Project Information Document (PID)

Concept Stage | Date Prepared/Updated: 05-Mar-2020 | Report No: PIDC27842

BASIC INFORMATION

A. Basic Project Data

Country	Project ID	Parent Project ID (if any)	Project Name
India	P172213		Nagaland: Enhancing Classroom Teaching and Resources (P172213)
Region	Estimated Appraisal Date	Estimated Board Date	Practice Area (Lead)
SOUTH ASIA	Jun 19, 2020	Sep 09, 2020	Education
Financing Instrument	Borrower(s)	Implementing Agency	
Investment Project Financing	Ministry of Finance	Government of Nagaland, Department of School Education	

Proposed Development Objective(s)

The project development objective is to (i) enhance education system and school management across the state and (ii) improve teaching practices and learning environments in selected target schools.

PROJECT FINANCING DATA (US$, Millions)

SUMMARY

Total Project Cost	85.00
Total Financing	85.00
of which IBRD/IDA	68.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Bank for Reconstruction and Development (IBRD)	68.00
Non-World Bank Group Financing	
Counterpart Funding	17.00
Borrower/Recipient	17.00

Environmental and Social Risk Classification

Moderate

Concept Review Decision

Track II-The review did authorize the preparation to continue

INTRODUCTION AND CONTEXT

A. State Context

1.   The state of Nagaland is situated in the North-Eastern Region (NER) of India and has a population of 2 million. With an area of 16,579 square kilometers, the state's topography is hilly, with very poor roads and connectivity. As a result of this difficult terrain, the population density is only 120 people per square kilometer (about one third of the national average of 312). The state has 12 districts, 52 blocks, and 1,500 villages. On average, Nagaland is poorer than the rest of India – per capita net domestic product in the state is US$ 930 (₹ 66,305), which is about 25 percent lower than the national average of US$ 1,230 (₹ 87,623)[1]. At the same time, the incidence of severe poverty is lower: compared to a national average of 22 percent (2011-12), an estimated 19 percent of the Naga population lives below the official poverty line. The majority of Nagaland's population is made up of rural, tribal communities: 89 percent of households are headed by a member of a scheduled tribe, while five percent are headed by a member of a scheduled caste[2]; three-fourths of all households are in rural areas[3]. The state's population can be classified into 16 major tribes, and more than 60 percent of the population depends on agriculture and allied activities for their livelihood (compared to less than half of the population elsewhere in India). Manufacturing contributes a mere 1.1 percent of the state gross domestic product, credit availability is low (credit deposit ratio is 0.27 compared to the national average of 0.78), and Nagaland's interstate migration rate is the highest amongst the North-Eastern states. As per Census 2011, Nagaland's Work Participation Rate is ahead of the average for India (49.2 percent versus 39.8 percent). However, 87 percent of all salaried jobs are in the government/public sector.

2.   The GoI has emphasized the importance of developing the NER, including Nagaland, and improving its linkages with the rest of India as well as internationally. Nagaland, like the other states in the NER, is classified by the GoI as a "Special Category" state, giving it priority for development investments. Besides these resources, MDoNER and the North-Eastern Council (NEC) also invest significantly in development efforts in Nagaland. Despite these efforts, Nagaland continues to face significant development challenges. State-wise infrastructure development rankings place Nagaland in the bottom quartile, and the state has one of the lowest per-capita electricity consumption levels in the country. Nagaland's Human Development Index ranking slipped from 15 in 1990 to 20 in 2017[4]. The state ranks close to the bottom of Niti Aayog's School Education Quality Index (SEQI)[5].

B. Sectoral and Institutional Context

3.   The government school education system in Nagaland, consisting of about 2,000 government schools catering to around 150,000 students, is primarily characterized by low enrolment and low learning outcomes at all levels, large inter-district disparity in achievements, and low service delivery capability at the state and sub-state levels. As per GoI's Unified District Information System for Education (UDISE) 2016-17 data for elementary schooling, Nagaland is among the bottom five states in India for its Net Enrolment Rate (NER) (75.63 percent vs 85.89 percent for India), retention rate (45.5 percent

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vs 70.6 percent for India), and rates of transition from elementary to secondary education (79 percent vs 88.5 percent for India). Nagaland has the second highest dropout rates at primary and upper-primary levels (20.9 percent and 18.2 percent respectively) [UDISE 2016-17]. The situation gets significantly worse at the secondary and higher secondary stages. At the secondary level, Nagaland ranks second from the bottom among states in India on NER (34.03 percent vs 51.77 percent for India) and third from the bottom in retention rate (30.9 percent vs 55.5 percent for India). At the higher secondary level, the NER drops to an abysmal 19.62 percent compared to 30.95 percent for India [UDISE 2016-17]. The pupil-teacher ratio (PTR) in government schools at both the elementary and secondary levels is 6 (compared with 23 for government schools across India), with large inter-district variations, and has been decreasing uniformly over the years due to an increasing number of teachers even as student enrolment numbers have dwindled. The number of teachers without professional qualifications has also increased year-on-year in stark contrast with the rest of India; as per UDISE 2016-17 data, 61.6 percent of teachers at the elementary level and 47.2 percent of teachers at the secondary level did not possess the required professional qualifications. The available National Achievement Survey (NAS)[6] data on student learning outcomes for Grades 3, 5, 8, and 10, and the Nagaland Board of School Education (NBSE) examinations data for Grades 10 and 12 reveal generally low levels of learning among government school students in Nagaland, particularly in the areas of math and science, with large inter-district variations. The state also performs poorly on the Annual Status of Educational Report (ASER)[7] of basic reading and arithmetic skills. Private schools in Nagaland constitute a significant and growing share of the education system, with 717 private schools enrolling about 220,000 students. Pass rates on the NBSE examinations (Grades 10 and 12) are significantly better for students in private as opposed to government schools.

4.   Across the government schools, there appear to be systemic weaknesses in teaching quality and teacher workforce management, including a lack of reliable data on the characteristics of the teaching workforce, especially their classroom presence and performance. Almost all government primary schools in Nagaland have pre-primary sections, but many of these might not be fully functional due to lack of resources. There is a possibility of 'proxy-teachers' across the state, where appointed teachers send unknown substitutes on their behalf. There is a lack of systems for reliably registering teacher presence/absence, detecting teacher proxies, and following up with measures/sanctions for these kinds of professional faults. Teacher recruitments tend to be ad-hoc; there were instances of teachers being recruited, without due process or qualifications. The state has yet to begin recruiting teachers through use of the Teacher Eligibility Tests (TET). There is a lack of policies on teacher redeployment and career management. The limited information available on the teaching workforce indicates a concentration of teachers in urban areas and in certain subjects. The absence of career management systems also manifests in the lack of a dedicated cadre for school leadership. State-wide systems for teacher professional development and continuous support appear limited.

5.   Throughout the state, schools suffer from: i) a lack of basic infrastructure, ii) dilapidated buildings, iii) inadequate toilet facilities, iv) traditional design and arrangement of spaces that may not be conducive to learning, and v) dysfunctional/non-functional Information and Communication Technology (ICT) equipment and science labs. Very few schools have libraries. School management committees (SMCs) (elementary schools) and school management and development committees (SMDCs) (secondary/higher secondary schools) form the basic building block in the delivery of school education in Nagaland. A preliminary World Bank assessment conducted in November and December of 2019 found large variations in the performance of these committees. The findings indicated: i) a lack of capacity in the areas of financial management and procurement; ii) fragmented institutional memory, including a lack of record keeping on the ownership of the land occupied by the school; iii) lack of consistent and productive engagement with administrative

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[6] The most recent NAS for Grades 3, 5, and 8 took place in 2017 while the most recent NAS for Grade 10 took place in 2018.
[7] ASER is an annual survey carried out by the ASER Center. In 2018, ASER surveyed children in all 11 districts of Nagaland.

officials; iv) ad-hoc management of schools; and v) low awareness/engagement on priority areas such as enrolment, drop-outs, learning levels, and co-scholastic activities such as students' counselling and transition to higher education.

6.   Overall, Nagaland has capacity and accountability gaps across the education service delivery chain that range from basic issues, such as poor infrastructure and student access challenges, to quality-focused ones, such as how to create high performing schools. Unbundling this service delivery chain reveals capacity constraints – both in terms of material (physical and financial) resources and technical ability – for all sets of actors involved: policy makers/enablers (state functionaries at district and sub-district levels), service providers (teachers and principals as frontline delivery agents in the schools), and clients (school students and parents). At the policy maker/enabler level, education functionaries in the district and sub-district administrative units of the state (such as district education officers, block/cluster resource persons, etc.) suffer from unclear roles and responsibilities and weak core capabilities (e.g. in data-driven planning, human resource management, expenditure management, and monitoring and evaluation). At the service provider level, schools lack the facilities and teaching learning materials required to support pedagogical reforms; teachers have limited access to opportunities for professional development, information, or supervision; and principals have limited leadership skills to effectively manage schools. At the client level, students and parents are supposed to be represented through members of SMCs/SMDCs, who in-turn lack the information and professional capacity to understand and negotiate change.

7.   In the past few years, GoN has attempted several education reforms. The *Shaala Siddhi* framework was utilized for the evaluation of elementary schools in the state, a geographic information system (GIS) mapping of schools was conducted, and a GoI-led ICT system was identified for adaptation for institutional strengthening at the state level. However, capacity and financing constraints have led to modest successes in institutionalizing any of these changes. In addition, with an eye towards improving teaching-learning in schools, the SCERT conducted a 2017 study that identified certain strategies that could be used to revamp the teaching workforce. The DSE also proposed remedial classes after poor performance in the latest NAS cycle. Many of these recommendations are yet to be implemented. GoN recognizes that business-as-usual will be insufficient to achieve Nagaland's development objectives in education, and focused and sustained efforts are needed to respond to the challenges of improving learning outcomes and transforming service delivery. The government's approach is to develop a comprehensive, cohesive reform program that can guide its efforts at two levels: system-wide reforms that improve overall education management and systems, and school-focused reforms that directly improve school-level learning environments.

C. Relationship to CPF

8.   The project is well aligned to the India Country Partnership Framework (CPF); in particular, the CPF's focus on 'investing in human capital'. It directly contributes to CPF Key Objective 3.2 "to improve the quality of education in schools and colleges" and aligns with the "focus on strengthening teacher performance through professional development and accountability systems, building institutions and systems and identifying ways to improve learning outcomes, and improving governance and quality assurance within schools and colleges". In so doing, it adopts three of the four catalytic approaches integral to the implementation of the CPF: (a) engaging a Federal India; (b) strengthening public sector institutions; and (c) supporting Lighthouse India. The project, in addition to the ongoing Nagaland Health Project (P149340), is expected to contribute to a strategic state partnership in Nagaland to enhance state implementation capability and provide lessons for states with similar issues.

PROPOSED PDO/RESULTS

A. Proposed Project Development Objective(s)

9.   The project development objective is to (i) enhance education system and school management across the state and (ii) improve teaching practices and learning environments in selected target schools.

B. Key Results

10.   The following preliminary results indicators are proposed to measure progress towards the PDO:
   i)   Improvement in state school management index
   ii)   Improvement in teaching and learning in target schools
   iii) Improved pass rate for target schools in Grade 10 examinations of the NBSE

PROJECT CONTEXT

11.   Based on a review of the key challenges in the education sector, two project components are proposed.

12.   **Component 1: Improving System and School Management** – In order to build service delivery capacity at the policy maker/enabler level, this component could enhance monitoring and evaluation processes and systems, and the related performance of education functionaries. The financing could be directed towards strengthening of Nagaland's education management information system (EMIS), with a focus on generating relevant and trustworthy metrics for benchmarking service delivery performance (such as through school report cards, district report cards, and state-level student assessments), measuring constraints associated with service delivery (e.g., textbooks not reaching schools, students not receiving uniforms at all or else of inadequate quality), and measuring the key characteristics of service provider behavior (such as attendance in classrooms, effort/time-on-task, content knowledge and skills of teachers). This component could also support career management and performance evaluation systems for teachers and principals. In addition, education functionaries at district and sub-district levels could be trained to effectively *use* the EMIS data for decentralized planning and school management. To build capacity at the service provider level, the project might finance upgradation of select teacher training institutions in Nagaland (called District Institutes of Education and Training [DIETs]) to enhance their capacity to implement high-quality in-service teacher professional development strategies. This might include enhancing the DIETs' capacity to provide effective teacher training in critical areas such as science and mathematics teaching. It may also include helping DIETs to design better assessment tools and approaches for measuring changes in teacher content knowledge and skills. In addition, the project could support the development and implementation of effective school management and leadership training programs for principals[8]. Finally, to build capacity at the client level, the project might support administrative capacity development packages for SMCs/SMDCs that would help enhance implementation of the Communitization Act.

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[8] Evidence suggests that investments in school leadership generally have positive impacts on school performance. See (Leithwood, Harris, & Hopkins, 2019) for a meta-analysis.

13.   The activities proposed above are also expected to influence the accountability mechanisms and incentives for various actors required to effectively utilize their capacity. For example, generating actionable *client-centered metrics* on service delivery performance from the EMIS and disseminating the information can empower and enhance the 'voice' of the client (parents/SMCs/SMDCs). Similarly, implementing strategies for merit-based recruitment, deployment, and redeployment of teachers as part of career management policies can enhance incentives at the service provider level. Finally, clarifying the roles and responsibilities of district-and sub-district level functionaries can enhance incentives at the policy maker/enabler level. It is important to highlight that other states in India have experimented with such reforms and can provide relevant lessons for Nagaland.

14.   **Component 2: Enhanced Teaching and Learning Environment** – This component aims to develop 'best practice' sites to demonstrate reforms for improving the learning environment and classroom instruction in the state. Learning environment refers to the locations (not just classrooms) and contexts in which students learn within the school premises. It considers the entire school, and its physical and non-physical characteristics to be determinants of student and teacher productivity and wellbeing[9]. The proposed approach is to select a set of existing higher secondary schools in Nagaland and develop them into composite schools (that offer pre-primary to higher secondary grades), called Lighthouse Schools, with enhanced learning environments. The proposed development of a set of these schools will include rehabilitation and expansion (when needed) to provide internet connectivity, multifunctional spaces, transformable classrooms, STEM laboratory clusters, library spaces, and breakout spaces for student learning and interaction. The upgraded schools will also receive learning equipment, teaching and learning materials, and educational technology. The renovated schools will therefore become more accommodating of diverse teaching and learning needs (including the traditional classroom teaching).

15.   In addition, teaching and learning in these schools will be improved by piloting evidence-based approaches to enhancing teacher quality, including more effective and continuous professional development; improving pedagogy and classroom instruction; enhancing access to quality teaching-learning materials; improving school leadership; and introducing assessment tools and methods that support more student-centered and competency-based approaches to student learning, particularly in the areas of math and science. Professional development would focus on teachers, teacher educators, and school leadership, as well as SCERT and DIETs, so they may all support learning. The project will also ensure that Lighthouse Schools provide safe and inclusive learning spaces. The suggested community engagement model under the project will include i) participation of the community in designing school interventions and its functions, and ii) the sharing of school services with community members (shared libraries, internet access, sports facilities, etc.). The SMDCs in Lighthouse Schools will be supported to play a pivotal role in ensuring the proper set up and maintenance of Lighthouse Schools and driving community-centric innovations in school autonomy, accountability, and finance for refinement and potential scale up to all schools in the state[10].

16.   Since the GoN's Lighthouse School concept is very new, it would be developed as a *learning initiative* to identify 'what works' in improving learning in Nagaland so as to demonstrate proof of concept before being scaled up. The choice of a sub-set of schools is therefore strategic: the initially-small sample of schools will allow for the kind of careful, high-

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[9] Schools that are designed based on principles of improving learning environment efficiency – both in terms of learning outcomes fostering and efficiency of construction – lead to better collaboration and experimentation by children and allow use of modern pedagogical techniques. For more discussion on this topic, please visit https://bit.ly/2tToUtT.

[10] Theoretical underpinnings for community engagement in education service provision are found in (World Bank, 2004)'s discussion on 'short route of accountability'. The links between community empowerment and provider responsiveness are developed in (Bruns, Filmer, & Patrinos, 2011).

quality monitoring and evaluation needed, with feedback loops included to permit course corrections, in order that principled approaches can be identified before scaled up to all schools in Nagaland occurs in due course. It is important to emphasize that this component would aim to discover the key principles for developing and sustaining high-performing schools within the complex and diverse socio-economic fabric of Nagaland – rather than reproducing one-size-fits-all blueprints – that could then be used to improve the overall schooling ecosystem in the state.

17.   **Gender –** The transition rates for boys and girls across all grades are lower in Nagaland than for other states in the NER as well as than the national average [UDISE 2016-17]. The elementary to secondary transition rate for girls is marginally lower than that for boys (87.91% versus 92.62%), but both are much lower than the corresponding national averages (10 percentage points lower for girls and 17 percentage points lower for boys). Tackling these troubling gaps will require gender-targeted interventions that address the specific barriers preventing each group from transitioning from elementary to secondary and higher-secondary schooling. Based on an analysis of the currently available data and observations emerging from the identification mission, the proposed gender interventions are at three levels: a) at the state level, the project will build the capacity of all teachers, mid-level administrative officials, and district and sub-district-level officers by sensitizing them towards adolescent needs in the socio-economic and geographic context of Nagaland; b) at the community level, the project will build the capacities of VECs/communities for effectively identifying and meeting the curriculum- and career-related needs of adolescent girls and boys in all state higher secondary schools; c) in the targeted 'Lighthouse Schools', the project will support a focused package of interventions, including career counselling, site-specific 'safe school' plans, life skills training, building the capacity of VECs on adolescent issues, and the possibility of introducing subsidized travel for adolescent girls.

Legal Operational Policies	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

Summary of Screening of Environmental and Social Risks and Impacts

18.   Nagaland is a mountainous state with Scheduled Tribes forming most of the population and spread over geographically difficult-to-reach areas. The state has 44 higher secondary schools, spread across 11 districts. Distinct demographic characteristics (16 major tribes constitute majority of state's population) require systematic consultations and engagement, specifically for community-level interventions under the project. The project will involve identifying optimal community engagement models for working with varied tribal community groups and identifying unique opportunities and challenges in the different districts that would need to be factored into developing an effective state-wide reform process in the long term. Interventions at the school and community level will be targeted in a coordinated manner at specific locations but, at this stage, the specific locations are not known/have not been identified. The Government of Nagaland (GoN) is familiar with the World Bank's E&S safeguard policies having implemented Bank supported projects in livelihoods, health and energy sectors. However, while there is familiarity and exposure, there are gaps/deficiencies in the application and implementation of these frameworks and preparation of E&S risk management measures and instruments like Environmental and Social Management Plans, Stakeholder Engagement Plan and Labor Management Procedures. Also, there are considerable intra-state variations in institutional capacity at the district and

sub-district levels. Required expertise will be brought through the PMC so that project preparation requirements and timelines related to ESF tasks can be met. Bank Team will provide required hand-holding and guidance to deliver the operation in line with ESF requirements till the time staff/consultants with relevant expertise are designated/appointed by GoN/DSE. For implementation support, specific requirements related to staffing and training will be included in the ESCP. Apart from building institutional capacity in Education Sector for ESF implementation, the project will leverage on DSE's broad-based experience from earlier safeguards regime and expand it to relatively newer areas such as: (a) green and safe school concept and systems, (b) feedback mechanisms for continuous stakeholder engagement and grievance redressal, (c) approaches for mitigation of risks associated with gender-based violence; and (d) positive interventions targeting vulnerable and disadvantaged groups.

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