basic Education (DBE) and the World Bank for prior review and no-objection before activities can be implemented (and funds disbursed).

(c)   BMY-specific versions of OGs for the SISP and TMCSP, which provide clear instructions for implementation in the three townships in a way that is aligned with the description above while tackling local challenges so that no child is left behind and the CPPF, have been prepared and adopted.

(d)   Unrestricted access to all project sites has been granted for the World Bank team and/or external agent(s) recruited by the World Bank to carry out enhanced supervision and monitoring of implementation including in-person visit, phone, and SMS surveys and verification of compliance with safeguards and DLI achievement.

(e)   Specific eligibility criteria in BMY (including for TLCs) have been defined and limit the scope of the project (that is, the eligibility of World Bank financing) when/where necessary and have been reflected in the OGs. These conditions are specified in legal conditions and covenants (see section VII) and a BMY-specific set of DLIs (see annex 3) which are reflected in the Legal Agreements.

D. Results Framework and Disbursement-Linked Indicators

44.   Changes to the RF and DLIs mirror changes to the components, including addition of the new component, as well as adaptations and conditions around implementation in BMY. The original DLIs for the project sought to reward outputs under the SISP and SSP. For example, disbursements were linked to the amounts and timing of SIF payments and to the numbers of stipends paid to children at risk of dropping out. Under the AF, these DLIs will be combined into one. Mirroring the original project design, new DLIs will monitor and link disbursement to implementation outputs of the TMCSP. Furthermore, new DLIs will reward capacity improvement by linking disbursement to the measurement, analysis, and reporting on outcomes such as transition rate (also a PDO indicator) and end-of-year status of applicants to the SSP and reading or math skills of early grade students. Finally, as mentioned above, a specific set of DLIs will monitor and link disbursement to the implementation of adapted programs in BMY. In the RF,

---

[31] Final definition of eligibility criteria and safeguards processes and instruments is ongoing and is benefiting from the view and experience of the World Bank team, DPs, MoE, CSOs, and so on.

most of the original PDO indicators will be moved to the intermediate level and new indicators are included to capture the new component as well as higher ambition of the project's objectives.

45.   Each DLI will be monitored and reported by the MoE and its achievement will be verified in the context of DLI 'spot-check' exercises, while other indicators as well as implementation progress in general (including safeguards compliance) will be monitored through qualitative and quantitative data collection exercises. The World Bank will continue to work with nongovernmental organizations (NGOs) or consultancy firms, recruited by the World Bank using the BETF, to carry out data collections and independent spot-check activities. In BMY, monitoring data collection and spot-check visits will be more intensive (larger number of schools and indicators) and carried out by either the same NGOs/consultancy firms as in the rest of the country or by specific entities with more fluid access to the area, adequate competent staff (especially with regards to language and knowledge of the area), and/or network. Furthermore, complementary surveying of beneficiaries will be carried out through phones and texts. Finally, the World Bank will work closely with the MoE to undertake periodic field visits for supervision/monitoring in selected project townships, which will provide additional confirmation of progress on results. DLIs (new and original) are provided in annexes 3 and 4. Reports on the achievement of the DLIs will be submitted to the Association no later than May 31 of each year during implementation of the project in accordance with the verification protocol set out in the Project Operational Manual.

E.   Institutional Arrangements

46.   Few changes will be made to arrangements for project oversight or implementation. The project will continue to be overseen by a Project Steering Committee (PSC), chaired by the Deputy Minister, composed of senior MoE leadership and all contributing DPs (including women who currently make up 60 percent of the PSC members). The PSC meets twice a year to review progress and endorse revisions and improvements to programs based on lessons learned from M&E activities as well as other program-related key decisions proposed on the basis of the MEWG and Technical Working Group (TWG) meetings. However, because of changes to the MoE internal structure and departmental responsibilities, the PSC will now be coordinated by the DBE, in collaboration with the Department of Education Research Planning and Training (DERPT),[32] rather than being led by DERPT. Implementation of activities will continue to be the responsibilities of the DBE (previously DBE1, DBE2, and DBE3), in collaboration with DERPT responsible for the learning activities as well as general technical guidance, design, and delivery of trainings in the context of the SISP, SSP, and TMCSP.

47.   The level of resources devoted to the BETF for the AF will also be expanded to (a) monitor mentoring, clusters, and teacher quality issues; (b) invest more effort into assessing issues around social inclusion including in, but not limited to, BMY; and (c) cover some of the additional costs of preparation and supervision of programs (including those related to additional verifications of DLI achievements).

IV. KEY RISKS

48.   The successful implementation of the parent project to date serves to reduce overall implementation risk for the AF. During appraisal of the parent project in November 2013, several risks, including project and social risks, were identified by the World Bank, and actions were planned and executed to mitigate them. In keeping with the limited scope and subsequent success of the original project design, the content of the new activities to be financed will be limited to a newly designed TMCSP, given the young age and inexperience of the teaching force, while other activities will be continued,

---

[32] DERPT was previously called the Department of Education Planning and Training.

expanded, and/or linked to new DLIs. The overall risk rating remains Substantial. Appraisal of the AF has reviewed the status of the risks identified for the parent project as described below.

49.   **Environment and Social (High).** Relevant social aspects of the program relate mostly to targeting in the context of the SSP, inclusive participation and consultations in the context of the SISP, and conflict (generally and in Rakhine).

- **Targeting.** The SSP is target based by nature. It is implemented in selected townships and schools that are poorest and have weakest educational outcomes, and it benefits selected students who are most at risk within selected schools. Current safeguards processes and instruments were revised and disclosed in 2016 to inform Phase 3 township selection as well as improved participatory approaches to select schools and students. Evidence (field visits, qualitative assessments, and impact analysis using quantitative surveys) indicates that the SSP was generally effective in ensuring that the poorest students benefitted while indicating the potential for improvements in the selection and assignment of quota to schools. Further analysis is ongoing and will help identify the best way of addressing this weakness while maintaining a manageable implementation process.

- **Inclusive participation and consultation.** Although most schools have established a school committee to manage the SIF, prepared an SIP, and publicly posted their budget plan, the extent to which communities and parents (beyond the committee) are consulted on the SIF/SIP varies substantially. To ensure that appropriate steps are taken in identifying minorities and marginalized populations and putting in the effort to consult with all these groups, the updated CPPF (under preparation) will expand on the SSP social/vulnerability assessment and action planning for inclusive consultation to improve school-level consultations and participation in decision making around the SIF/SIP.

- **Conflict (General).** AF support to the existing government-owned programs entails some risks, most of which were present in the context of the DFSP, in relation to ethnic conflicts affecting most of the border regions of Myanmar. Specific conflict-related risks of the new component, TMCSP, are estimated to be low because eligibility—all basic education teachers in Myanmar who have been teaching for four years or less—is well defined and non-selective. Nevertheless, a clear need exists to better understand conflict-related risks and take steps to minimize the potential impact of the programs on conflict dynamics and local tensions in ethnic minority areas. To minimize these risks, apart from the review and updating of the SA report and CPPF discussed in the Safeguards section V.G, risk mitigation actions will include (a) regular (every 1–2 years) updates and dissemination of program OGs to maximize transparency and objectivity in implementation; (b) regular (every 1–2 years) participation in refresher trainings for all programs of all relevant SREOs, DEOs, TEOs, and school heads; (c) development and integration of training modules for SREOs, DEOs, TEOs, and school heads on localized conflict risk mitigation (with support from the Fragility, Conflict, and Violence Anchor of the World Bank); (d) continued M&E of program implementation, financed by the BETF, through observations, focus group discussions, interviews, document reviews, and so on as well as specific assessment of conflict sensitivity risks and opportunities to promote social inclusion and cohesion, which should inform and guide the MoE in designing strategies to minimize potential negative social impacts of programs; (e) participation of all regions/states in the bi-yearly MEWG to ensure local-level

challenges are discussed and addressed; and (f) establishment of non-discrimination and inclusive consultation eligibility criteria for AF funding.

- **Conflict (BMY).** Given the current crisis in Rakhine and suggested modifications to the programs, the main residual risks in BMY are that programs may reinforce the divide between communities and/or maintain/reinforce patterns of exclusion or bias toward marginalized groups. This could happen if, for example, schools do not immediately receive the needed support (SIF, in-kind contributions, teachers, and so on) when trying to reopen upon refugee return, if modification to the targets and tasks of the mentors are seen as favoring one community over the other, or if the SISP or SSP funding is disbursed to schools discriminating against certain students. To mitigate these risks, apart from the review and updating of the SA and CPPF discussed in the Safeguards section and the elements highlighted under the Conflict (General) section in the previous paragraph, additional risk mitigation measure will include (a) BMY-specific section in the SISP and TMCSP OGs to reflect adaptations in BMY, (b) specific training for BMY TEOs and school heads, (c) strengthened M&E approach (see below) in BMY, and (d) conditioning disbursement to the prior review of township-level CPPs confirming school's non-discrimination commitment and inclusive consultations.

50. **Fiduciary (Substantial).** The capacity of the MoE, townships, and schools to manage funding under the SISP component was a concern in the initial appraisal. Performance so far has been satisfactory, although the timeliness of financial reporting continues to be slow, reflecting the continued use of paper-based reporting. The World Bank undertook a review of financial performance during preparation of the AF and made recommendations for improving reporting and record keeping. Additional financial management (FM) risks with the new teacher mentoring and cluster activities mainly relate to the need of townships to use funding to cover mentors' travel costs and costs related to cluster meetings (to be transferred in the form of CIF). The activity indeed faced difficulties in this regard in 2016–17, but these have since been resolved. Monitoring the financial performance, including CIF, will continue to be a priority during supervision.

51. The overall FM risk for the AF is assessed as Substantial mainly due to (a) manual accounting at all implementing agencies, which may lead to errors and delays in financial reporting; (b) most of the transactions at schools being in cash, which may lead to increased risk of misappropriation; (c) absence of an internal audit function to review the systems of internal control; and (d) weaknesses in the budget preparation process. The risk mitigation measures proposed are (a) for accounting software for all implementing agencies and transfers at providers' level, (b) financial statements to be audited by the Office of the Auditor General of Myanmar (OAGM), and (c) a POM to be updated to reflect the latest details of the systems of internal control and the budgeting process.

52. **Stakeholders (High).** The stakeholders are the Government at central, district, state/region, township and school levels; the teachers; and children ages 5-16. The Government owns and is committed to the existing SISP, SSP, and TMCSP. The MoE and World Bank interests, objectives, and motivation for undertaking this AF are well aligned. Stakeholder risk is, however, still considered high. One major stakeholder risk is the role of communities, as represented by parent-teacher associations and/or school committees, in helping to oversee management of the funding and, in the case of stipends, the selection of stipends students. Inclusive local consensus and full participation poses unique problems in mixed ethnic communities. The project will explicitly mitigate for this risk by expanding on the SSP social/vulnerability assessment and action planning for inclusive consultation to improve school-level

consultations and participation in decision making around the SIF/SIP in all schools. M&E and recommendations for improvements to the programs will include modes of consultation with communities, headmasters, parents, and teachers. Other stakeholder risks include the inclusiveness of access to education services because of conflicts and other exclusion factors as well as the residual risks of schools in BMY not receiving immediate support.

V. APPRAISAL SUMMARY

A. Economic Analysis

53.   The parent project's economic analysis found a positive economic rate of return, exceeding the estimated social discount rate of the SSP as well as the SISP even if the impact of the SIF on cognitive skills is modest or delayed by many years. For the new teacher mentoring activity, research from United States on teacher induction programs provides evidence of a positive impact on students' cognitive skills. Therefore, similar to the SISP and SSP component, the new teacher mentoring program is expected to yield a positive net benefit, based on reasonable expectations of the impact of teacher mentoring on students' cognitive skills. The estimated annual cost per student of the mentoring program will be just over MMK 8,000 (about US$6). Under certain modeling assumptions, if the mentoring program increased individual cognitive ability by 0.1 standard deviations as in the randomized study described in annex 6, then the internal rate of return of the mentoring program will be 21.8 percent and have a cost-benefit ratio of 10.3:1 discounted at the social discount rate of 5.43 percent.

B. Technical

54.   Issues around targeting and capacity to implement national programs were less problematic at AF appraisal than when the parent project was appraised. First, the capacity of township and school officials to implement a comparatively complex process for targeting under the SSP was originally identified as high risk. Townships and schools have, however, so far managed this process adequately without major complaints or delays and have complied with the OGs. The decision to focus on fewer pilot townships to start was key in this regard. This has been another area where the MoE has eagerly adopted lessons from the first-year program experience. The same approach of progressively phasing in the TMCSP has been adopted. Second, the design and implementation of large-scale training programs related to the SISP and SSP was initially thought to be a substantial risk for the project. Training in the first year was indeed rushed due to the impending opening of the school year, and the quality was uneven. However, lessons were learned, and the MoE improved the quality substantially subsequently. This proven capacity bodes well for the new focus on mentor teacher and cluster program. Finally, the design and piloting of the TMCSP benefited from technical advice from the World Bank, informed by best practices in the field of teacher professional development, and as a result, the appraisal confirmed the strength of the design. A more detailed technical description of the TMSCP is provided in annex 4.

C. Financial Management

55.   Despite the manual nature of the financial record keeping, the 2014 Public Expenditure and Financial Accountability assessment, recognized the strong nature of controls over cash management and predictability of budget resources when approved by Parliament. The public financial management systems are mainly manually based, which affects the timely preparation of accurate financial reports. The cash flow processes for budget execution are facilitated by the Myanmar Economic Bank offices at all provincial locations, where decentralized offices of ministries, departments, and agencies can draw on

their budgetary funds to execute their programs. This process also ensures that only approved budgets can be executed in a budget cycle.

56.　　The Government of Myanmar is also continuing to work on improvements and modernize its public financial rules and regulations, and it is expected that this will further enhance the controls over budget execution and cash flows. Budget execution/expenditure reports and financial reports, including Official Development Assistance (ODA)-financed project financial statements, are audited by the OAGM. The OAGM can complete project audits on time as long as the project is able to prepare and submit its financial statements for audit within agreed time frames. However, the increasing number of ODA-supported operations is stretching OAGM capacity.

D.　　Procurement

57.　　 Procurement under the AF will be governed by World Bank Procurement Regulations dated July 2016, revised August 2018. Procurement under national procedures will be carried out in accordance with Directive No. 1/2017, dated April 10, 2017, titled 'Tender Procedures for Procurement of Civil Works, Goods, Services, Rental and Sale of Properties for Government Departments and Organizations', and Directive No. 31/252, dated January 2014, titled 'Directive on Execution of Works by Contract'. The project financing modality will be IPF with DLI. Procurable items will be mainly operational expenses that may include minor maintenance and repairs at school level, training, and office supplies among others. Consultancy services for M&E and verification of DLIs will be financed out of a BETF and procured in accordance with the World Bank's corporate procurement procedures. Considering that each school is expected to receive between US$400 to US$15,000 per year, the level of procurable expenditure by the recipient will be very low. As such, preparation of a Project Procurement Strategy for Development and a Procurement Plan is considered not necessary. Procurement risk is considered Low.

E.　　Disbursement

58.　　**Changes in loan closing date.** The initial loan closing date was December 31, 2018. The new loan closing date will be July 20, 2021. This will allow the AF to finance activities over three full school years, namely 2018–19, 2019–20, and 2020–21.

59.　　**Changes in disbursement arrangements and estimates.** Disbursements will continue to be made based on achievement of well-defined progress indicators, following an 'advance' disbursement method, and results-based funding will be limited to agreed budget codes, which make up the Eligible Expenditures Program (EEP) (defined in the next paragraph). Four major changes to disbursement should be noted. First, to account for the new fiscal year, which now overlaps two school years, the MoE will be allowed to request disbursement twice a year, in October and in March. The October disbursement will be focused on results achieved and verifiable in the first months of the ongoing school year. The DLI review work by the World Bank is continuous over the year and will allow for the appropriate spot-checking of all results, including those achieved to request disbursement in October. Detailed time line, expected disbursement schedule, and protocol for MoE reporting and DLI verification for the annual DLI targets will be documented in the POM. Second, to ring-fence disbursement in BMY, a specific set of DLIs is included. Third, to disburse the last payment under the original financing for DLIs 10–12, the disbursement percentages (originally 83–17 IDA-MDTF) will be modified to 100 percent from the original MDTF grant. Fourth, to cover activities taking place during the school break, school years for the purposed of DLI achievement will be defined as starting on June 1 and finishing on May 31.

60.   **EEP.** Almost exactly as in the DFSP, the EEP under the project will continue to be defined as budget codes, as reflected in the POM. Eligible budget codes (see Table 3) under the project, which are currently limited to expenditures made by schools, will be expanded to allow townships to cover the costs of travel, communications, materials, and supplies under the TMCSP. Expenditures to be covered by CIF used by CH schools will follow the same eligible codes as schools in the context of the SISP, except for minor maintenance and repairs (which are not eligible). Furthermore, MoE budget headings for stipends (0501 transfers) to headings at the DERPT and DBE on 0506 (educative training) and costs incurred under minor head 'refresher training' to cover the costs of professional development to be undertaken at central, state and region, and township levels will remain in the EEP. Therefore, the EEPs will continue to be limited to recurrent expenditures. Salaries (including for mentors), equipment, civil works, and consultants will not be eligible.

Table 3: Eligible Budget Codes under the AF

Eligible Budget Codes	Primary, Middle, and High Schools for the SIF	Cluster Schools for CIF	TEOs for TMCSP	DBE	DERPT
0201 Internal Travelling Allowance	X	X	X		
0301 Labor charges for school level contract workers	X	X			
0303 Renting vehicles or machinery	X	X	X		
0304 Transport charges	X	X	X		
0305 Office supplies	X	X	X		
0307 Postage, telegram and telephone	X	X	X		
0308 Electricity and power	X	X			
0309 Books, Periodical and Newspaper	X	X	X		
0313 Consumable expenditures	X	X	X		
0314 Food supplies	X	X	X		
0320 Photocopies	X	X	X		
0325 Exhibition and convocation charges	X	X	X		
0409 Minor maintenance and repairs	X				
0501 Student stipends				X	
0506 Educative/refresher training	X	X	X	X	X

61.   One significant departure from the DFSP is the addition of criteria for schools to be eligible for AF funding under Components 1 and 2. As presented in section III.C, the criteria are (a) non-discrimination and (b) inclusive consultation. The SIF transferred to schools not meeting the above criteria will not be eligible for AF support and will not be included in the unaudited interim financial report submitted along with the withdrawal request.

F.   Withdrawal Conditions, Loan Effectiveness

62.   There will be no conditions of effectiveness for the AF. Disbursements will be conditional upon meeting the relevant DLIs and any additional disbursement conditions or covenants.

G.   Social (including Safeguards)

63.   The overall social impacts of the project are positive for the AF, but key potential social risks of exclusion and conflict remain high (as described in the Key Risks section IV). The project triggers OP 4.10 (Indigenous Peoples) as it operates in areas where ethnic minorities are present and implements the CPPF

to ensure that broad community support is obtained for the project through free, prior, informed, and inclusive consultations.

64.   In 2016, during the preparation of this AF, the MoE conducted a review of the safeguards processes used during implementation Years 1 and 2. The aims were to further integrate key social considerations into the education programs supported by the project and to further combine analytical and participatory approaches under the programs to establish sustainable SA as part of the program implementation. As a result, two notable modifications were introduced: (a) states and regions undertook a consultative process for selecting townships to be included in the third phase of the SSP, in addition to the needs-based criteria for designating priority townships, which generated tremendous ownership from education departments at national and township levels, and (b) a bottom-up participatory approach was introduced for the SSP where consultations were held at the township level (informed by township and school characteristics data) for selecting schools within the townships and at the school level (informed by student application data) for selecting students within schools. Supervision visits and feedback from qualitative assessment indicated that this approach worked well in most areas. Subsequently, the CPPF, which sets out principles and procedures to address potential risks identified in line with OP 4.10, was updated to reflect lessons learned and new proposed activities under the AF. The revised SA, CPPF, and central-level CPP were published in-country on August 31, 2016, and on the World Bank's website on June 13, 2016, and October 14, 2016.

65.   Considering the changes to the components, enhanced commitment to social inclusion by the World Bank, and the recent crisis in BMY, the MoE is revising the SA report and the CPPF. These revisions are not required for the appraisal of the AF but will condition disbursement and implementation in BMY. The revisions to the safeguards instruments and processes will be as follows:

- **SA report.** (a) Reflect the new activities supported by the AF, (b) update any dated information with current/latest information and data, (c) include any lessons learned from current project implementation and DLI monitoring, and (d) include a BMY-specific annex on recent developments and related social risks and the MoE's current and anticipated challenges to ensure quality education services to all communities in the three townships.

- **CPPF.** (a) Reflect the new activities under the AF; (b) include any lessons learned from current project implementation and DLI monitoring; (c) align the framework with actual implementation practice; (d) describe new CPPF processes to be carried out at the different levels, including school-level social/vulnerability assessments and CPPs for all schools funded under the project to identify minorities and marginalized populations and ensure inclusive consultations; (e) describe the strengthened grievance redress and monitoring mechanism; and (f) include a BMY-specific annex describing added requirements and eligibility criteria for schools in the three townships. Enhanced monitoring will require the DBE to include reporting on the social/vulnerability assessments and CPPs nationwide in its annual status report to the World Bank. The BMY-specific section of the CPPF will include the added requirement, possibly along with others to be determined, review and approval of the township-level CPPs by the World Bank before program implementation and disbursement.

66.   Preparation of a strengthened grievance mechanism is ongoing and will include communication leaflets to be hung in all schools indicating that people can submit grievances/questions through multiple channels; grievance boxes in all schools/communities; detailed process for submitting, reviewing, resolving, escalating, documenting, and reporting grievances/feedback so that this is part of the regular

reporting as described in the OGs and including this process in the training material for all TEOs and school heads; and assigning a union focal point for collecting and documenting and producing a quarterly report on grievances received. Design of these is expected to be completed by July 2018 and rolled out over the 2018–19 school year. Furthermore, in addition to improvements to the grievance mechanism presented above, a call center approach will be put in place and piloted in 2018–19 school year (with BETF Funding). The approach will include both upstream (hotline that individual can call) and downstream (systematic calling and texting to request for feedback and potential complaints) options.

67.   Consultations on the updated SA and CPPF will be carried out in Nay Pyi Taw, Yangon, Rakhine, and two other selected states/regions. The SA report and CPPF will be publicly disclosed on the MoE's and the World Bank's website. Legal covenants with deadlines for the preparation, consultation, and disclosure of the revised SA report and CPPF are presented in section VII and in the Legal Agreements.

H.   Environment (including Safeguards)

68.   No environmental impact is expected to arise from the program. The program supports schools to cover the cost of consumables, operational expenses, and minor repairs and maintenance of facilities and furniture, which are prioritized in a participatory manner by parents. The Government has agreed to maintain the Environmental Code of Practices from the parent project which is already included in its SISP OGs to cover minor repairs and maintenance.

I.   Monitoring and Evaluation (M&E)

69.   The DFSP approach to M&E has proven to be quite effective in identifying lessons and isolating outputs/outcomes, and will continue to do so and be improved upon over the AF period. More precisely, the following M&E strategy will be maintained. The MoE will continue to be responsible for (a) reporting yearly on RF indicators, DLIs and beneficiaries per component (SISP, SSP, TMCSP, and capacity building) disaggregated by gender, location, and ethnicity/disability (where feasible) in the annual status report; (b) presenting and discussing implementation achievements, challenges, and issues and recommendations at bi-yearly MEWG, TWG, and PSC meetings; and (c) carrying out yearly field monitoring visits. The World Bank, using BETF, will continue to be responsible for supporting the strengthening of M&E capacity in the MoE (for example, hands-on training in data analysis) and for carrying out complementary M&E activities (through recruited external agents[33]—NGOs/consultancy firms—as needed), implemented in close cooperation with the MoE. These activities comprise (a) qualitative assessment and process monitoring aimed at getting timely feedback on operational aspects of the programs; (b) quantitative surveys (including school and household surveys collecting gender-disaggregated variables) aimed at quantifying inputs, processes, outputs, and outcomes of programs; (c) analytical work such as evaluation and other studies aiming to highlight key findings and recommendations; and (d) spot-check verifications that serves to confirm MoE and subnational reporting on achievement of the DLIs.

---

[33] Being independent from the Government and financed through the BETF should promote fairness in opportunities to submit complaints and minimize corruption and preferential treatment, as well as exclusion of vulnerable and minority groups.

70.   Improvement to the M&E strategy under the AF will focus on

(a)   Increasing the focus on inclusion and understanding of access and quality of services as well as challenges in program implementation in difficult environments through purposeful sampling of high risk areas for data collection exercises.

(b)   Expanding the set of questions investigated through qualitative and quantitative exercises to explore issues around (i) access to education by different populations; (ii) accuracy of the school-level social/vulnerability assessment; (iii) composition of parent-teachers' associations and other school committees, composition of participants to consultations/meetings on programs, and composition of stipends' applicants and beneficiaries in terms of demography (ethnic, gender, and citizenship status) per village/village tract; (iv) impacts of segregation of the student population within schools in mixed communities; and (v) challenges related to deployment of and support to teachers in various areas, and so on;

(c)   Ensuring that values of key outcomes indicators that are disaggregated by gender, location, and ethnicity/disability/income level (where feasible) are provided;

(d)   Analyzing the updated grievance mechanism data (number/nature of complaints, actions, locations, and so on) and presenting in the context of the MEWG; and

(e)   Strengthening the M&E activities in Rakhine in general and in BMY in particular using the same M&E external agents recruited by the World Bank for the rest of the country or different one(s), and making extensive use of short beneficiary surveys through phone calls and texts.

VI.   WORLD BANK AND GRIEVANCE REDRESS

71.   Communities and individuals who believe that they are adversely affected by a World Bank-supported project may submit complaints to existing project-level grievance redress mechanisms or the Bank's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the Bank's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of Bank non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the Bank's corporate GRS, please visit http://www.worldbank.org/GRS. For information on how to submit complaints to the Bank's Inspection Panel, please visit www.inspectionpanel.org.

VII.   SUMMARY OF PROPOSED CHANGES

Summary of Proposed Changes
The proposed AF will provide support to the continued implementation or scale-up and enhancement of the SISP (previously called the 'school grants program'), the SSP, ELP, and a new TMCSP. It will also support building further MoE's M&E capacity by bringing in an additional focus on evaluating impacts of programs (rather than mostly focusing on inputs and outputs). To align with these new goals, it is also proposed to modify the PDO statement and indicators, DLIs, RF, eligible expenditures, closing date, and social safeguards arrangements. Furthermore, considering the upsurge in violence and forced displacement in Rakhine State since August 2017, which led to a massive outflow of the Muslim population into Bangladesh and a significant number of IDPs, legal covenants and conditions for support to activities implemented in BMY townships are stipulated around promoting stronger social inclusion through implementation, updating safeguards requirements, clarifying eligibility criteria, and confirming unrestricted access for supervision and monitoring.

Change in Implementing Agency	Yes [ ] No [X]
Change in Project's Development Objectives	Yes [X] No [ ]
Change in Results Framework	Yes [X] No [ ]
Change in Safeguard Policies Triggered	Yes [ ] No [X]
Change of EA category	Yes [ ] No [X]
Other Changes to Safeguards	Yes [X] No [ ]
Change in Legal Covenants	Yes [X] No [ ]
Change in Loan Closing Date(s)	Yes [X] No [ ]
Cancellations Proposed	Yes [ ] No [X]
Change in Disbursement Arrangements	Yes [X] No [ ]
Reallocation between Disbursement Categories	Yes [ ] No [X]
Change in Disbursement Estimates	Yes [X] No [ ]
Change to Components and Cost	Yes [X] No [ ]
Change in Institutional Arrangements	Yes [X] No [ ]
Change in Financial Management	Yes [ ] No [X]
Change in Procurement	Yes [X] No [ ]
Change in Implementation Schedule	Yes [X] No [ ]
Other Change(s)	Yes [ ] No [X]

Development Objective/Results
Project's Development Objectives
Original PDO
The objective of the project is to help improve and expand Myanmar's School Grants Program and Student Stipends Program.

Change in Project's Development Objectives

Explanation:

Additional funding will continue to support original programs while enhancing their impact on social inclusion of education services as well as a new set of activities related to in-service teacher professional development through a mentoring and cluster support program and strengthened M&E mechanisms. The same project structure will be used to support these activities.

Proposed New PDO - Additional Financing (AF)

The proposed objective is to improve inclusiveness of school funding management and enhance support to teachers' professional development while increasing transition rates of poor and at-risk students.

Change in Results Framework

Explanation:

Changes to the RF and DLIs mirror changes to the components, including the addition of the new component, as well as adaptations and conditions around implementation in BMY. Original PDO indicators will be moved to the intermediate level and new indicators are included to capture the new component as well as higher ambition of the objectives.

Compliance

Other Changes to Safeguards

Explanation:

The overall social impacts of the project are positive for the AF, but key potential social risks exclusion and conflict remain high, as described in the Key Risks section. In 2016, during the preparation of this AF, the MoE undertook a review of the safeguards processes used during implementation Years 1 and 2. The aims were to further integrate key social considerations into the education programs supported by the project and to further combine analytical and participatory approaches under the programs to establish sustainable SA as part of the program implementation. The revised SA, CPPF, and central-level CPP were published in-country on August 31, 2016, and on the World Bank's website on June 13, 2016, and October 14, 2016.

Considering the changes under the AF, enhanced commitment to social inclusion by the World Bank, and the recent crisis in BMY townships, the MoE is revising again the SA report and the CPPF. These revisions are not required for the approval of the AF but will condition disbursement and implementation in BMY. Consultations on the updated SA and CPPF will be carried out in Nay Pyi Taw, Yangon, Rakhine, and two other selected states/regions. Thereafter, the SA report and CPPF will be publicly disclosed on the MoE's and the World Bank's websites.

Covenants - Additional Financing (Decentralizing Funding to Schools Project - P157231)

Source of Funds	Finance Agreement Reference	Description of Covenants	Date Due	Recurrent	Frequency	Action
Myanmar Partnership MDTF	Revised schedule 2, Section II.C	Access. The Recipient shall ensure that the Association, including its staff, consultants or any		☒	CONTINUOUS	New

		other representatives, are provided prompt, safe and unimpeded access to BMY and any other parts of the Recipient's territory for purposes related to the supervision of Project activities and verification of DLIs in accordance with the provisions of this Agreement.				
Myanmar Partnership MDTF	Revised schedule 2, Section I.C	Safeguards. The Recipient shall: (a) not later than December 31, 2018, or another date as may be agreed to by the Association, carry out a Social Assessment and adopt a revised version of the Community Participation Planning Framework, in form and substance satisfactory to the Association; and (b) thereafter ensure that the Project is carried out in accordance with the provisions of the CPPF as updated pursuant to paragraph (a) above.	31-Dec-2018	☐		New
Myanmar Partnership MDTF	Revised schedule 2, Section I.D	Programs. The Recipient shall ensure that all School Improvement Funds, Student Stipends, Cluster Improvement Funds and other SISP, SSP and TMCSP activities selected for financing under the Project comply with the eligibility criteria and implementation requirements specified in the SISP OGs, SSP OGs, TMCSP OGs and the		☐	CONTINUOUS	New

		CPPF (provided, however, that in the case of any conflict between the arrangements and procedures set out in the said OGs and CPPF and the provisions of this Agreement, the provisions of this Agreement shall prevail)and, except as the Association shall otherwise agree, shall not amend, abrogate or waive any provision of the said OGs and CPPF.				
Myanmar Partnership MDTF	Revised schedule 2, Section I.E	DLI Monitoring and Reporting. Without limitation on its other reporting obligations under this Agreement, the Recipient shall monitor and furnish reports to the Association on the achievement of the Disbursement Linked Indicators, not later than May 31 of each year during the implementation of the Project, in accordance with the verification protocol set out in the Project Operational Manual.	May 31	☐	CONTINUOUS	New

Conditions

Source Of Fund	Name	Type
Myanmar Partnership MDTF	Nationwide	Disbursement
Description of Condition		
No withdrawal shall be made unless and until the Recipient has: (i) furnished evidence satisfactory to the Association in accordance with the verification protocol set forth in the Project Operational Manual		

that the Recipient has achieved the respective DLI(s) set forth in Schedule 4 to this Agreement against which withdrawal is requested; and (ii) complied with the additional instructions referred to in Section IV.A of this Schedule, including furnished to the Association the interim unaudited financial reports documenting the incurrence of Eligible Expenditures.

Source Of Fund	Name	Type
Myanmar Partnership MDTF	BMY	Disbursement

Description of Condition

No withdrawal shall be made in respect of DLIs 16, 20 and 24, until and unless the Recipient has: (i) carried out the Social Assessment, adopted a revised version of the Community Participation Planning Framework, and prepared CPPs for BMY townships as required under the revised CPPF in accordance with Section I.C of Schedule 2 to this Agreement; (ii) adopted BMY-specific SISP OGs and TMCSP OGs; and (iii) met all other requirements specified in the CPPF, SISP OGs and TMCSP OGs as conditions for disbursement against DLIs in BMY, all in form and substance and in a manner satisfactory to the Association.

Risk	
Risk Category	**Rating (H, S, M, L)**
1. Political and Governance	Moderate
2. Macroeconomic	Moderate
3. Sector Strategies and Policies	Moderate
4. Technical Design of Project or Program	Moderate
5. Institutional Capacity for Implementation and Sustainability	Moderate
6. Fiduciary	Substantial
7. Environment and Social	High
8. Stakeholders	High
9. Other	
OVERALL	Substantial

Finance	

Loan Closing Date - Additional Financing (Decentralizing Funding to Schools Project - P157231)

Source of Funds	Proposed Additional Financing Loan Closing Date
Myanmar Partnership MDTF	20-Jul-2021

Loan Closing Date(s) - Parent (Myanmar Decentralizing Funding to Schools - P146332)

Explanation:

The new closing date will allow the project to support three school years under the AF.

Ln/Cr/TF	Status	Original Closing Date	Current Closing Date	Proposed Closing Date	Previous Closing Date(s)
IDA-54550	Effective	31-Dec-2018	31-Dec-2018	20-Jul-2021	31-Dec-2018
TF-17814	Effective	31-Dec-2018	31-Dec-2018	20-Jul-2021	31-Dec-2018

Change in Disbursement Arrangements

Explanation:

Changes related to disbursement arrangements are as follows: (a) to account for the new fiscal year which is now overlapping two school years, the MoE will be allowed to request a disbursement twice a year: in October and in March and the World Bank will also continue to support a parallel M&E program to, among other things, verify achievement of the DLIs; (b) to ring-fence disbursement in BMY, a specific set of DLIs is included; (c) to disburse the last payment under the original financing for DLIs 10–12, the disbursement percentages (originally 83–17 IDA-MDTF) will be modified to 100 percent from the original MDTF grant; and (d) for DLI achievement, the definition of school years will be from June 1 to May 31 to cover activities taking place during the school break.

Change in Disbursement Estimates   (including all sources of Financing)

Explanation:

The original IDA credit was fully disbursed in June 2017. Therefore, AF funding will exclusively come from the MDTF.

Expected Disbursements (in US$ Million) (including all Sources of Financing)

Fiscal Year	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Annual	19.00	23.00	27.00	19.76	0.00	23.85	16.00	19.00	0.00	0.00
Cumulative	19.00	42.00	69.00	88.76	88.76	112.61	131.61	147.61	147.61	0.00

Allocations - Additional Financing (Decentralizing Funding to Schools Project - P157231)

Source of Fund	Currency	Category of Expenditure	Allocation	Disbursement %(Type Total)
			Proposed	Proposed
Myanmar Partnership MDTF	US$	(2) Eligible Expenditures for DLIs 13 through 24, under Parts 1, 2, 3 and 4 of the Project	54.00[34]	100.00
		Total:	54.00	

---

[34] US$ 45 million will be reflected in the amendments to the Grant Agreement (GA) to keep a buffer against exchange rate fluctuations over the multiyear schedule of partial installments of DPs' contributions.

Components				
Change to Components and Cost				
Explanation:				
The additional financing will support the continued/expanded implementation of the three original project components and support one new component (iv) Expansion and Improvement of Teacher Mentoring and Cluster Support Program.				
Current Component Name	**Proposed Component Name**	**Current Cost (US$M)**	**Proposed Cost (US$M)**	**Action**
	Expansion and Improvement of Teacher Mentoring and Cluster Support Program	0.00	20.00	New
Expansion and Improvement of the School Grants Program	Expansion and Improvement of the School Improvement Support Program	77.00	84.61	Revised
Expansion and Improvement of the Student Stipends Program	Expansion and Improvement of the Student Stipends Program	19.00	26.00	Revised
Capacity Improvement Support to Strengthen Monitoring and Implementation of Programs	Capacity Improvement Support to Strengthen Monitoring and Implementation of Programs	4.00	17.00	Revised
	Total:	100.00	147.61	

Other Change(s)		
Implementing Agency Name	**Type**	**Action**
Ministry of Education	Implementing Agency	No Change

Change in Institutional Arrangements

Explanation:

The project will continue to be overseen by a PSC, chaired by the Deputy Minister and composed of senior MoE leadership and DPs. The PSC is meeting twice a year to review progress and endorse revisions and improvements to programs based on lessons learned from M&E activities as well as other key decisions related to the supported programs. However, because of changes to the MoE internal structure and departmental responsibilities, the PSC will now be coordinated by the DBE, in collaboration with DERPT, rather than being led by DERPT. Implementation of activities will continue to be the responsibilities of the DBE, in collaboration with DERPT.

Change in Procurement
Explanation:
Procurement under the AF will now be governed by World Bank Procurement Regulations, dated July 2016, revised August 2018. Procurement under national procedures will be carried out in accordance with Directive No. 1/2017, dated April 10, 2017, titled 'Tender Procedures for Procurement of Civil Works, Goods, Services, Rental and Sale of Properties for Government Departments and Organizations', and Directive No. 31/252, dated January 2014, titled 'Directive on Execution of Works by Contract'.
Change in Implementation Schedule
Explanation:
With the extension of closing date, the duration will be changed from 4.7 years to 7.2 years.
Appraisal Summary
Economic and Financial Analysis
Explanation:
The analysis was updated to account for the new activity of the teacher mentoring and cluster program.
Technical Analysis
Explanation:
A new teacher mentoring and cluster support program is being added to the project. A technical description as well as an economic analysis of this new program have been provided in the annex to the Project Paper.
Social Analysis
Explanation:
The social analysis is being revised to reflect the recent developments in BMY and related social risks and challenges in ensuring that education services include and reach all communities.
Environmental Analysis
Explanation:
No change.
Risk
Explanation:
Because of the conflict and social inclusion issues in the country in general, and the humanitarian crisis in Rakhine, the environmental and social risk rating as well as stakeholder risk are increased (from Substantial for the parent project) to High. However, overall project risk rating is maintained as Substantial.

Annex 1: Revised Results Framework and Monitoring
MYANMAR: Additional Financing to the Decentralizing Funding to Schools Project (P157231)

Project Name:	Decentralizing Funding to Schools Project (P157231)			Project Stage:	Additional Financing	Status:	DRAFT
Team Leader(s):	Marie-Helene Cloutier	Requesting Unit:	EACMM	Created by:	James A. Stevens on 16-Jan-2016		
Product Line:	Recipient Executed Activities	Responsible Unit:	GED02	Modified by:	Marie-Helene Cloutier on 16-Oct-2018		
Country:	Myanmar	Approval FY:	2019				
Region:	EAST ASIA AND PACIFIC	Financing Instrument:	Investment Project Financing				
Parent Project ID:	P146332	Parent Project Name:	Myanmar Decentralizing Funding to Schools (P146332)				

Project Development Objectives

Original Project Development Objective - Parent:

The objective of the project is to help improve and expand Myanmar's School Grants Program and Student Stipends Program.

Proposed Project Development Objective - Additional Financing (AF):

The proposed objective is to improve inclusiveness of school funding management and enhance support to teachers' professional development while increasing transition rates of poor and at-risk students.

Results

Core sector indicators are considered: Yes   Results reporting level: Program Level

Project Development Objective Indicators

Status	Indicator Name	Corporate	Unit of Measure		Baseline	Actual (Current)	End Target
New	1. Schools which spend improvement funding after (new)	☐	Percentage	Value	0.00	0.00	70.00
				Date	31-May-2018	31-May-2018	20-Jul-2021

Status	Indicator Name	Corporate	Unit of Measure		Baseline	Actual (Current)	End Target
	inclusive consultations with parents and community (DLI 13)			Comment	New inclusive consultation processes will be implemented during the AF period		
New	2. Average transition rate from primary to middle school of stipends recipients is higher than for comparable non-recipients (not DLI)	☐	Number	Value	0.00	5.00	7.00
				Date	31-May-2018	31-May-2018	20-May-2021
				Comment	Baseline is the difference for comparable students without the stipend program	Current estimates were computed using household survey in 10 townships	Target assumes maintaining and improving level of impact on transition rates in program townships
New	3. Primary schools having participated in mentoring activities (DLI 23)	☐	Percentage	Value	25.00	25.00	50.00
				Date	31-May-2018	31-May-2018	20-Jul-2021
				Comment		Next 70 townships will be phased in the TMCSP in June 2019	

Intermediate Results Indicators

Status	Indicator Name	Corporate	Unit of Measure		Baseline	Actual (Current)	End Target
1) Expansion and Improvement of the School Improvement Support Program							
Revised	4. Townships having transferred funds to at least 80 percent of their schools, in accordance with latest SISP guidelines (DLIs 5, 8, 11, 17, and 21)	☐	Number	Value	0.00	254.00	280.00
				Date	02-Apr-2014	31-May-2018	20-Jul-2021
				Comment	Moved from PDO level. Original baseline kept.	School year 2017–18 disbursement, per DLI verification	New end target and date
Revised	5. Guidelines produced/revised for SISP (DLI 2)	☐	Text	Value	No	Guidelines were revised in May	Guidelines were revised at least

						2017 and again in July 2018	once to reflect lessons in the field and once to include new processes for promoting inclusion and strengthened feedback and complaint mechanism
				Date	02-Jun-2014	31-May-2018	20-Jul-2021
				Comment			New end target and date
Revised	6. Schools that have a school improvement plan (DLI 12)	☐	Percentage	Value	5.00	99.00	99.00
				Date	02-Jun-2014	31-May-2018	20-Jul-2021
				Comment			New end target and date
Revised	7. Schools that disclose the school grant expenditure by category on the school notice board (Not a DLI)	☐	Percentage	Value	0.00	75.00	80.00
				Date	02-Jun-2014	08-May-2018	20-Jul-2021
				Comment			New end target and date
Revised	8. Large schools which have opened and use a bank account to receive their SIF (Not a DLI)	☐	Percentage	Value	0.00	17.74	50.00
				Date	06-Jun-2014	20-Jul-2017	20-Jul-2022
				Comment			New end target and date
2) Expansion and Improvement of the Student Stipends Program							
New	9. Students having received stipends payment in accordance with the latest SSP guidelines (DLIs 4, 7, 10, 17, and 21)	☐	Number	Value	0.00	192,586.00	250,000.00
				Date	06-Jun-2014	31-May-2018	20-Jul-2021
				Comment	Moved from PDO level.		Include small cumulative

						Original baseline kept.		increase on ongoing townships and new cohorts in new townships
New	9a. Students having received stipends payment in the two new Rakhine townships in accordance with the latest SSP (DLIs 17 and 21)	☐	Number	Value	0.00	0.00	40,000.00
			Sub Type	Date	31-May-2018	31-May-2018	20-Jul-2021
			Breakdown	Comment		New townships expected to be implementing starting in school year 2019-20	
Revised	10. Guidelines produced/revised for SSP (DLI 1)	☐	Text	Value	No guidelines	Stipends guidelines were revised in March-April 2016 and provided to schools in the 55 participating townships in May 2016.	Guidelines were revised at least once to reflect lessons in the field and once to be adapted to Rakhine's specific situation
				Date	02-Jun-2014	08-May-2018	20-Jul-2022
				Comment			New end target and date

3) Capacity Improvement Support to Strengthen Monitoring and Implementation of Programs

Revised	11. School heads trained in implementing programs, in accordance with the latest guidelines (non-cumulative)	☐	Number	Value	0.00	47,910.00	49,000.00
				Date	04-Jun-2014	31-May-2018	20-Jul-2021
				Comment	Original baseline kept.		New end date and target
Revised	12. Township education officials trained in implementing programs, in	☐	Number	Value	0.00	3,792.00	4,000.00
				Date	02-Jun-2014	08-May-2018	20-Jul-2021

	accordance with the latest guidelines (non-cumulative)			Comment			New end target and date
New	13. MoE staff (school heads and state/region, district, townships officials) trained on the (i) new processes to promote social inclusive consultations and nondiscriminatory practices and (ii) new feedback and complaints mechanism (DLI 14)	☐	Number	Value	0	45,500	48,500
				Date	31-May-2018	31-May-2018	20-Jul-2021
				Comment			
New	14. Reports analyzing the impacts of supported programs are available (DLI 22)	☐	Number	Value	0.00	0.00	2.00
				Date	31-May-2018	31-May-2018	20-Jul-2021
				Comment			
Revised	15. Annual status report produced (DLI 6 and 9)	☐	Yes/No	Value	No	No	Yes
				Date	02-Jun-2014	08-May-2018	20-Jul-2021
				Comment			New end date
4) Expansion and Improvement of Teacher Mentoring and Cluster Support Program							
New	16. Mentor teachers engaged, trained, and deployed to TEOs in accordance with the TMCSP guidelines (DLI 19)	☐	Number	Value	316.00	316.00	1,320.00
				Date	31-May-2018	31-May-2018	20-Jul-2021
				Comment			
New	16a. Female mentors engaged, trained, and deployed to TEOs in accordance with the TMCSP guidelines	☐	Number	Value	133.00	133.00	594.00
			Sub Type	Date	31-May-2018	31-May-2018	20-Jul-2021
			Breakdown	Comment			
New	17. School clusters having carried out meetings in accordance with the TMCSP guidelines (DLI 15 and 23)	☐	Number	Value	0.00	0.00	5,000.00
				Date	31-May-2018	31-May-2018	20-Jul-2021
				Comment			
New	18. Mentees having received support from mentors in accordance with the TMCSP operational guidelines.	☐	Number	Value	20,407.00	20,407.00	79,000.00
				Date	31-May-2018	31-May-2018	20-Jul-2021
				Comment			

New	19. Townships implementing the Teacher Mentoring and Cluster Support Program in accordance with guidelines	☐	Number	Value	80.00	80.00	320.00
				Date	31-May-2018	31-May-2018	20-Jul-2021
				Comment			
Corporate							
Revised	20. Direct project beneficiaries	☐	Number	Value	0.00	9,722,063.00	11,461,237.00
				Date	01-Jun-2014	08-May-2018	20-Jul-2021
				Comment			New end date
No Change	20a. Female beneficiaries	☐	Percentage Sub Type Supplemental	Value	50.00	49.76	50.00
Revised	21. Gender parity index (MDG3)	☐	Percentage	Value	99.00	99.27	99.00
				Date	02-Jun-2014	08-May-2018	20-Jul-2021
				Comment			New end date
Revised	22. Primary completion rate (MDG2)	☐	Percentage	Value	74.00	67.12	78.00
				Date	02-Jun-2014	08-May-2018	20-Jul-2021
				Comment			New end date and target
Revised	23. System for learning assessment at the primary level	☐	Yes/No	Value	No	Yes	Yes
				Date	02-Jun-2014	30-Dec-2016	20-Jul-2021
				Comment			New end date
Marked for Deletion							
Marked for Deletion	Number of students registered in the revised stipends program (Not a DLI)	☐	Number	Value	0.00	192,586.00	100,000.00
				Date	02-Jun-2014	08-May-2018	31-Dec-2018
				Comment			
Marked for Deletion		☐	Yes/No	Value	No	Yes	Yes
				Date	02-Jun-2014	08-May-2018	31-Dec-2018

	Within year dropout rates collected for beneficiaries of stipends program (Not a DLI)			*Comment*			

Results Areas:	DLIs with DLI Target Achievement Dates and DLI Values			
	School Year 2013/14	**School Year 2014/15**	**School Year 2015/16**	**School Year 2016/17**
I. Expanded Coverage of Poor Students in the Student Stipends Program	**DLI 1. Student stipends:** MoE has adopted the Student Stipends Operational Guidelines that: (1) include clear objectives and performance indicators to be monitored against these objectives; (2) use objective criteria and clear procedures for targeting stipends funding by educational and socio-economic status; and (3) define financial management procedures. **DLI Value**: US$2,000,000	**DLI 4. Stipends coverage:** MoE has paid stipends to at least 18,000 basic education students in the Student Stipends Program in accordance with the Student Stipends Operational Guidelines. **DLI Value**: US$3,000,000	**DLI 7. Stipends coverage:** MoE has paid stipends to at least 40,000 basic education students in the Student Stipends Program in accordance with the Student Stipends Operational Guidelines. **DLI Value**: US$7,000,000	**DLI 10. Stipends coverage:** MoE has paid stipends to at least 100,000 basic education students in the Student Stipends Program in accordance with the Student Stipends Operational Guidelines. **DLI Value**: US$7,000,000
II. Improved Reliability and Transparency of School Improvement Funds	**DLI 2. School improvement funds:** MoE has adopted the School Improvement Support Program Operational Guidelines that: (1) include clear objectives and performance indicators to be monitored against these objectives; and (2) define financial management procedures. **DLI Value**: US$16,000,000	**DI 5. Improved reliability and transparency of school improvement funds:** At least 100 townships have transferred funds to at least 80 percent of schools within their township in accordance with the formula set forth in the School Improvement Support Program Operational Guidelines. **DLI Value**: US$19,000,000	**DLI 8. Improved reliability and transparency of school improvement funds:** At least 150 townships have transferred funds to at least 80 percent of schools within their township in accordance with the formula set forth in the School Improvement Support Program Operational Guidelines. **DLI Value**: US$19,000,000	**DLI 11: Improved reliability and transparency of school improvement funds:** At least 200 townships have transferred funds to at least 80 percent of schools within their township in accordance with the formula set forth in the School Improvement Support Program Operational Guidelines. **DLI Value**: US$16,600,000

Results Areas:	DLIs with DLI Target Achievement Dates and DLI Values			
	School Year 2013/14	**School Year 2014/15**	**School Year 2015/16**	**School Year 2016/17**
III. Improved Capacity to Implement and Monitor School Improvement Support and Student Stipends Programs	**DLI 3. Training program development:** MoE has adopted a professional development training plan for the first year of Project implementation aimed at building capacity for township education officers, township financial management staff and school headmasters in the areas of school improvement planning, school improvement support and stipends program monitoring, and financial management. **DLI Value**: US$1,000,000	**DLI 6. Program monitoring:** MoE's first annual status report on the school improvement support and stipends programs has provided updates on all progress indicators defined in the School Improvement Support Program Operational Guidelines and the Student Stipends Operational Guidelines. **DLI Value**: US$1,000,000	**DLI 9. Program monitoring:** MoE's second annual status report on the school improvement funds and stipends programs has provided updates on all progress indicators defined in in the School Improvement Support Program Operational Guidelines and the Student Stipends Operational Guidelines. **DLI Value**: US$1,000,000	**DLI 12. School improvement planning:** MoE has certified that at least 50 percent of all schools have produced school improvement plans. **DLI Value**: US$1,000,000

Annex 3: New Disbursement-Linked Indicators
MYANMAR: Additional Financing to the Decentralizing Funding to Schools Project (P157231)

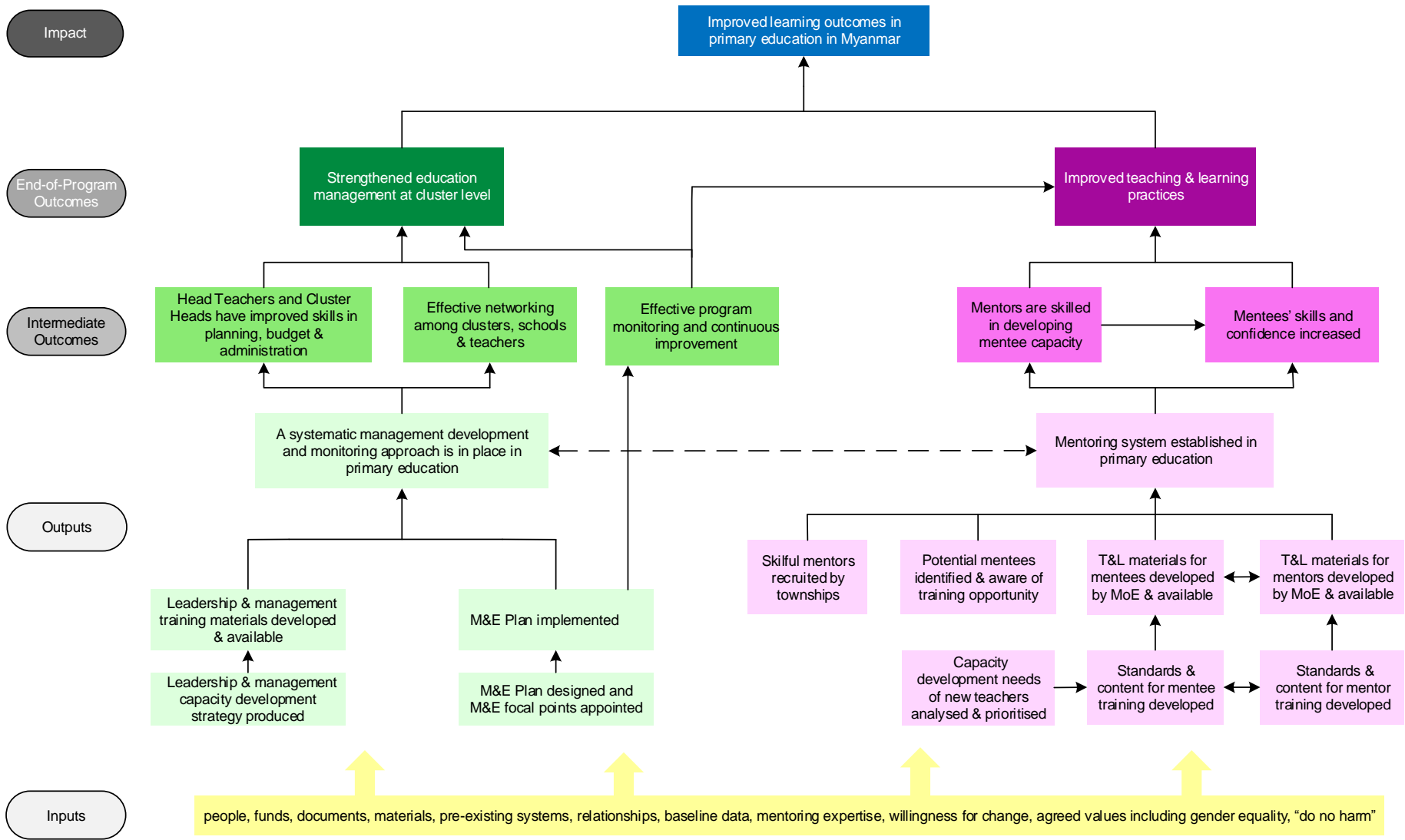| Results Areas:	DLIs with DLI Target Achievement Dates and DLI Values		
	School Year 2018/19	**School Year 2019/20**	**School Year 2020/21**
I. Improved and expanded School Improvement Support Program (SISP) and Student Stipends Program (SSP) [non-BMY]	**DLI 13. School improvement and stipends expansion**: (i) MoE has trained at least 45,000 school heads and 500 education officials from state, region, district and township offices on new processes to promote social inclusive consultation and non-discriminatory practices, in accordance with the revised SISP OGs; and (ii) MoE has selected two new townships in central/south Rakhine where communities of different ethnicities and religions reside for support through the SSP and has revised the SSP OGs specifically for these townships. **DLI Value**: US$5,000,000	**DLI 17. Improved School Improvement Support Program and increased Student Stipends Program coverage:** (i) At least 240 townships have transferred funds to at least 80 percent of their schools, in accordance with the revised SISP OGs, and (ii) MoE has paid stipends to at least 30,000 basic education students in the two new townships (selected as per DLI 13) and at least 200,000 basic education students in other townships, in accordance with the revised SSP OGs. **DLI Value**: US$5,000,000	**DLI 21. Improved School Improvement Support Program and increased Student Stipends Program coverage:** (i) At least 280 townships have transferred funds to at least 80 percent of their schools, in accordance with the revised SISP OGs, and (ii) MoE has paid stipends to at least 40,000 basic education students in the two new townships (selected as per DLI 13) and at least 210,000 basic education students in other townships, in accordance with the revised SSP OGs. **DLI Value**: US$3,000,000
II. Improved Capacity to Monitor, Evaluate, and Implement Programs [non-BMY]	**DLI 14. Feedback and complaints:** MoE has trained at least 45,000 school heads and 500 education officials from states, regions, district, and township offices on the new feedback and complaints mechanism in accordance with the revised SISP OGs. **DLI Value:** US$4,000,000	**DLI 18. Measurement of outcomes:** MoE has measured and reported on at least (i) one round of early grade reading and math outcomes follow-up assessments and (ii) end-of-year status of at least 80 percent of all applicants (beneficiary or not) to the SSP. **DLI Value**: US$3,000,000	**DLI 22. Impact evaluations:** MoE has analyzed and reported on impacts on educational outcomes (learning, drop-out, transition, etc.) of two supported programs (SISP, SSP, TMCSP, or early reading intervention). **DLI Value**: US$3,000,000

Results Areas:	DLIs with DLI Target Achievement Dates and DLI Values		
	School Year 2018/19	**School Year 2019/20**	**School Year 2020/21**
III. Expanded Teacher Mentoring and Cluster Support (TMCS) Program [non-BMY]	**DLI 15. Implementation:** At least 20,000 mentees have received at least 2 visits from a mentor in accordance with the TMCSP OGs.	**DLI 19. Recruitment, training, and assignment of mentor teachers:** At least (a) 900 mentor teachers have been engaged, trained, and deployed to township education offices and (b) 2,000 school clusters have been functioning in accordance with the TMCSP OGs.	**DLI 23. Implementation:** In accordance with the TMCSP OGs (i) at least 50 percent of primary schools within a minimum of 300 townships have participated in mentoring activities and (ii) at least 80 percent of school clusters are functioning.
	DLI Value: US$6,000,000	**DLI Value**: US$6,000,000	**DLI Value**: US$2,000,000
IV. Adapted programs in Buthindaung, Maungdaw, and Yathedaung [BMY only]	**DLI 16. Design:** MoE has trained at least 75 percent of school heads from operating schools and at least 15 education officials from state, district, and township offices on implementing the BMY-specific SISP and TMCSP OGs.	**DLI 20. Implementation:** MoE has (i) transferred funds to at least 60 percent of operating BMY schools, in accordance with the BMY-specific SISP OGs, and (ii) supported at least 300 school heads, teaching staff (paid or not), and/or parents through mentoring and clusters activities in accordance with the BMY-specific TMCSP OGs.	**DLI 24. Implementation:** MoE has (i) transferred funds to at least 80 percent of operating BMY schools, in accordance with the BMY-specific SISP OGs, and (ii) supported at least 600 school heads, teaching staff (paid or not), and/or parents through mentoring and clusters activities in accordance with the BMY-specific TMCSP OGs.
	DLI Value: US$4,000,000	**DLI Value**: US$2,000,000	**DLI Value**: US$2,000,000

Annex 4: Detailed Description of New Teacher Mentoring and Cluster Support
MYANMAR: Additional Financing to the Decentralizing Funding to Schools Project (P157231)

I. Introduction and Background

1.   **Justification.** Myanmar's teacher workforce has undergone significant transformations in recent years, with a massive hiring wave to meet the needs from increased enrollment and to fulfill the allocation of at least five teachers per primary school according to the policy. Because of this expansion and human resource policies and processes that leads to more experienced teachers being promoted to teach in middle schools, in the 2016–17 school year, over 40 percent of primary school-level teachers had three years or less of experience, and 83 percent of these teachers were located in rural and remote schools. Because approximately 70 percent of these new teachers were hired as DWTs, a large proportion do not have formal pedagogical training and are in need of unique forms of professional development and support.

2.   **Purpose.** The teacher mentoring and associated cluster support activities aim to improve the quality and effectiveness of primary school-level teachers, with a particular focus on new teachers. The activities provide new teachers (defined as those with three years or less of experience) with in-service professional development opportunities designed to build their pedagogical and content skills and provide networks of support for getting feedback, discussing issues, and sharing of ideas and information.

3.   **Theory of change (TOC).** As part of the design process, significant attention was paid to the TOC justifying these activities. A workshop was held to discuss the TOC for the teacher mentoring and cluster activities. The desired changes and design intent were discussed, key assumptions and risks were identified, a TOC diagram was produced, and next steps were listed. The full results are available in a separate TOC report. The resulting TOC diagram, figure 4.1, summarizes the TOC and highlights the envisioned longer-term impact of improved learning outcomes in primary education in Myanmar, with the end-of-project outcomes to be (a) strengthened education management at the cluster level and (b) improved teaching and learning practices. The layers of intermediate outcomes, outputs, and inputs that emerged from the TOC exercise are also listed in the diagram.

4.   **Some key assumptions were identified.** These include the following: (a) there is a pool of people suitable, available, and interested in being recruited as mentors; (b) mentor and mentee standards will be developed by the MoE (the development of a Teacher Competency Standards Framework, with UNESCO's support, is currently ongoing and training of the mentors and the guidance offered to mentees will build on this framework); (c) clusters include schools from the various streams of government, monastic, and ethnic schools so that all teachers and students will benefit from the program; (d) the design will be scalable; (e) people are willing to adopt new practices and incentives exist which encourage them to improve their performance and contribution; and (f) mentees' interest will be sparked if mentors have skills, knowledge, and the 'right personality' to be supportive and constructive.

Figure 4.1. Theory of Change Diagram

Figure 4.1. Theory of Change Diagram

Impact
- Improved learning outcomes in primary education in Myanmar

End-of-Program Outcomes
- Strengthened education management at cluster level
- Improved teaching & learning practices

Intermediate Outcomes
- Head Teachers and Cluster Heads have improved skills in planning, budget & administration
- Effective networking among clusters, schools & teachers
- Effective program monitoring and continuous improvement
- Mentors are skilled in developing mentee capacity
- Mentees' skills and confidence increased

Outputs
- A systematic management development and monitoring approach is in place in primary education
- Mentoring system established in primary education
- Leadership & management training materials developed & available
- Leadership & management capacity development strategy produced
- M&E Plan implemented
- M&E Plan designed and M&E focal points appointed
- Skilful mentors recruited by townships
- Potential mentees identified & aware of training opportunity
- T&L materials for mentees developed by MoE & available
- T&L materials for mentors developed by MoE & available
- Capacity development needs of new teachers analysed & prioritised
- Standards & content for mentee training developed
- Standards & content for mentor training developed

Inputs
- people, funds, documents, materials, pre-existing systems, relationships, baseline data, mentoring expertise, willingness for change, agreed values including gender equality, "do no harm"

Note: T&L = Teaching and Learning

45

5.   **Risks.** Some potential risks were identified and related mitigation measures include the following:

- Lack of availability of good-quality teachers to serve as mentors.

- Some parts of Myanmar are still in conflict or recently emerging from years of conflict.

- Some remote locations where new teachers work will be difficult to access.

- Women may not be interested in the mentor position due to travel concerns and other cultural barriers and women taking on the position may be in a risky situation due to the same factor. Assessment of women's safety will be undertaken during the first year of implementation to inform the guidelines and that the project integrates this in the risk.

- Principals or other key stakeholders may not be supportive.

- The DBE's capacity to hire and manage the mentors as well as the new MoE structure, which makes assigning responsibilities for in-service training delivery between the DBE and other departments challenging.

- Rivalry could emerge between mentors and Assistant Township Education Officers (ATEOs).

- The use of mentoring practice based on western humanistic principles may not function in the Myanmar context given the hierarchical system where the possible loss of face means people are unwilling to admit weakness and where there may be an inherent fear of evaluation.

- In recent monitoring missions to Rakhine and Ayeyarwady, it was found that clusters are arranged by the 'school family' or were not operational. Provisions on how to reinvigorate the cluster networks are included in the cluster support guidelines.

- The 1:40 mentor-mentee ratio (and related amount of travel required for the mentor) could be too high both in terms of workload for the mentor and the degree of support mentees feel that they are getting. This is a major focus of the M&E activity.

II. Design Elements and Principles

6.   **Principles.** The mentoring and cluster activities were developed out of a recognition that the traditional approach to in-service teacher training—infrequent, one-off training conducted at a training facility—is ineffective in providing sufficient support to new teachers, particularly those without formal pedagogical training and/or little experience. A more comprehensive, consistent, and personalized form of support is required. The combination of mentoring along with peer support through cluster activities was determined to be the most effective means of reaching the large cohort of new teachers in the short term. It will also begin to establish a mechanism of teacher support, which can be used to build a longer-term form of the professional development of teachers.

7.   The combination of both mentoring and cluster activities is important in that they provide complementary forms of professional development. While mentoring provides a very direct, personal, tailormade form of support and feedback from a trained teacher educator (the mentor), the cluster activities provide frequent meetings and structured opportunities to learn from peers, as well as for new

teachers to share their experiences with one another. The mentor will also be involved in some cluster sessions, allowing for further synergies.

8. A critical aspect of the mentoring role is that teachers should welcome mentor visits and see mentor support and feedback as being beneficial rather than threatening. It is recognized that there needs to be an element of teacher evaluation in the mentor's work, and although it is meant to be one of support and to be formative rather than summative, there is a risk that this program aimed at constructive feedback and monitoring of progress could be viewed by teachers as a high-stake evaluation for career progression and promotion. The program therefore is being designed with the explicit goal of preventing the evaluation from becoming viewed as a threat by the teachers.

9. Both school-level and township-level mentoring approaches were considered. While the township-level mentoring approach has been chosen as the most relevant and effective approach (see section on alternative models), some elements of school-level support have been incorporated into the design. In particular, the mentor will work closely with school headmasters to assure the school environment supports the mentees in their day-to-day activities and their professional development tasks.

10. A summary of principles for the program include the following:

- Rigorous mentor selection based on qualities of an effective mentor, qualities which are identified with the MoE to ensure that individual criteria (gender, age, experience, and so on) are culturally appropriate

- Sanctioned time for mentor-teacher interactions (mentor visits take place during school hours and cluster meetings will take place outside of school hours)

- Clear mentor-mentee relationship of positive support rather than inspection and threatening assessment

- Clear and carefully crafted policies on what aspects of the mentoring process and results remain confidential

- Multiyear mentoring to allow for ongoing support with sufficient time to solidify skills

- Specific guidance with clear goals and standards to move the teaching practice forward

- Ongoing professional development and support for mentors, along with a separate career path

- Professional teaching standards and data-driven conversations through clear instruments

- Ongoing professional development of the beginner teacher

- Clear roles and responsibilities for administrators (central, state/region, and township levels)

- Collaboration with all stakeholders

11.   **Benefits.** The mentoring and cluster activities are intended to provide the following main benefits:

- Teachers receive personalized professional support and feedback.

- Because the mentoring support takes place in school and includes lesson observation, it should be practical and relevant to the teacher's classroom.

- The activities are structured in a goal-oriented way. Specific areas for improvement are identified and strategies on how to improve are developed between the mentor and mentee.

- The activities are continuous in that mentees have periodic contact with the mentors and have various supporting professional development activities over the course of the year.

- New teachers do not feel isolated; instead they have consistent support from the mentor, peers, and the school, as well as a network of resources.

12.   **Development of the Myanmar Model and alternative models considered.** The model for Myanmar has been developed by a team of Myanmar teacher education experts (mostly women) from the MoE, township education offices, and teacher clusters. Mentoring programs can vary widely in terms of who the mentors are, what types of professional development activities are undertaken by the mentees, the methods of evaluation, the networks available to the mentors and mentees, and other factors. Various mentoring models were examined, including best practice examples from Japan, China (Shanghai), New Zealand, Switzerland, United States (Ohio and Virginia), and Australia (Queensland and New South Wales), as well as best practice models such as the New Teacher Center and The National Foundation for the Improvement of Education. The Myanmar model draws upon applicable aspects of the international examples, but with a focus on making it relevant and feasible in the Myanmar context.

13.   A key design decision was to have township-level mentors but with a hybrid approach of also ensuring school-level support. This was determined by the MoE to be the most effective means of providing support and professional development for new teachers. The MoE's DPs participated in these discussions and decision making. Other options were considered:

- The traditional approach of bringing teachers to a training facility for one-off training is seen as deficient for various reasons. From a cost and scope perspective, it is not possible to reach all teachers with frequent training courses. There is also a large body of evidence that such training is not effective. Training is often not relevant to many teachers attending the training. One-off training also tends to not lead to changes in teaching practices, because it cannot be easily integrated into the classroom activities with follow-up and practice.

- The approach of having mentors at the school level was also considered. Often such school-level programs have the principal or an experienced teacher as the mentor. While there are certain benefits to this model, it was determined to have key shortcomings. First, it will require the training and subsequent support of at least 43,000 mentors (one for each school). This presents many logistical and quality problems. Second, while certain schools will have highly capable mentors, others—particularly in rural areas—will not have strong candidates. This will create a large variation in the type of mentoring new teachers will receive. Third, when the mentoring role is not a dedicated role and is just an add-on to

existing work, principals or experienced teachers tend to have limited time to dedicate to the task. It can often become a neglected activity. Fourth, while there are benefits to having an individual who sees day-to-day activities, there are also benefits to having someone outside the school, who can provide a more objective and experienced perspective.

14.   While the school-level option was not selected, some key benefits are recognized and have been incorporated into the design of the program. The mentors are to work closely with the principals and CHs, the head teachers of the lead school in the cluster (not a township position) to ensure a supportive environment exists at the school and cluster levels.

III. Description

15.   **Mentoring process.** One of the key design concepts of the mentoring program is that teachers benefit most from training and support conducted at their own school. Therefore, the majority of the mentor's work involves visits to schools. It is estimated that approximately three-quarters of the mentor's time should be in schools. The remaining time involves reporting, their own professional development, monthly township meetings, and interactions and exchanges with other mentors.

Box 4.1. Mentors and Mentees

Mentors: The mentor position is at the township level. Mentors are hired under a modified ATEO position that is solely focused on providing mentoring and professional development support to teachers. While the number of mentors may vary depending on the number of new teachers within the township, it is expected that each township will have at least four mentors. It is critical that high-quality mentors be hired. The position criteria and recruitment process aim to bring in highly qualified, highly respected candidates who have demonstrated strong teaching skills and experience, as well as a demonstrated interest and commitment to supporting others. The position is accessible for both men and women. In the hiring of mentors, considerations are to be made with regard to ethnicity in a given township and recruitment will be carefully screened to mitigate the potential risk of causing or exacerbating conflict through lack of equity between different groups.

Mentees: The mentees are those teachers with three years or less of teaching experience, 83 percent of whom are women. A key impetus of the program is to provide support to the recent wave of new hires (with over 40 percent of the teacher workforce having three years or less of experience). Unique within this group is that approximately 70 percent were hired as DWTs,[35] the majority of whom work in rural areas. Many of these teachers tend to have lower degrees in education and are in particular need of pedagogical support. The program is designed to fulfill the unique needs of this new wave of teachers.

---

16.   Mentors are provided by the MoE with a set of tools for use in the mentoring process, including lesson observation and feedback instruments, logs for tracking progress, goal-setting tools, and annual plans to develop with the mentee teachers. Mentors also use techniques such as demonstrations, where practices can be shown to new teachers, as well as micro-teaching where teachers can practice and demonstrate targeted skills. Lesson observation is a cornerstone activity, but the mentor also spends a lot of time conversing with the mentee to allow the mentee to raise issues, express concerns, ask questions, seek advice, and develop professional development goals.

---

[35] DWTs are those primary teachers who were hired by the MoE as daily wage contractors since school year 2014–15. These new primary teachers have a university diploma while the qualification for regular teachers is a two-year degree from a teacher college. Approximately 40,000 DWTs were hired and provided with two months of preparation before taking their assignments, often in rural and isolated schools. Most were regularized as full-time salaried teachers during the 2015–16 school year.

17.   While the mentor visit is the most direct activity, the process is continuous. The mentors are expected to work closely with the school principals and more experienced teachers to establish a supportive environment for new teachers. The mentors are also expected to be accessible in most cases through a virtual network (Facebook or other means of communication) to answer questions and provide guidance.

18.   From the mentee's perspective, various activities are conducted over the intervention period. Mentees have at least four visits from the mentor each school year. Between visits, the mentees are expected to do a variety of related activities, including keeping a teacher's log, conducting periodic self-assessments, attending cluster meetings, working with other new teachers in the school and in the cluster, and working with the headmaster. While the mentoring process is most intensive over the first year, support will continue, particularly for teachers who request it or have been identified as requiring additional provision.

19.   While mentors are to provide feedback and support to mentees, the program is intended to offer a forum for two-way dialogue and mentees also have avenues to provide feedback to mentors. This includes an anonymous evaluation sent to the TEO. This is for accountability purposes and for individual mentors to receive constructive advice on areas of improvement and for the program as a whole to benefit, particularly in its first years of operation.

Box 4.2. What Happens in the School Visits?

While each visit varies based on the stage of mentoring, the needs of the mentee, and the school environment, the following are general activities expected to take place:

- The mentee conducts a self-assessment (possibly before the visit) and discusses this with the mentor.
- The mentor works with the school principal and other teachers on establishing an environment of coordinated support for new teachers.
- The mentor observes one to two lessons of the mentee and uses an observation tool specifically designed to focus on key practices and provide feedback on strengths and areas for improvement.
- The mentor has a discussion with the mentee on what was observed in the lessons and provides constructive feedback on teaching practices.
- In the initial visit, the mentor and mentee jointly develop a goal plan. This plan is used to map progress and establish subsequent goals to be tracked.
- If there is more than one mentee at the school, the mentor may hold a joint meeting (in addition to the individual meetings) with all mentees to help the mentees work together.
- The mentor has a joint discussion with the mentee and principal to discuss activities that the mentee will be conducting and ways in which the school can support.

---

20.   **Training and support for mentors.** While the beneficiaries of the program are the teachers, it is critical to support the mentors to enable them to effectively fulfill their role. Just as traditional, one-off training is recognized as not being effective in improving teacher skills and practices, the program design also recognizes that mentors also need much more than one-off training for their new role. An initial, intensive orientation is to be conducted but followed up with a combination of refresher trainings, seminars, conferences, exchange visits, exposure visits, online courses, and other professional development activities. A network of mentors has been established, hosted through Facebook. This network allows mentors to bring up questions and issues and share experiences and provide support to fellow mentors.

21. The mentor training is a mix of developing specific mentoring skills as well as specific targeted areas of pedagogical support. Examples of core mentoring competencies include the following:

- Establishing collaborative relationships premised on trust, collegiality, and confidentiality

- Developing classroom observation skills

- Facilitating reflective practice

- Understanding beginner teachers

- Using instruments in the 'mentoring toolkit' effectively

- Creating long-term professional development plans for new teachers

- Understanding the academic, professional, and social needs of new teachers

- Understanding teacher policy mandates

- Providing useful feedback

- Modelling of teaching (including micro-teaching)

- Working with the cluster, school, and principal

22. **Administrative elements for mentors.** It is important to emphasize that mentoring is a full-time position established at the township educational office. The same administrative aspects that apply to the ATEO position—including benefits, progression and promotion opportunities, salary scales, and so on—also apply to the mentoring position. A key benefit of this approach is that the mentoring program is fully integrated into the government system, can leverage already existing structures and mechanisms, and is more sustainable in the long term. Mentors also have longer prospects than what will be provided in positions through a project with a specific end time. Unique aspects of the mentoring position will also be defined. For example, it is envisioned that the mentors will be given credit for participating in activities such as the mentor training and subsequent professional development, which will apply to their career progression and promotion.

23. While the hiring of mentors depends in part on the township and region, it is based on a process intended to identify the most capable candidates. It uses unique formats such as role-play scenarios, commenting on videos simulating classroom observation situations, and other activities that allow for actual demonstration of qualities essential for mentoring. Candidates may be of various backgrounds, including (but not limited to) retired teachers, those working in teacher training colleges and current teachers. It is expected that many of the mentor candidates will be current teachers, which brings up the issue of taking teachers out of the system. While this is certainly an important issue for a system that is currently trying to bring in a large number of teachers, it is also recognized that the mentor corps is relatively small and will be less than 1 percent of teachers or 1.7 percent of primary school teachers. It is expected that mentors will not only provide a very large benefit in improving teacher quality but will also help in retaining new teachers who might otherwise become discouraged and quit without support. This retention will likely more than make up for taking teachers out of the system. For those teachers who do come from the system, it is expected that a replacement teacher will be staffed in the school.

24.   **Establishing networks.** A fundamental aspect of the program design is that connecting participants and providing moral and technical support allow for the participants to grow and become more effective, as well as have the psychological benefit of feeling supported. Therefore, many aspects of the design establish formal networks using media such as Facebook and other appropriate means of connecting. These networks are supported through mediators, provision of materials for access (such as professional development modules), and other necessary activities. There are separate networks for mentees and for mentors.

25.   **Relationship map (see figure 4.2) from the mentor (and mentee) perspective.** Related to the establishment of networks, coordination, and communication are essential for the mentoring process to thrive. While the mentor-mentee relationship is, of course, the central relationship, the mentor also needs to work closely with various participants, and the mentee needs to get support from multiple other sources.

Figure 4.2. Institutional Arrangement for Teachers' Mentoring Program
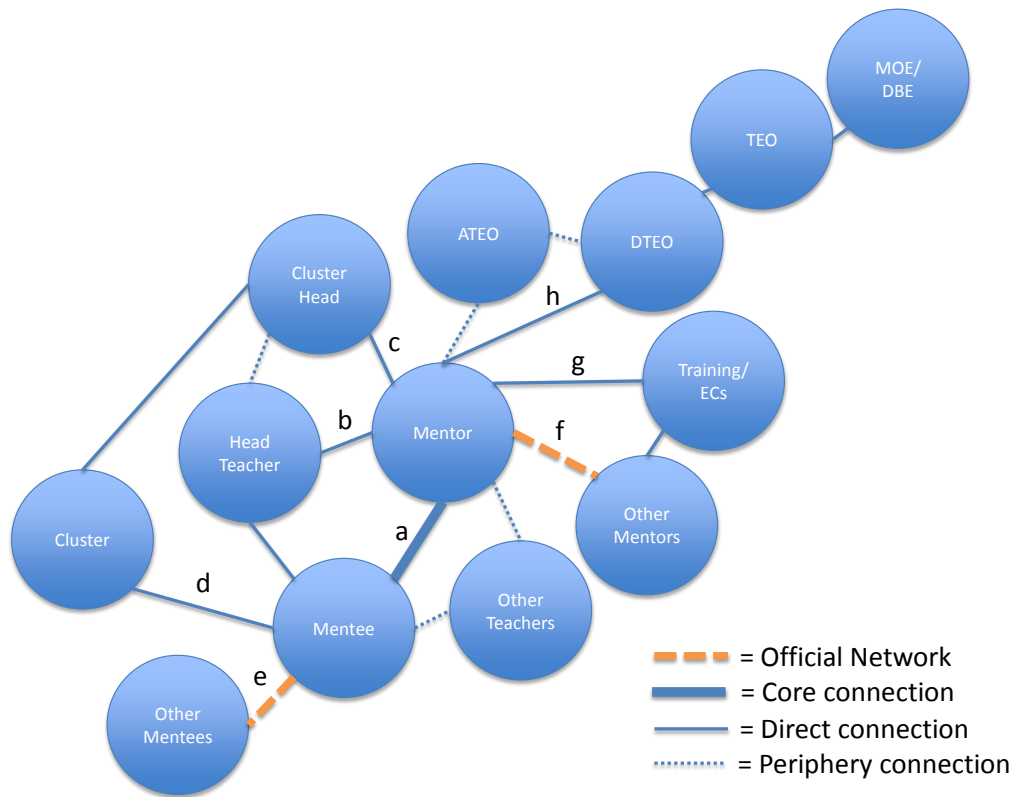
Note: EC = Education College

(a)   **Mentor-mentee (core relationship).** The most fundamental relationship within the network and the one that is most thoroughly supported in the program.

(b)   **Mentor-head teacher.** Schools have a critical role to play in supporting mentees, providing support to mentees on a day-to-day basis. The head teacher is responsible for creating a supportive environment for mentees and providing what could be considered mentoring support at the school level.

(c)   **Mentor-CH.** Mentors leverage the clusters for activities requiring group support and attend approximately two of the cluster meetings per year (approximately 25 percent of meetings). The mentor will rely on the CH to provide supportive activities for mentees in the cluster.

(d)   **Mentee-cluster.** This cluster provides complementary activities for mentees, and all mentees will be required, except when family matters or health reasons makes this impossible, to attend each cluster meeting.

(e)   **Mentee-other mentees.** A dedicated network has been created to connect all mentees virtually that provides forums for communication, sharing of ideas, access to materials, and other forms of support. In addition to the virtual network, two meeting forums at the township/regional level will be supported for additional face-to-face connections.

(f)   **Mentor-other mentors.** Similar to the mentee network, a dedicated network has been created to connect all mentors virtually that provides forums for communication, sharing of ideas, access to materials, and other forms of support. In addition to the virtual network, other meeting forums at the regional/national level will be supported to provide face-to-face connections.

(g)   **Mentor education colleges and training.** Although not a formal connection, it is important to emphasize that mentors will receive continuous professional development. This will come through the local education colleges as well as the DBE's national-level training. This connection will be critical in the initial years to support mentors with formal and informal activities.

(h)   **Mentor-DTEO/TEO.** The mentor is based in the township and be responsible for coordinating with and reporting to members in the township. The mentor will report directly to the DTEO. The TEO is responsible for summarizing information and conveying it to the DBE.

26.   **Cluster process.** Strengthening school clusters and the teacher mentoring are the two pillars to promote effective teaching and learning in classroom situation. While in many respects, the cluster program will operate separately from the mentor program and provide support to all teachers (not just mentee teachers), there will also be activities within the cluster program specifically to support mentees. Clusters serve as broader platforms while mentoring is individual. This is an integrated approach, inspired by a model previously implemented by UNESCO, to produce more quality teachers in primary education. Clusters will also provide a platform for the mentors in interacting with all teachers and in promoting goals of the mentor program.

27.   Clusters consist of groups of schools, which will receive grants, based on their size to organize meetings and conduct professional development activities. Clusters are typically made up of 4 to 8 neighboring schools and between 25 and 50 teachers. The cluster participation is not restricted to government schools and can include monastic and/or ethnic schools. The level of inclusion will be monitored through M&E. After submitting a budgeted proposal to the TEO, the clusters will receive 'cluster grants' based on their size, in the amount of about US$125 per month for small clusters, US$175 per month for medium clusters, and US$225 per month for large clusters. The grants will support meetings and conducting professional development activities. The clusters will hold meetings on a monthly basis (at a minimum), which will be attended by all teachers in the member schools. Membership will encompass teachers who teach in primary grades in high, middle, primary schools, and monastic and

ethnic schools in the cluster. The activities will be semi-structured. There should be flexibility for the clusters to conduct activities that are most relevant to their context and needs. At the same time, a menu of activity options and accompanying tools for conducting the activities will allow for more productive sessions.

28.   School CHs will receive training on cluster management and leadership along with cluster guidelines. The CHs will develop an action plan for his/her cluster development activities in consultation with the member schools. Because the needs and demands of the member schools are unique from cluster to cluster, their proposed activities will need to reflect those. The overarching theme of the cluster meetings will be promoting effective teaching-learning and monthly cluster activities will involve discussions, learning and sharing, demonstration, making teaching aids, organizing events such as exchange visits and competitions. The CHs will submit their cluster proposals with budget plan to the TEO. The CHs require a reporting to the TEO of their achievement and challenges.

29.   While the clusters are meant for all teachers, some activities will be designed specifically to support new teachers. Simulated lessons will be conducted where teachers can demonstrate techniques and practices to other teachers. New teachers may also conduct lessons to receive feedback from their peers.

30.   The CHs and mentor teachers will work closely to bring in the quality perspective of the cluster activities. The cluster meetings will be led by the CH and s/he will at times delegate leading responsibilities of some activities to the mentors. For each cluster, the mentors will attend approximately two sessions per year. In these sessions, specific activities may be conducted. For example, the mentors may demonstrate new techniques or have mentees simulate lessons. They may also involve the experienced teachers through support to the mentees.

31.   The clusters also provide a mechanism for disseminating/conveying new policies and providing a forum for discussion among teachers on the policies or other important teacher-related developments. Therefore, the clusters could be used to support key initiatives such as the rollout of a new curriculum or the introduction of a new teaching approach.

32.   **Rapid cluster assessment results.** To inform the design of this activity, a rapid cluster assessment was carried out in 2015. It helped assess the capacity of clusters in supporting teacher competency improvement and professional development. On the basis of this assessment, the following was established:

- **A large proportion of schools in each township were part of the surveyed clusters.** In over half the clusters, 90 percent or more of the schools were included in the surveyed clusters and in 35 of the 40 clusters, at least 80 percent of schools were included. This indicates good coverage but also highlights that some schools could be missed in a cluster support program.

- There is an average of 8.4 schools and 47.9 teachers per cluster. When considering attendance, though, the average number of participants per meeting is 17.5. Furthermore, the average number of schools per cluster is 8.4, but the most common sizes are 5 and 6 schools (28 percent of all clusters). Nearly three-fourths of all clusters are between 4 and 10 schools, but at the far range, 3 clusters were made up of a single school, while 16 (or 2 percent of the total) had over 20 schools. In considering support to clusters, it is important

to recognize the diversity of clusters and how a 'one size fits all' cannot be followed; size and other factors must be taken into consideration.

- Clusters tend to be made up of schools of more than just one remoteness category. For example, most of the schools in the cluster may be category D, but there may also be a few E and a few B and C. In some rare cases, clusters actually have schools belonging to each category. Still, clusters can be grouped by relative remoteness based on the general makeup of the cluster schools.

- **The average number of teacher members per cluster is 48, but there is a significant range in membership numbers.** While 64 percent of clusters have membership between 21 and 60 members, 26 percent have a membership of over 60 members.

Figure 4.3. Proportion of Schools Covered in the Clusters by Township
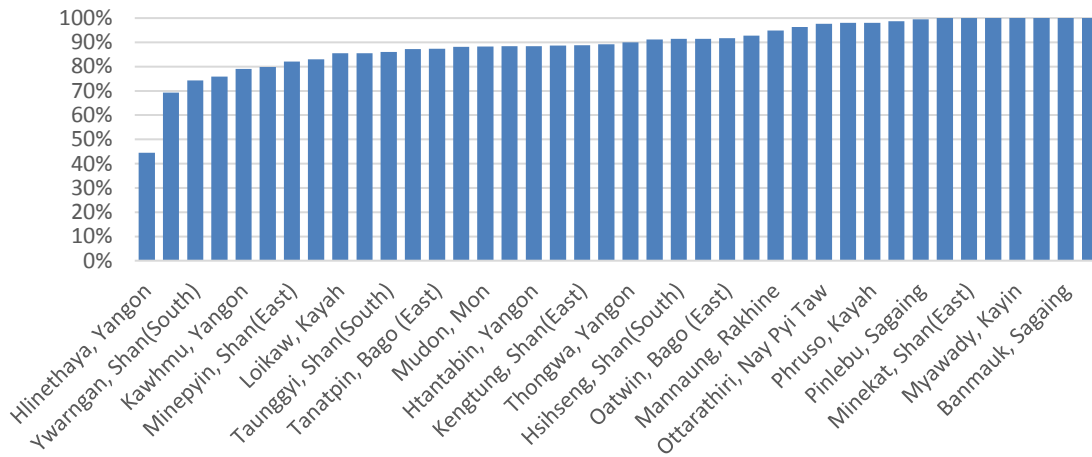
Source: Cluster Rapid Assessment 2015.

Figure 4.4. Cluster Sizes in Terms of Number of Schools
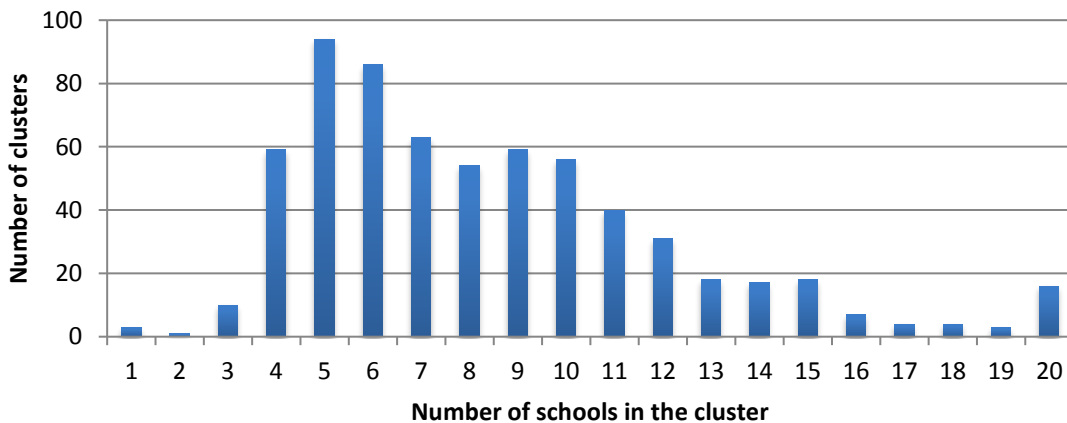
Source: Cluster Rapid Assessment 2015.

III. Monitoring and Evaluation of Mentor and Cluster Activities

33.   Evaluation will be approached from both process and outcome standpoints. Because this is a new program, and it is introducing a new role of mentor, it is important to understand how the program is being implemented and identify early on where the program needs to be modified or where additional support is required. This process monitoring will be conducted similar to the grants and stipends program.

34.   Because the AF has a focus more specifically on quality, there is also a need to get a measure of how teachers are progressing (and whether they are becoming more effective). This will be done through a variety of indicators and tools. Depending on final agreement with the MoE, these will include the following:

- **School survey expansion.** The existing school survey has been expanded to include a sample in the townships participating in the first year of the program. A separate module has been developed to gather key data directly related to the mentoring and cluster programs. The new module also contains a new teacher self-perception survey to understand new teachers' readiness through the mentoring program compared to new teachers not supported in the program. Leveraging the existing survey allows for links to the other survey information gathered.

- **Impact identification strategy.** To assess impact of the mentoring and cluster program on identified intermediate outcomes (see TOC), selection of participating (treatment) townships are being carried out in such a way that a comparable group of non-participating (for the first phases) or control townships have been identified. Comparing outcomes of participating (treatment) and non-participating (control) townships will allow a rigorous assessment of the impact of the program.

- **Lesson observation study of mentee teachers.** A separate, independent (from the mentors' activities) lesson/classroom observation study will be conducted to measure changes in classroom practices. New teachers in treatment and control groups will be observed to determine whether teachers under the mentoring program made more progress in teaching practices relative to the control group.

- **Analysis of mentor reporting.** As part of their role, mentors track the progress of the mentees through lesson observation, measures related to teacher standards, goal setting and progress tracking, and other forms of evaluation. These results will be anonymized, summarized, and analyzed to determine how new teachers are progressing, as well as whether they have been determined to meet a threshold of readiness.

- **Analysis of cluster reporting and cluster regional activities.** As part of the grants process, clusters will annually report the activities, including each meeting and what was included. This, along with an annual cluster survey, will be used to determine what activities are being conducted and the perceived benefit. Teachers' perceptions will be gathered of what they have learned and whether it has been beneficial. All cluster network activities (township and regional) will also have accompanying instruments to evaluate their effectiveness.

- **Use of student assessment.** The number of teachers using early grade learning assessment (EGRA/EGMA) as tools for student assessment will be tracked. Furthermore, in phases

subsequent to the first one, considerations will be given to overlap the samples of upcoming early learning assessments and samples of treatment and control township to assess the mentoring impact on learning.

Annex 5: Ongoing and Revised Social Safeguards Arrangements
MYANMAR: Additional Financing to the Decentralizing Funding to Schools Project (P157231)

1.   Safeguards arrangements outlined in the CPPF are fully integrated into implementation as well as M&E arrangements. To guide implementation, the OGs, reviewed by the World Bank, are adopted by the MoE for all three main programs: SISP, SSP, and TMCSP. They describe requirements regarding the local social/vulnerability assessment process, CPPs (including consultations), feedback and complaints mechanism, monitoring, and reporting. On the M&E front, annual qualitative assessments of the program's implementation, verification of results, and school and household surveys (carried out by an NGO/consultancy firm), and administrative data (collected by the MoE) are used to gather evidence on achievements and challenges regarding implementation processes and outcomes (including with regard to social impacts). Lessons learned are then fed back into program implementation.

2.   The DBE under the MoE is assuming overall responsibility for the CPPF. Under the SSP, the DBE supports township education offices and township committees in carrying out township-level consultations, SAs, and compilation of school characteristics to introduce the program and inform selection of schools as well as supports schools in carrying out consultations to introduce the program and inform selection of students. At the school and township levels, the education program cycle for the stipends selection and the SISP has a systematic consultation and participation process built in at different stages. This includes (a) public information, dissemination, and consultation process; (b) training of school and township committees; (c) gathering of information through SAs and school characteristics forms; (d) participatory preparation of SIPs; (e) selection of stipends students; (f) notification and public disclosure of selected students; and (g) grievance addressal. The DBE is also responsible for compiling the SSP township-level CPP and SA reports and presents the result in an annex to the annual status report.

3.   Under the SISP, the DBE ensures that all schools receive SIFs according to the OGs and are treated fairly and transparently. This includes ensuring that school committees are established to participate in planning and monitoring of spending and, in SSP townships, to participate in selection and monitoring of the stipends students. The SC comprises the school head, parents, and teachers, as well as representatives from vulnerable groups, including ethnic minority groups. The school committee includes representation of both male and female parents. Detailed implementation arrangements are included in the revised SSP OGs that were prepared and revised following consultation and participation workshops with relevant stakeholders in the country, including ethnic minority communities.

4.   To address potential grievances and monitor implementation of this CPPF and related CPP, the MoE encourages students and parents with questions or grievances to seek clarification and solutions. The DBE works to gather feedback and address complaints at the township level, to make key issues public, and to resolve issues transparently. While the current system has captured a limited number of grievances, it can be improved to be more systematic, effective, and well documented.

5.   Annual SA reports have been prepared to identify potential social risks of the SSP, SISP, and TMCSP. No significant negative social impact was found to result from implementation. However, risks that some vulnerable and ethnic groups may be excluded from project benefits were found to be present. The report notes that there are various reasons or sources for these risks, including the heterogeneous nature of states and regions; lack of technical knowledge related to implementing the programs; presence of armed groups in states and regions; and inadequate dissemination of information. A number of institutional risks have also been identified, including (a) lack of communication and information dissemination; (b) inadequate training for program implementation and monitoring; (c) different

capacities among different levels: village, township, and national; (d) poor stakeholder participation; and (e) communication problems.

6.   The latest SA report (for school year 2016–17) notes that free, prior, and informed consultations held in all communities with vulnerable groups, including ethnic minorities, indicated strong appreciation and broad community support for both the SSP and SISP. There were no signs of discrimination against religious or ethnic minorities in the implementation of the programs. Respondents also reported that despite the stipend amount being relatively small, the program has shown positive signs of enabling students from poor families who face financial and other difficulties to enroll in school and stay in school. Stipend money has helped vulnerable families to cover student costs for school uniforms, an umbrella, shoes, school texts, notebooks and other supplies, lunches, snacks, and transportation. Respondents also mentioned that getting an education was important for children. However, consultation with stakeholders revealed that poor and vulnerable groups, including ethnic minorities, often face greater challenges than just financial ones in enrolling their children in school and supporting them while they complete their education. A rapid conflict assessment also highlighted several areas where there are intra-community and intercommunity tensions generated by the presence of armed groups in some states where conflict is ongoing. The MoE has started a capacity-building program for their staff to manage conflict and has played an active role in protecting vulnerable groups. The SA report also identifies several other agencies and institutions that contribute to conflict resolution.

7.   To prepare for the AF, the MoE conducted a review of the safeguards processes used during implementation Years 1 and 2 in 2016. The aims were to further integrate key social considerations into the education programs supported by the project and to further combine analytical and participatory approaches under the programs to establish sustainable SA as part of the program implementation. As a result, two notable modifications were introduced: (a) states and regions undertook a consultative process for selecting townships to be included in the third phase of the SSP, in addition to the needs-based criteria for designating priority townships, which generated tremendous ownership from education departments at national and township levels, and (b) a bottom-up participatory approach was introduced for the SSP where consultations were held at the township level (informed by township and school characteristics data) for selecting schools within the township and at the school level (informed by student application data) for selecting students within schools. Supervision visits and feedback from qualitative assessments indicated that this approach worked well in most areas. Subsequently, the CPPF, which sets out principles and procedures to address potential risks identified in line with OP 4.10, was updated to reflect lessons learned and new proposed activities under the AF. The revised SA, CPPF, and central-level CPP were published in-country on August 31, 2016, and on the World Bank's website on June 13, 2016, and October 14, 2016.

8.   Considering the changes under the AF, enhanced commitment to social inclusion by the World Bank, and the recent crisis in BMY, the MoE is revising the SA report and the CPPF. These revisions are not required for the appraisal of the AF but will condition disbursement and implementation in BMY. The revisions to the safeguards instruments and processes will be as follows:

- **SA report.** (a) Reflect the new activities supported by the AF, (b) update any dated information with current/latest information and data, (c) include any lessons learned from current project implementation and DLI monitoring, (d) include a BMY-specific annex on recent developments and related social risks and the MoE's current and anticipated challenges to ensure quality education services to all communities in the three townships.

- **CPPF.** (a) Reflect the new activities under the AF; (b) include any lessons learned from current project implementation and DLI monitoring; (b) align the framework with actual implementation practice; (d) describe new CPPF processes to be carried out at the different levels, including school-level social/vulnerability assessments and CPPs for all schools funded under the project to identify minorities and marginalized populations and ensure inclusive consultations; (e) describe the strengthened grievance mechanism and monitoring mechanism; and (f) include a BMY-specific annex describing added requirements for schools in the three townships. Enhanced monitoring will require the DBE to include reporting on the social/vulnerability assessments and CPPs nationwide in its annual status report to the Bank. The BMY-specific section of the CPPF will include the added requirement, possibly along with others to be determined, review and approval of the township-level CPPs by the Bank prior to program implementation and disbursement.

9.   An internal (to the MoE) monitoring and reporting mechanism is currently used in the case of grievances and complaints. Communities are expected to submit feedback and complaints about the programs to head teachers, township, district, or state/region officials, or to the Central Government (DBE, State Counsellor Office, Parliament, and so on). In 2017–18, 96 cases were recorded (within the budget section of DBE). Most of the complaints came from township auditors through their audit reports while some emanated from the communities. The MoE handled the cases with disciplinary measures by management teams (demotion, transfer, or strong warning) and ineligible expenditures were reimbursed according to Financial Rules and Regulations (as indicated by auditors). The current system is working to some degree, but reporting and access could be improved if other channels, with more anonymity, are available.

10.   Preparation of a strengthened grievance mechanism is ongoing and will include communication leaflets to be hung in all schools indicating that people can submit grievances/questions through multiple channels; placing grievance boxes in all schools/communities; defining the detailed process for submitting, reviewing, resolving, escalating, documenting, and reporting grievances/feedback so that this is part of the regular reporting as described in the OGs and including this process in the training material for all TEOs and school heads; and assigning a union focal point for collecting and documenting and producing a quarterly report on grievances received. Design of these is expected to be completed by July 2018 and rolled out over the 2018–19 school year. Furthermore, in addition to improvements to the grievance mechanism presented, a call center approach will be put in place and piloted in 2018–19 school year (with BETF funding). The approach will include both upstream (hotline that individual can call) and downstream (systematic calling and texting to request for feedback and potential complaints) options.

11.   Consultations on the updated SA and CPPF (including the grievance mechanism) will be carried out in Nay Pyi Taw, Yangon, Rakhine, and two other selected states/regions. The SA report and CPPF will be publicly disclosed on the MoE's and the World Bank's website. Legal covenants with deadlines for the preparation, consultation, and disclosure of the revised SA report and CPPF is presented in section VII and in the amendment to the Legal Agreements.

Annex 6: Revised Economic and Financial Analysis
MYANMAR: Additional Financing to the Decentralizing Funding to Schools Project (P157231)

1.   The original project's economic analysis of the SSP found a positive economic rate of return, exceeding the estimated social discount rate. There have been numerous studies of the impact of cash stipends, in the form of conditional cash transfers, on school participation.[36] Under different scenarios of the impact of stipend programs on schooling, based on international experience, the economic rate of return of the stipend programs ranges from 5.9 percent to 9.5 percent. These exceed the social discount rate estimated to be 5.43 percent.

2.   The original project's economic analysis of the SISP component found that a positive net economic benefit is possible even if the impact of SIF on cognitive skills is modest or delayed by many years. Rigorous evaluations of the impact of SIF and school-based management programs on cognitive ability internationally show mixed results in the short run,[37] however, an analysis in the United States found modest impacts on student achievement for the first five years and much larger impacts into the future.[38] The original economic analysis of the project's SISP component modeled the link between SIF, cognitive skills, and earnings under different scenarios based on international experience (as it was not possible to measure this link in Myanmar using existing data). Because the per student cost of the SIF is very low, the analysis found the possibility of a positive net economic benefit even if the program's impact on cognitive ability was modest and delayed by 21 years.

3.   For the new component, teacher mentoring, research from United States teacher induction programs provides evidence of a positive impact on cognitive skills. Ingersoll and Strong (2011)[39] review evaluations of teacher mentoring and induction programs in the United States; five studies measure the link between teacher mentoring programs and student achievement outcomes (table 6.1). For example, Glazermann et al. (2010)[40] evaluate a randomized teacher induction program consisting of teacher mentoring in 418 elementary schools in 17 urban school districts in the United States. Students of teachers who received two years of mentoring had 0.11 and 0.2 standard deviations higher reading and math achievement, respectively, than teachers in the control group.

4.   Similar to the SISP and SSP component, the new teacher mentoring program will yield a positive net benefit, based on reasonable expectations of the impact of teacher mentoring on cognitive skills. The estimated annual cost per student of the TMCSP will be just over MMK 8,000 (about US$6). Under certain modeling assumptions, if the mentoring program increased individual cognitive ability by 0.1 standard deviations as in the randomized study described above, then the internal rate of return of the program

---

[36] For a review, see: Fiszbein, A., and N. Schady 2009. *Conditional Cash Transfers: Reducing Present and Future Poverty*. Washington, DC: World Bank.

[37] For example, see: Pradhan, M, D. Suryadarma, A. Beatty, M. Wong, A. Alishjabana, A. Gaduh, R. P. Artha. 2010. "Improving Educational Quality through Enhancing Community Participation: Results from a Randomized Field Experiment in Indonesia." World Bank Policy Research Working Paper 5795. Washington, DC: World Bank; Pradhan et al. 2010; Blimpo, M. P., and D. K. Evans 2011. *School-Based Management and Educational Outcomes: Lessons from a Randomized Field Experiment*. Washington, DC: World Bank; Beasely, E., and E. Huillery 2013. "School Resources, Behavioral Responses and School Quality: Short-Term Experimental Evidence from Niger." *Sciences Po Publications*.

[38] Borman et al. 2003 in World Bank. 2007. *What Do We Know about School-Based Management?* Washington, DC: World Bank

[39] Ingersoll, R., and M. Strong. 2011. "The Impact of Induction and Mentoring Programs for Beginning Teachers: A Critical Review of the Research." Retrieved from http://repository.upenn.edu/gse_pubs/127.

[40] Glazerman, S., E. Isenberg, S. Dolfin, M. Bleeker, A. Johnson, M. Grider, and M. Jacobus. 2010. "Impacts of Comprehensive Teacher Induction: Final Results from a Randomized Controlled Study." NCEE 2010–4027. Washington, DC: U.S. Department Of Education.

will be 21.8 percent and have a cost-benefit ratio of 10.3:1 discounted at the social discount rate of 5.43 percent. This estimate of the internal rate of return assumes that a 1 standard deviation increase in cognitive ability will increase earnings by 17 percent (an international average found by Patrinos and Psachoropolous 2010).[41] This estimate is for a 6-year-old child entering school and uses dropout rates and earnings function from the original economic analysis which are drawn from government data and household surveys, respectively.

Table 6.1. Studies on Impact of Teacher Mentoring Programs on Student Achievement

Study	Findings
Thompson, M., P. Paek, L. Goe, and E. Ponte. 2004. *Study of the Impact of the California Formative Assessment and Support System for Teachers.* Washington, DC: Educational Testing Service Thompson, M., P. Paek, L. Goe, and E. Ponte. 2014. *Relationship of 52 BTSA/CFASST Engagement and Teacher Practices*. ETS-RR-04-31. Washington, DC: Educational Testing Service	Higher engagement with the induction program associated with higher achievement scores
Fletcher, S. H., M. Strong, and A. Villar. 2008. "An Investigation of the Effects of Variations in Mentor-Based Induction on the Performance of Students in California." *Teachers College Record* 110 (10): 2271–2289.	More intensive induction associated with larger increases in achievement scores
Fletcher, S. H., and M. Strong. 2009. "Full-release and Site-Based Mentoring of Elementary Grade New Teachers: An Analysis of Changes in Student Achievement." *The New Educator* 5 (4): 329–341.	Larger increases in achievement associated with full-time mentors
Rockoff, J. E. 2008. "Does Mentoring Reduce Turnover and Improve Skills of New Employees? Evidence from Teachers in New York City." Working Paper 13868, Cambridge, MA: NBER. Retrieved from: http://www.nber.org/papers/w13868	Higher math achievement with mentors associated with higher achievement in math and reading
Glazerman, S., E. Isenberg, S. Dolfin, M. Bleeker, A. Johnson, M. Grider, and M. Jacobus. (2010). *Impacts of Comprehensive Teacher Induction: Final Results From a Randomized Controlled Study*. NCEE 2010-4028. Washington, DC: National Center for Education Evaluation and Regional Assistance, Institute of Education Sciences, U.S. Department of Education.	Randomized study: effect on student achievement only after 3 years with two years of treatment

Source: Adapted from Ingersoll and Strong 2011.

---

[41] Patrinos, H. A., and G. Psacharopoulos. 2010. "Returns to Education in Developing Countries." In *the International Encyclopedia of Education*, edited by Penelope Peterson, Eva Baker, and Barry McGaw, Volume 2, 305–312. Oxford: Elsevier.

Annex 7: Gender Result Chain
MYANMAR: Additional Financing to the Decentralizing Funding to Schools Project (P157231)

1.   **Analysis.** The education sector in Myanmar, when viewed through enrollment statistics in the public sector, is characterized by a high degree of gender equality. There are virtually no differences in net enrollment rates between boys and girls. In 2017, as measured by the Myanmar Living Conditions Survey, the primary net enrollment rate was 93 percent and 95 percent in primary school, 70 percent and 73 percent in middle school and 40 percent and 49 percent in high school for boys and girls, respectively. The slightly higher enrollment rate of girls in post-primary is partly attributable to higher male wages in the labor market, resulting in greater financial pressure for boys to drop out earlier.

2.   The balanced national averages do mask some relatively small variations at the regional level, with some states having higher rates for girls (than boys) and others showing the opposite picture. However, the gender gap is more important in poorer households: in 2014-15, in poorer households, 71 percent of girls complete primary school compared with 77 percent of boys, and fewer girls transition to middle school (64 percent against 69 percent, respectively). Furthermore, religious and gender discrimination intersect to create barriers in education, thereby increasing the risk for exclusion for girls from religious minorities.

3.   Beyond enrollment, awareness of gender equality issues (and non-discrimination in general) is low, gender-disaggregated data to inform decision making is limited, the role of schools and teachers in transforming cultural norms and standards could be improved, and anecdotal evidence indicate gender differentiated in-class behaviors such as harsher and more physical disciplining of boys. Finally, gender segregation in the labor market, including for civil servants in the education sector, is important. Women are poorly represented in management roles in general and in education offices at the township, district, and state/regional level. In education, it is hypothesized to be at least partly due to safety and security concerns associated with travelling between schools, which is a key responsibility of TEOs.

4.   **Actions.** Key gender actions aim to (a) improve the gender balance in enrollment in lagging states and (b) promote the recruitment of women in management positions in the education sector. Overall, all initiatives about gender would be informed by the World Bank Country Gender Action Plan under preparation and by discussions with the social development specialist and social scientist on the team.

5.   To improve gender balance in enrollment where it diverges from the balanced national portrait, Component 1 will include, as described in section III.C, a commitment from the school heads to non-discrimination (including but not limited to gender) in enrollment, attendance, and in-school/in-classroom activities aiming to encourage such practices and training on human right, conflict sensitivity, tolerance, non-discrimination, and inclusive education to provide school heads with the tools to respect this commitment.

6.   To promote access to leadership and professional development opportunities for women, the project will capitalize on it support through Component 4. In this context, the MoE will (a) explicitly encourage applications of women to the mentoring position of ATEOs through the preparation and advertising of clear terms of references including selection criteria based on qualities of an effective mentor and (b) ensure that TMCSP operational guidelines promote safe travel procedures and training materials use affirming language and depictions of men and women, all ethnicities and individual with disability, to mitigate the cultural and safety challenges with promoting women in this new role.

7.   No specific gender action is proposed under Component 2 since administrative data indicate a good gender balance with a small disadvantage for boys: 46.7 percent and 53.3 percent of stipends students are male and female, respectively.

8.   **M&E.** The gender M&E strategy (similar to that of other issues) will take place at several levels and through different mechanisms. First, monitoring of implementation processes through continuous qualitative and quantitative data collection and analysis will allow to identify issues as they arise, discuss them in the context of the MEWG and TWG, draft recommendations for consideration and decision by the PSC, and implement these recommendations to attempt addressing the problems. Second, specific assessment/studies will be carried out, such as women's safety and comparative advantage as mentors and composition of parent-teachers' associations and other school committees, of participants to consultations/meetings on programs, and of stipends applicants and beneficiaries in comparison to demography (including, but not limited to, gender) per village/village tract. Third, disaggregated data by gender of key of the result framework indicators such as the number of stipends students, number of mentors trained and deployed, and so on will be provided. Fourth, implicit to several DLIs as detailed in the POM are appropriate measures to ensure gender parity such as (a) non-discrimination commitment and (b) encouraging women applicants to the ATEO mentoring positions.