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Report No: ICR00004464

IMPLEMENTATION COMPLETION AND RESULTS REPORT

CREDIT NO.54470-IN & CREDIT NO. 54480-IN

ON A

CREDIT

IN THE AMOUNT OF SDR651.0 MILLION

(US$1006.2 MILLION EQUIVALENT)

TO THE

REPUBLIC OF INDIA

FOR THE

INDIA: ELEMENTARY EDUCATION III PROJECT

August 28, 2018

Education Global Practice
South Asia Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective July 31, 2018)

Currency Unit =	Indian Rupees (INR)
INR68.58 =	US$1
US$1.40 =	SDR 1

FISCAL YEAR
April 1 - March 31

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ABBREVIATIONS AND ACRONYMS

ASER	Annual Status of Education Report
ASMITA	All Schools, Monitoring, Individual Tracking, and Analysis
AWP&B	Annual Work Plan and Budget
BRC	Block Resource Center
CCE	Continuous and Comprehensive Evaluation
CPF	Country Partnership Framework
CRC	Cluster Resource Center
CSR	Corporate Social Responsibility
CWSN	Children with Special Needs
DFID	Department for International Development
ECE	Early Childhood Education
EDI	Education Development Index
EIRR	Economic Internal Rate of Return
EU	European Union
FM	Financial Management
FMP	Financial Management and Procurement
GDP	Gross Domestic Product
GER	Gross Enrolment Ratio
GoI	Government of India
IDA	International Development Association
IRT	Item Response Theory
JRMs	Joint Review Missions
KGBVs	Kasturba Gandhi Balika Vidyalayas
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MHRD	Ministry of Human Resource Development
MIS	Management Information System
MIs	Monitoring Institutions
MTR	Mid-Term Review
NAS	National Achievement Survey
NCERT	National Council of Education Research and Training
NER	Net Enrolment Ratio
NGO	Non-Government Organization
NROER	National Repository of Open Educational Resources
OECD	Organization for Economic Cooperation and Development
P4R	Program-for-Results
PAD	Project Appraisal Document
PBBB	Padhe Bharat Badhe Bharat
PDO	Project Development Objective
PINDICS	Performance Indicators for Elementary School Teachers
PISA	Programme for International Student Assessment

PTR	Pupil Teacher Ratio
RTE	Right of Children to Free and Compulsory Education Act
SC	Scheduled Caste
SEQI	School Education Quality Index
SLAS	State Learning Achievement Surveys
SMC	School Management Committees
SSA	Sarva Shiksha Abhiyan
ST	Scheduled Tribe
SWAp	Sector Wide Approach
ToR	Terms of Reference
UDISE	Unified District Information System for Education
UID	Unique Identity
US$	United States Dollars

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DATA SHEET

BASIC INFORMATION

Product Information

Project ID	Project Name
P144447	India: Elementary Education III
Country	**Financing Instrument**
India	Investment Project Financing
Original EA Category	**Revised EA Category**
Partial Assessment (B)	

Organizations

Borrower	Implementing Agency
Republic of India	Ministry of Human Resource Development

Project Development Objective (PDO)

Original PDO

The PDO is to improve education outcomes of elementary school children in India

FINANCING

	Original Amount (US$)	Revised Amount (US$)	Actual Disbursed (US$)
World Bank Financing			
IDA-54470	164,800,000	164,800,000	149,731,334
IDA-54480	841,400,000	841,400,000	780,547,030
Total	**1,006,200,000**	**1,006,200,000**	**930,278,364**
Non-World Bank Financing			
Borrower	28,827,100,000	28,827,100,000	30,960,700,000
Total	**28,827,100,000**	**28,827,100,000**	**30,960,700,000**
Total Project Cost	**29,833,300,000**	**29,833,300,000**	**31,890,978,364**

KEY DATES

Approval	Effectiveness	MTR Review	Original Closing	Actual Closing
16-May-2014	10-Jul-2014	28-Jul-2016	30-Sep-2017	28-Feb-2018

RESTRUCTURING AND/OR ADDITIONAL FINANCING

Date(s)	Amount Disbursed (US$M)	Key Revisions
13-Aug-2017	883.27	Change in Loan Closing Date(s)

KEY RATINGS

Outcome	Bank Performance	M&E Quality
Satisfactory	Satisfactory	Substantial

RATINGS OF PROJECT PERFORMANCE IN ISRs

No.	Date ISR Archived	DO Rating	IP Rating	Actual Disbursements (US$M)
01	23-Dec-2014	Satisfactory	Satisfactory	197.91
02	24-Apr-2015	Satisfactory	Satisfactory	197.91

03	06-Nov-2015	Satisfactory	Satisfactory	498.23
04	13-Feb-2016	Satisfactory	Satisfactory	498.23
05	30-Nov-2016	Satisfactory	Satisfactory	722.21
06	23-Jun-2017	Satisfactory	Satisfactory	883.27
07	28-Dec-2017	Satisfactory	Satisfactory	883.27

SECTORS AND THEMES

Sectors

Major Sector/Sector	(%)
Education	**100**
Primary Education	100

Themes

Major Theme/ Theme (Level 2)/ Theme (Level 3)	(%)
Human Development and Gender	**100**
Education	100
Access to Education	50
Education Financing	50

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I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVE

A. CONTEXT AT APPRAISAL

Context

1. At the time of appraisal, India's per capita income of US$1,410 (2011) meant it was a lower middle-income country, albeit with deep and complex development challenges. Between 2005 and 2010, India's share of global Gross Domestic Product (GDP) had increased from 1.8 to 2.7 percent, and 53 million people were lifted out of poverty. Between 1947 and 2012, life expectancy had more than doubled from 31 to 65 years, and adult literacy had more than quadrupled, from 18 to 74 percent. Despite these achievements, inequalities vis-à-vis disadvantaged groups, such as the so-called scheduled castes (SC), scheduled tribes (ST), and women persisted. The ratio of females[1] to males in the population had decreased steadily over the preceding fifty years—a trend associated with the 'missing women' phenomenon[2]. Malnutrition rates also remained high: 40 percent of the world's malnourished children were living in India.
2. In 2001, the Government of India (GoI) implemented the Sarva Shiksha Abhiyan (SSA), a centrally sponsored scheme for universalization of elementary education (grades 1 to 8; ages 6 to 14). In 2009, GoI passed the Right of Children to Free and Compulsory Education Act (RTE), which gave every child the right to full-time elementary education of satisfactory and equitable quality in a formal school environment. The Act became effective in April 2010 and SSA became the main vehicle for its implementation. Over the years, SSA has been supported by the World Bank, the United Kingdom's Department for International Development (DFID), and the European Union (EU) through a Sector Wide Approach (SWAp). Since 2004, the International Development Association (IDA) has contributed US$1.85 billion to the program: US$500 million under SSA I (2004-07) and US$1.35 billion under SSA II (2008-12). DFID and the EU together contributed an additional US$546 million to SSA I and US$375 million to SSA II. The Implementation Completion and Results Reports (ICRs) rated SSA I as Satisfactory and SSA II as Moderately Satisfactory.
3. At the time of appraisal, SSA's overall goals included universal access and retention, the bridging of gender and social category gaps in education, and the enhancement of learning levels. SSA interventions prior to SSA III had resulted in impressive gains in some of these areas, particularly access and equity. The number of out-of-school children at the elementary level had declined steadily since 2001, when the Census estimated that 32 million children between the ages of 6 and 14 years were out of school. By 2012-13, according to another Census, the number of out-of-school children had dropped to 2.9 million, with most of these being in low-income states. Enrolment at the elementary level had reportedly reached 200 million. In addition, the Net Enrolment Ratio (NER) at the primary level (grades 1-5) had improved from 82 to 99.8 percent, reaching the Millennium Development Goal (MDG) target for this indicator. The transition rate from primary (grades 1 to 5) to upper-primary (grades 6 to 8) improved from 75 percent in 2002-03 to 86.6 percent in 2011-12. Retention rates in elementary education also improved over the same period, from 32 to 54.8 percent in states with elementary grades 1 to 8, and from 45.5 to 80.6 percent in states with grades 1 to 7.
4. Despite these gains, education in India faced many serious challenges. These included:
   4.1. *Differences in student attendance levels across states*: Despite overall gains in attendance nationally, attendance levels in low-income and challenged states, such as Bihar, Jharkhand, Manipur, Tripura, and Uttar Pradesh were below 70 percent at both primary and upper-primary levels. A large proportion of the students in these states belonged to economically-weak segments of the population, prone to migration on a seasonal basis. There was a clear need to support the governments in these and similar states to help them develop their capacity to improve internal efficiency and quality in schools.
   4.2. *High dropout rates*: A large percentage of children were entering primary school but dropping out before

[1] World Bank Group Country Partnership Strategy for India: FY 2013-17.

[2] Country-level sex ratio: 933 girls to 1000 boys, according to the 2011 Census.

reaching upper-primary. The NER at the upper-primary level (grades 6 to 8) was only 67.03 percent in 2012-13. Furthermore, dropout rates were highest amongst marginalized groups and communities. Under-representation of girls and children from disadvantaged sections remained a serious stumbling block.

4.3. *Weak measurement systems*: Systems for measuring learning outcomes relied on out-of-date techniques that were unable to produce the kinds of information needed on student learning levels and related factors. There was a recognized need to provide more support to the National Council of Educational Research and Training (NCERT) to implement more effective strategies for measuring learning using modern techniques like Item Response Theory (IRT). There also was a recognized need to strengthen the national management information system (MIS) for education, with appropriate linkages to state and district levels.

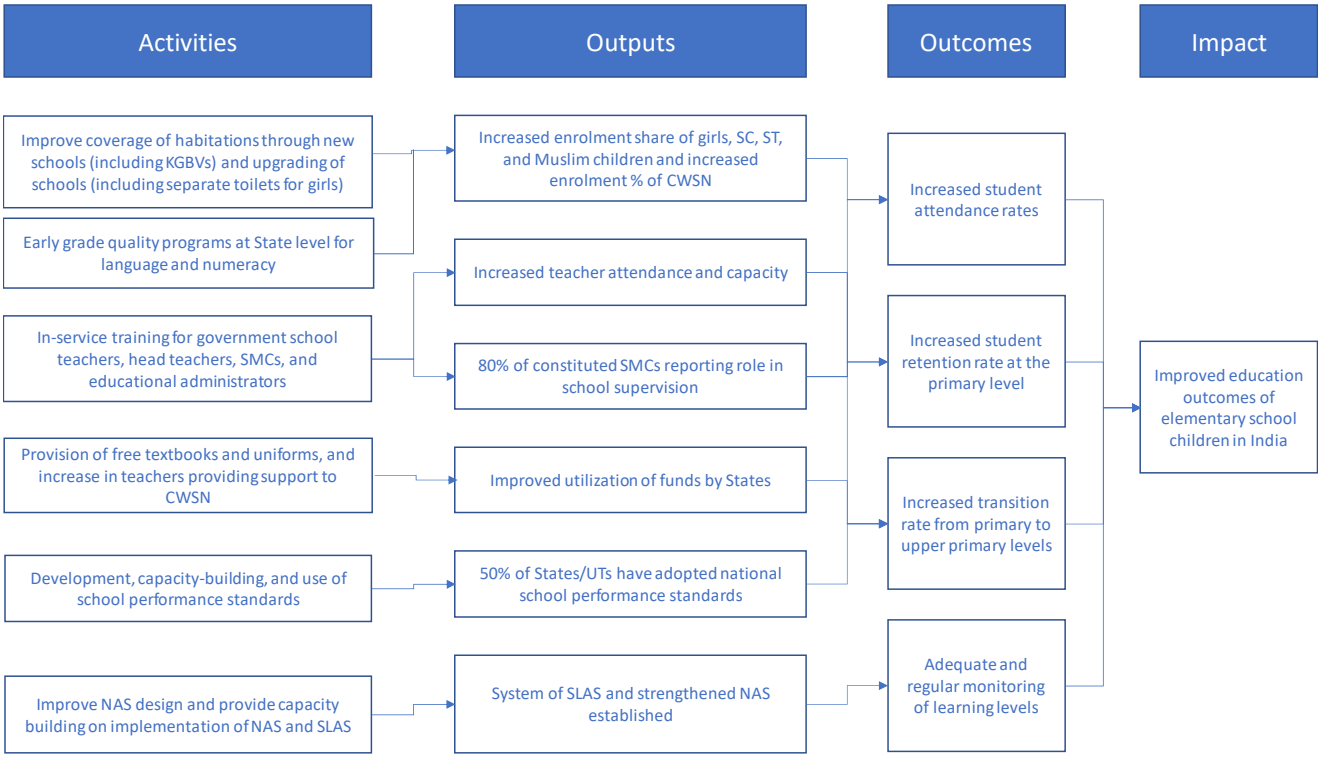
4.4. *Insufficient attention to children with special needs:* According to the GoI, there were over 3.2 million children with special needs (CWSN), of whom only 2.7 million were enrolled in regular, neighborhood schools. Appropriate materials for the classroom-based teaching of severely disabled children as well as for those being provided with home-based education were also missing.

4.5. *Lack of high-quality teachers:* There was a serious shortage of teachers with appropriate professional qualifications as well as inadequate representation of female teachers. Further, there were no performance standards to define the criteria expected for teachers to perform their major tasks.

Theory of Change (Results Chain)

5. The project supported SSA though a SWAp wherein the World Bank's financial assistance supplemented GoI finances for four years. The Results Chain documented in the Project Appraisal Document (PAD) (Annexure 6) presents the Results Chain envisioned by GoI for SSA as a whole, not just for the period supported by SSA III project. A Theory of Change based on the Project Development Objective (PDO), PDO indicators and interim outcome indicators is presented below.

Figure 1 Theory of Change for Sarva Shiksha Abhiyan (III)



Project Development Objective (PDO)

6. The PDO was to 'improve education outcomes of elementary school children in India'. This objective was measured by the following key results indicators:
    - Increase in student attendance rates;
    - Improved student retention rates;
    - Improved primary to upper-primary transition rates; and
    - Adequate and regular monitoring of learning levels.

    The PDO was positioned in line with the objectives of the RTE Act (2009) and its vehicle, the SSA, which seek to achieve universalization of elementary education – the right to free and compulsory elementary education for ***all*** children. Besides general category children, it includes children from vulnerable groups (girls, SCs, STs, Muslim, and Children with Special Needs). Equity was viewed in its most comprehensive form – making education available for all children in the 6-14 years age group covering both the public and private sectors.

Components

7. Support to SSA III focused on the key goals of access, equity, quality, and institutional reform and was organized into three components: (I) improving quality and enhancing learning outcomes, (II) strengthening monitoring and evaluation for improved accountability, and (III) enhancing access and retention for disadvantaged children.
8. *Component 1: Improving quality and enhancing learning outcomes:* Support under this component focused on the development of grade- and subject-specific learning outcome indicators to measure children's progress; guidelines and quality standards for early-grade learning; improving science and math teaching in upper-primary schools; development of a school leadership program; the training of teachers to acquire professional qualifications; annual in-service training of teachers; and systems to facilitate achievement of the prescribed Pupil Teacher Ratio (PTR) for each school. The aim was to put in place the conditions necessary for enhancing learning for all children.
9. *Component 2: Strengthening monitoring and evaluation for improved accountability*: This component supported a three-tier strategy for improving the measurement of learning:
    - Continued capacity building of NCERT to enhance the reliability of the National Achievement Survey (NAS) results, use of NAS results for remedial action and teacher training, and expansion of NAS coverage to include Children with Special Needs (CWSN) in their home and school environments;
    - Support to states for implementing their State Learning Achievement Surveys (SLASs) to generate more disaggregated data on student outcomes at the district level for remedial and corrective action; and
    - Supporting the Ministry of Human Resource Development (MHRD) to undertake independent evaluations and to provide resources to states for research and monitoring under the Research Evaluation, Monitoring, and Supervision grants program.

    This component also included support for the development of performance standards for teacher accountability; enhanced social accountability and community participation through the strengthening of School Management Committees (SMC); strengthening of the Unified District Information System for Education[3] (UDISE); creation of an Education Development Index (EDI) for ranking states based on their performance on key developmental indicators; interventions for special focus districts; and institutional strengthening through greater decentralization and autonomy in planning.
10. *Component 3: Enhancing access and retention for disadvantaged children*: This component supported a variety of equity-focused interventions, including the provision of schooling and maintenance for out-of-school children from the most marginalized and disadvantaged communities; and enhancing the overall participation and retention of

[3] National education management information system

girls, SC, ST, Muslim children, and CWSN in school. The aim was to address the needs of all children - those who went to public, aided, or private schools – to ensure that they were in school and completing education as required under the RTE Act.

B. SIGNIFICANT CHANGES DURING IMPLEMENTATION

Revised PDOs and Outcome Targets

11. No changes were made to the PDO and outcome targets during project implementation.

Revised PDO Indicators

12. No changes were made to the PDO indicators during project implementation.

Revised Components

13. None of the components were revised during project implementation.

Other Changes

14. The only other change to the project was the granting of a one-year, no-cost extension, which shifted the date of completion from September 2017 to February 2018.

Rationale for Changes and Their Implication for the Original Theory of Change

15. The project received a no-cost extension (which extended the closing date from September 30, 2017 to February 28, 2018). Leading up to this, MHRD had requested additional support in the form of a new elementary education project (this request was eventually received by the Bank). However, as MHRD was going through the formalities of the necessary approvals from the Ministry of Finance for additional support, they did not want to lose momentum on the innovations that had come about post the mid-term review (MTR) for SSA III, with Bank support. Hence an extension with no financial implications was undertaken as per mutual agreement to ensure that the Bank could continue providing the necessary Technical Assistance until the additional support to the project could commence. This change had no effect on the project's original Theory of Change.

II. OUTCOME

A. RELEVANCE OF PDO

Assessment of Relevance of PDO and Rating

16. The relevance of the PDO is rated **High** because it targeted essential prerequisites for improving the quality of education and learning in India. By focusing on attendance, retention, and transition rates, the project aimed to consolidate earlier gains in ensuring universal access to elementary education, thereby enabling a shift in policy focus from access to quality and learning. By focusing on putting in place systems for adequate and regular monitoring of learning levels, SSA III also aimed to create the necessary structures for monitoring the learning levels of all children as they progress through the education system. SSA III contributed to the World Bank Group India Country Partnership Strategy (CPS, Report No. 76176 dated April 11, 2013) for 2013-17, CPS engagement area of "Inclusion", and the CPS outcome of "improved access and quality of education." It addressed the concern of the CPS of providing incentives and community participation to reduce absenteeism along with special efforts to ensure access to education for underprivileged children, retain girls in secondary education, and open opportunities in higher education for all youth. It supports the goal of the CPS to focus on learning outcomes. This is very much consistent with the priorities of the new Country Partnership Framework (CPF) for India (2018- 2022) currently under preparation, which stresses the importance of investing in India's human capital. In the area of education,

the upcoming CPF prioritizes a focus on strengthening teacher performance through professional development and accountability systems, building institutions and systems to identify ways to improve learning outcomes, and improving governance and quality assurance within schools. The SSA III PDO is particularly well aligned with the new CPF's emphasis on adequate and regular monitoring of learning levels as a critical pillar of the effective governance of education in any country, and thus the PDO's emphasis on this issue has been very timely in the context of the current and upcoming CPF.

B. ACHIEVEMENT OF PDO (EFFICACY)

Assessment of Achievement of Each Objective/Outcome

17. The PDO was to 'improve education outcomes of elementary school children in India'. Improvement in education outcomes has been measured through (i) improvement in student attendance rates at primary and upper-primary levels; (ii) student retention at the primary level; (iii) student transition from primary to upper-primary level; and (iv) adequate and regular monitoring of learning levels through the National Achievement survey (NAS). Achievements under the first three PDO indicators are viewed as the result of achievements under the interim outcome indicators related to 'improving quality for enhancing learning' and 'strengthening monitoring and evaluation'. Furthermore, 'equity' in achievements under these three PDO indicators is linked to the interim outcome indicator for 'improving equitable access and retention'. The project did not incorporate improved learning levels as a PDO indicator because, at the time of project preparation, India did not have in place a technically sound system for measuring learning levels or for tracking changes in these levels over time. As a result, the project instead focused on establishing a technically sound measurement system. As this measurement system was being established in parallel with efforts to improve attendance rates, setting a target of improved learning levels over the baseline seemed infeasible given the envisioned influx of out-of-school children into schools (as mandated under the RTE Act).

PDO Indicator 1: Increase in the student attendance rate

18. This PDO indicator set an end target of 20 states and union territories[4] reporting attendance levels above 80 percent at the primary level, and 25 states and union territories reporting attendance levels above 80 percent at the upper-primary level. At the project baseline, only 12 states and union territories reported student attendance rates above 80 percent at the primary level, while 15 reported student attendance rates above 80 percent at the upper-primary level. ***This had improved to 23 and 25 respectively by the end of the project, exceeding the target set for the primary level.***

19. These improvements in student attendance can be attributed to improved community engagement through the establishment of School Management Committees (SMCs); engagement with school head teachers, who have been provided with school leadership training; and the development of school report cards, which have enabled the system to closely monitor each school's performance, especially in terms of adequacy of infrastructure and human resources.

20. The improvements in student attendance occurred in tandem with improvements in the Gross Enrolment Ratio (GER). At the project baseline, primary and upper-primary level GER were 101 percent and 88 percent respectively. In 2015-16, they were recorded at 99 and 92 percent, dropping to 95 and 91 percent by 2016-17. This apparent 'drop' is the result of GoI undertaking a nationwide drive to assign a Unique Identity (UID) number to each student. Assigning a UID was the recommendation of SSA Joint Review Missions (JRMs) over the years as it had a direct impact on the tracking of results against PDO indicators and various interim outcome indicators. Once the UID assignment was completed, it facilitated the cleaning of enrolment records and the identification of numerous cases where students had enrolled in multiple schools/dropped out or were overage or underage for their age-appropriate class (age-appropriate and grade-appropriate enrolment was being strictly followed post 2014-15.)

[4] India has 36 states and union territories

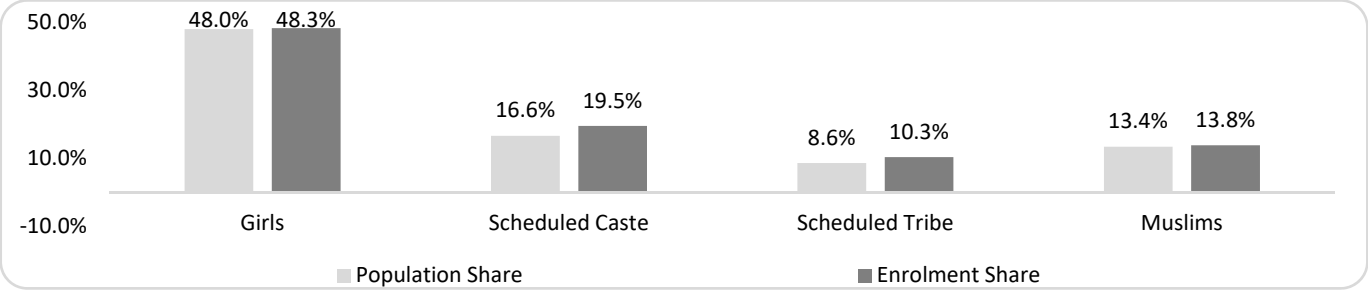
Education MIS data (2016-17) for indicators related to enrolment, retention, and transition was affected by this cleaning. However, there was no back cleaning of the enrolment data for preceding years (including the baseline) by GoI. Further, in the case of retention and transition rates, the numerators were based on 2016-17 (cleaned data) while the denominators were based on preceding years' incorrect enrolment estimates. When the World Bank team applied the 'error correction' rate generated by this cleaning exercise to past estimates for primary and upper-primary GER, it produced the revised estimates of primary and upper-primary GER shown in Table 1. ***These trends demonstrate a stabilization of primary-level GER and significant improvement in upper-primary level GER.***

Table 1 Revised GER Estimates

Data Source	Education Level	2013-14	2014-15	2015-16	2016-17
UDISE Data *(used in Results Framework at project initiation)*	Primary GER	101%	100%	99%	95%
	Upper Primary GER	88%	90%	92%	91%
Revised Estimates *(using UID assignment)*	Primary GER	98%	97%	96%	95%
	Upper Primary GER	85%	87%	89%	91%

21. This data cleaning initiative also enabled MHRD to more effectively identify and enroll out-of-school children. For example, in 2016-17, it identified 665,000 out-of-school children, 473,000 of whom were subsequently enrolled. Gains in enrolment also have been achieved while ensuring the inclusion of girls, CWSN, students from marginalized groups, and the Muslim community. ***As of 2016-17, the percentage share of girls, SC, ST, and Muslim students enrolled at the elementary level exceeded their representation in the overall population, as illustrated below.***

Figure 2 Comparison of enrolment share of disadvantaged groups and their share in overall population (2016-17)



22. Finally, at the project baseline, 77 percent of CWSN were either enrolled in school or being provided with home-based education***. By 2016-17, this had improved to 95.8 percent.***

23. Students from marginalized groups are most likely to belong to economically weaker sections of society. The expansion of habitation coverage under the network of public elementary schools and the provision of free uniforms and textbooks has played a pivotal role in bringing SC and ST students into school. An increase in the percentage of schools with a separate toilet for girls and an increase in the percentage of female teachers has helped in bringing more girls to school. Further, an increase in the number of resource teachers providing academic support to CWSN, a focus on making schools disabled-friendly, provision of fee aids and appliances to CWSN, and provision of home-based education to children with severe disabilities have all helped in improving CWSN enrolment at the elementary level.

PDO Indicator 2: Increase in the student retention rate at primary level

24. Gains in enrolment, inclusion, and student attendance have been matched by improvements in the retention rate at the primary level. The government calculates retention as a function of grade 5 enrolment (after adjusting for the number of repeaters) and grade 1 enrolment from four years prior. At baseline, the retention rate stood at about 80 percent. By 2016-17, this statistic had improved to 84.1 percent (against an end-line target of 84 percent). Retention rate calculations were affected by the inflated enrolment statistics, which were only recently cleaned through the allocation of student UIDs. Applying the 'error correction' rate for enrolment statistics to the calculation of primary retention rates provides the more accurate estimates of trends over time shown in Table 2. ***The revised***

estimates suggest that gains under the project were higher than expected.

Table 2 Original and revised primary retention rates

Data Source	2012-13	2013-14	2014-15	2015-16	2016-17
UDISE Data	80.1%	82.4%	83.7%	84.2%	84.1%
Revised Estimates	82.8%	85.2%	86.7%	87.2%	88.8%

25. Greater community involvement through an increase in the percentage of schools with SMCs and stronger school leadership have helped in improving retention rates at the primary level and transition rates to the upper-primary level. The introduction of *Padhe Bharat Badhe Bharat* (an early learning program) has also helped to improve these rates, as have improvements in teacher attendance and an increase in the number of states conducting State Level Learning Assessments (SLASs). SLASs have provided the feedback required by teachers to better engage with their students. Likewise, improvements in teacher attendance, teacher training, and academic support through block and cluster resource centers (BRCs and CRCs)[5] have helped in improving classroom-level teaching-learning transactions.

PDO Indicator 3: Increase in the transition rate from primary to upper-primary

26. In India, the transition rate is calculated as grade 6 enrolment compared to the previous year's grade 5 enrolment. The project period has seen improved transition rates from primary to upper-primary level, meaning that more students are progressing to higher classes, indicative of better completion of every level of schooling. At baseline, the transition rate reportedly stood at 86.7 percent. By the end of the project, it had reportedly improved by 1.9 percentage points (against a targeted improvement of 2.3 percentage points). While this appears to be a slight under-performance against the target, it is, again, largely attributable to the UID-based cleaning of enrolment data in 2016-17, which created a reduced grade 6 enrolment statistic (the transition rate calculations used grade 5 data from the previous year, which were based on inflated enrolment data). Factoring in the UID changes and applying the 'error correction' rate used for enrolment statistics to the calculation of transition rates provides the more accurate estimates of transition trends over time shown in Table 3. ***These revised estimates suggest a lower baseline transition rate than was initially reported by UDISE (pre-UID correction), indicating that improvement in transition rates is 4.2 percent.***

Table 3 Original and revised transition rates

Data Source	2012-13	2013-14	2014-15	2015-16	2016-17
UDISE Data	86.7%	89.6%	89.7%	90.1%	88.6%
Revised Estimates	86.2%	88.3%	88.1%	88.4%	90.4%

27. The improvement in transition rates has led to a corresponding improvement in enrolment at the upper-primary level. At the baseline, enrolment estimates stood at 64.9 million. By 2015-16, estimated enrolment was 67.6 million (against a target of 67 million). In 2016-17, because of the UID-based cleaning of data, enrolment figures dropped to 66.1 million. Applying the 'error correction' rate used for enrolment statistics, the revised calculations suggest that the baseline should have been 63.1 million. ***This means that approximately 3 million additional children entered upper-primary school over the life of the project, a significant over-achievement against the target.***

Table 4 Original and revised upper-primary enrolment numbers

Data Source	2012-13	2013-14	2014-15	2015-16	2016-17
UDISE Data	64,926,683	66,471,219	67,165,774	67,593,727	66,079,123
Revised Estimates	63,149,458	64,693,994	65,388,549	65,816,502	66,079,123

[5] BRCs and CRCs are the grassroots level offices manages by education functionaries responsible for administrative and academic supervision of schools and teachers in a defined area.

PDO Indicator 4: Learning levels adequately and regularly monitored

28. Over the life of SSA III, significant improvements were made to the adequacy and regularity of the monitoring of learning levels. This was due to the extensive capacity-building support provided to NCERT under the project, in coordination with the support provided to NCERT by development partner, DFID. Specifically, capacity building provided to NCERT around IRT and related topics meant that Cycle 4 of the Class 5 NAS was designed in such a way that, for the first time, it was possible to say whether learning levels nationally and at the state level were improving, declining, or remaining the same. This enhancement significantly increased the value of NAS data for informing education policy and practice, at least at the Class 5 level. Further enhancements to the NAS came through NCERT's development of national, grade-wise learning competencies for core subject areas, which were subsequently incorporated into the design of the 2017 NAS for Classes 3, 5, and 8. This meant that NAS results could be reported in a more granular way and used by policymakers and practitioners to improve teaching and learning in relation to key, agreed-upon competency areas. There also were improvements to the efficiency of NAS administration. While earlier rounds took more time and effort, the 2017 NAS was completed in record time, reflective of increased capacities in NCERT. At the same time, the Bank team recognizes that NAS needs further strengthening in terms of the quality of the test items, test design, and analysis and reporting.
29. Concurrently, new initiatives at the state level and below sought to strengthen the links between assessment practices, curriculum, and instruction, particularly as an input to timely remedial action. The SLASs, coupled with an emphasis on enhanced teacher capacity around Continuous and Comprehensive Evaluation (CCE) of students, facilitated more timely identification of academically-weaker students who were then provided with relevant remedial support. These efforts were closely aligned to the individual curricula and contexts of each state, allowing for more locally-relevant tracking of learning levels and related factors. The related intermediate outcome indicator for this work was an increase in the number of states conducting SLASs. ***The original target was 20 states/union territories, but, as of 2016-17, 27 states/union territories were conducting their own SLAS.***

Justification of Overall Efficacy Rating

30. The Overall Efficacy Rating for the project is **Substantial**.
31. This is because the project achieved significant progress in improving key education outcomes, successfully achieving (or over-achieving) the targets for all PDO indicators. All key performance indicators were relevant to assessing progress. Further, in line with the project's theory of change, performance against intermediate outcome (output) indicators played a significant role in ensuring the achievement of the PDO indicators. While all PDO indicators have been fully achieved or over-achieved after applying the 'error correction', the team decided to not assign a High rating for efficacy because the intermediate outcome indicator on teacher attendance was not fully achieved.
32. In addition to the support provided for systems strengthening, project beneficiaries included students, community members, teachers, school leaders, and sub-district level academic/administrative staff. As of 2016-17, the project was supporting the education of 189.9 million students enrolled in 1.45 million school who were being taught by close to 8.1 million teachers. (The project being a SWAp, the indicators used for SSA III are also the program indicators; the attribution is to the entire program that the SWAp was supporting).

C. EFFICIENCY

Assessment of Efficiency and Rating

33. The Overall Efficiency Rating for the project is **Substantial**. Details are provided in Annex 4, with a summary below.
34. A cost-benefit analysis conducted at the time of this ICR shows a high economic rate of return for the project. Considering the benefits accruing from the greater number of students completing primary and upper-primary education, and the per-pupil cost (including private cost) of elementary education in India, the economic internal rate of return (EIRR) of the project is estimated at 19.2 percent, compared with a projected EIRR of 17.7 percent at

appraisal. Although the end-line EIRR is based on conservative assumptions, it is higher than initially projected because income returns on the completion of primary and upper-primary education improved significantly over the life of the project. Further, the end-line analysis uses separate income equations for men and women (in contrast to the aggregate equation used at baseline). In India, there is a sizeable gap between the wages of men and women, and labor force participation rates are higher for men. Thus, the greater granularity in analysis provides a more realistic estimate of economic returns.

35. There also was strong evidence of project implementation efficiency. The project closed successfully with only one extension of five months but was fully disbursed before the original closing date. At the baseline, only three states/union territories had used more than 80 percent of the funds made available to them under SSA. The project aimed to increase this to 12 states. In fact, by the end of the project, 31 states/union territories were reporting utilization of more than 80 percent of the funds made available to them.

D. JUSTIFICATION OF OVERALL OUTCOME RATING

36. The Overall Outcome Rating for the project is **Satisfactory**. This is based on a 'High' rating for the Relevance of the PDO, a 'Substantial' rating for Efficacy, and a 'Substantial' rating for 'Efficiency'. In addition, given the massive scale of the operation (SSA III is the Bank's largest project at the elementary level, and SSA is the largest education program in the world), the project has managed to build a solid platform for a stronger emphasis on education quality, systems strengthening, and fiscal consolidation moving forward. As evidence of this, by the end of the project, GoI had begun organizing state-level financial allocations under SSA into three categories, one of which (Category II) comprises support only for interventions focused on education quality. This change occurred after the midterm review, which observed that more than 70 percent of SSA funds were being used to pay teacher salaries. With the inclusion of infrastructure maintenance and student entitlements (textbooks and uniforms), this meant that very little funding remained for quality-centric innovations. However, in the 2016-17 budget, the government earmarked about 10 percent of the SSA budget for Category II spending, a substantial increase on previous years.

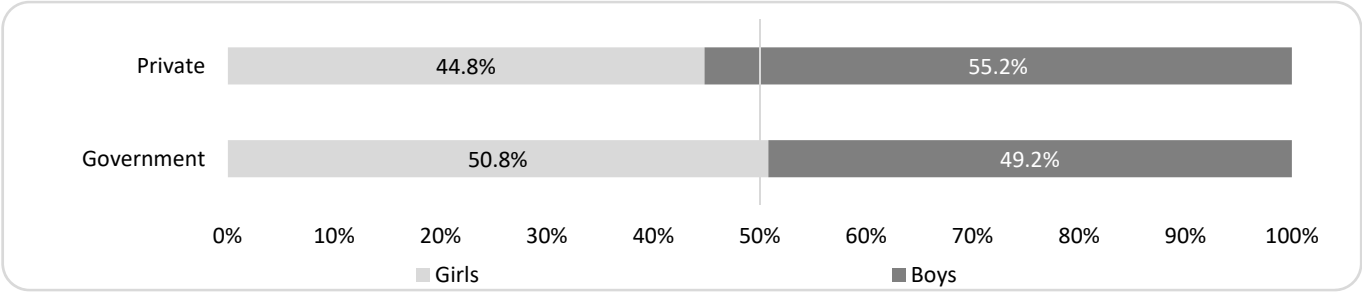
E. OTHER OUTCOMES AND IMPACTS

37. Achievement of the PDO and associated targets for the identified indicators was facilitated by implementation of a series of initiatives under each Component. In addition to ensuring that project PDO targets were met (or exceeded), these activities led to several additional key achievements, as outlined below.

Gender

38. Government schools continue to play a pivotal role in providing education to girls, who account for more than 55.2 percent of enrolment in government schools.

Table 5 Primary enrolments by gender



39. Amongst other causes, the improvement in girls' share in school enrolment can be attributed to initiatives such as the *Beti Bachao Beti Padhao (Save the Girl Child; Educate the Girl Child)* nationwide campaign (introduced and led by the Prime Minister), which focused on bringing girls into school as well as efforts to make schools more conducive for girls through the construction of separate toilets. At the baseline, 72.2 percent of schools had separate toilets

for girls; by 2016-17, this had improved to 97.8 percent[6]. In addition, the government is operating more than 3,700 residential schools for girls - *Kasturba Gandhi Balika Vidyalayas* (KGBVs)[7]. These schools cater to the education needs of more than 364,000 girls enrolled in grades 6 to 8 (age 10 to 14). KGBVs enroll girls belonging to the SC, ST, other backward castes (OBC), and minorities settled in geographically difficult-to-access areas. Most of these are out-of-school children and KGBVs provide them with an accelerated curriculum to bring them to par with their age-appropriate grade level. The government bears the entire cost-of-living for the girls enrolled in these KGBVs. These schools have female teaching staff and management and most of the teachers also reside on campus with the students (as wardens).

Learning Enhancement

40. SSA III saw the introduction of several innovative teaching-learning approaches as promising solutions to the challenges posed by multi-grade teaching, the stress of traditional examination systems, the monotony of teacher-centered approaches, and the need to find learning approaches that align with the natural behaviors of young children and can accommodate various learning styles and levels. Examples include Nalli Kali in Karnataka and Activity Based Learning in Tamil Nadu. These innovations have the potential to be scaled across states, with accompanying improvements in remedial education and classroom instruction.

41. In addition, in 2013-14, MHRD launched the Padhe Bharat Badhe Bharat (PBBB) initiative to strengthen early learning. The initiative aims to improve language development and stimulate interest in mathematics. At the baseline, the project set a target of at least 26 states/union territories having an early grade learning program by 2016-17. This target was exceeded, with all states/union territories now having such a program. At the same time, it is important to note that most of these programs focus solely on language skills, with only a few states developing and operationalizing kits for early numeracy.

Institutional Strengthening

Teacher Performance

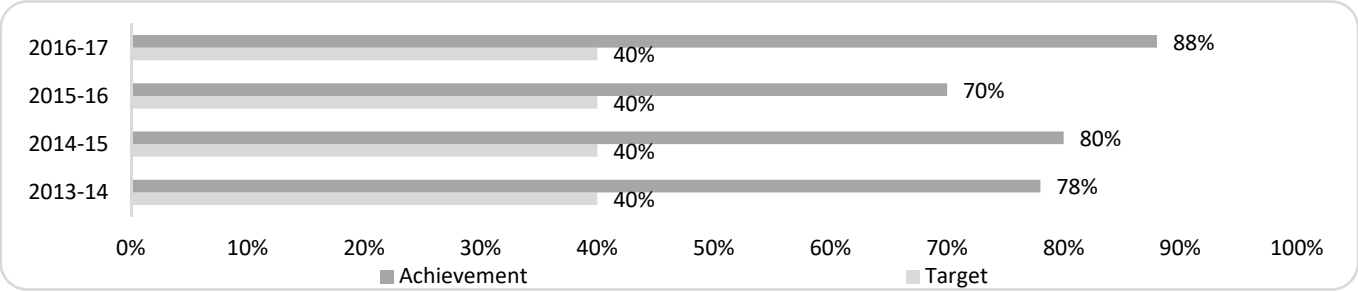
42. During the project period, the teacher pupil ratio at the elementary level improved from 27:1 to 23:1. Further, the percentage of teachers with relevant (RTE-mandated) qualifications improved from 83.4 percent in 2011-12 to 87.9 percent in 2015-16. One of the interim outcome indicators for the project was to improve the coverage of teachers receiving in-service training (against a baseline of 50 percent). Then again, implementation of the RTE Act led to a rapid increase in the number of teachers in the system. With this massive influx in mind, the project set a target of providing at least 40 percent of teachers with quality in-service training. However, as per the recommendations made during JRMs, with the aim of reducing wastage, increasing teacher instructional time, and making optimal use of training days, the MHRD reduced the duration of annual in-service training for teachers from 20 days to 10 days. This change in duration enabled a shift from mass delivery of standardized training modules towards customized, need-based (and sometimes ICT-enabled) training. Because of this change, in 2016-17, the government reported that 88 percent of teachers had received in-service training, more than double the initial target.

[6] Films made on KGBV- in collaboration with MHRD: you tube links:

- *http://www.worldbank.org/en/news/video/2014/02/01/my-new-life-primary-education-for-all-in-india*
- Visually impaired girls in KGBV: *https://youtu.be/n3rUEk-aUMI*

[7] Set up under SSA to bridge significant gaps in the enrolment of girls at the elementary level compared to boys, especially at the post-basic education (grades 6-8) level, these residential schools for girls from underprivileged communities provide bridge education, with the aim to gradually mainstream them into an age appropriate classroom. The scheme accounts for 7 percent of the allocations under SSA.

Figure 3 Percentage of teachers receiving in-service training



43. In addition, NCERT developed a National Repository of Open Educational Resources (NROER) to support teacher's continuous professional development. The objective of NROER is to make digital resources freely available to teachers and students. The repository stores digital content contributed by states, non-governmental organizations (NGOs), and individuals. Users can download, stream, and upload e-content, as well as provide feedback. As of 2016-17, NROER was hosting around 10,500 digital resources. Further, the government had completed capacity building of state functionaries for the creation, validation, and translation of e-content into regional languages. NCERT also developed a framework for Performance Indicators for Elementary School Teachers (PINDICS), which was deployed as a tool for measuring teacher performance. The Bank team recognizes that the instrument still needs to be less input- and more outcome-oriented in its results tracking, but is satisfied that GoI has, for the first time, taken on board the onus of performance assessment of teachers at national scale.
44. Teachers find it challenging to address the specific learning and social needs of children with severe developmental disabilities like autism, cerebral palsy, deafness, and blindness. As part of its analytical work and technical assistance to MHRD, the World Bank team helped develop a 'Toolkit for Master Trainers in Preparing Teachers for Inclusive Education for CWSN[8]' that targeted master trainers to train regular teachers in adopting inclusive teaching strategies for children with disabilities. States are now translating this toolkit into regional languages.
45. Through the strengthening of sub-district and school-level monitoring mechanisms, the project improved teacher attendance. At the baseline, teacher attendance was 81.7 percent at primary level and 80.5 percent at upper-primary level, with targets set at 90 percent for primary level and 87 percent for upper primary. As of 2016-17, the Annual Status of Education Report (ASER)[9] noted that teacher attendance was 85.4 percent at primary level and 84.7 percent at upper-primary level. These estimates, when extrapolated to the national level using the adjusted difference between rural-urban teacher attendance (provided in the study used for the baseline), suggest that average teacher attendance is closer to 85.6 percent at primary level and 84.9 percent at upper-primary level.

Academic Supervision and School Leadership

46. Improvements in teacher performance indicators can also be linked to the project's success in strengthening sub-district level academic support systems and school leadership. Under SSA, the government established Block Resource Centers (BRCs) and Cluster Resource Centers (CRCs) at the sub-district level. BRC and CRC staff are expected to regularly monitor classroom transactions and provide teachers with academic support and guidance. At the baseline, 50 percent of BRC and CRC staff positions were vacant, but by the end of the project, 99 percent of positions were filled. At the same time, the team notes that BRC and CRC staff are having to invest a lot of time in administrative functions and there is a need to tighten structures to better support teachers on academic and pedagogical issues.
47. SSA III also set a target of ensuring that, by the end of the project, at least 25 percent of BRC/CRC officials would be covered under an in-service training program. The project has considerably overachieved on this target and, as of 2016-17, the statistic stood at 63 percent. Similarly, at the baseline, head teacher training was being conducted in a sporadic and irregular manner in a few states. The project envisioned that, by 2016-17, at least 50 percent of all head teachers (cumulative since baseline) would have participated in a school leadership training program. The project also over-achieved on this target, with cumulative coverage of 76 percent.

Strengthening Community Based Management of Schools

48. SSA is a community-driven development initiative. Schools are expected to set up a School Management Committee (SMC) comprising parents, elected representatives, women, and teacher community representatives. Every year, SMCs are expected to draft a school development plan with financial requirements, meet every month to assess school performance, and approve school expenses. At the baseline, only 80 percent of schools reported having a SMC. By the end of the project, the number was 94.2 percent. These schools maintain an SMC register that is used to document the minutes of each SMC meeting (signed by SMC members). The registers are regularly checked by BRC/CRC officials, thereby confirming that these SMCs are actively supervising school performance.

49. Further, the project envisioned that at least 50 percent of states/union territories would have developed and be using school performance standards by the end of the project. To this end, MHRD launched the *Shaala Sidhi* portal, which uses school-level data to produce report cards that sub-district administrators, head teachers, teachers, SMC members, and parents can use to assess school performance and plan for improvements. In this way, the government has been able to achieve universal coverage of states/union territories and the project overachieved on this indicator. The Bank also helped develop a School Education Quality Index (SEQI) in collaboration with NITI AYOG (the Prime Minister's think tank) to recognize state performance in key areas like learning, equity, system functioning, and financial performance. This was completed during the life of the project and is now an important tool for assessing state performance that will supplement the data from *Shaala Siddhi.*

Mobilizing Private Sector Financing

50. The RTE Act (Section 12(1)(c)) initiated an innovative Public Private Partnership for enhancing access to elementary education. The Act mandated private unaided schools and special category schools to set aside at least 25 percent of their seats for children from economically weaker and disadvantaged sections of society at no fee to the children. This unique partnership was expected to account for about 2 million seats in private unaided and special category schools. Between 2012-13 and 2016-17, the seat fill rate varied from less than one percent in Andhra Pradesh to about 45 percent in Delhi[10]. The high percentage of vacant seats can be partially attributed to a lack of awareness amongst community members and limited knowledge about the admissions process. The lack of a centralized monitoring portal has also restricted the government's ability to track implementation. States that have developed and introduced an online application, admission, and monitoring system have reported a marked improvement in seat occupancy and student retention. Further, the per-pupil reimbursement to schools varies from as low as US$85 in Uttar Pradesh to as high as US$350 in Tamil Nadu[11]. In comparison, the average government school per-pupil expenditure is about US$350 in Uttar Pradesh and US$500 in Tamil Nadu[12]. There is a need to assess whether this difference is having an adverse effect on service delivery for children enrolled under the partnership model.

51. Greater alignment with the private sector through the corporate social responsibility (CSR) scheme meant that funds were strategically leveraged at state and district levels through local industry/corporations for school reform efforts. Large-scale dialog was initiated by MHRD with the non-state actors - NGOs, private philanthropy, and private providers – to help shape important initiatives that informed the system.

Other Unintended Outcomes and Impacts

52. A recommendation made during the MTR regarding the need to consolidate the operation of small schools resulted in significant rationalization of school infrastructure and teacher deployment for improving operational efficiency. Drawing on the more accurate records created through the assignment of UIDs, MHRD has been able to merge

[8] Children with Special Needs

[9] Citizen-led assessment of educational outcomes

[10] Unified District Information System for Education (UDISE)

[11] Report Number 23 of 2017; Comptroller Auditor General of India.

[12] World Bank. 2016. *Value for money from public education expenditure on elementary education in India (English)*. South Asia Region, Education Global Practice Discussion Paper Series, no. 86.

almost 21,000 schools in the last three years.

53. Importantly, this was not a once-off efficiency gain because states are now undertaking an annual analysis to identify the number of schools that can be consolidated and setting targets to be achieved for the year. Second, the MTR and several JRMs emphasized the need to focus on provision of early childhood education (ECE) in government schools. A review conducted at the time of the MTR noted that the return on investment in ECE can be as high as 1:25. As a result, during the life of the project, several states introduced (or re-introduced) ECE in government schools. Similarly, recent cabinet approval has sought to bring two years of ECE under the purview of MHRD.

54. With most PDO indicators depending on enrolment data, SSA III created strong pressure to clean enrolment records, an issue flagged in early JRMs. This led to the assignment of a UID to each student. Given that several SSA budget line items are calculated on a per-pupil basis, the data cleaning exercise that resulted from the assignment of this UID yielded significant efficiency gains in budget allocations. In addition, the reduction in the number of days for in-service training under SSA from 20 to 10 (reflective of a shift in focus from a standard training model to a more need-based training system) led to a reduction in the per-teacher training cost, an amount that was further reduced through the strengthening of BRCs and CRCs. Finally, active SMC participation in the process of school development planning and monthly review of school expenses is helping to improve operational efficiency at the school level.

55. Currently, India does not participate in an international assessment exercise. Through SSA III, the Bank initiated dialog with MHRD and the Organization for Economic Cooperation and Development (OECD) regarding India's participation in the 2021 administration of the OECD's Program for International Student Assessment (PISA).

56. Although not initially included in the program design, a significant achievement of SSA with respect to institutional strengthening has been the launch of the *Shagun* Portal by MHRD. This portal provides a transparent way for states to document innovations and best practices, fostering inter-state learning through a model of cooperative, competitive federalism. The portal was expanded to include a monitoring dashboard for recording data on key outputs and outcomes. It has been such a success in improving the sharing of data and the communication of best practices that MHRD intends to extend its functionality to the district level. As of January 2018, the portal held more than 265 videos, 390 photograph albums, 250 case studies, and 125 testimonials.

III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME

A. KEY FACTORS DURING PREPARATION

57. At the time of project preparation, GoI demonstrated a high degree of confidence in the technical value of the Bank's support. This created space for the Bank to engage in dialog with GoI around some critical reforms that needed to be made in the following areas:

    57.1. *Quality improvement:* While NAS was being undertaken on a regular basis, it was not aligned with actionable grade- or age-level competency-based learning indicators for students. The syllabus was the guiding instrument. There also was a need for more granular support for and attention to learning standards for the early years (pre-school through grades 1-3). At the upper-primary level, there was a need for subject-specific teaching-learning strategies, especially for math and science learning. Further, the Bank was concerned to note that there were few systems for school leadership development and school performance assessment.

    57.2. *Development partner (DPs) partnerships:* The co-financing and partnerships with the DPs like the Department for International Department (DFID) and the European Union helped in effective institutional strengthening initiatives. The TA provided by DFID was most helpful in incentivizing the MHRD to have the NCERT undertake NAS using the Item Response Theory. This happened through DFID provision of international experts and exposure visits of the NAS technical team to relevant international assessment agencies. This not only improved the technical quality of NAS but also helped creation of a rich body of literature and data around the project.

    57.3. *Data systems:* Data quality assurance measures needed strengthening, with significant improvements

required in data collection formats and protocols for checking for errors and missing data at the district level.

57.4. *Participation and retention of girls, SC, ST, Muslim children, and CWSN:* There was an urgent need to increase the school enrolment share of girls, SC, ST, Muslim, and CWSN. Further, targeted attention and strategies were required for CWSN, especially for the training of teachers to provide home-based education to severely-disabled children.

58. However, as was noted earlier, the project did not target improved learning levels as a PDO indicator since, at the time of project preparation, India did not have a technically sound system in place for learning outcomes assessment. Instead, the project focused on establishing such a system as a PDO indicator.

B. KEY FACTORS DURING IMPLEMENTATION

59. The following factors positively affected project implementation:

59.1. *Adequacy of supervision:* The in-depth JRMs in collaboration not only with the client (GOI representatives always participated in JRMs) but also with the DPs brought keen sharpness in the oversight and supervision of the project. Besides the agreed JRMs, continuous guidance with DP support on institutional reform, data strengthening brought *in* comparative global experience, and enhancing implementation, analytical / technical support, monitoring and evaluation and leveraging results on the ground.

59.2. *Fiduciary oversight*: The fiduciary robustness brought in by the procurement and finance team ensured fund tracking of the large fund allocations and spending through joint monitoring by the Government and the DPs.

59.3. *MHRD responsiveness*: After an initially slow response in the first two years of implementation, MHRD started taking on board JRM recommendations in a very dedicated and timely manner, particularly in relation to improving learning outcomes and reducing governance constraints for effective service delivery.

59.4. *Scheme convergence:* Also based on recommendations made by JRMs, MHRD initiated greater convergence between their centrally-sponsored schemes for elementary (SSA) and secondary education (*Rashtriya Madhyamik Shiksha Abhiyan*) as well as teacher education. This led to efficiency gains and a reduction in transaction times across all schemes.

59.5. *Cooperative, competitive federalism*: The federal government facilitated dialog between the states and encouraged the sharing of innovations, especially after the Shagun portal came into existence. The Bank also played an honest broker between MHRD and NITI AYOG (the advisory body to the Prime Minister) to help create a mechanism for grading states (School Education Quality Index) on education outcomes, including quality, transition and completion, and governance and fiscal responsibility.

59.6. JRM structure: The JRM structure maximized supervision impact and facilitated necessary large-scale reforms, including (i) the provision of untied funds for quality reforms; (ii) teacher salaries being slowly transferred out of SSA and to the state level; (iii) inclusion of ECE; (iv) introducing more rigor in school assessment; and (v) greater teacher accountability through the introduction of performance assessment systems in many states.

60. The following factors were areas of concern throughout implementation:

60.1. *Financial management*: SSA follows community-driven development and it became evident that stronger internal control systems than originally anticipated were required under the project, especially for internal audit processes and maintenance of Utilization Certificates. Financial management staffing constraints, both in terms of vacant posts and staff capacity limitations, was another issue that the Bank was continuously flagging in its JRMs.

IV. BANK PERFORMANCE, COMPLIANCE ISSUES, AND RISK TO DEVELOPMENT OUTCOME

A. QUALITY OF MONITORING AND EVALUATION (M&E)

M&E Design

61. Several mechanisms for monitoring and evaluation, which had been used with success under earlier phases of Bank support, were built into the design of SSA III. It was agreed to continue using these monitoring systems since they were already being used to good effect by the implementing agencies and posed no additional burden. The monitoring design for SSA III was underpinned by UDISE. UDISE is used by districts and states in preparing their Annual Work Plan and Budget (AWP&B) requests, and by the MHRD to monitor the overall progress of SSA. In addition, data from UDISE is made publicly available online, typically within six months of data collection (30th September each year).
62. At appraisal, MHRD contracted, with SSA funds, 41 Monitoring Institutions (MIs) to carry out independent reviews of the implementation of SSA at the school level. The MIs are research organizations and universities, contracted through a common Terms of Reference (ToR). MIs were contracted to visit a random sample of schools in a given state once a quarter, assess progress against a standard set of performance measures, and prepare a report. As part of the M&E process, the MHRD would then review all reports and prepare an annual summary to be shared with JRMs. These reports were also made available on the MHRD website.
63. As an additional monitoring mechanism, through the AWP&B process, all states are required to report progress against a common set of indicators prior to receiving funds for the coming year. Most of the data used in the AWP&B process is obtained through UDISE, household surveys, and regular financial monitoring processes of SSA.
64. The final aspect of the M&E design was the JRMs. Here, the intention was for the Bank to join GoI to review program implementation through two JRMs of about two weeks each annually, which incorporated field missions to six states. Each mission comprised 6 nominees of the GoI and 6 from the development partners.

M&E Implementation

65. M&E Implementation largely followed the design described above, although in the final year of the project, only one JRM was held. This is because, by that stage, disbursement of funds was close to completion and the required oversight could be achieved through a single JRM. UDISE constituted a key source of quantitative data on program implementation progress, while the reports from Monitoring Institutions (MIs) supplemented this with qualitative insights and analysis, thereby ensuring that JRMs had access to rich sources of data with which to assess program progress. In addition, while all JRMs initially incorporated field missions to states, it became clear that this was unnecessarily burdensome to the states and MHRD, and so field visits were subsequently arranged for only one JRM per year. This change enabled more in-depth engagement with national agencies and the datasets/reports being produced for the project, as well as reduced the reporting burden on states. Each JRM report concluded with a series of recommendations, implementation of which was reviewed at the following JRM. Finally, a comprehensive MTR took place, part of which included an extensive value-for-money study that explored key aspects of system efficiency.

M&E Utilization

66. The M&E processes described above had a significant influence on the course of the project and contributed to some significant operational and policy changes. Specific examples of recommendations made through the M&E process that led to direct action include:
    66.1. The importance of cleaning data records using UIDs for students, which led to a significant effort to undertake same;
    66.2. The value of introducing ECE into government schools, both to stop unnecessary migration of students to private schools and because of the documented efficiency gains, which culminated in an approved policy on

this matter;

66.3. Collaboration with the national think tank the NITI AYOG in the creation of development and implementation of a State Educational Quality Index (SEQI) was an instrument for measuring state performance which can subsequently be linked to aspects such as validation of innovations/endeavors that can be replicated in other states; performance-based financing; and as a key lever for encouraging state to act on aspects contributing to improved education outcomes.

66.4. Creation of SHAGUN was a powerful instrument for program monitoring and assessment of quantitative data as well as normative information around the qualitative aspects of programmatic interventions has been designed to meet this need. The portal provides two online services: (i) it contains a Management Information System (MIS) of state-level performance and progress against key performance indicators (ii) it provides a repository of videos, testimonials, case studies, and images intended to showcase state-level innovations and best practices that are driving improvements in performance and progress under SSA.

66.5. A recommended reduction in the duration of in-service training for teachers through a shift to customized, needs-based training, which enabled the provision of training to a significantly greater percentage of teachers than anticipated;

66.6. Alerting MHRD to inefficiencies caused by the oversupply of school infrastructure, which led to the merging of several thousand schools and accompanying rationalization of teachers, combined with annual state-level processes to continue this analysis and report on progress.

67. Recommendations made during M&E processes, such as those outlined above, were all strongly grounded in progress monitoring data prepared by the MHRD in advance of JRMs, which served to ensure that refinements in project implementation and take-up of M&E recommendations was strongly grounded in evidence. For example, without the progress monitoring data emerging from SSA III, it would not have been possible to identify inefficiencies in oversupply of school infrastructure, while engagement with the limitations of some aspects of monitoring data during M&E processes led directly to the essential cleaning of data records mentioned above.

Justification of Overall Rating of Quality of M&E

68. The overall rating of the quality of M&E is **Substantial**. This is because the M&E design included several interlinked mechanisms for collecting, triangulating, and analyzing quantitative and qualitative data whilst also providing extended opportunities, mostly through JRMs, to engage with MHRD and the states on potential implementation improvements. JRM reports and the MTR report included several substantive recommendations, some of which were directly relevant to the PDO and Intermediate Outcome Indicators, but others of which explored additional mechanisms to improve the efficacy and efficiency of elementary education in India. It is heartening to note that several of these recommendations have been integrated into government policy and operations and so will have a sustained positive impact well past the life of the project.

B. ENVIRONMENTAL, SOCIAL, AND FIDUCIARY COMPLIANCE

69. **Financial management (FM)**: The years of SSA program implementation have resulted in a substantial strengthening of FM systems and procedures. Significant interventions to strengthen FM arrangements under the program included: (i) application of a uniform approach to FM and Procurement via dissemination of a comprehensive manual on these topics to all states; (ii) launch of the Shagun portal to provide a transparent mechanism for continuous monitoring on various aspects of FM; (iii) quarterly review meetings of states' Finance Controllers, overseen by MHRD; and (iv) operationalization of a Public Financial Management System (PFMS) for effective and strengthened monitoring of funds (under process). Despite such progress, there is still need for greater strengthening of internal audit processes; timely submissions of utilization certificates; and addressing FM staffing constraints, both in terms of vacant posts and staff capacity limitations.

70. Some significant areas of concern include: (i) weak internal control systems at all levels (state, district, and sub-district levels), with internal audit processes not commensurate with the size of operations; (ii) deficiencies in

observing the system of Utilization Certificates (UCs); (iii) accounting issues, especially related to the booking of expenditures and non-maintenance of proper books of accounts; (iv) insufficient monitoring of funds spent at the school and sub-district levels; (v) inadequate compliance with repeated issues highlighted by independent reviews/audits; and (vi) financial management staffing constraints, both in terms of vacant posts and staff capacity limitations. The highlighted constraints raise concerns about the completeness and accuracy of financial reporting under the program, thereby emphasizing a need for more focused interventions. The inputs (capacity building measures) mentioned above, though significant, have not been adequately effective in addressing all shortcomings identified in the program's FM.

71. **Procurement**: The SSA III project followed GoI procurement norms via a waiver obtained through the Managing Director (as was done earlier for SSA I and SSA II) that the legal documents for the financing would not require the application of World Bank procurement guidelines, but would obligate the borrower to adhere to the relevant procurement provisions of the SSA III Financing Agreement (which is consistent with the World Bank's procurement guidelines) and those of the Financial Management and Procurement (FMP) Manual. The procurement arrangements to be followed under SSA III were specified in the Financing Agreement and the SSA FMP Manual as revised in December 2010. This was considered a pragmatic response to a situation where IDA continued to be a relatively minor financier of a large and important program that was critical to India's achievement of the MDGs and to the development of good quality country systems.
72. Over the years, SSA program implementation has resulted in substantial strengthening of procurement systems and procedures, especially after implementation of the FMP Manual across all states. In addition, launch of the Shagun Portal, with its facility to upload states' Procurement Plans, has provided a transparent mechanism for continuous monitoring. Despite this progress and strengthening of procurement processes, some weaknesses remain, as observed in a post-procurement review conducted in seven states. These include, in some cases, the splitting of requirements, not using the desired method as per the procurement threshold, and delays in payment. These issues appear to be due to a lack of awareness about procurement guidelines on the part of the officials handling procurement. Thus, there remains a need for the regular training of teachers and officials who are involved in procurement processes. For high-value procurement, which generally happens at the state level, it would be more transparent and effective if an e-procurement system were adopted instead of using manual methods.
73. **Social Assessment**: According to the social assessment, prepared and disclosed in December 2013, the World Bank's Involuntary Resettlement Policy did not apply since the project was not expected to involve any involuntary land acquisition. The project would only support expansion/repair/renovation/upgradation of existing schools. During implementation, there were no reported cases of on-site presence of squatters/land acquisition/involuntary settlement. The OP4.10 on Indigenous Peoples was not triggered**.** As outlined in the social assessment, the program was designed to avoid any negative social impacts.
74. From the social assessment standpoint, the project has generated substantial positive social benefits for vulnerable groups, including SC, ST, minorities, CWSN, and girls. Further, the social assessment detailed suggested actions to enhance equity, including addressing the language barriers of SC/ST and Muslim students. Odisha, a state with 40 percent tribal population, has created a multi-language program to cater to students from ST communities, a significant majority of whom are first-generation school-goers. This approach is being replicated in Jharkhand and Chhattisgarh. Well-functioning SMCs and ensuring effective grievance redressal mechanisms at the state level have strengthened social inclusion. SSA III has taken several crucial steps in each of these areas, particularly in the last two years of implementation. The outcomes of these actions and their contribution to project objectives cannot be entirely substantiated at this stage since they are relatively new, forward-looking measures. They include MHRD directing states (i) to regularly monitor drop-outs at the district level and take measures to get them into schools; and (ii) to track learning outcomes disaggregated by SC/ST, gender, and so on. Such a targeted approach has been effective in closing gaps amongst disadvantaged groups. Various states, including Bihar, Tamil Nadu, and Maharashtra have also undertaken innovative measures to reach out-of-school children.
75. **Environmental**: SSA provides for a variety of interventions that have a direct or indirect relationship with

environment, health, and safety. The move towards clean, safe, and hygienic physical environs in school has been particularly notable in the last few years of the program's implementation. Strengthening of policies, guidance documents, procedures and follow-up, particularly at the MHRD level are manifestations of the increased attention to green and clean schools, which was promogulated through the EMF prepared for SSA III in December 2013. Some noteworthy accomplishments include: (a) integration of basic environment, health, and safety elements in the Program's Planning and Appraisal Manual; (b) nation-wide campaign on Clean Schools (Swachh Vidyalaya competition/awards to encourage this); (c) substantive progress on meeting sanitation targets (only 2 percent of Girl Schools and 2.6 percent of Boys Schools are without a toilet today, compared to 28 percent and 19 percent respectively at the beginning of the project period); (d) initiation of the Green Schools Program, a first of its kind effort in the education sector (covering some 5000 schools in Gujarat alone by 2020); (e) launching of the School Safety Programs (including sensitization on disaster preparedness); (f) implementation of Building-as-Learning-Aid; (g) provision of ramps, railings, and toilets for the physically challenged and initiatives for children with special needs; (h) promotion of menstrual hygiene and hand washing; (i) allocation of specific funds for maintenance as part of the Composite School Grant; (j) e-school monitors, capturing, among other information, parameters related to civil works, drinking water, toilets, and maintenance; (k) competitions such as *Swachhthon* for encouraging innovative solutions; and (l) monitoring the status and condition of physical infrastructure elements through UDISE (now moving to Shala-Kosh). The creation of the Shagun Portal further helped in providing a single platform for monitoring as well as consolidating information on innovations/success stories that can be used for further replication or scaling-up. Considering that education is a concurrent subject, the role of states is important in translating the policies, guidelines, and available funds into credible action on the ground. A few states such as Gujarat, Tamil Nadu, Uttar Pradesh, and Andhra Pradesh have constructed model green schools[13] (or prepared guidelines for the same). They are focusing on future construction and school upgradation work carrying a green footprint. MHRD has documented these best practices and shared them with other states, encouraging them to follow suit.

C. BANK PERFORMANCE

Quality at Entry

76. The overall quality at entry was **Satisfactory** for the following reasons:

76.1. During project preparation, the Bank took several steps to ensure a sound project design. These included: ensuring that lessons learned from SSA I and SSA II were systematically reviewed and integrated into the design of SSA III; integrating experts into the various project preparation processes to provide guidance to the Bank and GoI teams; and ongoing engagement/coordination with other donors to avoid duplication of efforts. The latter activity continued throughout SSA III implementation, particularly through the ongoing involvement of all key donors in JRMs.

76.2. There was financial predictability of government resources, with responsiveness to the idea of financing becoming more performance- and reform-based. Cost-sharing between the Central Government and the states provided a built-in incentive for states to make maximum use of centrally-provided grants, with financial norms being used in a flexible manner to prepare AWP&Bs[14] so that districts with greater needs could access more funds.

76.3. Despite the constraints of the RTE Act in terms of relegating ECE outside the domain of SSA and having less focus on teacher accountability and competency-based teaching, the MHRD was responsive to discussing ways to address these factors through a variety of measures.

[13] Cool Ideas- Gujarat Green Schools: YouTube link: *https://youtu.be/BiwUHaAd0bo*

[14] The District Annual Work Plan and Budget (AWP&B) process was at the heart of SSA implementation. Practically all SSA expenditures and activities were driven by the AWP&Bs prepared by about 600 districts of the country. It was within the process of AWP&B development, endorsement, appraisal, approval and monitoring that the SSA Framework for Implementation became operationalized throughout the country.

76.4. There was a strong emphasis on improving data quality and the increased use of data in decision making. Special emphasis was given to addressing the capacity constraints around implementing student assessments and to evaluating the impact of programs on key outcomes and quality.

76.5. The Bank's previous support to SSA through a Sector Wide Approach (SWAp) had facilitated a programmatic approach to addressing issues in a holistic manner through collective dialogue and focus on *sector-wide results*. The Bank's partnership with MHRD had brought greater supervisory, monitoring and evaluation, and technical improvements.

Quality of Supervision

77. The Bank has carried out high-quality supervision of the project, with a focus on actionable and time-bound recommendations that would help MHRD undertake key reforms in a short time frame. The two JRMs per annum by the GoI and Development Partners allowed for a comprehensive review of the program, including at state and local levels. Data from independent agencies like NCERT was used to triangulate results on access and equity. Special studies carried out under SSA III tracked learning achievements and other quality-related processes. These data were closely monitored, and the actual figures compared with the target values. Besides the JRMs, the MTR highlighted critical deficiencies in implementation, reflecting a decrease and stagnation in learning outcomes; a large, inefficiently deployed, and financially unsustainable teacher workforce; and a lack of teacher accountability. The mission was pleased to note the urgency on the part of the MHRD towards implementing focused reforms for improving learning outcomes and the political support from top leadership in this regard. MHRD is currently providing strategic attention to quality improvement efforts. Financial allocations under SSA towards quality initiatives, as reported by MHRD, have increased from 6.8 percent (2015-16) to 9.06 percent (2016-17). Moving forward, MHRD proposes to ring fence funds sanctioned to states to focus on components for improving learning outcomes. A large M&E network called ASMITA (All Schools, Monitoring, Individual Tracking, and Analysis) is being designed and will become a tool for improving and monitoring the system for greater accountability for quality reforms.

Justification of Overall Rating of Bank Performance

78. Given the satisfactory Quality at Entry and Quality of Supervision, as well as the overall performance of the project processes, as outlined above, the overall Bank performance is rated as **Satisfactory**.

D. RISK TO DEVELOPMENT OUTCOME

79. There was little risk that the development outcome would not be maintained given the strong policy and legislative commitment to elementary education that is enshrined in the 2009 RTE Act and Article 21-A (86th Amendment Act of the Indian Constitution, 2002). Further, SSA III project expenditure has leveraged a much larger investment in elementary education, which is continuing after the project's completion. This is matched by ongoing state-level analysis of the underuse of school infrastructure, which will continue to yield efficiency gains in government expenditure. This will be supplemented by the ongoing cleaning of student data using the UID, which will generate more accurate student data in UDISE and enable more accurate budget allocations. Importantly, GoI has understood the importance of ensuring that some budget allocations focus specifically on quality improvement, as can be seen from the creation of new budget categories and the allocation of 10 percent of funds specifically to those categories. The biggest challenge that remains, therefore, is to ensure that these investments lead to systematic improvements in learning outcomes. This focus will be facilitated by improvements in NAS implementation, expansion in the use of SLASs at the state level, and the plan for India to participate in PISA.

V. LESSONS AND RECOMMENDATIONS

80. Key lessons learned from the project are as follows:

80.1. **In education financing, state-level autonomy regarding use of funds leads to greater ownership and better outcomes.** This was clearly reflected in the gains made in the reported use of funds by states under

SSA III and the accompanying improvements in outcomes and innovation at the state level that this enabled (please see JRM reports for evidence of this).

80.2. **In a SWAp, project design and implementation are very tightly integrated with government programs, which makes it harder to focus on specific systemic improvements that might generate the greatest gains.** While this is suitable in the early phases of education reform, when the focus is primarily on access, it is less helpful as the emphasis shifts to education quality and improvement of learning outcomes. As this shift occurs, using results-based financing, such as the Program-for-Results (P4R) instrument, would enable greater focus and may be more appropriate.

80.3. **Efforts to monitor system learning levels can be significantly enhanced through the introduction of competency-based national learning outcomes (LOs)** for each subject area and by designing national assessments that directly assess student achievement of these desired learning outcomes. Not only does this allow for more relevant measurement of learning levels by aligning with what is supposed to be taught, it also enhances the value of the results for informing education policy and practice.

80.4. **Tracking enrolment, retention, and transition rates depends on accurate data, as the process of cleaning student data records illustrates**. This process can also have material benefits by enabling more accurate and efficient targeting of funds. Thus, to ensure accurate analysis of trends on these metrics, it is essential to focus on strengthening management information systems as early as possible in project implementation, particularly if these systems are needed to monitor progress against PDO and intermediate outcome indicators.

80.5. **Move to states rather than stay at the national level:** Given the scale of India, it would be useful to henceforth prepare operations that focus on select states with deep inequalities, and provide focused support on areas requiring strengthening. Further, it would be useful to include select high performing/progressive states to ensure that the learnings from these states filter to the emerging states that have inefficiencies/ inequities.

81. Given the above, the following recommendations are offered:

- ***Project instrument:*** As a large education system matures, especially in its access agenda, a SWAp instrument may need to be replaced with one that has greater capacity to sharpen the focus on critical areas for improving learning outcomes.
- ***National and state engagements:*** Given the size and scale of India, and the increased focus on competitive and cooperative federalism, it may be useful henceforth to design projects that (i) assist the national government in broader policy-related reforms, such as creating robust MIS systems, improving learning assessments, and strengthening private sector engagement in education; and/or (ii) support select state governments (based on poor development outcomes) in deepening their efforts around improved service delivery and governance reform for quality improvement.
- ***Supporting innovations through new forms of partnerships:*** Given the significant presence of corporate philanthropy in the education sector, creating funding instruments that leverage the pooling of corporate philanthropic funds and talent with World Bank finances would help the Bank bring about larger impact, innovation, and agility in the education sector.

ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS

A. RESULTS INDICATORS

A.1 PDO Indicators

Objective/Outcome: The project has delivered against its development objective of improving the education outcomes of elementary school children in India. Student attendance has improved, with 23 reporting more than 80

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Increase in the student attendance rate	Percentage	12.00 30-Sep-2012	20.00 30-Sep-2017		25.00 30-Sep-2017

Comments (achievements against targets): 25 states and UTs at Upper Primary Level and 23 at Primary level had more than 80% attendance. Data on 'actual achievement at completion' is the attendance rate recorded on the day when National Achievement Survey 2017 was conducted by National Council of Education Research and Training (Also the entity that carried out the independent survey referred to for baseline estimates). The assessment survey was carried out without any prior intimation to schools covered.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Increase in the retention rate at primary level	Percentage	80.00 30-Sep-2012	84.00 30-Sep-2017		84.10 30-Sep-2016

Comments (achievements against targets): In 2016-17, the government undertook an exercise of assigning students UIDs; which has facilitated a cleaning of education MIS for enrolment-based statistics. Applying the 'UID error correction' rate to the calculation gives revised retention rates at the primary

level – 82.8% at baseline and 88.8% at end-line. This translates into a gain of six percentage points over baseline; 1.5 times the envisioned improvement of four percentage points.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Increase in the transition rate from primary to upper primary	Percentage	86.70 30-Sep-2012	89.00 30-Sep-2017		88.60 30-Sep-2017

Comments (achievements against targets): In 2016-17, the government undertook an exercise of assigning students UIDs; which has facilitated a cleaning of education MIS for enrolment-based statistics. Applying the 'UID error correction' rate to the calculation of transition rates gives more accurate estimates – 86.2% at baseline and 90.4% at end-line. This translates into a gain of 4.2 percentage points over baseline; almost twice the envisioned improvement of 2.3 percentage points.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
System for learning assessment at the primary level	Yes/No	Y 30-Sep-2012	Y 30-Sep-2017		Y 29-Dec-2017

Comments (achievements against targets): Since project inception, MHRD has successfully completed Cycle 4 of Class 5 National Achievement Survey; the first round to provide comparable results (with Cycle 3). In 2017, the government introduced a new national learning assessment. It was an assessment that simultaneously covered all three classes; with a larger sample size; assessing students against class wise elementary level learning indicators developed by NCERT; and providing granular results that facilitated administrative and academic decision making up to the sub-district level. NAS 2017 was completed within less than a year; compared to the turnaround time of up to three years for previous rounds.

A.2 Intermediate Results Indicators

Component: I. Improving Quality and Enhancing Learning Outcomes

Component: II. Strengthening monitoring and evaluation for improved accountability

Component: III. Enhancing access and retention for disadvantaged children

Unlinked Indicators

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Specific early grades quality programmes implemented to strengthen foundation in language and numeracy	Number	0.00 30-Sep-2012	36.00 30-Sep-2017		36.00 30-Sep-2017

Comments (achievements against targets): In 2014, the government launched a national early learning program, 'Padhe Bharata Badhe Bharat'. The initiative is being implemented across all states and union territories.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
System of state level achievement surveys (SLAS) established	Number	0.00 30-Sep-2012	20.00 30-Sep-2017		27.00 30-Sep-2017

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
More government school teachers trained through improved in-service training	Percentage	50.00 30-Sep-2012	40.00 30-Sep-2017		88.00 30-Sep-2017

Comments (achievements against targets): Implementation of the RTE Act had led to a rapid increase in the number of teachers in the system, so with this massive influx in mind, the project set a target of providing at least 40%; 10 percentage points less than the baseline.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Increase teacher attendance	Percentage	81.70 30-Sep-2012	90.00 30-Sep-2017		85.60 30-Sep-2017

Comments (achievements against targets): Teacher attendance level is 85.6% at primary level and 84.9% at upper primary level. Data on 'actual achievement at completion' is the teacher attendance rate reported by the Annual State of Education Report (ASER), an independent citizen led learning assessment initiative.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Increased training of head masters	Percentage	0.00 30-Sep-2012	50.00 30-Sep-2017		76.00 30-Sep-2017

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Increased training of educational administrators	Percentage	0.00 30-Sep-2012	25.00 30-Sep-2017		63.00 30-Sep-2017
Comments (achievements against targets):					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
CRC and BRC academic support and supervision	Percentage	50.00 30-Sep-2012	70.00 30-Sep-2017		99.00 30-Sep-2017
Comments (achievements against targets):					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Improved community management of schools	Percentage	80.00 30-Sep-2012	80.00 30-Sep-2017		94.20 30-Sep-2017
Comments (achievements against targets): Block Resource Centers (BRCs) constituted by the MHRD have been given the responsibility to verify SMC					

functioning through sample checks of school development plans (duly signed by SMC members) and SMC meetings registers (duly signed for each meeting by SMC members).

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Development and use of school performance standards	Percentage	0.00 30-Sep-2012	36.00 30-Sep-2017		100.00 30-Sep-2017

Comments (achievements against targets): The central government has developed school performance standards and operationalized an online portal where all schools report performance, thus achieving universal coverage.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Improved utilization of funds by states	Number	3.00 30-Sep-2012	12.00 30-Sep-2017		31.00 30-Sep-2017

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Increase in the number of children enrolled at upper primary level in schools	Number	64900000.00 30-Sep-2012	67000000.00 30-Sep-2017		66100000.00 30-Sep-2017

Comments (achievements against targets): In 2016-17, the government undertook an exercise of assigning students UIDs; which has facilitated a cleaning of education MIS for enrolment-based statistics. Applying the 'UID error correction' rate gives more accurate estimates – 63.1 million at baseline and 66.1 million at end-line. Hence, instead of the expected improvement in upper primary enrolment of 2.1 million, the actual improvement recorded is 3 million.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Increase in separate toilets for girls in government schools	Percentage	72.16 30-Sep-2012	74.00 30-Sep-2017		97.80 30-Sep-2017
Comments (achievements against targets):					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Increased enrolment share of girls, vis-a-vis relevant age group share in population at primary and upper primary levels	Percentage	48.63 30-Sep-2012	48.00 30-Sep-2017		48.26 30-Sep-2017
Increased enrolment share of SC children vis-a-vis relevant age group share in population at primary and upper primary levels	Percentage	20.24 30-Sep-2012	16.60 30-Sep-2017		19.46 30-Sep-2017
Increased enrolment share	Percentage	10.85	8.60		10.34

of ST children vis-a-vis relevant age group share in population at primary and upper primary levels		30-Sep-2012	30-Sep-2017		30-Sep-2017
Increased enrolment share of Muslim children vis-a-vis relevant age group share in population at primary and upper primary levels	Percentage	13.50 30-Sep-2012	13.40 30-Sep-2017		14.30 30-Sep-2017
Increased enrolment percentage out of identified CWSN at primary and upper primary level	Percentage	77.00 30-Sep-2012	80.00 30-Sep-2017		95.80 30-Sep-2017

Comments (achievements against targets): The target represents the share of for girls, SC, ST and Muslims in the population - the Results Framework was "Increased enrolment share of girls, ST, ST , Muslim children vis-a-vis relevant age group share in population at elementary stage; and increased enrolment % out of identified CWSN at elementary level" and the end target was to continue to maintain the enrolment of girls, SC, ST and muslims as more in the share in enrolment than their share in the population, which was met at end target

At the baseline census estimates for Muslims share in overall population were not available. Hence, 2001 census data was used. As per 2011 census, Muslims share in population stood at 14.2 percent. The project has ensured that Muslims share in enrolment exceeds both 2001 and 2011 census estimates.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion

Direct project beneficiaries	Number	129579846.00 30-Sep-2012	140000000.00 30-Sep-2017		135831070.00 30-Sep-2017
Female beneficiaries	Percentage	48.69 30-Sep-2012	49.00 30-Sep-2017		48.40 30-Sep-2017
Comments (achievements against targets):					

B. KEY OUTPUTS BY COMPONENT

Objective/Outcome 1: Improve education outcomes of elementary school children in India	
Outcome Indicators	1. Attendance rates of students to increase 2. Retention rates of students to improve 3. Transition rates from primary to upper primary to improve 4. Learning levels adequately and regularly monitored
Intermediate Results Indicators by Component	1. Improving quality for enhancing learning 1.1. Specific early grades quality programmes for language and numeracy being run in 25 States/UTs 1.2. 20 states/UTs conducted SLAS 1.3. 40 percent of teachers received in-service training 1.4. Teacher attendance maintained at 90% at primary and increased to 87 percent at upper primary level 1.5. At least 50 percent of HMs trained across all schools since 2012-13 (cumulative) 1.6. 25 percent of educational administrators from State to Block level received training since 2012-13 (cumulative) 2. Strengthening Monitoring and Evaluation 2.1. At least 70 percent positions filled in at BRCs and CRCs 2.2. 80 percent of constituted SMCs reporting role in school supervision 2.3. 50 percent States/UTs states adopt national school performance standards 2.4. 12 of states/UTs incur expenditure of 80% of received funds 3. Improving equitable access and retention 3.1. Enrolment of children at upper primary level increased to 67 million 3.2. Share of schools with separate toilet facility for girls increased to 74 percent 3.3. Enrolment share of girls, SC, ST, and Muslim children at upper primary level reflect their relevant age group share in population 3.4. 80 percent of identified CWSN enrolled in school and education programs
Key Outputs by Component (linked to the achievement of the Objective/Outcome 1)	1. Improving quality for enhancing learning 1.1. Specific early grades quality programmes implemented to strengthen foundation in language and numeracy

	1.2. System of state level achievement surveys (SLAS) established 1.3. More government school teachers trained through improved in-service training 1.4. Increased teacher attendance 1.5. Increased training of head masters 1.6. Increased training of educational administrators 2. Strengthening Monitoring and Evaluation 2.1. CRC and BRC academic support and supervision 2.2. Improved community management of schools 2.3. Development and use of school performance standards 2.4. Improved utilization of funds by states 3. Improving equitable access and retention 3.1. Increase in the number of children enrolled at upper primary level in schools 3.2. Increase in separate toilets for girls in government schools 3.3. Increased enrolment shares of girls, ST, ST, Muslim children vis-a-vis relevant age group share in population at elementary stage; and increased enrolment % out of identified CWSN at elementary level

ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION

A. TASK TEAM MEMBERS

Name	Role
Preparation	
Supervision/ICR	
Shabnam Sinha, Marguerite M. Clarke	Task Team Leader(s)
Satyanarayan Panda	Procurement Specialist(s)
Supriti Dua	Financial Management Specialist
Tobias Linden	Team Member
Neil Butcher	Team Member
Mamata Baruah	Team Member
Neha Pravash Kumar Mishra	Environmental Safeguards Specialist
Muna Salih Meky	Team Member
Umbreen Arif	Team Member
Sangeeta Dey	Team Member
Gitanjali Chaturvedi	Social Safeguards Specialist

B. STAFF TIME AND COST

Stage of Project Cycle	Staff Time and Cost	
	No. of staff weeks	US$ (including travel and consultant costs)
Preparation		
FY13	6.850	60,729.09
FY14	56.116	236,244.81
FY15	0	- 19.46
Total	**62.97**	**296,954.44**

Supervision/ICR		
FY15	30.068	137,995.36
FY16	25.003	261,351.59
FY17	19.642	215,886.41
FY18	9.991	106,019.77
Total	**84.70**	**721,253.13**

ANNEX 3. PROJECT COST BY COMPONENT

Components	Amount at Approval (US$M)	Actual at Project Closing (US$M)	Percentage of Approval (US$M)
I. Improving Quality and Enhancing Learning Outcomes	549.20	549.20	100
II. Strengthening monitoring and evaluation for improved accountability	166.00	166.00	100
III. Enhancing access and retention for disadvantaged children	291.00	291.00	100
Total	**1006.20**	**1,006.20**	**100**

ANNEX 4. EFFICIENCY ANALYSIS

The project has achieved notable efficiency gains. First, a recommendation coming out of the MTR regarding the need to consolidate the operation of small schools has led to GOI rationalizing the use of school infrastructure and teachers. Importantly, this is not a once-off efficiency gain because states are undertaking an annual analysis to identify the number of schools that can be consolidated and setting targets to be achieved for the year. Second, the relationship between investment in early learning and greater incremental returns at higher levels of learning is well established. Related to this, the MTR and several JRMs emphasized the need to focus on provision of ECE in government schools. A review conducted at the time of the MTR noted that the return on investment in ECE can be as high 1:25. As a result, during the project, several states introduced (or re-introduced) ECE in government schools. Similarly, recent cabinet approval has brought two years of ECE under the purview of the MHRD.

With most PDO indicators depending on enrolment estimates, SSA III created strong pressure to clean enrolment records, an issue flagged in early JRMs. This was achieved through the assignment of a UID to each student. Given that several SSA budget line items are calculated on a per-pupil basis, this exercise yielded significant efficiency gains in budget allocations. In addition, the reduction in the number of days for in-service training from 20 to 10, while primarily reflecting a shift in focus from a standardized to a more need-based teacher training system, has also led to a reduction in the per-teacher training cost, an amount that has been further reduced through the strengthening of BRCs and CRCs. Finally, active SMC participation in the process of school development planning and monthly review of school expenses is helping to improve operational efficiencies at the school level.

Economic Analysis: A cost-benefit analysis conducted at the time of this ICR shows a high economic rate of return for the project. Considering the benefits accruing from a greater number of students completing primary and upper-primary education and the per-pupil cost (including the private cost) of elementary education in India, the economic internal rate of return (EIRR) of the project is estimated at 19.2 percent, compared with a projected EIRR of 17.7 percent at appraisal. Although the end EIRR is based on conservative assumptions, it is higher than the baseline projection because income returns on completion of primary and upper-primary education have improved significantly. Further, the end-line analysis uses separate income equations for men and women, rather than the aggregate equation used at the baseline. In India, there is a sizeable gap between the wages of men and women, and labor force participation rates are higher for men. This granularity in analysis provides a higher, more realistic estimate of economic returns.

In addition to economic returns, one expects considerable social returns from investing in elementary education. There is limited data on the positive social externalities arising from elementary education investments. However, there is an abundant literature which demonstrates that higher attendance, retention, and completion rates at the elementary level facilitate greater enrolment and retention at higher levels of learning, improve health (and other social) outcomes, reduce incidence of crime, and foster greater social inclusion, while helping to correct gender imbalances.

The PDO was ‘to improve education outcomes of elementary school children in India’. The project is assumed to have yielded economic return primarily through increased retention, transition, and

completion of primary and upper-primary levels of education.[15] An income equation based on the national sample survey was used to estimate increases in income derived from completing these levels of education. Further, the economic benefit originating from the project has been computed after internalizing the prevailing unemployment rate of 4 percent, a male workforce participation rate of 82 percent, and a female labor force participation rate of 27 percent. The working age has been assumed to range from 14 to 60 years. Further, the project's MTR highlighted evidence of a fall in learning levels between Cycles 3 and 4 of the NAS. Subsequently, the ASER 2016 report suggested an improvement in Class 3 learning levels, a stabilization of Class 5 learning levels, and a slight fall in Class 8 learning levels. Nevertheless, adopting a conservative perspective on economic benefits originating from the project, the economic analysis assumes a 2 percent loss in expected income due to a possible fall/stagnation in learning levels.

The computation of 'cost' for delivering these benefits includes the per-pupil elementary education expenditure and the per-pupil private cost of education. The long-term inflation rate has been assumed at 7.8 percent[16] and the discount rate used for calculations is 12 percent.

The project was supported by a substantial amount of counterpart funding. The World Bank's assistance of US$ 1 billion leveraged US$ 28.8 billion invested by GOI. The project was a Special Investment Lending vehicle using a SWAp and financed states' annual work programs and a small number of activities at the national level. As a result, it is not possible to differentiate the impact of the Bank's funding from the impact of counterpart funding. Therefore, the economic analysis is based on the total cost of elementary education in India and the economic benefits that all students enrolled in elementary education can expect from completing primary and upper-primary levels of education.

Sensitivity Analysis: Some of the assumptions used while computing the EIRR are macroeconomic indicators for which future trends are hard to predict. Further, it difficult to precisely ascertain the impact that the marginal decrease (or stagnancy) in learning levels will have on students' income prospects. A sensitivity analysis has been carried out to compute how changes in these variables/assumptions would impact the EIRR, generating low-, mid- and high-case projections.

Table 6 Sensitivity Analysis

Assumption	Low Case	Mid Case	High Case
Women Wage (2011) – Illiterate (US$)		411	
Men Wage (2011) – Illiterate (US$)		586	
Women Wage (2011) – Primary Complete (US$)		447	
Men Wage (2011) – Primary Complete (US$)		636	
Women Wage (2011) – Upper Primary Complete (US$)		515	
Men Wage (2011) – Upper Primary Complete (US$)		733	

[15] To account for the recent drop in enrolment estimates because of assigning a UID to each student; enrolment, retention, completion and transition rates have been used after cleaning past records while maintaining growth trends; and uniformly removing the data discrepancy from past entries

[16] Average of previous five years

Assumption	Low Case	Mid Case	High Case
Median Private Cost of Education (US$) – 2014	10		
Male Labor Force Participation Rate	77 percent	82 percent	
Female Labor Force Participation Rate	22 percent	27 percent	32 percent
Unemployment Rate	4.0 percent	3.5 percent	3.0 percent
Negative impact of Learning Levels on Income	-3 percent	-2 percent	-1 percent
Economic Internal Rate of Return	**18.0 percent**	**19.2 percent**	**19.8 percent**

Financial Analysis: At the baseline, only three states/union territories had used more than 80 percent of the funds made available to them under SSA. By the end of the project, 31 states/union territories were reporting utilization of more than 80 percent of the funds made available to them.

This improved utilization comes at a time when GOI had begun organizing state-level allocations into three categories; one of which (Category II) comprises only interventions focused on quality of education. This change occurred after the SSA III MTR, which observed that more than 70 percent of SSA funds were being used to pay teacher salaries alone. With the inclusion of infrastructure maintenance and student entitlements (textbooks and uniforms), this meant that very little funding remained for quality-centric innovations. However, in the 2016-17 budget, GOI earmarked about 10 percent of the SSA budget for Category II spending, a substantial increase on previous years.

Table 7 Summary of Costs and Benefit Streams; and EIRR

	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2061	2062	2063	2064
Completion														
Number of Primary School Completers – Male	7.7	7.5	7.3	7.2	7.3	7.3	7.4	7.4						
Number of Primary School Completers - Female	7.1	7.0	6.8	6.7	6.7	6.8	6.8	6.9						
Number of Upper Primary School Completers - Male	6.3	6.4	6.4	6.4	6.5	6.6	-	-						
Number of Upper Primary School Completers - Female	6.0	6.1	6.0	6.1	6.1	6.2	-	-						
Benefits														
Average Wage - Illiterate - Male (US$)	685	749	830	885	954	1,028	1,109	1,195	1,288	1,389	24,108	25,988	28,015	30,200
Average Wage - Illiterate - Female (US$)	481	526	583	622	670	723	779	840	905	976	16,937	18,259	19,683	21,218
Average Wage - Primary Complete - Male (US$)	744	813	902	962	1,037	1,117	1,205	1,299	1,400	1,509	26,194	28,237	30,439	32,814
Average Wage - Primary Complete - Female (US$)	523	571	634	676	728	785	846	912	983	1,060	18,403	19,839	21,386	23,054
Average Wage - Upper Primary Complete - Male (US$)	857	937	1,039	1,107	1,194	1,287	1,387	1,495	1,612	1,737	30,160	32,513	35,049	37,783
Average Wage - Upper Primary Complete - Female (US$)	602	658	730	778	839	904	974	1,050	1,132	1,221	21,190	22,843	24,624	26,545
Wage Gains (US$ Billion)	**1.1**	**2.4**	**4.0**	**5.7**	**7.6**	**9.9**	**11.3**	**12.9**	**13.9**	**15.0**	**106.8**	**73.5**	**33.8**	**18.3**
Cost														
Total Private Cost of Education (US$ Billion)	1.2	1.3	1.3	1.4	1.1	0.8	0.4	0.2						
Government Expenditure on Elementary Education (US$ Billion)	17.5	15.4	13.5	13.5	8.2	4.7	2.0	0.8						
Total Cost (US$ Billion)	**18.7**	**16.7**	**14.8**	**14.9**	**9.3**	**5.5**	**2.5**	**1.1**	**-**	**-**	**-**	**-**	**-**	**-**
Benefit-Cost (US$ Billion)	**(17.6)**	**(14.3)**	**(10.8)**	**(9.2)**	**(1.7)**	**4.4**	**8.9**	**11.9**	**13.9**	**15.0**	**106.8**	**73.5**	**33.8**	**18.3**
Economic Internal Rate of Return: 19.2 percent														

ANNEX 5. BORROWER, CO-FINANCIER AND OTHER PARTNER/STAKEHOLDER COMMENTS

MHRD | Government of India
Ministry of Human Resource Development

India: 3rd Elementary Education Project-SSA
Implementation and Completion Report

I. Background

Initiated in 2001, Sarva Shiksha Abhiyan (SSA) is a centrally sponsored scheme of the Government of India, implemented in partnership with State Governments and UTs for universalizing elementary education across the country. Its overall goals include universal access and retention, bridging of gender and social category gaps in education, and enhancement of children's learning levels. In 2010-11, the scheme became the primary vehicle for implementing the legal framework/provisions of the Right of Children to Free and Compulsory Education (RTE) Act, 2009, which entitles all children between the ages of 6 to 14 years to free and compulsory admission, attendance, and completion of elementary education in a neighbourhood school.

The World Bank has been supporting SSA since its inception. Since 2004, it has invested US$2.1 billion in the program. The most recent phase of support, under the Third Elementary Education (SSA III) project, was for US$ 1,006.2 million. SSA III was aligned with the World Bank Group's India Country Strategy (Report No. 144447), which focused on improving quality and enhancing learning outcomes through developing grade-level indicators; school leadership development and school performance assessment; strengthening monitoring and evaluation for improved accountability; enhancing access and retention for disadvantaged children; and strengthening planning and appraisal. This phase of support was approved in April 2014 and concluded recently on February 28, 2018.

II. Project outcomes and impact

Access and Inclusion

(i)Universal Access and Retention: SSA III made enormous progress in ensuring universalization of schooling facilities, with schools now available in 99.36 percent of habitations at the primary level and 98.2 percent at the upper-primary level. According to UDISE, the retention rate at primary level increased from 80 percent in 2012-13 to 84.1 percent in 2016-17.

GIS Mapping of Schools

To **ensure universal access to schools,** including secondary schools, within a reasonable distance of any habitation and without discrimination, the geographic coordinates of existing schools, along with the school information available in UDISE, is being uploaded to the school **GIS Web-enabled platform** -http://schoolgis.nic.in.

The website shows the **location of the schools on a map of India.** Schools can be searched by name, location, or UDISE code. Out of a total of 15,22,925 schools (as per UDISE 2015-16), **14,45,504 (94.05 percent)** have been mapped as of March 31,2018.

(ii) Improved Transition Rates: The overall transition rate from primary to upper-primary improved under SSA III from 86.7 percent in 2012-13 to 88.6 percent in 2016-

17.

(iii) The Pupil Teacher Ratio (PTR): Under SSA III, the PTR has improved from 27:1 in 2012-13 to 23:1 in 2016-17. 62.65 percent of government schools in India have a PTR as per the RTE norm (30:1 primary and 35:1 in upper-primary on average).

(iv) Emphasis on Girls' Education: RTE-SSA provided for a special focus on education for girls and for children belonging to disadvantaged groups and weaker sections. Special targeted interventions were initiated under SSA III as these categories of children were found to be the most deprived of opportunities to pursue their education. As of 2016-17, girls, scheduled castes (SC), scheduled tribes (ST), and Muslim students' share in elementary-level enrolment exceeds these groups' shares in the overall population.

***Kasturba Gandhi Balika Vidyalayas* (KGBV)**

Kasturba Gandhi Balika Vidyalayas (KGBV) are residential upper-primary schools for girls from SC, ST, Other Backward Categories (OBC), Muslim communities, and Below Poverty Line (BPL)groups. KGBVs are being set up in educationally-backward blocks (EBBs) where schools are at great distances and present a challenge to the security of girls. 3,703 KGBVs have been sanctioned under the SSA Scheme, which have benefited over 7 lakh girls from 2014 to 2018.

(v) Children with Special Needs (CWSN): The RTE Act requires that every child with special needs, irrespective of the kind, category, and degree of disability, is provided with meaningful and quality education. Under SSA III, the main interventions for children with special needs included identification, functional and formal assessment, appropriate educational placement, preparation of an Individualized Educational Plan (IEP), provision of aids and appliances, teacher training, resource support, removal of architectural barriers, monitoring and evaluation, and a special focus on girls with special needs. Under SSA III, CWSN enrolment (against the number identified) has improved from 77 percent in 2012-13 to 95.8 percent in 2016-17.

Toolkit for Master Trainers in Preparing Teachers for Inclusive Education for CWSN

The World Bank supported MHRD in developing modules for the training of master trainers and teachers on includive education for CWSN. The following modules were developed:

- Inclusive Education
- Including Children with Autism
- Including Children with Cerebral Palsy
- Including Children with Deafness and/or Blindness
- Including Children with Hearing Impairment

Transforming the Quality of Education

One of the major objectives of RTE-SSA was to provide elementary education of equitable quality to every child. Under SSA III, states were supported to design and implement comprehensive Quality Improvement Programs, to bring about overall changes in their teachers' training, curricula, learning materials, learning processes, learning outcomes, assessment and monitoring systems to ensure that the quality of teaching and learning is improved. Important initiatives taken to improve the quality of elementary education are mentioned below.

(i) Development and codification of learning outcome statements: Learning outcomes have been codified by amending the RTE Rules, 2010 (Rule 23(2)(c)) to include reference to class-wise, subject-wise Learning Outcomes for all elementary classes and by linking the defined Learning Outcomes with Continuous Comprehensive Evaluation (CCE). The Learning Outcomes for each class in Languages (Hindi, English, and Urdu), Mathematics, Environmental Studies, Science and Social Science up to the elementary stage have, accordingly, been finalized and shared with all States and UTs.

(ii) Revamped National Achievement Survey: Prior to 2017, the National Achievement Survey (NAS) was based on textbook content (as opposed to competencies) and conducted once every three years for Classes 3, 5, and 8. The surveys were designed to produce representative results at the State/UT level. In 2017, it was decided that, a competency-based survey of learning outcomes would be conducted biennially for Classes 3, 5, and 8, with data being reported at the district level. Results from the 2017 NAS have provided a basis for policy reforms and for designing short-, mid-, and long-term interventions at the central, state, and district levels. For the first time, district-level results have been used to understand gaps in student competencies/learning and teachers have been provided with guidance to strengthen relevant areas of classroom teaching-learning transactions.

(iii) ***Padhe Bharat Badhe Bharat*:** A nationwide sub-programme of SSA, *Padhe Bharat Badhe Bharat* (PBBB) was launched on August 26, 2014 to ensure quality in the foundational years of schooling; i.e., classes I & II. The program aims to ensure that all children can read with comprehension and are able to develop basic numeracy skills. It centres on capacity building of teachers, organizing separate reading periods in the daily school time-table, and maintaining a print-rich environment through the provision of children's literature in school libraries and reading corners in classes I & II. For tribal children, special bridge materials have been prepared in states with a large tribal population. The World Bank publication, 'Value for Money from Public Education Expenditure on Elementary Education in India', provided research evidence highlighting the importance of investing in the early years.

(iv) Training of untrained teachers: The RTE Act was amended in 2017 to ensure that all teachers acquire the minimum qualifications prescribed under the Act by March 31, 2019. This would ensure an improvement in the overall quality of teachers and teaching processes, and consequently the learning outcomes of children. Further, it reinforced the Government's emphasis on improvement of the quality of elementary education. A unique feature of this initiative is that the study materials for the course, prepared by the National Institute of Open Schooling (NIOS) in self-instructional mode, have been uploaded on an online portal - SWAYAM platform. All teachers are being given instructions through the SWAYAM platform and SWAYAM PRABHA television channel, with separate arrangements for a face-to-face programme. A total of 1,378,979 admissions of in-service untrained teachers from Government, Government Aided, and Private Schools have been confirmed in the NIOS portal.

(v) The Diksha platform for teachers, launched in September 2017, provides professional development opportunities for all categories of teachers. It is a valuable tool for ensuring and promoting the professional development of over 5 million teachers in the school education system across India. DIKSHA aims to accelerate and amplify solutions, experiments, and innovations that are underway in the areas of teacher training and professional development.

(vi) PINDICS: NCERT has developed Performance Indicators for Elementary Education (PINDICS) to track teacher performance and attendance in Government schools. PINDICS has been shared with State Governments/UTs to assess teacher's performance.

(vii) Partnership Between Schools (Twinning) Initiative: The "Partnership Between Schools" initiative aims to link schools located in rural areas with private or Government schools in urban or semi-urban areas for interaction and exchange of experience. The objectives of the programme are to bring all schools onto one common platform; enable both partner schools to adopt best practices from each other; to share experiences and learn jointly to develop the spirit of comradeship; to provide opportunities to the teaching fraternity to adopt better and more effective practices; to develop a sense of interdependence and understanding towards each other; to recognize gaps and make efforts to bridge them; to strengthen the school management and administrative capabilities; and to instil a spirit of sharing, caring, and togetherness.

Strengthening Monitoring and Supervision

(i) Shagun portal: Under SSA III, MHRD developed a web portal called SSA Shagun (www.ssashagun.nic.in) in collaboration with World Bank. The portal has two parts; one is a Repository of good practices, which collates videos, testimonials, case studies, and images of state-level innovations and success stories that are driving improvements in performance under SSA. The repository is facilitating inter-state learning under a model of cooperative, competitive federalism. The second part of the portal is an online monitoring module that is being used to measure state-level performance and progress against key educational indicators. It has been developed to collect and report data which will enable the Government and administrators to track the efficiency with which SSA funds are being utilized and the results are being delivered.

(ii)"Extended U-DISE (Shaalakosh)": This initiative aims to streamline all education-related processes and data management modules onto a single platform. The initiative marks the transition to a paper-less system that will help in reducing excess data collection efforts and costs, and ensure easier accessibility of key data at the school level. The initiative, which is being piloted in the States of Andhra Pradesh, Gujarat, and Chhattisgarh, envisions leveraging technology to strengthen school management processes and enable the easy accessibility of key data to every stakeholder.

(iii) Increasing Coverage under Aadhar: States and UTs are taking steps to ensure unique IDs are assigned to all school-going children in the age group of 6-14 years (as well as their teachers) as a means to preparing a robust and reliable database that would help in the tracking of children so that they do not drop-out from school; in monitoring their academic progress; and in ensuring effective targeting of benefits.

(iv) Shala Siddhi: The National Programme on School Standards and Evaluation (NPSSE), known as *Shaala Siddhi*, is a comprehensive instrument for school evaluation leading to school improvement. Developed by the National Institute of Educational Planning and Administration (NIEPA), it aims to enable schools to evaluate their performance in a more focused and strategic manner and to facilitate them to make professional judgments for improvement. A web portal for the framework (http://www.niepa.org/new/School_Standards_Evaluation.aspx) has been launched which will enable all schools to engage in self-evaluation in the 7 key domains under the framework. The results of the evaluations are available on a public platform along with the school report card.

III. Other Achievements

(i) Swachh Vidyalaya: In response to the clarion call made by the Prime Minister on August 15, 2014, the Department of School Education and Literacy launched the Swachh Vidyalaya Initiative (SVI) for the provision of separate toilets for girls and boys in every school within a year. The Department achieved the ambitious target of construction/re-construction of 417,796 toilets in 261,400 government elementary and secondary schools

in a period of one year. This included schools in the most difficult-to-reach areas of the country, such as districts facing Left Wing Extremism (LWE), forested areas, remote mountainous terrain, and in crowded slums.

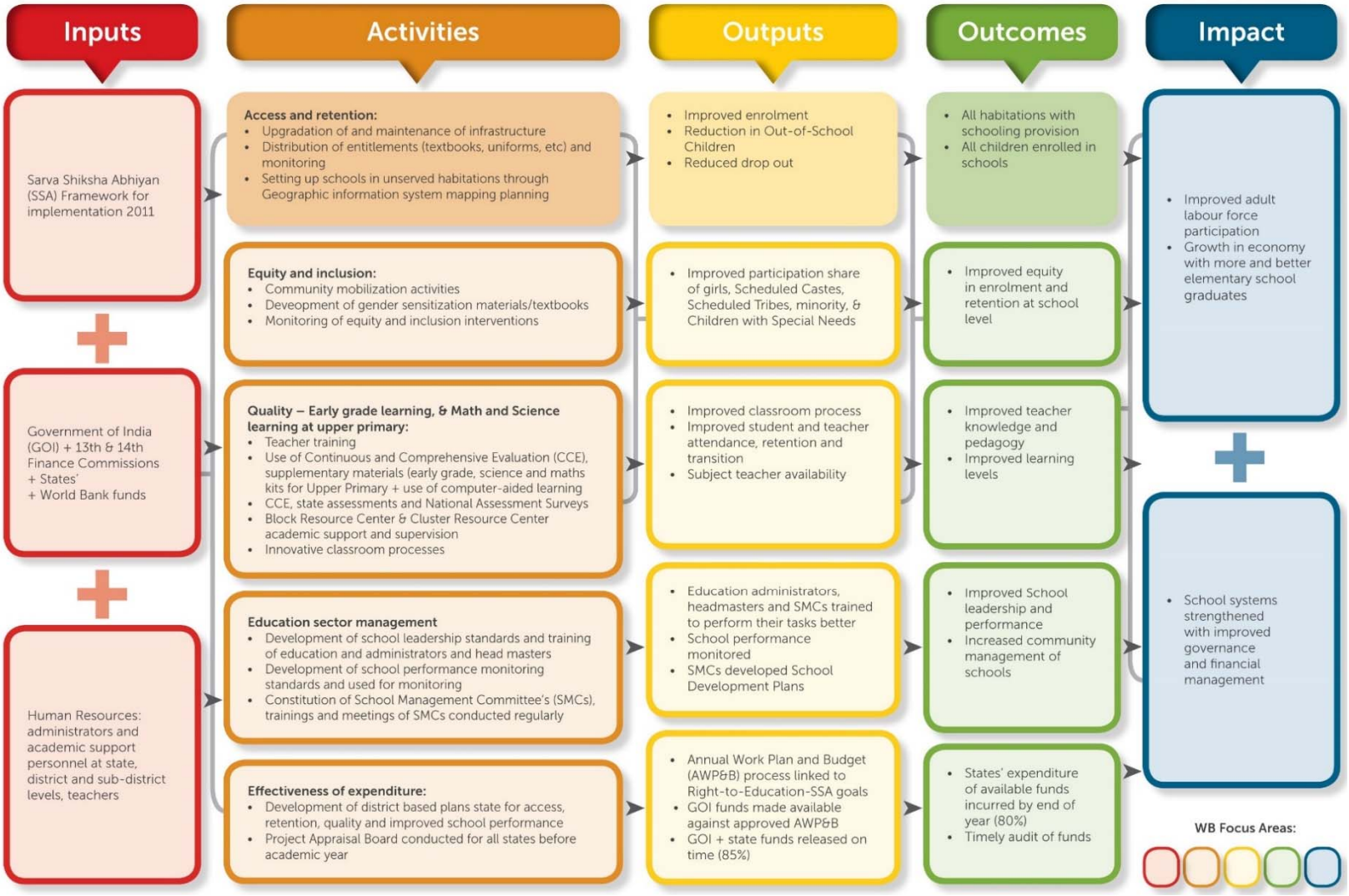
(ii) Awarding cleanest schools under Swachh Vidyalaya: During June 2016, the Department of School Education and Literacy launched the *Swachh Vidyalaya Puraskar* to recognize, inspire, and celebrate excellence in sanitation and hygiene practices in Government Schools in the areas of water, sanitation, hand washing with soap, operations and maintenance, behaviour change, and capacity building.

IV. Lessons Learned and Found Useful for Future Operations

(i) Newly-launched Scheme 'SAMAGRA SHIKSHA': During the implementation phase of SSA III, independent evaluations suggested increased convergence and integration through a single school education development programme covering grades I-X/XII for allocative efficiency and an emphasized focus on the quality of education. The Union Budget 2018-19 has announced that school education will be treated holistically and without segmentation from pre-nursery to class XII. The Department has accordingly formulated the Samagra Shiksha - an Integrated Scheme for School Education, with effect from 2018-19,by subsuming the existing Centrally Sponsored Schemes of SSA, RMSA, and TE. Under the Scheme, Central assistance would be provided for all levels of school education, treating 'school' as a continuum.

The vision of the Scheme is to ensure inclusive and equitable quality education from nursery to the senior secondary stage. The objectives of the Scheme, across all levels of schooling, are: (i) Provision of quality education and enhancing the learning outcomes of students;(ii) Bridging social and gender gaps in school education; (iii) Ensuring equity and inclusion at all levels of school education; (iv) Ensuring minimum standards in schooling provisions; (v) Promoting vocationalization of education; (vi) Supporting states in implementation of the RTE Act; and (vii) Strengthening and up-gradation of State Councils for Educational Research and Training (SCERTs)/State Institutes of Education and District Institutes for Education and Training (DIET) as nodal agencies for teacher training.

(ii) Reforms in annual work planning and budgeting: To prioritize expenditure on initiatives and activities that directly impact the quality of education, MHRD has structured states' annual budgets under three categories of expenditure. One of these three categories (Category II) consists of 'quality' centric activities/initiatives. During the annual work planning and budgeting exercise with states, efforts are being made to ensure increased commitment under Category II.

(iii) Reforms in annual work planning and budgeting: MHRD has developed a Performance Grading Index (PGI) for ranking states on key performance indicators. The PGI will help bring greater outcome orientation to operations and will facilitate a focus on results for financing.

ANNEX 6. SSA RESULTS CHAIN