



Grant Assistance Report

Project Number: 42222
July 2009

Proposed Grant Assistance Mongolia: Early Childhood Education for Rural, Nomadic, and Migrant Children (Financed by the Japan Fund for Poverty Reduction)

CURRENCY EQUIVALENTS

(as of 31 July 2009)

Currency Unit	–	togrog (MNT)
MNT1.00	=	\$0.00069
\$1.00	=	MNT1,455

ABBREVIATIONS

ADB	–	Asian Development Bank
ECE		early childhood education
ESRP	–	Education Sector Reform Project
JFPR	–	Japan Fund for Poverty Reduction
MDG	–	Millennium Development Goal
MECS	–	Ministry of Education, Culture and Science
NGO	–	nongovernment organization
PIU	–	project implementation unit
PSC	–	project steering committee
TEDP	–	Third Education Development Project
UK	–	United Kingdom
UNESCO	–	United Nations Educational, Scientific and Cultural Organization
UNICEF	–	United Nations Children's Fund

GLOSSARY

<i>aimag</i>	–	administrative unit (province)
<i>bagh</i>	–	administrative unit (subdistrict)
<i>duureg</i>	–	administrative subunit of Ulaanbaatar City (district)
<i>ger</i>	–	traditional tent
<i>khoroo</i>	–	administrative subunit of duureg (subdistrict)
<i>soum</i>	–	administrative subunit of aimag (district)

NOTES

- (i) The fiscal year of the Government of Mongolia ends on 31 December.
- (ii) In this report, "\$" refers to US.

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MAP

JAPAN FUND FOR POVERTY REDUCTION (JFPR)

JFPR Grant Proposal

I. Basic Data	
Name of Proposed Activity	Early Childhood Education for Rural, Nomadic, and Migrant Children
Country	Mongolia
Grant Amount Requested	\$2,890,000
Project Duration	3 years
Regional Grant	<input type="radio"/> Yes / <input checked="" type="radio"/> No
Grant Type	<input checked="" type="radio"/> Project / <input type="radio"/> Capacity building

II. Grant Development Objectives and Expected Key Performance Indicators

<p>Grant Development Objectives: The general objective is to improve access to early childhood education (ECE) for rural, nomadic, and migrant children in Mongolia. The aim is to identify ECE models for children 3–6 years of age, with a community and poverty targeted focus for selected rural and nomadic families, ethnic minorities, and migrant workers. The specific objectives are to (i) identify and pilot cost-effective programs that are accessible for these poor target groups; and (ii) strengthen the capacity of central and local governments in the planning, financing, coordination, monitoring, and evaluation of alternative ECE programs.</p>
<p>Expected Key Performance Indicators:</p> <ul style="list-style-type: none"> (i) Improved caregiving behavior of caregivers in at least 60% of communes (ii) Improved access of target groups to alternative ECE programs from the current 12% to 25% by 2013 (iii) Sustained community-based and poverty-targeted ECE interventions in 70% of communes (iv) Improved school readiness for at least 60% of children

III. Grant Categories of Expenditure, Amounts, and Percentage of Expenditures

Category	Amount of Grant Allocated (\$)	Percentage of Expenditures
1. Civil works	0	0.0
2. Equipment and supplies	1,719,102	59.5
3. Training, workshops, seminars, public campaigns	257,120	8.9
4. Consulting services	301,784	10.5
5. Grant management	173,760	6.0
6. Other inputs	139,234	4.8
7. Contingencies	290,000	10.0
8. External audits	9,000	0.3
Total	2,890,000	100.0

JAPAN FUND FOR POVERTY REDUCTION

**JFPR Grant Proposal
Background Information**

A. Other Data	
Date of Submission of Application	20 March 2009
Project Officer	Jazira Asanova, Education Specialist
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Sector	Education
Subsector	Basic education
Theme	Social development, capacity development
Subthemes	Human development, institutional development
Targeting Classification	Targeted intervention: nonincome Millennium Development Goals (TI-M)
Name of Associated ADB Financed Operation	Education Sector Reform Project (ESRP)
Executing Agency	Ministry of Education, Culture and Science (MECS)
Grant Implementing Agency	Ministry of Education, Culture and Science Mr. B. Mishigjav, State Secretary Room # 204, Government Building III Ulaanbaatar 11, Mongolia Tel: +976 11 263-589; Fax: +976 11 323-589

B. Details of the Proposed Grant

1. Description of the Components, Monitorable Deliverables and/or Outcomes, and Implementation Timetable

Component A	
Component Name	Pilot Early Childhood Education Interventions
Cost (\$)	\$2,134,262 (including contingencies)
Component Description	The Mongolia Education Sector Master Plan (2006–2015) identifies early childhood education (ECE) ¹ as a priority issue and makes improving access to ECE—particularly among rural, nomadic, and migrant children—part of the overall outcome to be attained by 2015. To address the needs for ECE of these target groups, the pilot will identify locally appropriate ECE models for each target group. Core interventions will focus on children 3–6 years of age to improve cognitive and social development, and school readiness. Given the different circumstances and needs of the target groups, the pilot will follow a dual strategy: (i) for rural and nomadic children, the focus will be on developing financially sustainable alternative ECE programs in Bayan-Olgii, Bulgan, Hentiy, and Omnogovi <i>aimags</i> (provinces); and (ii) for migrant

¹ In this document, early childhood education is used interchangeably with preschool education and daycare to indicate preprimary education of children.

children, the focus will be on promoting establishment of community-based and/or home-based care in the periurban *ger* (traditional tent) settlements around the city of Ulaanbaatar, and identifying possibilities for private sector participation in ECE provision for migrant children, such as linking public and private childcare providers.

1. ECE for Rural and Nomadic Children, including Ethnic Minorities

The subcomponent will respond to the ECE needs of rural and nomadic families in four aimags: Bayan-Olgii, Bulgan, Hentiy, and Omnogovi.² Criteria for the selection of aimags included (i) poverty rate, (ii) proportion of rural and nomadic population, and (iii) incidence of ECE provision for the target group through existing programs. At least one aimag was selected based on a proportion of ethnic minorities in the aimag and education indicators (enrollment, completion, and achievement) among the ethnic minority group. The cyclic, seasonal migration of nomads several times a year, the dispersed nature of nomadism (where nomadic families live far apart from each other), and the remote location of nomadic families from permanent settlements impedes continuous provision of ECE to their children and requires reliance on alternative ECE programs (such as mobile *ger* kindergartens and/or visiting mobile teachers). The subcomponent will identify the most appropriate ways to (i) increase the coverage and quality of alternative ECE programs for rural and nomadic children, (ii) develop parental skills in child development and school preparation for seasons when nomads are not accessible by mobile ECE programs, and (iii) assess ability and willingness of parents and local governments to pay for ECE programs. The Project will (i) adapt relevant information, education, and knowledge materials on ECE for rural and nomadic families; (ii) organize sessions for caregivers to strengthen parenting skills and home-based learning; (iii) develop multimedia kits for rural and nomadic parents, including printed learning materials, audio and visual materials including cassettes, DVDs, CDs, and radio programs focusing on ECE in Mongolian and ethnic minority languages; (iv) improve provision of cognitive and recreational materials including children's books and toys; (v) provide ECE training to preschool teachers, including first-aid training; (vi) adapt, develop, and translate as appropriate locally relevant ECE curriculum, building on existing curriculum developed by the Ministry of Education, Culture and Science (MECS) and development partners and develop e-training modules as appropriate; (vii) pilot mobile learning systems for nomadic families; and (viii) provide *ger* kindergartens and other appropriate equipment (including mobile learning units such as radio transmitters or mobile phones).

The Project will provide 400 *ger* kindergartens equipped with furniture, toys, mini-libraries, other learning materials, and meal-cooking and hygienic facilities, thus increasing current enrollment in alternative ECE programs. Best practices of *ger* kindergarten operation in Mongolia indicate that two *gers* per site are optimal, with one *ger* serving as a learning space and the second as a space for cooking, serving kindergarten meals, and storage.³ Therefore, the Project will provide two *gers* for each *ger* kindergarten.³ Community and parent involvement in the supervision of *ger* kindergartens will be encouraged by training parents and community members in ECE and monitoring of ECE programs.

² MECS will identify *soums* (districts) in consultation with the development partners.

³ 800 *gers* will be provided under the Project.

	<p>The Project will support continuous exposure of children in target groups to alternative ECE programs to the extent possible. For example, for nomadic families, this would involve using (i) ger kindergartens in the summer months, (ii) mobile teachers in the spring and fall seasons, and (iii) training of caregivers (parents) in home-based and community-based ECE so that parents can utilize multimedia materials and mobile learning platforms (such as mobile phones or radio transmitters) throughout the year, but particularly during winter months. For example, assignments and guidelines to parents and caregivers can be transmitted and DVDs, CDs, and printed materials can be provided, so that parents or designated community caregivers can continue the ECE programs during the winter months.</p> <p>2. ECE for Migrant Children</p> <p>The subcomponent will identify approaches to support ECE programs for children 3–6 years of age from migrant families residing in six <i>khoroos</i> (subdistricts in Ulaanbaatar). The khoroos will be selected based on the poverty rate and low enrollment in ECE programs among children 3–6 years of age. The objective is to build the capacity of existing community workers and identify appropriate interventions for home-based and/or community-based ECE. Activities include (i) training and supervising ECE promoters and social workers, and actively involving preschool teachers; (ii) providing access to community-based ECE by establishing ger kindergartens in the project khoroos; (iii) conducting feasibility studies for constructing new kindergartens in selected khoroos; (iv) increasing awareness, knowledge, and practices of caretakers on child development and school readiness; (v) providing cognitive and recreational materials including children’s books and toys; (vi) providing ECE training to preschool teachers, including first-aid training; and (vii) adapting relevant information, education, and knowledge materials on ECE for migrant families.</p>
Monitorable Deliverables/Outputs	These include (i) at least one ECE model piloted for rural and nomadic families, and poor migrant workers; (ii) 400 ECE trainers trained; (iii) at least one ECE collaborator operating in at least 80% of communes in the project areas; (iv) 400 ger kindergartens set up; and (v) at least one ECE kit delivered to each commune.
Implementation of Major Activities: Number of months for grant activities	36 months

Component B	
Component Name	Advocacy and Communication
Cost (\$)	\$161,262 (including contingencies)
Component Description	<p>The component comprises two activities. The first aims to increase awareness and mobilize support from key national, provincial, and district leaders to sustain and expand investments in ECE. Specific activities include (i) development and dissemination of information targeted at leaders, development partners, and practitioners; (ii) organization of policy forums and community advocacy meetings; (iii) organization of workshops with local authorities and partners to support the integration of ECE issues into community programs; (iv) commune outreach by MECS and provincial departments of education; and (v) identification of private sector ECE champions willing to link with public ECE providers.</p> <p>The second activity will focus on behavior change communication to improve early childhood education, particularly for vulnerable groups, through mass</p>

	media and training. Activities include (i) preparation of communication packages to promote caregiver knowledge, attitudes, and behavior change in the area of childcare, cognitive development, and school preparation; (ii) commune-based communication campaigns including events and billboards on key child development issues; and (iii) adaptation and development of ECE information and communication materials, and mass media information. Information, education, and communication materials developed by previous ECE programs will be adopted and adapted, and MECS will develop new television spots with technical support from a communication specialist based on previous television campaigns developed by MECS and development partners.
Monitorable Deliverables/Outputs	These include (i) two national and three provincial ECE forums for decision-makers; (ii) at least one private sector forum on child care and development; (iii) adaptation and development of at least five national television and radio spots on ECE; and (iv) at least three different communication packages for caregivers (tailored for rural, nomadic, and migrant caregivers).
Implementation of Major Activities: Number of months for grant activities	36 months

Component C	
Component Name	Capacity Building for Early Childhood Education
Cost (\$)	\$201,187 (including contingencies)
Component Description	<p>The aim is to strengthen the national and local technical and human resource capacity of MECS for planning, budgeting, coordinating, and monitoring ECE programs with a focus on targeted interventions for vulnerable groups such as rural, nomadic, and ethnic groups and migrant families. National project activities will build MECS capacity. The Project will (i) develop and revise national standards and guidelines for ECE, particularly alternative ECE, targeting children 3–6 years of age; (ii) based on the approved ECE strategy, prepare and disseminate a national action plan for ECE; (iii) disseminate related national ECE policies, approaches, and best practices through seminars; (iv) promote integration of ECE priorities and investments for poor children 3–6 years of age in the next national development strategy; (v) identify mechanisms for effective national and local interministerial and nongovernmental coordination to strengthen planning, implementation, and financing of ECE interventions; (vi) identify appropriate target mechanisms for ECE to ensure that poor children have increased access to ECE; (vii) strengthen monitoring and evaluation of alternative ECE delivery; and (viii) provide technical assistance for project implementation. During project inception, a comprehensive ECE orientation for designated national, provincial, district, and commune staff and related departments will be carried out. Provincial activities include (i) strengthening capacity of provincial departments of education for decentralized ECE planning and budgeting processes in cooperation with the Ministry of Health and Ministry of Social Welfare and Labour; (ii) supporting preparation of annual ECE action plans and budgets; (iii) leveraging funding for project cofinancing and sustainability of interventions; (iv) strengthening provincial leadership and capacity for effective coordination of government and nongovernment stakeholders by supporting creation of joint planning and learning, advocacy events, and technical groups; and (v) training ECE master trainers.</p> <p>District and commune activities will (i) provide training on ECE; (ii) monitor and supervise community-based workers such as social workers</p>

	and preschool teachers; (iii) train a community-based network of ECE promoters by upgrading the skills of community workers; (iv) train relevant MECS and provincial department of education staff in monitoring and supportive supervision of community-based interventions; (v) assist communities in identifying ECE needs for poor and vulnerable groups, and prepare commune action plans facilitated by community workers; (vi) strengthen overall monitoring of preschool teachers providing alternative ECE programs; and (vii) strengthen coordination and collaboration between government agencies to improve impact on preschool-aged children. Feasibility studies will be conducted on (i) costs of home-based and community-based care models, and (ii) public-private partnerships in ECE.
Monitorable Deliverables/Outputs	These include (i) a national action plan for alternative ECE developed, (ii) annual ECE provincial action plans and budgets prepared, and (iii) 400 ECE master trainers trained.
Implementation of Major Activities: Number of months for grant activities	36 months

Component D	
Component Name	Project Management, Monitoring, and Operations Research
Cost (\$)	\$393,289 (including contingencies)
Component Description	<p>The component will support establishment of a national project implementation unit (JFPR PIU) under the PIU for the Education Sector Reform Project (ESRP) at MECS. The JFPR PIU will monitor and support effective development and implementation of the pilot schemes; facilitate interagency coordination, capacity building, and advocacy initiatives; and support policy analysis and development, based on the results of the pilot schemes. An educational institution such as Institute of Education will be recruited to revise, develop, and test the ECE curriculum. A nongovernment organization (NGO) will be recruited to revise, develop, test, and deliver ECE training and undertake advocacy and communication activities.</p> <p>Core activities include (i) establishing the JFPR PIU; (ii) preparing the grant implementation manual; (iii) performing annual audits; (iv) recruiting consultants, an NGO, and an educational institution; (v) organizing training and seminars; (vi) conducting follow-up surveys and workshops during implementation of pilot schemes; (vii) monitoring and evaluating pilot projects; (viii) preparing bidding documents and contracts for ECE kits, learning materials, gers, and other related equipment; (ix) conducting policy dialogue; (x) supporting interagency coordination; and (xi) submitting draft policies to the Government. The JFPR PIU will submit quarterly monitoring reports to the project steering committee (PSC) for the ESRP on implementation of pilot schemes, in coordination with stakeholders. It will prepare the final evaluation of the pilot schemes and a review of policy implications, drawing on project outputs, and consultations with the project coordinator, the recruited NGO and educational institution, the ESRP PSC, departments of education, local governments, community groups, and other participating stakeholder agencies.</p> <p>National consultants will conduct a feasibility study on the potential for using mobile learning platforms and alternative sources of energy for delivering ECE programs to nomadic families.</p>
Monitorable Deliverables/Outputs	These include (i) six national steering committee meetings; (ii) one baseline survey, one final survey, and evaluation; (iii) midterm and final evaluation reports; (iv) three external audits; and (v) at least three operations research

	activities.
Implementation of Major Activities: Number of months for grant activities	36 months

2. Financing Plan for Proposed Grant to be Supported by JFPR

Funding Source	Amount (\$)
JFPR	2,890,000
Central Government	133,000 (in kind)
Other Sources:	
Local Government	62,000 (in kind)
Community	5,000 (in kind)
Total	3,090,000

3. Background

1. Poverty continues to be a major problem in Mongolia: 35.2%⁴ of the population is officially categorized as living below the poverty threshold.⁵ In 2007, 37.6% of the national population living in rural areas was living in poverty compared with 17.1% in Ulaanbaatar. While inward migration to urban areas has created growing pockets of poverty in ger settlements around cities such as Ulaanbaatar, the percentage of the population living below the poverty threshold has been decreasing in urban areas. The result is that the gap between urban and rural poverty is widening. The World Bank Mongolia Poverty Assessment (2006) found that “a composite profile of a poor Mongolian is a person who lives in rural areas, has many children, works with livestock and has a lower secondary or lesser standard of education.” Education and poverty have strong links; poverty has a significant impact on school attendance, academic performance, and educational attainment. The World Bank analysis of the living standards measurement surveys of 1998 and 2002 found that the negative impact of poverty on school dropout rates is significant at every level of schooling—even at primary, where completion rates are normally close to universal—and poverty has the largest effect on upper secondary dropouts. Poverty affects children’s educational outcomes directly (out-of-pocket and opportunity costs) and indirectly (family or parental background). Mongolia has made notable progress toward developing its education sector. Despite these achievements, significant rural–urban disparities exist in education.⁶

2. Early childhood is a time of remarkable transformation and extreme vulnerability. Programs that support young children before they go to primary school provide strong foundations for subsequent learning and development, and contribute to increased primary education completion rates. Such programs also compensate for disadvantage and exclusion, offering a way out of poverty.⁷ International research indicates that large gaps in educational

⁴ National Statistical Office. 2009. *Household Socio-Economic Survey 2007–2008*. Ulaanbaatar.

⁵ National Statistical Office of Mongolia. 2007. *The Household Socio-Economic Survey under the Household Income and Expenditure Survey*. Ulaanbaatar.

⁶ A significant proportion of children in rural areas still do not attend primary or secondary school. In the countryside (excluding some centers), 8% of all children ages 9 to 15 have never enrolled in school, grade 4 completion is 86%, and 31% drop out before completing grade 8. Improving net enrollment rates in rural areas remains a challenge, and gaps in performance on achievement tests and progression rates are significant for students from rural areas.

⁷ United Nations Educational, Scientific and Cultural Organization. 2006. *Strong Foundations: 2007 Education For All Global Monitoring Report on Early Childhood Education*. France.

attainment are present at age 5.⁸ By age 5, it is possible to predict who will complete high school and college and who will not. Strengthening ECE programs is believed to be a cost-effective strategy for governments working to achieve education-related Millennium Development Goals. In 2008, the Mongolian education system underwent a major shift from the 11-year school system to a 12-year system, and the school entry age was lowered from 7 to 6 years, to align Mongolia's education system with international standards. The policy has far-reaching implications, including a 9% increase in total annual enrollment of 6-year-old children. The new policy of lowering school entry age requires effective ECE programs, including alternative approaches to ECE for disadvantaged children. ECE participation contributes to cognitive and social development of children, facilitates transition to school, reduces the number of late starters and dropout rates, and reduces disparities in the school preparedness of pupils, therefore improving student performance.

3. Fifty-seven percent of Mongolia's children have access to ECE, of which 12% are enrolled in alternative ECE programs (ger kindergartens and mobile teachers). According to MECS, of the 43% of children not enrolled in ECE, around 30% are children of migrant families and 13% are nomadic and rural children. Although children enrolled in alternative ECE programs are exposed to ECE interventions for only a short period in a year (e.g., ger kindergartens operate during summer months and mobile teachers visit families once a month), their ECE participation is counted as full-time in the calculation of ECE participation rates. According to the recently adopted National Action Plan 2009–2012, the Government will provide one ger kindergarten in each *bagh* (subdistrict). Mongolia has 1,538 *baghs* and around 340 ger kindergartens are currently operating.⁹ The government budget for 2009 includes allocations for the operation and maintenance of existing ger kindergartens, but not for the establishment of new ones. Supplementary Appendix A provides a detailed description of constraints and challenges in ECE provision.

4. Nomadic communities are among the hard-to-reach groups and represent a particular challenge for social service delivery, which has led to a low ECE enrollment rate among nomadic children, compared with those in urban areas. According to MECS, 5%–10% of children are late starters (they start formal school at 8, 9, or even 10 years); a large proportion are children from nomadic families. Among the reasons for late enrollment are their low school readiness and low socialization skills. A large number of nomadic children are estimated to not have access to ECE programs. Mongolia's most significant ethnic minority, Kazakhs (who accounted for 4.4% of the total population in 2002) also practice a pastoral, nomadic lifestyle similar to the ethnic majority Khalk in rural areas. Basic education and literacy rates among Kazakhs are among the lowest in the country. Prior to independence, substantial preschool coverage resulted in many children joining the formal school system already able to read and write. However, many preschool institutions have been closed due to reduced state funding and withdrawal of Soviet funding; many children now enter grade 1 inadequately prepared either academically or socially.¹⁰

5. Similarly, rural-to-urban migration has created increasingly large pockets of ger settlements characterized by high poverty and low access to social services, including ECE. In

⁸ Heckman, J. J. 2008. Schools, Skills, and Synapses. *Economic Inquiry* 46 (Fall): 289–324.

⁹ MECS estimates.

¹⁰ A national study on school readiness of 6 year olds conducted by the Education Institute of Mongolia in 2008 indicates that fewer children in rural areas exhibit socialization skills required for succeeding in formal school, compared with urban children. Parents in rural areas lack knowledge of child care practices to stimulate children's psychosocial development.

the last decade, migration from rural to periurban areas has grown as migrants seek better education, health, other services, and income-generating opportunities.¹¹ Migration has caused overcrowding in urban schools. For instance, the national average ratio of children to one teacher in kindergartens is 29 and approaches 45 in Ulaanbaatar. Interviews with migrant parents and khoroo leaders undertaken during project preparation indicate that ger settlements in periurban areas lack preschool education establishments.

6. Several development partners in Mongolia have introduced ECE projects,¹² including United Nations Educational, Scientific and Cultural Organization (UNESCO); United Nations Children's Fund (UNICEF); Save the Children United Kingdom (UK); and Fast-Track Initiative Catalytic Fund.¹³ These projects range from development of ECE curriculum and policy advice to MECS (UNESCO and UNICEF), to provision of ger kindergartens (Fast-Track Initiative Catalytic Fund), to training of kindergarten teachers (Save the Children UK). While the Project builds on the achievements of ECE projects by other development partners, it is the first project to systematically address ECE provision for vulnerable populations through (i) conducting comprehensive situation analysis, feasibility studies, and operations research; (ii) reviewing and developing ECE curriculum standards and linkages with primary education curriculum; (iii) reviewing, revising, and providing ECE training based on the revised ECE curriculum; (iv) substantially expanding access to alternative ECE among vulnerable populations; (v) pilot testing and scaling up locally appropriate ECE programs such as home- and community-based ECE; (vi) piloting mobile learning platforms for nomads; and (vii) focusing on public-private partnerships in ECE provision. The Project is also the first to provide comprehensive capacity building in ECE provision for central, provincial, and local governments and undertaking communication and advocacy activities to increase awareness of alternative ECE provision for a wide range of stakeholders.

7. The education sector strategies of the Asian Development Bank (ADB) for Mongolia are aligned with the Government's development objectives under the two pillars of ADB's country strategy and program update for 2007–2009:¹⁴ broad-based growth and economic competitiveness. The strategies include the development of quality education and inclusive social development with an explicit commitment to achieving the Millennium Development Goals. In addition, access to education services and opportunities for vulnerable groups to better participate in economic growth processes are to be improved. With the backdrop of an evolving economic downturn in Mongolia, the Government's immediate priority has been to implement near-term measures to stabilize the financial system and adjust to the adverse external environment. The Government indicates that its priority is to protect the poor during this crisis period and proposes a dual strategy of (i) ensuring macroeconomic and financial stability (i.e., cross-cutting support to the poor); and (ii) reforming and better targeting welfare programs, and ensuring the effectiveness of social services delivery and effectiveness of social services

¹¹ According to findings of the survey, *Children on the Move: Rural-Urban Migration and Access to Education in Mongolia*, the major reasons for households to move were to find jobs (34.3%), to give children better education (31.2% overall and the most important reason among women), and to get closer to services and information (20.6%).

¹² Ger and summer (seasonal) kindergarten, Family Empowerment Strategy, Mobile Teachers Program, Parenting Program, Step by Step Program, and so on.

¹³ Launched in 2002, the Education For All-Fast Track Initiative is a global partnership to help low-income countries meet the education Millennium Development Goals and the Education For All goal that all children complete a full cycle of primary education by 2015. Funding is channeled through existing bilateral and multilateral channels and through the Fast-Track Initiative Catalytic Fund, which supports countries with insufficient resources to implement their education sector plans.

¹⁴ ADB. 2006. *Country Strategy and Program Update (2007–2009): Mongolia*. Manila.

outlays. Given the current economic situation in Mongolia, ADB is in the process of tailoring its assistance to address the emerging challenges and to support the Government in protecting the social sectors, including education, from the impact of the economic downturn. The JFPR Project is aligned with the ADB-funded ESRP, approved on 21 November 2008.¹⁵ It will enhance implementation of the major policy reform of moving to a 12-year education system, which the ESRP aims to support. Successful implementation of this policy will require comprehensively reforming preservice teacher training; reducing the cost and improving the provision of textbooks; streamlining education finance, budgeting, and planning; introducing innovative approaches to education by enhancing the use of information and communication technology for education; and improving teacher training institute facilities in support of comprehensive reforms in preservice teacher training. Thus, the ESRP will create an effective framework for the development and discussion with the Government of alternative ECE guidelines, policies, and strategies. The Project also complements the other JFPR project: Reducing Persistent Chronic Malnutrition in Children in Mongolia, which addresses children's health and nutrition.¹⁶

4. Innovation and Knowledge Sharing

8. The Project will implement innovative, demand-driven pilot measures to improve access to ECE for rural, nomadic, and migrant children in the project sites. The Project aims to develop two different cost-effective ECE models: (i) home-based and community-based ECE activities for rural and nomadic children and increased mobile learning systems for nomadic children; and (ii) community-based ECE activities and ger kindergartens for migrant children. The Project aims to address the specific needs of children aged 3–6, thereby contributing to their school readiness. The Project will assist local governments with integrated ECE planning and budgeting processes, and strengthen supportive supervision, especially for community-based programs.

9. Nomadic communities are among the hard-to-reach groups and represent a particular challenge for social service delivery, which has led to a low ECE enrollment rate among nomadic children, compared with those in urban areas. Education requirements of nomadic children go beyond ECE. Policy recommendations as a result of the Project will consider the unique situation of nomadic children, and highlight linkages between ECE and primary and basic education. The Project will encourage policy dialogue with the Government on a comprehensive approach to addressing their education needs. Rural-to-urban migration has created increasingly large pockets of ger settlements characterized by high poverty and low access to social services, including ECE. New approaches are needed that can demonstrate the ability to deliver affordable high impact results to rural, nomadic, and migrant children. As yet, no approach responds to the increasing demand for daycare in migrant communities, and no appropriate strategy is in place to reach isolated nomadic groups from majority and minority ethnic groups. Innovative project activities include the following:

- (i) Increase the access and quality of public and private ECE programs for children from 3 to 6 years of age.
- (ii) Promote development of home-based and community-based ECE for rural and nomadic children, including children from poor ethnic minority groups in selected aimags.

¹⁵ ADB. 2008. *Report and Recommendation of the President to the Board of Directors on a Proposed Grant to Mongolia for the Education Sector Reform Project*. Manila.

¹⁶ ADB. 2009. *Proposed Grant Assistance to Mongolia for Reducing Persistent Chronic Malnutrition in Children in Mongolia (Financed by the Japan Fund for Poverty Reduction)*. Manila.

- (iii) Promote development of community-based and seasonal ECE programs for migrant children.
- (iv) Use established community-based workers and leaders (e.g., khoroo leaders, bagh governors, social workers) to create awareness about ECE among caregivers and target poor households among ethnic minority groups.
- (v) Identify appropriate mobile learning systems for nomadic families. Given the resource-poor environment of many nomadic families, the Project will explore the feasibility of using mobile learning platforms that will be piloted among nomadic families to improve access to health and other government services, in addition to alternative ECE delivery.
- (vi) Encourage public–private partnerships in ECE provision in aimags with a sizeable presence of the private sector¹⁷ (e.g., Omnogovi and Ulaanbaatar), which can potentially provide preschool services and facilities for children of the companies' employees. The Project will support identification of private sector ECE champions willing to link with ECE providers through an advocacy and communication campaign and private sector forum.

10. The Project's results and lessons will be shared with the various levels of government, development partners, as well as with other developing member countries (by developing a knowledge product and sharing lessons at ADB headquarters).

5. Sustainability

11. Mongolia currently has no proven mechanism to provide quality ECE programs to rural, nomadic, migrant, and ethnic minority children 3–6 years of age. While the Government is interested in expanding ECE programs to these communities, it is unlikely to borrow for ECE without first identifying appropriate interventions for reaching these most vulnerable groups. The Project is an important step to scale up results of the pilot as part of the education and poverty reduction programs through future grants or loans. Consultant inputs during the Project will aim to build capacity to ensure long-term capacity, support, and sustainability.

12. Mongolia is experiencing an economic downturn and the Government budget is severely constrained. The impact of the downturn on poor and vulnerable groups will be significant. Protecting and expanding access to basic social services, including ECE, is an investment in the future productivity of poor and vulnerable groups, and is vital during the economic recession. The Government indicates that the operation and maintenance budget for ECE programs is available, although expanding access to ECE does not seem feasible in 2009. As a lead development partner in Mongolia's education sector, ADB is in the process of reprogramming its assistance to the country to address immediate needs in the social sectors, including education. These proposed crisis response projects aim to maintain access and quality of social services through well-focused and targeted project support supplemented by a program of policies designed to make systematic reforms in social services delivery. In addition, ADB is currently supporting a review of Mongolia's Education Sector Master Plan 2006–2015 under its sector-wide approach technical assistance. This review will include calculation of the funding gaps and prioritization of education policies and strategies to assist the Government

¹⁷ Currently, only 8% of children are enrolled in private kindergartens. Private providers are mainly concentrated in the city of Ulaanbaatar and serve middle class families. Rural, nomadic, and periurban areas have few if any private ECE providers, therefore the risk that ger kindergartens to be provided under the Project will crowd out private ECE providers is very low.

with its short- and medium-term planning in the context of the economic downturn. The development of a sector-wide approach is a key platform of the 2006–2015 master plan, prepared with ADB assistance in 2005. An education donors' consultative mechanism, cochaired by MECS, ADB, and the Embassy of Japan, was established in 2005 and guides collaboration between the Government and its development partners. It prepares and monitors annual implementation plans to track the significant progress being made in integrating the sector-wide approach into the Government's internal planning process and the fiscal cycle. Given the combined government and aid activities in education to safeguard achievements in education, ADB's targeted and policy assistance in education in response to the economic downturn, and the availability of the operation and maintenance budget for ger kindergartens, the Project is deemed financially sustainable after completion (3 years after grant effectiveness).

13. The objective of the Project is to pilot interventions that the Government can learn from and integrate into its national system over the medium and long term. A thorough analysis of the MECS institutional delivery system, together with the policy implications of the pilot approaches, and the submission of draft policy amendments to the Government will provide the foundation for sustaining the Project's outputs. Testing of approaches in various socioeconomic resource environments enhances the potential for replicating successful approaches throughout the country in similar circumstances.

6. Participatory Approach

14. The Government and ADB worked together on the assessment and consultation to ensure participation by all relevant stakeholders. Project design involved a participatory process of regular consultations and presentations with major government and nongovernment national and provincial stakeholders, kindergarten directors and teachers, community leaders, and development partners. MECS set up a multisector working group to prepare the Project. In April, May, September, and December 2008, consultation meetings with MECS and key stakeholders including UNICEF, UNESCO, World Bank, Save the Children UK, Mongolian Education Alliance, and Center for Non-formal and Distance Education were held to discuss the Project. The Japanese Embassy in Ulaanbaatar was consulted in September 2008. Local consultants interviewed more than 300 individuals in six aimags (Bayan-Olgii, Bulgan, Dornod, Dornogovi, Hentiy, and Omnogovi) and the Ulaanbaatar district including methodologists; kindergarten teachers and directors in soum (district) centers; local governments; and rural, nomadic, and migrant parents and children. Field visits were made to kindergartens and education departments in six aimags in addition to field visits in urban and periurban areas of Ulaanbaatar. Interviews with more than 70 nomadic parents were organized in two aimags (Bayan-Olgii and Omnogovi); with 40 migrant parents in the Ulaanbaatar district; and with rural parents in Bulgan, Dornod, Dornogovi, and Hentiy aimags.

15. During implementation, the Project will maintain broad stakeholder participation in all of its activities. It will encourage (i) nationwide consultation in the planning, management, coordination, implementation, and monitoring of alternative ECE; (ii) partnerships between MECS, NGOs, and educational institutions in developing and delivering alternative ECE training curricula and programs; (iii) greater community involvement in ECE delivery; (iv) training of caregivers for community-based ECE programs; and (v) consultations with the private sector on public–private partnerships in ECE delivery. Stakeholders will also take part in project monitoring and evaluation, as well as in policy-advisory roles. Local governments will be closely involved throughout the Project through monitoring and evaluation activities and participation in workshops. Ethnic minorities will be targeted and involved in consultations, but will not be

adversely affected by the Project. The Project will encourage community contributions, such as provision of labor for ger construction and parents acting as teacher aides for preschool teachers. Community and parent involvement in the supervision of ger kindergartens will be encouraged by training parents and community members in ECE and monitoring of ECE.

16. A major underlying project objective is to enhance responsiveness by governments, society, private entrepreneurs, and community activists to ECE needs of disadvantaged groups. Community organizations, private businesses, activists, and community leaders will be mobilized to play key roles in advocacy, needs assessment, and identification of approaches to improve access, generation, and delivery of ECE to disadvantaged children.

17. This participatory approach will be extended to all relevant stakeholders, encouraging their contribution through collaboration, information sharing, and annual workshops that will assess findings and outcomes. Stakeholders will thereby contribute to the Project's general objective.

Primary Beneficiaries and Other Affected Groups	Other Key Stakeholders
<p>Approximately 20,000 rural, nomadic, and migrant children from 3 to 6 years of age across three provinces will benefit from ECE programs to improve their cognitive and psychosocial skills</p> <p>Local governments of four <i>aimags</i> (Bayan-Olgii, Bulgan, Hentiy, and Omnogovi) and two <i>duuregs</i> (districts) of Ulaanbaatar will participate in project implementation.</p> <p>As poverty and low academic achievement are highly correlated with ethnic minority populations, the Project will have a significant beneficial effect on children from ethnic minority groups in the project areas.</p> <p>Six periurban khoroo governments will participate in project implementation.</p> <p>Almost 300,000 people living in the targeted project areas will benefit from ECE campaigns.</p>	<p>The Project will strengthen cooperation among key national and local stakeholders including MECS, provincial departments of education, and development partners such as UNICEF and Save the Children UK.</p> <p>MECS, the Executing Agency of the Project, will benefit from support for policy development and pilot-testing of alternative ECE programs.</p> <p>The Project will strengthen local implementation of the Government's Integrated Policy on Early Childhood Development and will provide recommendations for strengthening provision of alternative ECE programs for vulnerable groups.</p> <p>The Project will strengthen aid coordination as NGOs working on ECE programs (UNESCO, UNICEF, Save the Children UK) will cooperate under the Project.</p>

7. Coordination

18. The Project was designed with inputs from MECS, the Non-Formal and Distance Education Center, local governments in seven aimags, methodologists and kindergarten principals in seven aimags, parents and children, and development partners including representatives of the United Nations agencies and NGOs working on alternative ECE programs.

19. The project management structure will be integrated with that of the ESRP (under the umbrella of the Third Education Development Project [TEDP]), greatly facilitating the processes. The Project will also benefit from TEDP and ESRP experience with policy reforms and development in the sector, and the PIU of the TEDP and ESRP will facilitate access to decision makers in MECS and the Ministry of Finance. In turn, the Project will serve as a laboratory for

testing innovative community-based ECE schemes that will contribute to the ESRP's broad objective of strengthening basic education in Mongolia.

20. The Project will encourage cooperation between NGOs and aimag departments of education. Collaborating NGOs include Save the Children UK and Mongolian Education Alliance for community mobilization and alternative ECE provision.

21. Mr. Takihiro Ishizaki, First Secretary, Embassy of Japan, Ulaanbaatar, was consulted on 5 September 2008. He generally supports the Project and asked that the proposal be submitted for his review prior to submission to the Government of Japan.

8. Detailed Cost Table

22. Please refer to Appendix 2 for the summary cost table, Appendix 3 for the detailed cost estimates, and Appendix 4 for the fund flow arrangements.

C. Linkage to ADB Strategy and ADB-Financed Operations

1. Linkage to ADB Strategy

23. Mongolia's National Development Strategy (2008)¹⁸ states that one of the key priorities of the Government is improving the quality and access to basic education and health services, to support employment and income-generating activities, thereby improving the social safety net and supporting sustainable human development. In implementing these activities, the Government will ensure that the poor and vulnerable groups of society have equal access to basic social services, thus supporting their opportunities for employment and participation in economic activities. It means that having a person access satisfactory education, food availability, and health is the prerequisite to prevention of, and moving away from poverty and vulnerability, especially intergenerational poverty.

24. ADB's country strategy and program update 2007–2009 (footnote 13) confirms the overall direction of the 2006–2008 country strategy and program and its priority focus on poverty reduction and the Millennium Development Goals.¹⁹ The country operations business plan 2009–2011 (currently under preparation) identifies ECE as a priority issue and makes improving access to ECE, particularly among rural and nomadic children, part of the overall outcome to be attained by 2015. As a lead development partner in Mongolia's education sector, ADB is in the process of reprogramming its assistance to Mongolia to address immediate needs in the social sectors, including education. The proposed Education for the Poor—Financial Crisis Response Project aims at supporting the Government in financing free preschool meals during the economic downturn, in addition to providing free textbooks targeted at poor students and providing block grants to selected schools and boarding schools serving disadvantaged students. In addition, ADB is currently supporting a review of the Education Master Plan (2006–2015) under its sector-wide approach technical assistance. This review will include calculation of the funding gaps and prioritization of education policies and strategies to help the Government with short- and medium-term planning in the context of the economic downturn.

¹⁸ Government of Mongolia. 2008. *Resolution of the State Great Khural of Mongolia: Endorsement of the Millennium Development Goals (MDGs)-based Comprehensive National Development Strategy of Mongolia*. Ulaanbaatar.

¹⁹ ADB. 2005. *Country Strategy and Program (2006–2008): Mongolia*. Manila.

Document	Document Number	Date of Last Discussion	Objective
Mongolia country operations business plan 2009–2011 ²⁰ (under preparation)		2009	Ensure inclusive social development with an explicit commitment to achieving the Millennium Development Goals and improving access to education services and improved opportunities for vulnerable groups to better participate in economic growth processes.

2. Linkage to Specific ADB-Financed Operation

Project Name	MON: Education Sector Reform Project
Project Number	39254-02
Date of Board Approval	21 November 2008
Loan Amount	\$10,000,000

3. Development Objective of the Associated ADB-Financed Operation

25. The Project will assist the Government in improving the quality and relevance of primary and secondary education in support of the major policy of shifting to a 12-year education system. ADB has provided assistance to the Government for formulating the policy shift from an 11-year to a 12-year education system to align Mongolia's education system with international standards. Successful implementation of this policy will require comprehensively reforming preservice teacher training; reducing the cost and improving the provision of textbooks; streamlining education finance, budgeting, and planning; introducing innovative approaches to education by enhancing the use of information and communication technology for education; and improving teacher training institute facilities in support of comprehensive reforms in preservice teacher training. The Project will support the Government in implementing the policy effectively and efficiently while ensuring sustainability.

26. The new policy of lowering school entry age requires effective ECE programs, including alternative approaches to ECE for rural, migrant, and nomadic children. The Project will enhance implementation of the major policy reform required to move to a 12-year education system and will support the systematic development of ECE approaches to extend access of poor children to ECE. Without targeted interventions, existing discrepancies in school enrollment and academic achievement between rural and urban populations in the basic education sector could remain and even deepen in the context of the transition to the 12-year school system.

4. Main Components of the Associated ADB-Financed Operation

No.	Component Name	Brief Description
1.	Improving education planning, management, and budgeting	1.1 Assess the education planning and management system and MECS information systems. 1.2 Design a master management information system that can fully integrate existing subsets of the management information system. 1.3 Review, analyze, and identify constraints of the existing school-based financial policies and their impacts on cost-

²⁰ Preparation of the new Mongolia country partnership strategy was postponed to 2010.

No.	Component Name	Brief Description
		efficient delivery of basic education services. 1.4 Produce a school management handbook, including budgeting and financial management; design and develop computer-based tools to facilitate application of a school management handbook. 1.5 Develop a national information and communication technology strategy.
2.	Strengthening preservice teacher training	2.1 Review and develop new teacher training institute curriculum. 2.2 Develop national student admission procedures. 2.3 Develop and implement a student teacher assessment system. 2.4 Develop guidelines for new teacher practice system. 2.5 Develop new continuous professional development system for teacher educators. 2.6 Conduct needs analysis of teaching and learning materials and develop new textbooks and resource materials. 2.7 Develop and implement journal abstract scheme for teacher training institutes.
3.	Enhancing quality, affordability, and provision of textbooks and other teaching and learning materials, including enhanced innovation in the use of information and communication technology in the classroom	3.1 Reform bid submission, evaluation, and award system. 3.2 Reform textbook ordering system. 3.3 Develop and implement textbook cost reduction strategies. 3.4 Develop information and communication technology for rural areas in the pilot project. 3.5 Develop Mongolian language software. 3.6 Establish web portal for rural teacher training. 3.7 Develop website to encourage teacher collaboration.
4.	Providing improved learning conditions via support to the upgrading of the physical infrastructure of teacher training institutes	4.1 Rehabilitate and upgrade selected teacher training institutes. 4.2. Provide laboratory, information and communication technology, and other equipment for the rehabilitated teacher training institutes.

5. Rationale for Grant Funding versus ADB Lending

27. Programs that support young children before they go to primary school provide strong foundations for subsequent learning and development, and contribute to increased primary education completion rates.²¹ Such programs also compensate for disadvantage and exclusion, offering a way out of poverty.²² Improving children's well-being at the earliest age must be an integral and systematic component of education and poverty reduction policies. The summary poverty reduction and social strategy is in Appendix 5.

28. Mongolia currently has no proven mechanism to provide quality ECE programs to rural, nomadic, migrant, and ethnic minority children 3–6 years of age. While the Government is interested in expanding ECE programs to these communities, it is unlikely to borrow for ECE without having identified appropriate interventions for reaching these most vulnerable groups.

²¹ ADB. 2008. *Education and Skills: Strategies for Accelerated Development in Asia and the Pacific*. Manila.

²² UNESCO. 2006. *Strong Foundations: 2007 Education For All Global Monitoring Report on Early Childhood Education*. France.

The Project is an important step to scale up results of the pilot as part of the education and poverty reduction programs through future grants or loans. The objective of the Project is to introduce pilot interventions that the Government can learn from and integrate into its national system over the medium and long term.

D. Implementation of the Proposed Grant

1. Implementing Agency	Ministry of Education, Culture and Science
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29. The project steering committee (PSC) of the ESRP will act as the PSC for the Project, providing strategic orientation and overall guidance on project implementation. The state secretary of MECS will chair the PSC, which will comprise senior officials from MECS, Ministry of Social Welfare and Labour, Ministry of Finance, Institute of Education, Pre-School Teacher Training Institute, and selected senior representatives of the NGO community. Such NGO representatives will be selected by the Executing Agency based on NGOs' activities in the area of ECE (e.g., UNICEF and Save the Children UK).

30. The PIU for the Project will be established within the PIU of the ESRP. The ESRP PIU, which is also responsible for daily operation of the TEDP, has been in place since the mid-1990s; the staff are very experienced in procurement, consultant recruiting, and overall project implementation. The Executing Agency's procurement capacity has been assessed in June 2009 during preparation of the proposed Education for the Poor Financial Crisis Response Project and is deemed adequate. The JFPR PIU will be headed by a project coordinator and comprise a financial assistant, administrative assistant, and driver. MECS will recruit the PIU members, who will be approved by ADB. The project coordinator will guide implementation and administer the Project, and report to ADB and the Government. The JFPR PIU will prepare a grant implementation manual, for ADB approval, during the first quarter of implementation, including disbursement methods for the pilot schemes. The project coordinator will work under the supervision of the project manager of the ESRP PIU for disbursement; procurement; financial management; monitoring and evaluation; and preparation of detailed project implementation plans and budgets, annual reports, and quarterly progress reports. The ESRP PIU will be responsible for training the JFPR PIU staff. The financial assistant, under the supervision of the project coordinator, will work closely with the finance officer of the ESRP PIU. The ESRP PIU will be in charge of procurement. The JFPR PIU will comprise at least three qualified technical staff; and national consultants with expertise in the areas of information, education, communication, and monitoring and evaluation. International and national experts will provide capacity building and management support. They will also provide assistance with ECE program planning and implementation, advocacy and communication, budgeting and finance, ECE training, and ECE curriculum development. The JFPR PIU will work closely with provincial departments of education and local governments; Institute of Education; Pre-Primary Teacher Training Institute; and NGOs and development partners in the area of early childhood development, especially in poor communities. The JFPR PIU will be responsible for recruiting (i) national consultants; (ii) an educational institution such as the Institute of Education to revise, develop, and test the ECE curriculum; and (iii) an NGO to revise, develop, test, and deliver ECE training and undertake advocacy and communication activities. The NGO will be recruited through consultant qualification selection using biodata proposal as there is a very limited number of local NGOs that have required competencies in ECE provision.²³ The JFPR PIU and the NGO will be responsible for monitoring and evaluation of project activities. An entity such

²³ E.g., Save the Children Japan and Mongolian Education Alliance.

the Institute of Education will be recruited based on a single source selection method, given that it is the main institution tasked with curriculum development under the auspices of MECS. The implementation arrangements are in Appendix 6.

31. The Project will recruit two international (7 person-months, intermittent) and seven national consultants (71 person-months, intermittent) on an individual basis. All national and international consultants will be recruited in accordance with ADB's *Guidelines on the Use of Consultants* (2007, as amended from time to time). International and national consultants are expected to work together to the extent possible. Based on previous JFPR experience and to enhance learning from international best practices, the Executing Agency has asked ADB to recruit the international consultants. International consultants will have expertise in ECE management and financial analysis. Consultants will be recruited individually because there are very few national consulting firms in the area of education. The management ECE consultant (international), in collaboration with the JFPR PIU, will oversee the activities and performance of the NGO and an educational institution recruited for implementing selected project activities. National consultants will have expertise in (i) ECE training, (ii) ECE curriculum and learning materials, (iii) planning and budget, (iv) financial analysis, (v) ECE policy and planning, (vi) communication and behavior change, (vii) advocacy and communication, and (viii) monitoring and evaluation. The outline terms of reference for consulting services are in Supplementary Appendix B.

32. Procurement under the Project will be conducted in accordance with ADB's *Procurement Guidelines* (2007, as amended from time to time). Goods, services, and works estimated to cost the equivalent of less than \$50,000 will be procured using ADB's shopping procedure. Goods and services with an estimated value of less than \$500,000 and works with an estimated value of less than \$1,000,000 will be procured using national competitive bidding. The ESPR PIU will be responsible for procurement, with technical inputs from the project coordinator. To procure items costing less than \$10,000, the ESPR PIU may purchase the items directly from the supplier. In such cases, ADB should be satisfied that the price paid is reasonable. International competitive bidding is not envisaged under this Project. National competitive bidding procurement will be carried out in accordance with the Mongolian Procurement Law, subject to modifications agreed with ADB. The procurement plan is in Supplementary Appendix C.

2. Risks Affecting Grant Implementation

Type of Risk	Brief Description	Measure to Mitigate the Risk
Sustainability of ECE interventions	A low percentage of the government budget is allocated to ECE, particularly in the context of the current economic downturn.	The Project will help local governments identify cost-effective ECE interventions and assist in planning and budgeting. ADB will provide assistance to Mongolia's education sector with the aim of maintaining access and quality of social services through well-focused and targeted project support supplemented by a program of policies designed to make systematic reforms in social services delivery. In addition, ADB is currently supporting a review of Mongolia's Education Master Plan (2006–2015) under its sector-wide approach technical

Type of Risk	Brief Description	Measure to Mitigate the Risk
		assistance. This review will include calculation of the funding gaps and prioritization of education policies and strategies to assist the Government with its short- and medium-term planning in the context of the economic downturn.
Inadequate coordination of ECE programs	No clear coordination and or implementation mechanism for ECE is in place.	The Project will strengthen capacity to coordinate ECE activities by technical ministries and NGOs.
Lack of ECE awareness	Decision makers are not aware of the benefits of investing in ECE.	The Project will finance advocacy for decision makers in the public and private sectors.

3. Incremental ADB Costs

Component	Incremental Bank Cost
Amount requested	\$60,000
Justification	Intermittent staff consultant inputs are required to help with project inception, to ensure rapid start-up; and to provide comprehensive midterm and final reports related to documentation and knowledge products to ensure international dissemination and preparation of national policy development.
Type of work to be rendered by ADB	Oversee preparation of the grant implementation manual, baseline survey, inception and midterm review, final survey, and final review; and disseminate results.

4. Monitoring and Evaluation

Key Performance Indicator	Reporting Mechanism	Plan and Timetable for Monitoring and Evaluation
Increased enrollment in ECE among migrant, rural, and nomadic children from 12% in 2007 to 25% in 2012 (disaggregated by gender, ethnicity, and income)	Results of operations research Monitoring reports	Six semiannual reports
Project aimags provided with ECE campaigns to increase awareness, skills, and behaviors for improved ECE	Quarterly project reports Final evaluation report	Six semiannual reports
At least two innovative ECE approaches for rural, migrant, and nomadic children tested and evaluated for their effect on improving access to and enhancing quality of ECE for disadvantaged children	Quarterly project reports Final evaluation report	Six semiannual reports
Improved caregiving behavior in at least 60% of communes	Training activity reports Results of operations research Monitoring reports	Six semiannual reports, midterm review, operations research, baseline, and final evaluation
Improved school readiness in at least 50% of children in the project areas	Results of operations research Monitoring reports	Six semiannual reports
The Project submits draft guidelines and	Quarterly project reports	Six semiannual reports

Key Performance Indicator	Reporting Mechanism	Plan and Timetable for Monitoring and Evaluation
policy recommendations to the Government to improve ECE enrollment of disadvantaged groups	Final evaluation report	

5. Estimated Disbursement Schedule

Fiscal Year (FY)	Amount (\$)
FY1 (From September)	\$450,000
FY2	\$1,200,000
FY3 (Up to August)	\$1,240,000
Total Disbursements	\$2,890,000

Appendixes

1. Design and Monitoring Framework
2. Summary Cost Table
3. Detailed Cost Estimates
4. Fund Flow Arrangements
5. Summary Poverty Reduction and Social Strategy
6. Implementation Arrangements

Supplementary Appendixes (available on request)

- A. Background Note on Early Childhood Education in Mongolia
- B. Outline Terms of Reference for Consulting Services
- C. Procurement Plan

DESIGN AND MONITORING FRAMEWORK

Design Summary	Performance Targets/Indicators	Data Sources/Reporting Mechanisms	Assumptions and Risks
<p>Impact Improved access to quality ECE programs among children aged 3–6 years from disadvantaged families in Mongolia</p>	<p>Increased enrollment in ECE from 57% nationwide in 2007^a to 75% in 2015</p> <p>Increased primary school enrollment from 92.7% in 2007 to 95% in 2015</p>	<p>National statistics data</p> <p>MECS baseline and research studies on preprimary enrollment</p> <p>Progress reports on Millennium Development Goals</p>	<p>Assumption Evidence from project outputs is turned into proper policies that the Government adopts and funds</p> <p>Risk Basic education takes precedence over preprimary education</p>
<p>Outcome Availability, awareness, and demand for ECE programs increased in project areas; and MECS capacity to coordinate, finance, monitor, and implement ECE programs developed</p>	<p>Increased enrollment in ECE among rural, nomadic, and migrant children from 12% in 2007 to 25% in 2012 (disaggregated by gender, income, and ethnicity)</p> <p>Increased community awareness in project sites on the importance of ECE by 2012</p>	<p>Survey results</p> <p>MECS baseline and research studies on preprimary enrollment</p> <p>Progress reports on the Millennium Development Goals</p> <p>Government reports</p>	<p>Assumption Government willing to fund ECE programs to promote school readiness</p> <p>Risk Increased awareness and knowledge without increased demand for ECE due to competing household issues (e.g., direct and indirect costs of enrolling in ECE and forgone opportunities to use children as household help). This risk will be mitigated by ADB's ongoing policy dialogue with the Government and ADB's assistance to the education sector that will focus on targeting essential social services including education for vulnerable groups.</p>
<p>Outputs 1. Pilot approaches to ECE delivery for vulnerable children designed and tested</p>	<p>1.1 Pilot ECE programs established in project sites by mid-2010</p> <p>1.2 Daycare workers, caregivers, and master trainers trained</p> <p>1.3 Toys, mini-libraries, and other supplies to daycare centers provided</p>	<p>Government reports</p> <p>JFPR project reports</p> <p>Pre and post surveys</p>	<p>Assumptions Support and commitment of central and local authorities</p> <p>Partnerships with private companies</p> <p>Risks High turnover of officials and senior staff in key agencies resulting in slow</p>

Design Summary	Performance Targets/Indicators	Data Sources/Reporting Mechanisms	Assumptions and Risks
<p>2. Awareness of and demand for ECE programs increased and capacity to plan, finance, coordinate, and monitor ECE enhanced</p> <p>3. Guidelines, policies, and strategies developed and discussed with the Government</p> <p>4. Project management, and monitoring and evaluation system established</p>	<p>1.4 Results of at least three delivery approaches published and discussed with concerned ministries by end of 2011</p> <p>2.1 Advocacy materials developed, approved by MECS, and disseminated to stakeholders by 2011</p> <p>2.2 Capacity building to plan, finance, coordinate, and monitor ECE conducted by 2012</p> <p>2.3 Knowledge product on lessons and good practices developed for discussion with the Government</p> <p>3.1 Guidelines and policies discussed in government institutions by beginning of 2012</p> <p>3.2 ECE curriculum for the target population analyzed and revised by mid-2010</p> <p>3.3 Reference guides, including an ECE manual with various modules developed by mid-2010</p> <p>3.4 School readiness of project beneficiaries increased</p> <p>4.1 A project monitoring and evaluation system is put in place within the first 6 months of implementation</p>	<p>JFPR project reports</p> <p>Pre and post surveys</p> <p>Pre and post surveys, including a school readiness test</p> <p>Government reports</p> <p>JFPR project reports</p> <p>Data, including gender-, income-, and ethnicity-sensitive baseline and follow-up surveys, and reports from the monitoring and evaluation system</p> <p>JFPR project reports</p> <p>Government reports</p> <p>JFPR project reports</p>	<p>progress in ECE development and promotion</p> <p>Financial downturn results in the Government's reduction of educational expenditure. ADB is planning to provide assistance to Mongolia's education sector, aiming to maintain access and quality of social services through well-focused and targeted project support supplemented by a program of policies designed to make systematic reforms in social services delivery. In addition, ADB is currently supporting a review of Mongolia's Education Master Plan (2006–2015) under its sector-wide approach technical assistance. This review will include calculation of the funding gaps and prioritization of education policies and strategies to assist the Government with its short and medium-term planning in the context of the economic downturn.</p>

<p>Activities with Milestones</p> <p>Component 1: Testing Approaches for Increased Access to ECE for Rural, Nomadic, and Migrant Children (2009–2012)</p> <p>1.1 Assess the potential approaches and discuss with all stakeholders on the feasibility and sustainability of such approaches.</p> <p>1.2 Design the different ECE models and delivery modalities for various settings, including costing and sustainability plan.</p> <p>1.3 Get commitment and approval from local and central authorities.</p> <p>1.4 Train daycare workers, caregivers, ECE promoters, and master trainers.</p> <p>1.5 Provide toys, mini-libraries, and other supplies to daycare centers.</p> <p>1.6 Provide training for caregivers to strengthen parenting skills.</p> <p>1.7 Pilot the ECE models, and consult with the stakeholders to refine and validate the model.</p> <p>1.8 Publish the results and submit to concerned government agencies.</p> <p>Component 2: Developing and Implementing Advocacy and Awareness Raising Activities (2009-2012)</p> <p>2.1 Implement advocacy, training, and awareness raising activities.</p> <p>2.2 Conduct national and provincial ECE forums for decision-makers.</p> <p>2.3 Measure effectiveness of advocacy and awareness raising activities.</p> <p>Component 3: Building Central, Provincial, and Local Capacity (2009–2012)</p> <p>3.1 Provide capacity building at MECS and relevant institutions to plan, finance, coordinate, and monitor ECE programs for rural, nomadic, and migrant children.</p> <p>3.2 Analyze and revise existing ECE curriculum, and pilot test revised ECE curriculum.</p> <p>3.3 Develop reference guides, including an ECE manual with various modules.</p> <p>3.4 Develop and administer pre- and post-school readiness tests among project beneficiaries and a control group</p> <p>Component 4: Policy Development and Monitoring and Evaluation (2009–2012)</p> <p>4.1 Institutional assessment of MECS in alternative ECE management and delivery.</p> <p>4.2 Develop guidelines and policy proposals for the Government on the results of main outputs.</p> <p>4.3 Conduct baseline and follow-up surveys.</p> <p>4.4 Monitor and evaluate project activities.</p> <p>4.5 Prepare a knowledge product on evidence-based good practices and lessons, including approaches to increase access to ECE.</p>	<p>Inputs (\$)</p> <p>ADB: \$2,890,000 financed by the Japan Fund for Poverty Reduction</p> <p>Government: \$200,000 equivalent as in-kind contribution</p> <p>Private Sector: To be determined</p>
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ADB = Asian Development Bank; ECE = early childhood education; JFPR = Japan Fund for Poverty Reduction; MECS = Ministry of Education, Culture and Science.

^a UNICEF. 2007. *Review of Integrated Early Childhood Development Policy Implementation*. Ulaanbaatar.

SUMMARY COST TABLE
(\$)

Inputs/ Expenditure category	Grant Components	Component A: Pilot Early Childhood Education Interventions	Component B: Advocacy and Communication	Component C: Capacity Building for Early Childhood Education	Component D: Project Management, Monitoring, and Operations Research	Total Input	Percentage of Total (%)
1. Civil Works		0	0	0	0	0	0.0
2. Equipment and Supplies		1,634,800	16,302	0	68,000	1,719,102	59.5
3. Training, Workshops, and Seminars,		95,400	74,200	76,520	11,000	257,120	8.9
4. Consulting Services		139,136	10,400	102,148	50,100	301,784	10.5
5. Grant Management		0	0	2,400	171,360	173,760	6.0
6. Other Inputs		51,500	43,234	0	44,500	139,234	4.8
7. External Audits		0	0	0	9,000	9,000	0.3
8. Contingencies (0%–10% of total estimated grant fund)		213,426	17,126	20,119	39,329	290,000	10.0
Subtotal JFPR Grant Financed		2,134,262	161,262	201,187	393,289	2,890,000	100.0
Central Government Contribution		66,500	22,500	11,500	32,500	133,000	
Local Government Contributions		17,500	14,000	4,000	26,500	62,000	
Community's Contributions (mostly in kind)		2,000	1,500	500	1,000	5,000	
Total Estimated Cost		2,220,262	199,262	217,187	453,289	3,090,000	
Total Incremental Costs						60,000	

Source: Asian Development Bank estimates.

DETAILED COST ESTIMATES

(\$)

Supplies and Services Rendered	Costs				Contributions				
	Unit	Quantity, Units	Cost Per Unit	Total	JFPR		Central Govern- ment	Local Govern- ment	Communities
					Amount	Method of Procurement			
Component A. Pilot Early Childhood Education Interventions			Subtotal	2,006,836	1,920,836		66,500	17,500	2,000
1.1 Equipment and Supplies									
1.1.1 Furniture for <i>ger</i> kindergartens, toys, booklets, and pamphlets (ECE kit) for centers (5 provinces)	centers	400	1,250	500,000	500,000	NCB			
1.1.2 Purchase of gers	items	800	1,000	800,000	800,000	NCB			
1.1.3 Development and production of ECE materials	items	25,200	10	252,000	252,000	NCB			
1.1.4 Printing information, education, and communication materials (posters, flip charts, and meeting guides)	items	6,600	10	66,000	66,000	Shopping			
1.1.5 ECE promoter supplies: backpacks, caps with logo	items	680	10	6,800	6,800	Shopping			
1.1.6 Pilot mobile equipment for delivery of ECE for nomadic families (mobile phones or radio transmitters)	items	100	100	10,000	10,000	Shopping			
1.2 Training, Workshops, and Seminars									
1.2.1 Introductory course on ECE: Training for caregivers in alternative kindergartens	caregivers	600	40	24,000	24,000				
1.2.2 Introductory course on ECE: Training for community-based caregivers	caregivers	400	30	12,000	12,000				
1.2.3 Refresher training for caretakers (3 days x 2x per year for 2 years)	caregiver	600	50	30,000	30,000				
1.2.4 Refresher training of commune workers on early childhood development (1 day 2x per year x 2 years)	worker	200	45	9,000	9,000				
1.2.5 Training of ECE promoters (e.g., ECE, interpersonal communication) (Bayan-Olgii, Bulgan, Hentiy, Omnogovi, and Ulaanbaatar district)	trainings	60	300	18,000	18,000				

Supplies and Services Rendered	Unit	Costs			Contributions				
		Quantity, Units	Cost Per Unit	Total	JFPR		Central Government	Local Government	Communities
					Amount	Method of Procurement			
1.2.6 Refresher training for ECE promoters (Bayan-Olgii, Bulgan, Hentiy, Omnogovi, and Ulaanbaatar district)	worker	60	40	2,400	2,400				
1.3 Consulting Services									
1.3.1 Communication and behavior change specialist (national)	person-months	10	1,200	12,000	12,000	Individual			
1.3.2 Per diem and local travel	person-days	33	60	2,000	2,000				
1.3.3 ECE specialist (for children 3–6 years of age) (international)	person-months	5.5	18,000	99,000	99,000	Individual			
1.3.4 Per diem and international (two round trips) travel	person-days	129	125	26,136	26,136				
1.4 Other Project Inputs (Specify)									
1.4.1 Community-based campaigns (children's day, community events, dramas, and competition)	campaigns	160	100	16,000	16,000				
1.4.2 Parenting education session meeting expense	meetings	1,100	5	5,500	5,500				
1.4.3 Allowance for ECE promoters ^a	person-months	60	500	30,000	30,000				
1.5 Salaries for Central, Provincial, and Local Counterpart Staff				86,000			66,500	17,500	2,000
Component B. Advocacy and Communication				Subtotal	182,136	144,136	22,500	14,000	1,500
2.1 Equipment and Supplies									
2.1.1 Duplication of television spots and other mass media products	lump sum			16,302	16,302	Shopping			
2.2 Training, Workshops, and Seminars									
2.2.1 National workshop for development of action plan for ECE	number of participants	300	50	15,000	15,000				
2.2.2 National standards and guidelines miniworkshops (one per topic)	number of participants	200	70	14,000	14,000				
2.2.3 Advocacy training for province, district, and township staff	number of participants	400	25	10,000	10,000				
2.2.4 Provincial child care forums	number of participants	350	32	11,200	11,200				

Supplies and Services Rendered	Costs				Contributions				
	Unit	Quantity, Units	Cost Per Unit	Total	JFPR		Central Government	Local Government	Communities
					Amount	Method of Procurement			
2.2.5	National child care forum	number of participants	300	40	12,000	12,000			
2.2.6	Private sector forum (Ulaanbaatar)	number of participants	200	35	7,000	7,000			
2.2.7	Dissemination workshop for project lessons learned	number of participants	100	50	5,000	5,000			
2.3	Consulting Services								
2.3.1	Communication and advocacy specialist (national): design and evaluation	person-month	7	1,200	8,400	8,400	Individual		
2.3.2	Per diem and local travel	person-days	33	60	2,000	2,000			
2.4	Other Project Inputs (Specify)								
2.4.1	Mass media and advocacy materials produced including DVDs	materials	10	2,500	25,000	25,000	Shopping		
2.4.2	Feasibility study for using mobile phone learning platforms for ECE delivery and using alternative energy methods for ECE delivery to nomadic families	study	1	10,000	10,000	10,000	Lump sum		
2.4.3	Upgrade MECS website for ECE dissemination	lump sum			1,234	1,234			
2.4.4	Publications on ECE lessons, approaches, teaching methods	publications			7,000	7,000			
2.5	Salaries for Central, Provincial, and Local Counterpart Staff				38,000		22,500	14,000	1,500
Component C. Capacity Building for Early Childhood Education			Subtotal		197,068	181,068	11,500	4,000	500
3.1	Training, Workshops, and Seminars								
3.1.1	Orientation during inception for national and local partners	workshops	13	1,040	13,520	13,520			
3.1.2	ECE annual planning workshop (Bayan-Olgii, Bulgan, Hentiy, Omnogovi, and Ulaanbaatar)	workshops	15	700	10,500	10,500			
3.1.3	Training of trainers program for provincial ECE master trainers (province and district)	trainings	400	30	12,000	12,000			

Supplies and Services Rendered	Unit	Costs			Contributions			
		Quantity, Units	Cost Per Unit	Total	JFPR	Central Government	Local Government	Communities
3.1.4 Supportive supervision training (district and commune)	trainings	6	2,500	15,000	15,000			
3.1.5 Management training (central, province, and district): planning, coordination	workshops	9	1,500	13,500	13,500			
3.1.6 Local travel for 60 national ECE practitioners going two times (Bayan-Olgii, Bulgan, Hentiy, and Omnogovi)	cost per participant per trip	120	100	12,000	12,000			
3.2 Consulting Services								
3.2.1 ECE curriculum and training specialist (national)	person-months	8	1,200	9,600	9,600	Individual		
3.2.2 Per diem and local travel	person-days	33	60	2,000	2,000			
3.2.3 Planning and budget specialist (national)	person-months	6	1,200	7,200	7,200	Individual		
3.2.4 Per diem and local travel	person-days	25	60	1,500	1,500			
3.2.5 Financial analyst: cost study on home-based and community-based care models (national) and feasibility of constructing mainstream kindergartens in ger settlements	study	1	10,000	10,000	10,000	Lump sum		
3.2.6 Per diem and local travel	person-days	42	60	2,500	2,500			
3.2.7 ECE specialist (international): feasibility study public-private and community-based care models	person-months	1.5	18,000	27,000	27,000	Individual		
3.2.8 Per diem and local travel (1 round trip)	person-days	47	125	10,948	10,948			
3.2.9 ECE policy and planning specialist (national)	person-months	15	1,200	18,000	18,000	Individual		
3.2.10 Per diem and local travel	person-days	50	60	3,000	3,000			
3.2.11 ECE learning materials consultant (national)	person-months	7	1,200	8,400	8,400	Individual		
3.2.12 Per diem and local travel	person-days	33	60	2,000	2,000			
3.3 Management and Coordination of this Component								
3.3.1 National steering committee meetings	year	6	400	2,400	2,400			

Supplies and Services Rendered	Unit	Costs			Contributions				
		Quantity, Units	Cost Per Unit	Total	JFPR		Central Govern- ment	Local Govern- ment	Communities
					Amount	Method of Procurement			
3.4 Salaries for Central, Provincial, and Local Counterpart Staff				16,000			11,500	4,000	500
Component D. Project Management, Monitoring, and Operations Research			Subtotal	413,960	353,960		32,500	26,500	1,000
4.1 Equipment and Supplies									
4.1.1 Office equipment and supplies for PIU	lump sum			25,000	25,000	Shopping			
4.1.2 Office equipment and supplies for NGO	lump sum			25,000	25,000	Shopping			
4.1.3 Office equipment and supplies for educational institution	lump sum			10,000	10,000	Shopping			
4.1.4 Training for NGO staff	lump sum			8,000	8,000	Shopping			
4.2 Training, Workshops, and Seminars									
4.2.1 Midterm workshop	workshop	1	5,000	5,000	5,000				
4.2.2 Final workshop	workshop	1	6,000	6,000	6,000				
4.3 External Audits (of the entire JFPR Project)	audits	3	3,000	9,000	9,000				
4.4 Consulting Services (e.g., for management, monitoring, and assessments)									
4.4.1 Baseline survey	lump sum	1	10,000	10,000	10,000				
4.4.2 Midterm review	lump sum	1	6,000	6,000	6,000				
4.4.3 Final evaluation and end survey	lump sum	1	12,500	12,500	12,500				
4.4.4 National monitoring and evaluation consultant	monthly	18	1,200	21,600	21,600				
4.5 Management and Coordination of Project									
4.5.1 Project coordinator (PIU)	monthly	36	1,200	43,200	43,200				
4.5.2 Administrative assistant (50%) (PIU)	monthly	36	300	10,800	10,800				
4.5.3 Financial assistant (50%) (PIU)	monthly	36	400	14,400	14,400				
4.5.4 Driver (50%) (PIU)	monthly	36	300	10,800	10,800				
4.5.5 Project coordinator (NGO) (50%)	monthly	36	400	14,400	14,400				
4.5.6 ECE specialist (NGO) (50%)	monthly	36	400	14,400	14,400				

Supplies and Services Rendered	Unit	Costs			Contributions			
		Quantity, Units	Cost Per Unit	Total	JFPR			
					Amount	Method of Procurement	Central Government	Local Government
4.5.7 ECE training specialist (NGO) (50%)	monthly	36	400	14,400	14,400			
4.5.8 Communication and advocacy specialist (NGO) (50%)	monthly	36	400	14,400	14,400			
4.5.9 Administrative costs (NGO)	lump sum			5,760	5,760			
4.5.10 ECE curriculum specialist (educational institution) (50%)	monthly	36	400	14,400	14,400			
4.5.11 ECE curriculum developer (educational institution) (50%)	monthly	36	400	14,400	14,400			
4.6 Other								
4.6.1 Travel and per diem for provincial monitoring and supervision (PIU and NGO)	monthly	34	280	9,520	9,520			
4.6.2 Travel and per diem for district monitoring and supervision (PIU and NGO)	monthly	34	250	8,500	8,500			
4.6.3 Travel and per diem for central monitoring (PIU and NGO)	monthly	36	180	6,480	6,480			
4.6.4 Translation	lump sum			20,000	20,000			
4.7 Salaries for Central, Provincial, and Local Counterpart Staff				60,000		32,500	26,500	1,000
Subtotal Components A to D			Subtotal	2,800,000	2,600,000	133,000	62,000	5,000
Contingency (Maximum 10% of total JFPR Contribution)				290,000	290,000			
Total Grant Costs			Total	3,090,000	2,890,000	133,000	62,000	5,000
Total Incremental Costs				60,000	60,000			

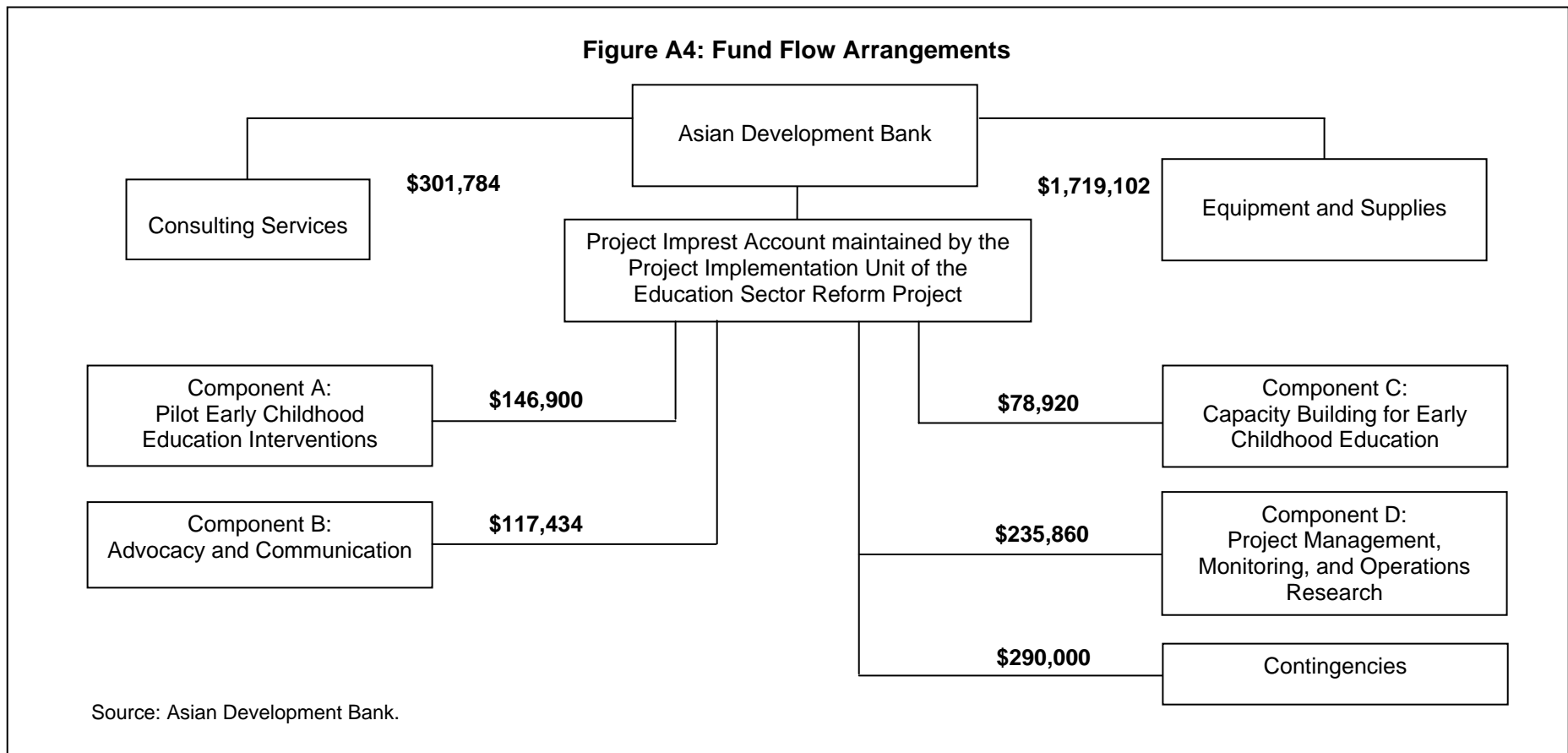
DVD = digital video disc; ECE = early childhood education; MECS= Ministry of Education, Culture and Science; NCB = national competitive bidding; NGO = nongovernment organization; PIU = project implementation unit.

^a ECE promoters are community volunteers who will undertake ECE promotion activities in communes, including liaising with the local government, parents, community leaders, preschool teachers, and relevant NGOs and will assist in organizing parenting education session meetings and community based campaigns (children's day, community events, dramas, and competition).

Source: Asian Development Bank.

FUND FLOW ARRANGEMENTS

The Asian Development Bank (ADB) will channel the Japan Fund for Poverty Reduction (JFPR) funds directly to the separate JFPR imprest account, which will be opened and maintained by the project implementation unit of the Education Sector Reform Project at a commercial bank in Ulaanbaatar acceptable to ADB and endorsed by the Ministry of Education, Culture and Science (Executing Agency). Disbursement from the imprest account will be supported by an appropriate withdrawal application and related documentation. Such documentation will demonstrate that the goods and/or services are (i) produced and procured from ADB member countries, and (ii) eligible for JFPR financing. Consulting services, equipment, and supplies will be paid primarily through direct payment procedures. Advance should not exceed estimated eligible expenditure for the next 6 months to be financed through the imprest account or 10% of the grant amount, whichever is lower. The statement of expenditures procedure will be used for reimbursing, replenishing, and liquidating eligible expenditures; and individual payment to be reimbursed, replenished, or liquidated using this procedure will not exceed \$10,000. The establishment and liquidation of the imprest account and the use of statement of expenditures procedures will be in accordance with ADB's *Loan Disbursement Handbook* (2007, as amended from time to time). The schematic fund flow for the Project is shown in Figure A4.



SUMMARY POVERTY REDUCTION AND SOCIAL STRATEGY

Country/Project Title: Mongolia/Early Childhood Education for Rural, Nomadic, and Migrant Children

Lending/Financing
Modality:

JFPR Grant Project

Department/
Division:

East Asia Department/Urban and
Social Sectors Division

I. POVERTY ANALYSIS AND STRATEGY

A. Linkages to the National Poverty Reduction Strategy and Country Partnership Strategy

The Government of Mongolia (the Government) has adopted the Economic Growth Support and Poverty Reduction Strategy, the National Action Plan for 2008–2012, and the Millennium Development Goals (MDGs), which together constitute the Government's development strategy. The Government considers strengthening the education system as an integral part of its (i) economic growth strategy, which aims to promote stable, private sector-led growth; and (ii) social strategy, which aims to improve access of the poor to stable income opportunities, and improve the quality and accessibility of social services. In February 2008, the Government launched the long-term National Development Strategy, consistent with achieving the MDGs, by 2020. The National Development Strategy highlights improved access to education, health care, urban services, and housing.

The Government's education policy is driven by the Education Sector Master Plan 2006–2015 and the Education for All strategic plan; both were prepared with Asian Development Bank (ADB) assistance. The master plan provides the principal planning and policy framework for the education sector. It identifies early childhood education (ECE) as a priority issue and makes improving access to ECE, particularly among rural, nomadic and migrant children, part of the overall outcome to be attained by 2015.

ADB's country strategy and program update (2007–2009) for Mongolia confirms the overall directions of the earlier country strategy and program and its priority focus on poverty reduction and the MDGs. The education sector road map of the country operations business plan 2009–2011 (under preparation) identifies lack of access to ECE^a and disparities in preschool enrollment between urban and rural areas as important issues in Mongolia.

B. Poverty Analysis

Targeting Classification: MDG-Targeted Intervention

1. Key Issues

Poverty continues to be a major national problem with 29.3% of the population officially categorized as living below the poverty threshold.^b Poverty is much higher in rural than in urban areas, although inward migration to urban areas has created growing pockets of poverty in *ger* settlements around cities such as Ulaanbaatar. While the percentage of the population living below the poverty threshold is decreasing in urban areas, the gap between urban and rural poverty is widening. In 2007, 37.6% of the country's population were living in poverty compared with 17.1% in Ulaanbaatar. The World Bank Mongolia Poverty Assessment (2006) found that "a composite profile of a poor Mongolian is a person who lives in rural areas, has many children, works with livestock and has a lower secondary or lesser standard of education."

The global economic downturn that began to manifest in the second half of 2008 has had a significant impact on the economy. In January 2009, Mongolia began to experience a rapidly evolving economic crisis, marked by negative export growth; capital flight; currency devaluation; depletion of official foreign exchange reserves; a credit freeze; and most importantly, a gaping budget shortfall. The immediate priority of the Government has been to respond to the crisis, and to implement near-term measures to stabilize the financial system and adjust to the adverse external environment. The Government indicates that its priority is to protect the poor during this crisis and proposes a dual strategy of (i) ensuring macroeconomic and financial stability (i.e., cross-cutting support to the poor); and (ii) reforming and better targeting welfare programs, and ensuring the effectiveness of social services delivery and social services outlays.

With the rapidly unraveling economic crisis and decreasing commodity prices (such as prices of cashmere), rural families' revenues are falling, threatening to increase existing poverty among low-income families. As the Government's budget is shrinking, its ability to deliver all welfare programs and social services as identified in the Government's Action Plan for 2008–2012 and other related documents is at risk. For example, the recently adopted National Action Plan indicates that the Government will provide one *ger* kindergarten in each *bagh*. However, the government budget for 2009 includes allocations only for the maintenance of existing *ger* kindergartens, and not for the establishment of new ones. Similarly, the recently passed Law on Preschool Education (2008) indicates that the Government will cover 100% of meal costs, compared with the 50:50 cost-sharing scheme between parents and the Government that was in place. According to the Ministry of Education, Culture, and Science (MECS), this change in the law has stimulated increased kindergarten enrollments, particularly among children from low-income families who could not previously afford to pay 50% of the meal costs. Due to rising food prices and an unexpected increase in preschool enrollments, the kindergarten meal budget is experiencing a shortfall of up to 50%.

Mongolia has made notable progress toward developing its education sector. Despite these achievements, significant rural–urban disparities persist in education. A significant proportion of children in rural areas still do not attend primary or secondary school.^c In the countryside (excluding some centers), 8% of all children ages 9–15 have never enrolled in school, grade 4 completion is 86%, and 31% drop out before completing grade 8. Improving net enrollment rates in rural areas remains a challenge, and significant gaps exist in performance on student achievement tests and progression rates for students from rural areas.

Education and poverty have strong links and poverty has a significant impact on school attendance, academic performance, and educational attainment. The World Bank analysis of the Living Standards Measurement Survey of 1998 and 2002 found that the negative impact of poverty on school dropout rates is significant at every level of schooling—even at primary where completion rates are normally close to universal—and poverty has the largest effect on upper secondary dropouts. Poverty affects children's educational outcomes directly (out-of-pocket and opportunity costs) and indirectly (family or parental background). Educational quality (measured by 2006 and 2007 basic education examination results conducted by the Education Evaluation Center) is significantly lower in rural areas.

Starting from 2006, the Child Money Program provides MNT3,000 per month and MNT25,000 per quarter to all children aged 0–18 years, regardless of household income. Early findings of the ADB-funded Participatory Poverty Assessment and Monitoring Project^d indicate that these payments are an important source of income for very poor families, although the informal charges levied by many schools and the overall parental costs of education are too high for the poor, even with Child Money Program support. Rural–urban disparities are seen in ECE enrollment, in favor of urban areas where participation in ECE is 25% higher than in rural areas. Data collected during JFPR project preparation indicates that resource-rich herders tend to live in apartments in the *aimag* centers and are able to send their children to kindergartens in these centers. Children from resource-poor families and isolated households from *soum* centers have low participation in ECE. Similarly, many children in aimag centers and children of poor migrants who reside in the periurban areas of Ulaanbaatar have low participation in ECE programs. Migration from rural to periurban areas has grown as migrants seek better education, health, other services, and income-generating opportunities. According to findings of the survey, Children on the Move: Rural-urban Migration and Access to Education in Mongolia, the major reasons for households to move were to find jobs (34.3%), to give children better education (31.2% overall and the most important reason among women), and to get closer to services and information (20.6%). Migration has caused overcrowding in urban schools. For instance, the national average ratio of children to one teacher in kindergartens is 29 and approaches 45 in Ulaanbaatar. At the same time, the ger settlements in periurban areas lack preschool education establishments, as these are new settlements with limited kindergarten infrastructure. Providing access to ECE programs for children from disadvantaged backgrounds in rural, nomadic, and migrant settings will enable their parents to seek gainful employment and escape from poverty, thereby contributing to poverty reduction.

Early childhood is a time of remarkable transformation and extreme vulnerability. Programs that support young children during the years before they go to primary school prove strong foundations for subsequent learning and development, and contribute to increased primary education completion rates.^e Such programs also compensate for disadvantage and exclusion, offering a way out of poverty.^f International research indicates that big gaps in educational attainment are present at age 5.^g By age 5, it is possible to predict who will complete high school and college and who will not. Strengthening ECE programs is believed to be a cost-effective strategy for governments to develop the education system.

The main beneficiaries of the Project are rural, nomadic, and migrant families and their children, as the Project will support ECE enrollment of children from disadvantaged families. From the perspective of access and quality of education, ECE participation contributes to cognitive and social development of children, facilitates transition to school, reduces the number of late starters and dropout rates, and reduces disparities in school preparedness of pupils, therefore affecting the quality of education. From the perspective of cost-effectiveness, benefits of providing alternative ECE to children from poor rural and nomadic families include cost saving for these families, such as (i) cost of relocating to *soum* centers to enroll their children in kindergartens; and (ii) cost of transporting children to *soum* centers for kindergarten participation. Additional benefits accrue to children from disadvantaged families who are able to enjoy a safe learning environment in home-based and community-based ECE programs. The Project is classified as an MDG-targeted intervention, as improved primary education enrollment rates contribute directly to several MDGs, including reducing poverty.

2. Design Features

The Project will target rural, nomadic, and migrant families, and the intended and expected results will ensure better targeting of social service delivery, more inclusiveness, lower educational costs for parents, and improved planning and efficient monitoring, which will improve access, relevance, quality, and equity in preprimary education. The Project will establish pilot alternative ECE programs that will build on past and ongoing ECE projects developed by the Government and development partners. More importantly, the Project will increase ECE access among vulnerable groups at the time of deepening financial and economic crisis. The Project aims to strengthen the national and local technical and human resource capacity of MECS for planning, budgeting, coordinating, and monitoring ECE programs with a focus on targeted interventions for vulnerable groups.

The project design takes into account the following factors that hinder basic education enrollment and attainment in disadvantaged areas: (i) high poverty; (ii) high costs for parents in sending children to kindergartens, a particular issue for poor families, nomadic families, and families in ger settlements in urban areas; (iii) nature of nomadism in Mongolia and distant location of kindergartens; (iv) poor targeting of social services for the poor; (v) lack of qualified kindergarten teachers in some rural areas; (vi) inadequate kindergarten capacity of rural areas; and (vii) the Government's goal of providing one ger kindergarten in each bagh.

C. Poverty Impact Analysis for Policy-Based Lending

Not applicable

II. SOCIAL ANALYSIS AND STRATEGY

A. Findings of Social Analysis

Fifty-seven percent of Mongolia's children have access to ECE, of these 12% are enrolled in alternative ECE programs (ger kindergartens and mobile teachers). According to MECS, of the 43% of children not enrolled in ECE, about 30% are children of migrant families and 13% are nomadic and rural children. Although children enrolled in alternative ECE programs are exposed to ECE programs for only a short period in a year (e.g., ger kindergartens operate in summer months and mobile teachers visit families once a month), their ECE participation is counted as full-time in the calculation of ECE participation rates. Mongolia has notable rural–urban disparities in ECE enrollment, in favor of urban areas where participation in ECE is 25% higher than in rural areas. There is also a wealth gap, as ECE participation by wealthy households is higher compared to poorer families, and only 10% of poorer families enroll their children in ECE programs. The Project will support increasing access to ECE among children 3–6 years of age from low-income, rural, nomadic, and migrant families.

A large number of nomadic children are estimated to not have access to ECE programs. In cases when they do, the quality of alternative ECE programs is poor and the duration of such programs is short. For instance, in the visiting teacher program, a teacher visits a nomadic family approximately once a month during certain times of the year, and the mobile ger kindergartens typically operate only during summer months. Therefore, nomadic children do not experience sustained exposure to ECE programs. Furthermore, teacher certification and service standards, registration standards, and curriculum standards are lacking for alternative ECE. No official guidelines are available for how, by whom, for what duration, and for what age group of children alternative ECE should be organized. Performance indicators for alternative ECE have not been developed. Systematic training of teachers in alternative ECE has been weak. According to MECS, 5%–10% of children are late starters (they start formal school at 8, 9, or even 10 years) and children from nomadic families comprise a large proportion of late starters. Among the reasons for late enrollment are low school readiness and socialization skills among such children. Therefore, target groups need increased access to quality ECE programs that address their cognitive and psychosocial development and school preparation.

Analysis of ECE in rural areas cites the shortage of funds as a critical constraint. Low economic capacity in the local administrative units negatively affects investment in and development of local ECE initiatives, resulting in considerable variation among aimags in ECE provision. The situation has been exacerbated by lack of local incentives for additional ECE development.¹¹ A fundamental issue is the insufficient capacity of kindergartens, and many buildings are in need of repair. Underdeveloped roads and energy sources in remote areas, coupled with out-migration has decreased accessibility, quality, and effectiveness of services for young children, including ECE programs. Thus, in some areas of out-migration, kindergartens operate under capacity.

ECE programs that are accessible, affordable, and targeted for rural, nomadic, and migrant children may be insufficient or nonexistent. One of the key objectives of the Project will be to identify the feasibility of and demand for ECE programs among target beneficiaries. The Project will bring locally appropriate ECE programs to the communities for poor children from both nomadic and sedentary families in rural and periurban areas.

B. Consultation and Participation

1. Provide a summary of the consultation and participation process during the project preparation.

MECS has set up a multisector working group to prepare the Project. In April, May and December 2008, consultation meetings with MECS and key stakeholders (United Nations Children's Fund [UNICEF], United Nations Educational, Scientific and Cultural Organization [UNESCO], World Bank, Save the Children United Kingdom, Education for All-Fast Track Initiative,¹ Mongolian Education Alliance, Center for Non-formal and Distance Education) were held to discuss the Project. The Japanese Embassy in Ulaanbaatar was consulted in September 2008. Local consultants interviewed more than 300 individuals in six aimags (Bayan-Olgii, Bulgan, Dornod, Dornogovi, Hentiy, and Omnogovi) and the Ulaanbaatar district including methodologists, kindergarten teachers and directors in soum centers, local governments, and rural, nomadic, and migrant parents and children. Field visits were made to kindergartens and education departments in six aimags in addition to field visits in urban and periurban areas of Ulaanbaatar. Interviews with more than 70 nomadic parents were organized in two aimags (Bayan-Olgii and Omnogovi), with 40 migrant parents in the Ulaanbaatar district, and rural parents in Bulgan, Dornod, Dornogovi, and Hentiy.

2. What level of consultation and participation (C&P) is envisaged during the project implementation and monitoring?
 Information sharing Consultation Collaborative decision making Empowerment

3. Was a C&P plan prepared? Yes No

If a C&P plan was prepared, describe key features and resources provided to implement the plan (including budget, consultant input, etc.). If no, explain why.

Each component has a specific focus and an implicit consultation and participation plan that is required for implementation and is outlined in the project proposal.

C. Gender and Development

1. Key Issues

The UNESCO study^j pointed to a preprimary gender disparity in favor of girls. However, consultations with MECS, the gender specialist in ADB's Mongolia Resident Mission, development partners, and other stakeholders indicate that this finding may have been based on statistics for the 1990s, a decade characterized by a general decline in education indicators as a result of decreasing government expenditures on education. Current data on preschool enrollment does not support the gender disparity argument for preschool. However, gender disparity is evident at basic, secondary, and tertiary education, and this disparity deepens at higher education. Girls outnumber boys in school in every aimag and in Ulaanbaatar. Eighty percent^k of students completing secondary education are female, as are 63% of tertiary undergraduates. Girls outnumber boys in every higher education discipline except for art, architecture, and engineering. The disparity between boys and girls is highest in rural areas where dropout rates for boys are much higher than for girls. Boys are expected to undertake herder roles, while families encourage and support girls to enter education as a means of providing for themselves. The sharp increase in the direct costs of education has emphasized the gender disparities since the Central Planning period because the cost of boys' education is now a direct charge for families rather than a charge for the state.^l The issue of preschool gender disparity will be explored during project implementation through operations research, assessment, monitoring, and evaluation.

2. Key Actions

Measures included in the design to promote gender equality and women's empowerment—access to and use of relevant services, resources, assets, or opportunities and participation in decision-making process:

Gender plan Other actions/measures No action/measure

III. SOCIAL SAFEGUARD ISSUES AND OTHER SOCIAL RISKS

Issue	Significant/Limited/ No Impact	Strategy to Address Issue	Plan or Other Measures Included in Design
Involuntary Resettlement	No impact		<input type="checkbox"/> Full Plan <input type="checkbox"/> Short Plan <input type="checkbox"/> Resettlement Framework <input checked="" type="checkbox"/> No Action
Indigenous Peoples	The Project will consider targeting Kazakhs, an ethnic minority group that represents 4.4% of Mongolia's population, by selecting Bayan-Olgii (an aimag with a high concentration of Kazakhs) as one of the project sites. Field work included Bayan-Olgii where national consultants interviewed Kazakh families.	The Project is expected to positively affect Kazakhs, as it will provide focused ECE programs to Kazakh children in project sites, and thus promote increased primary school enrollment among this group.	<input type="checkbox"/> Plan <input checked="" type="checkbox"/> Other Action <input type="checkbox"/> Indigenous Peoples Framework <input type="checkbox"/> No Action
Labor <input type="checkbox"/> Employment opportunities <input type="checkbox"/> Labor retrenchment <input type="checkbox"/> Core labor standards	No impact		<input type="checkbox"/> Plan <input type="checkbox"/> Other Action <input type="checkbox"/> No Action

Affordability	Quality ECE programs should be accessible to various populations and should be affordable and ideally funded by the Government.	The Project will stimulate policy dialogue with the Government on financing of ECE programs, particularly for disadvantaged children. A knowledge product will be prepared to inform and stimulate the policy dialogue with the Government.	<input type="checkbox"/> Action <input type="checkbox"/> No Action
Other Risks and/or Vulnerabilities <input type="checkbox"/> HIV/AIDS <input type="checkbox"/> Human trafficking <input type="checkbox"/> Others (conflict, political instability, etc), please specify	No impact		<input type="checkbox"/> Plan <input type="checkbox"/> Other Action <input type="checkbox"/> No Action
IV. MONITORING AND EVALUATION			
Are social indicators included in the design and monitoring framework to facilitate monitoring of social development activities and/or social impacts during project implementation? <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No			

- ^a In this document, early childhood education is used interchangeably with preschool education and daycare to indicate pre-primary education of children.
- ^b National Statistical Office of Mongolia. 2007. *The Household Socio-Economic Survey under the Household Income and Expenditure Survey*. Ulaanbaatar.
- ^c Government of Mongolia and UNDP. 2007. *Second National MDG Report*. Available: <http://mirror.undp.org/Mongolia/publications/MDGs/MDG-NR2-Eng.pdf>
- ^d ADB. 2004. *Technical Assistance to Mongolia for Participatory Poverty Assessment and Monitoring*. Manila.
- ^e ADB. 2008. *Education and Skills: Strategies for Accelerated Development in Asia and the Pacific*. Manila.
- ^f UNESCO. 2006. *Strong Foundations: 2007 Education For All Global Monitoring Report on Early Childhood Education*. France.
- ^g Heckman, J. J. 2008. Schools, Skills, and Synapses. *Economic Inquiry* 46 (Fall): 289–324.
- ^h UNICEF. 2007. *Review of Integrated Early Childhood Development Policy Implementation*. Ulaanbaatar.
- ⁱ Launched in 2002, the Education for All-Fast Track Initiative is a global partnership to help low-income countries meet the education MDGs and the Education For All goal that all children complete a full cycle of primary education by 2015. Funding is channeled through existing bilateral and multilateral channels and through the Fast Track Initiative Catalytic Fund, which supports countries with insufficient resources to implement their education sector plans.
- ^j UNESCO. 2006. *Strong Foundations: 2007 Education for All Global Monitoring Report on Early Childhood Education*. France.
- ^k United Nations Development Fund for Women. 2007. *Economic Growth Support and Poverty Reduction Strategy Survey*.
- ^l ADB and World Bank. 2005. *Mongolia–Country Gender Assessment*. Manila.

IMPLEMENTATION ARRANGEMENTS

A. Project Management

1. Executing Agency

1. The Ministry of Education, Culture and Science (MECS) will be the Executing Agency for the Japan Fund for Poverty Reduction (JFPR) Project.

2. Project Steering Committee

2. The project steering committee (PSC) of the Education Sector Reform Project (ESRP) will act as the PSC for the Project, providing strategic orientation and overall guidance on project implementation. The MECS state secretary will chair the PSC, which will comprise senior officials from MECS, Ministry of Social Welfare and Labour, Ministry of Finance, Institute of Education, Pre-School Teacher Training Institute, and selected senior representatives of the nongovernment organization (NGO) community. The Executing Agency will select the NGO representatives based on NGO activities in ECE (e.g., United Nations Children's Fund and Save the Children United Kingdom).

3. Implementing Agency

3. The project implementation unit (PIU) for the Project will be established within the PIU of the ESRP. The ESRP PIU, which is also responsible for daily operation of the Third Education Development Project, has been in place since the mid-1990s. The staff are very experienced in procurement, consultant recruiting, disbursement procedures, and overall project implementation. The JFPR PIU will be headed by a project coordinator and comprise a financial assistant, administrative assistant, and driver. MECS will recruit the JFPR PIU members, who will be approved by the Asian Development Bank (ADB). The project coordinator will guide implementation and administer the Project, and report to ADB and the Government of Mongolia. The PIU will prepare a grant implementation manual, for ADB approval, during the first quarter of implementation, including disbursement methods for the pilot schemes. The project coordinator will work under the supervision of the project manager of the ESRP PIU for disbursement; procurement; financial management; monitoring and evaluation; and preparation of detailed project implementation plans and budgets, annual reports, and quarterly progress reports. The financial assistant, under the supervision of the project coordinator, will work closely with the finance officer of the ESRP PIU. The ESRP PIU will be in charge of procurement and will be responsible for training the JFPR PIU staff. The JFPR PIU will comprise at least three qualified technical staff; and national consultants with expertise in information, education, communication, and monitoring and evaluation. International and national experts will provide capacity building and management support for the unit. They will also provide assistance with ECE program planning and implementation, advocacy and communication, budgeting and finance, ECE training, and ECE curriculum development. The PIU will work closely with provincial departments of education and local governments, Institute of Education, Pre-Primary Teacher Training Institute, and NGOs and aid organizations in the area of early childhood development, especially in poor communities.

4. The Project will recruit an entity such as an NGO to (i) deliver information, education, and communication and/or behavior change communication campaigns; (ii) revise, develop, test, and deliver ECE training; (iii) deliver pilot approaches; and (v) conduct assessment, monitoring, and evaluation together with the PIU. The Project will recruit an educational

institution such as the Institute of Education to revise, develop, and test the ECE curriculum. The ESRP PIU will recruit an NGO and an educational institution, with technical input from the project coordinator, in accordance with ADB's *Guidelines on the Use of Consultants* (2007, as amended from time to time). Both entities will be recruited through consultant qualification selection using biographical data as a limited number of local NGOs and educational institutions have the required competencies in ECE provision.¹ A selected NGO and educational institution will work closely with the PIU, MECS, relevant departments in the Institute of Education, and other NGOs active in Mongolia's ECE subsector.

4. Flow of Funds

5. The project manager of the ESRP PIU will make disbursements from the imprest fund. ADB will replenish the imprest account based on withdrawal applications prepared by the project coordinator and endorsed by the project manager of the ESRP PIU. The withdrawal applications will be signed by the ESRP project manager. The interest earned on the imprest account, net bank charges, can be used for the Project, subject to ADB approval and within the approved total amount of the JFPR. Any balance should be refunded to the JFPR fund account maintained at ADB before the financial closing of the account. ADB will ensure that the PIU has sufficient financial management capability to establish adequate accounting procedures and control to efficiently administer the imprest fund. All disbursement under the Project will be done in accordance with ADB's *Loan Disbursement Handbook* (2007, as amended from time to time).

5. Procurement

6. Procurement under the Project will be conducted in accordance with ADB's *Procurement Guidelines* (2007, as amended from time to time). Goods, services, and works estimated to cost the equivalent of less than \$50,000 will be procured using ADB's shopping procedure. Goods and services with an estimated value of less than \$500,000 and works with an estimated value of less than \$1,000,000 will be procured using national competitive bidding. The ESRP PIU will be responsible for procurement, with technical inputs from the project coordinator. To procure items costing less than \$10,000, the ESRP PIU may purchase the items directly from the supplier. In such cases, ADB should be satisfied that the price paid is reasonable. International competitive bidding is not envisaged under this Project. The Executing Agency's procurement capacity has been assessed in June 2009 during preparation of the proposed Education for the Poor—Financial Crisis Response Project and is deemed adequate.

7. National competitive bidding procurement will be carried out in accordance with the Mongolian Procurement Law, subject to modifications agreed with ADB.

6. Consulting Services

8. The Project will recruit two international (7 person-months, intermittent) and seven national consultants (71 person-months, intermittent) on an individual basis. All national and international consultants will be recruited in accordance with ADB's *Guidelines on the Use of Consultants* (2007, as amended from time to time). Based on previous JFPR experience and to enhance learning from international best practices, the Executing Agency asked ADB to recruit the international consultants. International consultants will have expertise in ECE management and financial analysis. The ECE management consultant (international) will oversee the

¹ For example, Save the Children and Mongolian Education Alliance.

activities and performance of the NGO and an educational institution recruited to implement selected project activities. National consultants will have expertise in (i) ECE training, (ii) ECE curriculum and learning materials, (iii) planning and budget, (iv) financial analysis, (v) ECE policy and planning, (vi) communication and behavior change, (vii) advocacy and communication, and (viii) monitoring and evaluation. Consultants will be recruited individually because there are very few national consulting firms in the area of education. The outline terms of reference for consulting services are in Supplementary Appendix B.

7. Reporting

9. The JFPR PIU will prepare quarterly and annual reports on project implementation, the form and content of which will be agreed upon with ADB. The PSC will officially endorse these reports to ADB, with comments. The JFPR PIU will maintain separate accounts for all project components financed by the JFPR and by the Government, and have them audited by an independent auditor with adequate knowledge of, and experience with, international accounting practices, and is acceptable to ADB. The audit report should include separate opinions on the use of the imprest account and the statement of expenditures procedure. The audited project accounts and the auditor's reports will be submitted to ADB within 6 months after the end of each fiscal year or project closing date (whichever is first). The Government will be informed of ADB's requirement of the timely submission of audited project accounts and financial statements, including the suspension of disbursements in case of noncompliance. ADB will also finance, through the Project, annual audits by an independent audit company acceptable to ADB. The audit report should include certified copies of the audited accounts and financial statements together with the auditor's opinion on the use of JFPR funds.

10. The Government will provide a project completion report to ADB with the support of the project coordinator, within 3 months of physical completion of the Project. All reports will comprise an assessment of the project impact and outputs, project performance monitoring and evaluation, as well as suggestions for improving project implementation.

8. Monitoring and Evaluation

11. The framework for monitoring and evaluation is described in Appendix 1. At the beginning of implementation, a national monitoring and evaluation consultant will consolidate existing baseline information on beneficiaries. These data will be used to refine the monitoring and evaluation framework, and to monitor and evaluate implementation of the ECE approaches. The final evaluation of the JFPR Project will include a report on the Project's policy implications and lessons, including preparation of a knowledge product.

9. Project Review

12. ADB and the Government will jointly undertake reviews of the Project at least twice a year. The reviews will assess progress, identify issues and constraints, and determine necessary remedial action and adjustments. A midterm review will be conducted in the second year of implementation. It will (i) review the scope, design, and implementation arrangements; and identify adjustments required; (ii) assess progress of project implementation against performance indicators; and (iii) recommend changes in the design or implementation arrangements, if necessary.

10. Technical Assistance and Monitoring during Implementation

13. The project coordinator and the NGO recruited at the beginning of project implementation will be responsible for technical assistance and monitoring of the pilot approaches.

11. Implementation Schedule

14. The Project will be implemented over 3 years, tentatively from September 2009 to August 2012. Project preparation is expected to start in September 2009 with the establishment of the PIU, and recruitment of an NGO, an educational institution, an international ECE expert, and national monitoring and evaluation and ECE experts. The design and monitoring framework (Appendix 1) provides details of the time frame of the Project.