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Program Information Document (PID)

Concept Stage | Date Prepared/Updated: 02-Nov-2022 | Report No: PIDC268229

BASIC INFORMATION

A. Basic Program Data

Country	Project ID	Parent Project ID (if any)	Program Name
India	P179249		Chhattisgarh: Accelerated Learning for a Knowledge-Economy
Region	**Estimated Appraisal Date**	**Estimated Board Date**	**Does this operation have an IPF component?**
SOUTH ASIA	01-Feb-2023	28-Apr-2023	Yes
Financing Instrument	**Borrower(s)**	**Implementing Agency**	**Practice Area (Lead)**
Program-for-Results Financing	India	State of Chhattisgarh	Education

Proposed Program Development Objective(s)

To enhance access to senior secondary education and improve the quality of (general) school education

COST & FINANCING

SUMMARY (USD Millions)

Government program Cost	9,250.00
Total Operation Cost	536.00
Total Program Cost	515.25
IPF Component	20.00
Other Cost	0.75
Total Financing	536.00
Financing Gap	0.00

FINANCING (USD Millions)

Total World Bank Group Financing	300.00
World Bank Lending	300.00
Total Government Contribution	236.00

Concept Review Decision

B. Introduction and Context

Country Context

1. ***India's economy will slow down, coming off a strong recovery in FY21/22 (April 2021-March 2022).*** The spillovers from the Russia-Ukraine war and the global monetary policy tightening cycle are expected to weigh on India's economic outlook: elevated inflation on the back of higher prices of key commodities, heightened global uncertainty, and rising borrowing costs will affect domestic demand, while slowing global growth will dampen India's export growth. The growth in FY22/23 will slow to 6.5 percent from 8.7 percent in FY21/22. Domestic demand is expected to remain on a moderate recovery path, despite external headwinds. The government's strong capex program will support investment, while private consumption will benefit from consumer spending in high- and middle-income groups. Net exports will continue to drag on growth. The rising merchandise trade deficit will push the current account deficit to 3.2 percent of GDP in FY22/23. Due to recovering demand and elevated food and oil prices, headline inflation is expected to stay above the Reserve Bank of India's (RBI) tolerance range, but should gradually ease to 5 percent next year. The government's gradual fiscal consolidation efforts will be bolstered by strong revenue performance. Goods and Services Tax (GST) collections continue to be strong, having crossed the INR 1 trillion mark every month since July 2021, reaching as high as INR 1.67 trillion in April 2022.

2. ***Although India has made remarkable progress in reducing extreme poverty over the past two decades, the COVID-19 pandemic has slowed progress, and poses risks to welfare.*** Prior to the pandemic, the share of the population living below US$2.15 per person per day (2017 PPP) is estimated to have fallen from 22.5 in 2011 to 10 percent 2019. This was accompanied by a sharp decline in the incidence of multidimensional poverty, from 27.7 percent in 2005/06 to 16.4 percent in 2019/21. However, the pace of poverty reduction has slowed in recent years, with key welfare indicators being slow to improve. More than 40 percent of India's population lived below the lower-middle income poverty line even before the pandemic. Inequality in consumption has remained stable, with a Gini index of around 35 over the past two decades. Child malnutrition has remained high, with 35.5 percent of children under the age of 5 being stunted and 67 percent of children aged 6-59 months being anemic in 2019-21. Despite a substantial social protection response from the Government of India (GoI), the COVID-19 pandemic has likely reversed recent welfare gains, exposed vulnerabilities in the labor market, and posed new risks to welfare. Urban unemployment has increased, with an increasing share of self-employed and casual wage workers, suggesting an incomplete and uneven recovery from the pandemic.

Sectoral (or multi-sectoral) and Institutional Context of the Program

1. **Chhattisgarh is one of the faster-growing States in India. However, high poverty rates and vulnerabilities also affected by climate change are a concern.** The State has a population of over 30 million of which a large percentage lives below the poverty line. The share of Scheduled Caste (SC) and Scheduled Tribes (ST) in the State population is 12.8 percent and 30.6 percent respectively. The climate in the State is approximately 20 to 45/46 degrees Celsius throughout the year with variances across districts. The State is vulnerable to droughts and floods due to erratic monsoons and heat waves that can force extensions of the annual school summer break and reduce the number of days for instruction.

2. **Chhattisgarh has 56,303 schools of which 48,547 (86.2 percent) are government-managed, 431 (0.76 percent) are government-aided private ones, and the remaining 13.04 percent are private schools.** The State has a school enrolment of 6.03 million students, of which 4 million study in government-managed schools. More than 70 percent of these students come from SC or ST populations. The Gross Enrolment Ratio steadily declines from elementary (95.5 percent for girls and 95.4 percent for boys) to senior secondary (59.1 percent for girls and 49.7 percent for boys) level of education, remaining consistently higher for girls. In particular, the relatively lower enrolment for adolescent boys is indicative of dropouts caused by early entry into the workforce, albeit mostly in low-paying jobs in the informal sector.

3. **The prolonged school closure during the COVID-19 pandemic has adversely impacted student learning levels.** There has been a substantial increase in the percentage of students below grade level proficiency[1].

Table 1: Grade and subject wise percentage of students below grade level proficiency

	Language		Mathematics	
	2017	2021	2017	2021
Grade 3	58%	75%	54%	74%
Grade 5	59%	70%	67%	88%
Grade 8	65%	71%	71%	87%
Grade 10	NA	91%	NA	90%

4. **The State has been witnessing a significant fall in school enrolment at the senior secondary level since its capacity to provide free-of-cost education decreases.** Per the latest State records, 350,000+ students entering government-managed primary schooling are likely to reach the final year of secondary schooling with about 2 percent dropouts. However, only 225,000 students can transition to senior secondary schooling due to the non-availability of seats. Most senior secondary schools only provide an arts-oriented education due to the lack of science and mathematics teachers or appropriate facilities. While 85 percent of students in private schools are enrolled in the science and commerce streams, the corresponding statistic for government-managed schools is less than 40 percent. To address this issue, since 2020, the government has developed 176 schools offering science and commerce education. These schools have attracted about three times more applications than the number of seats available. Essential for ensuring access, fragmented school operations in sparsely populated areas with low enrolment[2] have led to a high per-pupil expenditure and multi-grade teaching[3]. Prioritizing the development of relatively large schools (in SC, ST, and coal mining affected blocks) operating with a critical mass of teachers and students may allow respectable economies of scale, improve expenditure efficiency, decrease the per pupil expenditure, and free up funds for investment in other small (low enrolment) schools that are essential for ensuring access.

5. **The network of government-managed schools has 176,250 teachers with most of them lacking access to the in-service training opportunities required by them.** About 82,000 (47 percent) of them are teaching at the primary level (Grades 1 to 5), about 47,500 (27 percent) at the upper primary level (Grades 6 to 8), and 46,750 (27 percent) at the secondary (Grades 9 and 10) and senior secondary (Grades 11 and 12) levels. A lack of subject teachers in government-managed schools has resulted in language teachers teaching Mathematics, English, and Sciences. The State has limited fiscal space to hire new teachers despite increasing availability of teachers in the market. In the interim, providing teachers with structured lesson plans has been identified as a priority by the State. The State has commenced working on a system that allows teachers to choose from a menu of training (including pedagogical aspects) enabling them to seek specific support. However, it needs technical support and manpower to deliver the volume of modules needed. Similar challenges exist in in-service professional development support for school principals and head teachers, impacting their ability to provide adequate academic and administrative leadership to school operations.

6. **Poor teacher capacity to support the acquisition of foundational literacy and numeracy skills leads to below-grade learning at higher levels of schooling.** To address these issues, the state has introduced a three-month school readiness program for all children entering Grade 1. The State is also planning for a universal rollout of the Teaching at the Right Level (TaRL) approach in the primary grades. However, children speak more than 24 languages in the state; and teachers have limited in-service training and support materials to effectively manage multilingual classrooms.

7. **The lack of a standardized system to assess student learning through a diagnostic lens further compounds the**

[1] National Achievement Survey 2017 and 2021, Ministry of Education, Government of India
[2] The average enrolment in schools offering primary and/or upper primary education is about 65 students: roughly 8 to 10 students per grade/class
[3] The state's PTR for schools offering primary and/or upper primary education is 20. When compared with the average enrolment per grade/class translates into every teacher (on average) teaching simultaneously managing two grades/classes.

problem. The State has minimal learning assessment data, and this impacts its ability to plan in-service teacher training and support teachers in the bridge and remedial education programs for students. Periodic State Level Achievement Surveys (SLAS), and school-based formative and summative assessments can provide the required information. However, the SCERT Assessment Cell (SAC) has limited capacity and experience in these areas.

Relationship to CAS/CPF

8. **The proposed operation is consistent with the India Country Partnership Framework (CPF; FY18-22; Report No. 126667-IN, July 25, 2018) discussed at the Board on September 20, 2018.** The *Chhattisgarh: Accelerated Learning for a Knowledge-Economy (CHALK)* operation aims to build human capital by accelerating recovery from the COVID pandemic-induced learning losses. The operation is relevant to two focus areas of the CPF: (a) enhancing investment in the early years of children's development, and (b) improving the quality of education in schools and colleges. The proposed operation aims to leverage technical experts to strengthen public sector institutions. It focuses on the capacity development of nodal service delivery institutions. The best practices from the operation could facilitate cross-learning between low-income States in Eastern India that face similar challenges, promoting the 'Lighthouse India' concept.

Rationale for Bank Engagement and Choice of Financing Instrument

9. **CHALK relates directly to the World Bank's strategy for accelerated recovery from learning loss due to COVID and seeks to support a state with the highest poverty rates in India.** Having recorded some of the lowest student learning levels in the National Achievement Survey (2021), Chhattisgarh has been one of the first states to adopt critical measures for addressing learning losses. CHALK will support these measures and positively impact marginalized communities (SCs, STs, and OBCs), which account for about 95 percent of enrolment in government-managed schools. CHALK will support the development of additional, community managed, model schools in ST blocks, SC blocks and coal mining affected blocks of the State. These blocks have a disproportionate concentration of the poor in the State.

3. **The Program for Results (PforR) lending instrument will provide a greater results orientation. Funding will be linked to key educational outcomes and strengthening decentralized systems for school network expansion and management.** It will provide the State with the flexibility to use its own systems to design and deploy approaches best suited to the local context while building on the system's experience of implementing past, Bank-supported projects. Specifically, the PforR instrument will support the government as it incentivizes the shift to a model of school development and operation that: (i) improves operational efficiency by shifting focus from expanding the network of schools, to introducing critical reforms in the areas of planning, design, operation, and monitoring of schools, (ii) decentralizes teacher hiring and management, and (iii) focuses attention and resources on expanding capacity in subjects where there is demand from students. **The PforR Program will be supported by an Investment Project Financing (IPF) Component** to engage technical experts that can provide capacity-building and implementation support for nodal education institutions.

C. Program Development Objective(s) (PDO) and PDO Level Results Indicators

Program Development Objective(s)

10. **The PDO is to enhance access to senior secondary education and improve the quality of (general) school education**

PDO Level Results Indicators

11. **PDO Indicators:** Access to senior secondary education – (a) Increased enrolment in senior secondary education

under science and commerce streams (number), of which male (percentage); Quality of (general) school education - (b) Increased proficiency in language and math for Grade 4 students (percentage), of which females (percentage), SC (percentage), and ST (percentage); (c) Improved secondary school completion rate (percentage), of which males (percentage); and (c) Improved senior secondary school completion rate under science and commerce streams (percentage) of which males (percentage).

D. Program Description

PforR Program Boundary

12. **The government Program comprises the *Samagra Shiksha* (SS) funding for quality interventions and student entitlements and the State budget that is predominantly earmarked for teacher salaries.** About 83.2 percent of the total budget is used to pay salaries, and about 10 percent for school meals, textbooks, uniforms, and scholarships. This limits the funds available for improving the quality of school education and access to senior secondary education. The GoCG envisions the proposed operation to strengthen: (a) the capacity of the nodal educational institutions to improve in-service professional development support for teachers, (b) learning assessment systems and corresponding remedial education support for students, (c) community-led development and management of model, composite schools offering science and commerce education at the senior secondary level, and (d) school management via capacity building support for principals.

13. **Results Area 1 (RA-1) – Improved quality of teacher-student interaction for school education:** Under this results area, CHALK will support the State Council of Education Research and Training (SCERT) to better respond to the in-service training needs and support materials (exemplar video lessons and digital content) required by teachers. For primary education, it will support the development and rollout of a short-term certificate course to (a) facilitate a shift towards TaRL with priority to essential foundational level competencies, and (b) build teacher capacity to manage teaching in a multigrade-multilingual classroom. For upper primary and secondary education, CHALK will support: (a) a shift towards need-based training where teachers have the option to create customized annual training plans from a list of subject-specific and pedagogical modules developed based on insights from State Level Achievement Survey (SLAS). Standalone modules for the training of teachers on inclusive education for Children with Special Needs (CwSN) will be a priority, and (b) the development and rollout of grade and subject-wise structured lesson plans.

14. **Results Area 2 (RA-2) – Improved, centrally developed, and digitally enabled student diagnostic and assessment systems** for primary, upper primary, and secondary levels of education, CHALK will support the SCERT Assessment Cell (SAC) in designing school-based formative and summative assessments with digitally enabled recording and analysis of student responses; and using the same to generate class and student-specific remedial education plans.

15. **Results Area 3 (RA-3) – Decentralized school development and management for efficient and effective operation** for school education: CHALK will facilitate a shift to a community-led and context-specific brownfield development and management of schools via incentives for operating at economies of scale, greater operational efficiency, and better teacher effectiveness. Each model school will be: (a) large composite (Grades K to 12) school managed by a semi-autonomous school management society with parent representation; (b) set up to operate with a critical mass of teachers, recruited flexibly on need basis, and appoint a school principal via a merit-based selection process; (c) providing science and commerce education with associated facilities, including, science and ICT laboratories, smart classrooms, etc.; and (d) monitored and supervised by the parents through periodic, community-led social audits to facilitate greater accountability, proper maintenance of facilities, and better utilization of resources.

16. **Results Area 4 (RA-4) – School leadership development:** CHALK will support the State Institute of Education

Management and Training (SIEMAT) in providing in-service academic and administrative leadership training to school principals, helping them gain improved mastery in school leadership competencies, Disaster Risk Management (DRM), and School-Related Gender Based Violence (SRGBV).

E. Initial Environmental and Social Screening

17. **Per PforR Financing requirements, the World Bank will conduct an Environment and Social Systems Assessment (ESSA) to adhere to the World Bank Policy, Directive, and Guidance for ESSA during project preparation.** The ESSA will be prepared in collaboration with the GoCG to evaluate the Borrower's system to manage E&S risks and their acceptability[4]. The activities that can have significant adverse impacts, or are sensitive, diverse, or unprecedented on the environment or people will be excluded. The ESSA will include a list of the activities. Following stakeholder consultations, the draft ESSA will be disclosed at the project appraisal stage. The proposed Program activities would span the entire State, and cover select government-managed schools. The concept stage assessment suggests that the infrastructure investments envisioned under the proposed Program (refer to paragraph 21) relate largely to the creation of basic facilities and will not require any land acquisition. Some dilapidated schools may be reconstructed on existing land. The ESSA will further assess the need for any additional land and recommend corresponding measures for managing the E&S risks. No adverse risks to the environment including diversion of forest land, or risks to natural habitats are expected. Overall, the environmental impacts are likely to be site-specific/localized and can be mitigated with improved capacity for proper planning/design, and adoption of good standards and practices for the construction, operation, and maintenance of facilities. The proposed Program is anticipated to have significant social benefits, especially for ST and SC students, and communities living in mining-affected blocks. An assessment of preliminary social risks indicates that these are associated with the (a) likelihood of equitable access to project benefits for SC and ST students, and for students living in remote areas; (b) low institutional capacity among tribal and marginalized groups to effectively participate and articulate their voices as part of the school management committees (SMCs), and other committees at district and block level; and (c) capacity of teachers to communicate and teach in tribal languages. **Based on the preliminary screening at the concept stage, the overall risk rating for E&S aspects of the Program is assessed to be Moderate.**

18. The IPF component will not support the purchase of additional information technology hardware/equipment. The main environmental risks and impacts are envisioned to be the: (a) generation of some electronic waste and solid waste (including plastics) during the MIS development. The Environment and Social Framework (ESF) requirements for proper waste management will be addressed in the vendors' respective Terms of Reference (ToRs). The Environment and Social (E&S) risks and impacts will be managed via an Environment and Social Commitment Plan (ESCP), Labor Management Procedures (LMP, integrated into the ESCP), and the Stakeholder Engagement Plan (SEP; integrated into the ESCP), which will be prepared by the GoCG. **At the Concept stage, the E&S risks of the IPF component are assessed to be Low.**

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 of the IPF Component

[4] (a) adequacy of legal and regulatory framework related to E&S management; (b) elements of good practice[4] in E&S management; (c) promotion of E&S sustainability by avoiding, minimizing, or mitigating adverse impacts; (d) management of impact on natural habitats and physical cultural resources; (e) protection of public and worker safety against the potential risks associated with construction/operations of facilities, including those in areas prone to natural hazards and; (f) due consideration for the cultural appropriateness and equitable access to Program benefits, with special attention to the rights and interests of the tribal and vulnerable groups.