

**ASIAN DEVELOPMENT BANK**

**TAR:CAM 33396**

**TECHNICAL ASSISTANCE  
(Financed from the Japan Special Fund)**

**TO THE**

**KINGDOM OF CAMBODIA**

**FOR PREPARING THE**

**EDUCATION SECTOR DEVELOPMENT PROGRAM**

**June 2000**

## CURRENCY EQUIVALENTS

(as of 1 June 2000)

Currency Unit	—	Riel (KR)
KR1.00	=	\$0.0002627
\$1.00	=	KR3806

## ABBREVIATIONS

ADB	—	Asian Development Bank
ESDP	—	Education Sector Development Program
FP	—	Financial Planning
GDP	—	gross domestic product
IRD	—	Institutional Reform and Development
M&E	—	Monitoring and Evaluation
MOEF	—	Ministry of Economy and Finance
MOEYS	—	Ministry of Education Youth and Sport
NGO	—	nongovernment organization
PPG	—	Policy and Planning Group
TA	—	technical assistance
TOR	—	terms of reference

## NOTES

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

## I. INTRODUCTION

1. In 1994, the Asian Development Bank (ADB) provided assistance to the Government of Cambodia to prepare the Education Sector Study<sup>1</sup> and Basic Education Investment Plan (1995-2000). Based on the investment priorities identified in the plan, ADB provided support for the Basic Education Textbook Project.<sup>2</sup> In 1999, ADB continued its education sector study support by providing technical assistance (TA) to the Ministry of Education Youth and Sport (MOEYS) for the Secondary Education Investment Plan.<sup>3</sup> This TA helped support the first phase of comprehensive policy development and sector reform work by MOEYS to prepare a pro-poor education sector development plan and support program. MOEYS will receive continued support for its sector work until August 2000 through a small-scale TA for education strategy support.<sup>4</sup> During the 1999 Country Programming Mission, the Government asked ADB to provide project preparatory TA to support continued capacity building for the comprehensive sector approach, and priority policies and investments of the forthcoming education sector development plan, particularly in basic education. Accordingly, the Cambodia country assistance plan includes a loan of \$30 million in 2001 for the Education Sector Development Program (ESDP). The TA Fact-Finding Mission,<sup>5</sup> conducted from 27 March to 6 April, reached an understanding with the Government on the objectives, scope, cost estimates, financing plan, consulting services, and implementation arrangements for the TA.<sup>6</sup> The Mission held consultations with concerned Government ministries, stakeholders, potential beneficiaries, and funding agencies. The Mission also prepared an initial social assessment identifying the social issues that need closer examination during ESDP preparation.

## II. BACKGROUND AND RATIONALE

2. Cambodia is one of the poorest countries in Asia with per capita gross domestic product (GDP) estimated at \$250 for 1999. Social indicators used to assess overall development status are also low: the literacy rate is only 56 percent in the lowest income quintile, life expectancy is only 53 years, the fertility rate 4.5, and the infant mortality rate 102 per 1000 live births. The 1999 Cambodia poverty assessment indicates that 36 percent of the population live below the poverty line. The degree of poverty varies directly with the education level of the household. About 80 percent of the poor live in households headed by individuals with no formal education or only some primary schooling.

3. Cambodia's current human resource base has been devastated by almost two decades of war and isolation, including the destruction of the education system in the 1970s, but also subsequent low levels of public expenditure on education. The education budget has stagnated well below international norms, with public expenditure on education at 1.3 percent of GDP in 1999. The cost of education is borne primarily by funding agencies, nongovernment organizations (NGOs), and households. The result has been low labor productivity and skills. Poor education is therefore perpetuating the cycle of poverty, and contributing to weak governance. Cambodia is, however, currently enjoying a relatively high level of political stability. This has created a great opportunity for economic reform and social progress.

4. In spite of severe constraints, Cambodia has made significant progress in expanding access to primary and secondary schooling during the past 10 years. Nine-year basic education was introduced. Primary school enrollments increased from 1.6 million to 2.0 million in five years. Gross enrollments for primary and lower secondary education are 90 and 23 percent; net enrolments for primary levels are 78 percent (74 percent for girls). Lower and upper secondary enrolments have increased during

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<sup>1</sup> TA 1889-CAM: *Emergency Training of Teachers*, for \$1.3 million, approved on 14 May 1993.

<sup>2</sup> Loan 1446-CAM, *Basic Education Textbook Project*, for \$20 million, approved on 20 June 1996.

<sup>3</sup> TA 3169-CAM, *Secondary Education Investment Plan*, for \$650,000, approved on 8 March 1999, completed on 10 April 2000.

<sup>4</sup> TA 3415-CAM, *Education Strategy Support*, for \$150,000, approved on 15 March 2000.

<sup>5</sup> The Mission comprised G. Forsberg, Senior Education Specialist and Team Leader; C. Currin, Lead Education Specialist; and M. Macrae, Staff Consultant.

<sup>6</sup> The TA first appeared in *ADB Business Opportunities* in February 2000.

the last two years by 6 and 28 percent. Other achievements include nationwide provision of instructional materials, mainly through the ADB-supported Basic Education Textbook Project; construction and rehabilitation of several thousand classrooms; nationwide teacher development programs; reorganization of MOEYS organizational and management structures; initial capacity building for central and provincial planners, managers, and district and school supervisors; and strengthened education management information systems.

5. Despite these significant gains, a recent internal MOEYS evaluation (October 1999) of the Basic Education Investment Plan 1995-2000 indicates that the policy outcomes and impact of high levels of aid support have been somewhat disappointing. Several significant issues pertaining to development of the education sector remain unresolved, especially for equitable access, quality improvement, financial management, and efficiency.

6. At all levels of education, girls and students from the poorest families remain underrepresented and underserved. At the primary level, the poorest children and girls are more likely to enroll later and drop out earlier for social and financial reasons. At the lower levels children from the poorest quintile represent only 5 percent of enrolment, those from upper secondary levels 2 percent. At the postsecondary level, the richest quintile constitute almost 60 percent of enrolment. In rural areas, only 22 percent of women have successfully completed primary school, and 7 percent lower secondary school. Access constraints include a combination of inequitable distribution of facilities, distance and transportation barriers, and social factors linked to direct and opportunity costs of schooling. Currently it is estimated that only about 40 percent of the students complete primary school.

7. While access has improved, quality improvements are lagging. There are particularly big urban-rural quality gaps. About one half of primary school teachers have had little professional training, and only two thirds have completed lower primary education. It is difficult to place and retain better qualified teachers in rural areas. Instructional hours are well under international norms. While textbook provision is improving, this will take time to have an impact on quality. The quality and relevance of programs at all levels need urgent review. Student and teacher performance is undermined by irregular attendance, and inadequate performance incentives for teachers.

8. The Government's resource allocations are comparatively pro-poor, with the highest allocations for primary education. Nevertheless, compared with countries in the region, the primary, secondary, and higher education subsectors are underresourced. The quality and equity of spending, with very low operational budgets and lack of poverty-indexed resource allocation mechanisms, needs urgent improvement. Mechanisms for regulation and accounting of parental contributions are also underdeveloped. Furthermore, the education system remains highly centralized, and has limited delegated authority and few incentives for change and reform.

9. There has been significant staff training at all levels, including teachers, administrators, and planners. The impact of this training effort is, however, undermined by other factors, including the absence of performance-based remuneration schemes, inefficient organizational and communication systems, and inefficient staff deployment and appraisal mechanisms. The absence of fundamental legislation and regulations setting out the powers and responsibilities of MOEYS and its accountability is a severe constraint.

10. The Government has made poverty-reducing economic development its first priority, and recognizes that improving Cambodia's education system will have clear benefits in terms of increased productivity, improved health, and poverty eradication. The MOEYS is, with ADB support and in collaboration with other aid agencies, undertaking a comprehensive sector policy and strategy

review,<sup>7</sup> and has prepared a work plan that will result in the preparation of a pro-poor education sector development plan and support program by June 2001. Ongoing Government reforms in other sectors will reinforce the impact of education reforms. The Ministry of Economy and Finance (MOEF) has prepared a number of major budget reforms with decentralization of financial management and budgets linked to performance as two main features. MOEF has instituted priority action programs in key social and economic sectors. A program of civil service reform is being designed to restructure Government ministries and agencies. These efforts are being supported by an International Development Association structural adjustment credit.

11. ADB past support to education in Cambodia has been characterized by technically focused project assistance. This was appropriate during the 1990s as it minimized planning and implementation difficulties, and avoided overstressing limited Government capacity. Continued reliance on project assistance only will, however, hamper Government leadership and ownership, and may encourage policy fragmentation. Sectorwide issues, including financial allocations, efficiency gains associated with student progression, institutional concerns, and sector performance monitoring need to be better addressed in the future.

12. ADB as the lead assistance agency in education in Cambodia is, through the financing of earlier TAs (para.1) and the proposed TA, supporting MOEYS work to develop a vision for a reformed education system, prepare the education sector development plan, and design the ESDP loan to finance a slice of the plan. Consistent with the recommendations of ADB's business practices review, the TA will support a broader process of capacity building, participatory planning, and stakeholder consultation during a period overlapping with ESDP processing. Hence, the TA will strengthen the MOEYS policy review and development process by supporting the work of the established task forces working on policy review and development, and the work of the Secretariat located in the MOEYS Planning Department, as well as provide continued capacity building. Taking account of the MOEYS comprehensive sector approach, planned policy reforms, sector support program, and capacity-building needs, a sector development program lending modality is appropriate. The TA will prepare the policy and investment components of the ESDP.

13. ADB's country operational strategy (2000-2004) for Cambodia emphasizes strategies and programs that will help reduce poverty. ADB will give priority to promoting and facilitating a comprehensive approach to education development, led and owned by the Government, and with a long-term perspective. Within an overall sector development plan, ADB will continue to focus on improving efficiency, quality, and equitable access to basic education, especially for the rural poor and girls. ADB's immediate strategy will be to consolidate and extend policy and strategy development in coordination with other financing agencies, addressing policy needs in decentralization, quality improvement, financial management and efficiency, as well as legislative and regulatory reforms. The proposed ESDP will contribute to poverty reduction by strengthening quality and equity of basic education, thus providing the poor with the opportunity to improve their economic status and to increase their participation both in the workforce and in society at large.

### **III. THE TECHNICAL ASSISTANCE**

#### **A. Objective**

14. To support the Government's ongoing education sector reform, the TA will (i) help finalize a pro-poor education sector development plan; (ii) assist in designing priority programs for recurrent and capital budgetary support and capacity building; (iii) design and implement initial capacity-building

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<sup>7</sup> The comprehensive sector approach includes sector analysis, development of a policy framework, strategies, support program (budgetary and investment), sector performance monitoring with emphasis on outcomes, an organizational framework for aid coordination, regular Government-aid performance reviews, and adjustments of programs and plans. These principles and elements are part of what is sometimes referred to as sectorwide approaches. In the Cambodian context, it will be necessary to move slowly to build capacity to manage the different processes.

programs for improved policy, planning, and program implementation; and (iv) based on the overall education sector development plan, prepare an ESDP. Subject to the design of the sector plan and priorities, and taking into account other pipeline and prospective aid support programs, it is envisaged that ADB will focus on basic education.

## **B. Scope**

15. The ESDP will be consistent with and responsive to the MOEYS education sector development plan and support program. The lessons from previous ADB assistance as well as those from other funding agencies will be drawn upon for proposal formulation. The TA will support development of the policy and program framework, capacity building, and subsequently the design of the agreed ADB-funded components. Specifically, the TA will (i) facilitate completion of a pro-poor education sector development plan, incorporating prioritized policies, strategies, targets, financing strategies, and indicative programs, and assist in improving MOEYS-aid partnership arrangements; (ii) facilitate completion of an indicative education sector support program, incorporating activities, management and monitoring system, and costs within a well-defined financing framework and pro-poor resource allocation policies and mechanisms; (iii) implement a capacity-building program to strengthen MOEYS policy analysis, strategic planning, management design, and monitoring system design skills; (iv) design the ESDP, including policy and investment loan components, and a capacity-building TA; and (v) consolidate and extend a sustainable participatory planning and strategic negotiation process for ongoing interministerial, funding agency, civil society, and private sector stakeholders in education development. Cofinancing of the ESDP will also be fully explored. It is anticipated that the TA will be complemented by financial and technical support from other funding agencies.

16. For the ESDP, the TA will describe the macroeconomic context, sector needs, policies, strategies, and program support options, and outline a proposed policy loan, and investment project, including rationale, objectives, policy framework and actions, capacity building, monitoring indicators, impact and risks, social analysis, justification, and a project framework. The output of the TA will consist of an ESDP that will support policy implementation in selected areas: equitable access, quality improvement, institutional reform, management strengthening, monitoring system development, and education financing reforms, especially for basic education.

## **C. Cost Estimates and Financing Plan**

17. The total cost of the TA is estimated at \$942,000 equivalent of which \$800,000 equivalent will be financed by ADB to cover the entire foreign exchange cost of \$731,000 and \$69,000 equivalent of the local currency cost. The TA will be financed by ADB on a grant basis from the Japan Special Fund, funded by the Government of Japan. The Government's contribution to the TA, estimated at \$142,000 equivalent, will be in kind and include the provision of counterpart staff, office accommodation, secretarial and office support, and translation services. The detailed cost estimates and proposed financing arrangements are in Appendix 1. The Government has been informed that approval of the TA does not necessarily commit ADB to finance any ensuing project.

## **D. Implementation Arrangements**

18. The TA will be implemented by a team of six international consultants who will provide 25 person-months of services, supported by domestic facilitators. The international consultants will be specialists in (i) policy development and planning (9 person-months), (ii) efficiency, access and equity improvement (3 person-months), (iii) quality improvement and assurance (3 person-months), (iv) institutional and management development (3 person-months), (v) education finance and budgeting (4 person-months), and (vi) monitoring systems design (3 person-months). The facilitators will be identified as required as the process and plans evolve, with advice from the secretaries of state and the team leader. The services of all consultants will be engaged through a firm by ADB using the simplified technical proposal procedure in accordance with the ADB's *Guidelines on the Use of*

*Consultants* and other arrangements satisfactory to ADB. A utility vehicle to facilitate beneficiary consultation and planning for decentralized management, and office equipment financed under the TA will be provided in accordance with ADB's *Guidelines for Procurement*. Outline terms of reference for the consultants are in Appendix 2.

19. To maximize participation during ESDP preparation, interviews, workshops, focus group discussions, policy seminars, and consultative meetings will be held at provincial, district, and village levels (urban, rural, and ethnic minority areas). The meetings will be attended by key stakeholders and beneficiaries, including principals, teachers, parents, students, women's groups, NGOs, community representatives, and future employers. The TA team will also be required to help design and implement technical seminars at various levels, and actively support the work of the policy review and development task forces. The TA will facilitate partnership arrangements between MOEYS, external financiers, and NGOs.

20. MOEYS will be the Executing Agency for the TA, using the task forces already in place. The TA will help strengthen the Secretariat of the MOEYS Planning Department to manage the process. The TA team will report directly to the two secretaries of state, who co-chair the policy and planning task force. The Government will establish an interministerial steering committee, chaired by the minister, MOEYS, and including MOEF, the Ministry of Planning, and other concerned ministries. In addition to advising on education sector planning, its function will include guiding the TA team on the general design of the ESDP, and ensuring that the proposed investment strategy is in line with Government policies and priorities. The Government will provide suitably qualified counterpart staff, including the current and additional Secretariat personnel. MOEYS will also report to funding agencies on progress of education sector development planning and ESDP developments through bi-monthly MOEYS-aid consultative meetings.

21. The TA is scheduled to be implemented in three phases from mid-September 2000 to mid-August 2001. During the first phase, September 2000-January 2001, an initial policy framework and sector development plan will be developed, as well as concepts for the ESDP. The second phase, February-April 2001, will outline a sector support program, and prepare detailed ESDP components. From May to August 2001, the TA will help finalize the education sector development plan and support program, as well as the ESDP design and components. Capacity building will be provided through all the three phases.

22. Key reports will include (i) an inception report after three weeks; (ii) a draft education sector plan and concepts for the ESDP by the end of the first phase; (iii) a sector support program and a detailed ESDP by the end of the second phase; and (iv) a finalized education sector development plan and support program, and the final ESDP proposal by the end of the third phase. Presentation of these reports will be linked to appropriate policy, strategy, and programming seminars. A tripartite review will be convened in early December 2000. The TA will also facilitate any joint aid fact-finding and appraisal missions throughout the TA period.

#### **IV. THE PRESIDENT'S DECISION**

23. The President, acting under the authority delegated by the Board, has approved the provision of technical assistance, on a grant basis, to the Government of the Kingdom of Cambodia in an amount not exceeding the equivalent of \$800,000 for the purpose of preparing the Education Sector Development Program, and hereby reports such action to the Board.

**COST ESTIMATES AND FINANCING PLAN**  
**(\$)**

Item	Foreign Exchange	Local Currency	Total Cost
<b>A. Asian Development Bank Financing<sup>a</sup></b>			
1. International Consultants			
a. Remuneration and Per Diem	525,000	0	525,000
b. International and Local Travel	60,000	2,000	62,000
c. Reports and Communications	4,000	8,000	12,000
2. Equipment <sup>b</sup>	5,000	3,000	8,000
3. Training, Seminars, and Conferences			
a. Facilitators <sup>c</sup>	0	10,000	10,000
b. Training Program	6,000	14,000	20,000
4. Transportation	20,000	4,000	24,000
5. Miscellaneous Administration and Support Cost	6,000	8,000	14,000
6. Representative for Contract Negotiations <sup>d</sup>	5,000	0	5,000
7. Contingencies	100,000	20,000	120,000
<b>Subtotal (A)</b>	<b>731,000</b>	<b>69,000</b>	<b>800,000</b>
<b>B. Government Financing</b>			
1. Remuneration and Per Diem of Counterpart Staff and Task Forces	0	46,000	46,000
2. Secretarial and Office Support	0	25,000	25,000
3. Translation Services	0	11,000	11,000
4. Office Accommodation and Utilities	0	60,000	60,000
<b>Subtotal (B)</b>	<b>0</b>	<b>142,000</b>	<b>142,000</b>
<b>Total</b>	<b>731,000</b>	<b>211,000</b>	<b>942,000</b>

<sup>a</sup> Financed by the Asian Development Bank on a grant basis from the Japan Special Fund.

<sup>b</sup> Includes office and training equipment, photocopier, computers, printer, and software.

<sup>c</sup> Domestic short-term resource persons to carry out specific facilitation or supportive tasks.

<sup>d</sup> Includes cost of travel and per diem for Government observer invited for contract negotiations.

Source: Staff estimates.

## **OUTLINE TERMS OF REFERENCE FOR CONSULTANTS**

1. The following terms of reference (TOR) reflect common working practice and emphasize the importance that the Government and the Asian Development Bank (ADB) place on the need to build capacity throughout the education sector. They are generic to the technical assistance (TA) and apply to each member of the TA consulting team, comprising six international consultants (25 person-months).

2. Reporting to, and under the direction of the chairs of the Policy and Planning Group (PPG) and the Institutional Reform and Development (IRD), Financial Planning (FP), Monitoring and Evaluation (M&E) task forces and the TA team leader, each member of the consulting team will (i) provide technical support to the appropriate Ministry of Education, Youth and Sport (MOEYS) task forces, assisting members as needed with the development and implementation of agreed work plans; (ii) assist task forces in setting policy priorities and identifying specific policy actions to be included in the policy matrix for the education sector development plan; (iii) help task forces prepare a support program (including cost and implementation schedule) to achieve the policies and strategic objectives identified in the relevant section of the overall education sector development plan; (iv) contribute significantly to the development of the technical capacity of domestic counterparts and members of the working group through seminars or workshops on best practices and recent developments, and by providing on-the-job support to counterparts in specific tasks related to the working group; (v) provide technical advice to the task forces and drafting committee in the preparation of a national education sector development plan; (vi) develop investment project components of the Education Sector Development Program (ESDP), including objectives, cost, inputs, outputs, and implementation schedule; (vii) ensure gender sensitive and participatory approaches that will enhance the role of stakeholders and beneficiaries in the planning, implementation, and monitoring of the ESDP; (viii) identify the need for consultants under the investment component of the ESDP; and prepare a justification, and scheduling of, services required, and detailed TORs; and (ix) based on a comprehensive needs assessment, prepare a training plan for the ESDP.

### **A. Policy Development and Planning Specialist and Team Leader (9 person-months)**

3. Reporting to, and under the direction of the minister of education and the secretaries of state for education, the chairs of the Interministerial Steering Committee, and PPG, the specialist will (i) be responsible for the supervision of the TA team, and overall coordination of the TA work program and work plan, including completion of agreed activities and outputs, and on-time preparation of all the formal written reports for phases 1-3; (ii) help MOEYS formulate pro-poor education policy and strategic frameworks, including sequenced policy priorities and targets, and with an emphasis on education of girls and women in rural areas; (iii) assist with strategic oversight of sector policy and program design and management; (iv) help formulate priority education support programs, including scope for program assistance, investment projects, and capacity-building TA; (v) help develop a capacity building strategy and plan (institutional and training aspects), including program management, monitoring, and implementation; (vi) assist in preparing a sector performance monitoring and evaluation system, including participatory evaluation by stakeholders, and incorporate agreed targets and indicators; (vii) identify the needs for domestic facilitators and specify performance-based tasks linked to payment; (viii) help organize and supervise all seminars, and workshops under the TA; (ix) facilitate joint aid support and program/project appraisal modalities; (x) explore potential cofinancing for the ESDP; and (xi) prepare, in a format satisfactory to ADB, a final report describing the ESDP.

**B. Efficiency, Equity, and Access Specialist (3 person-months)**

4. Under the direction of the chair of the PPG and the team leader, and in collaboration with the other members of the consultancy team, the specialist will (i) help formulate policies, strategies, and plans for improving efficiency, especially by improving primary education retention rates; (ii) collaborate with the finance and budget specialist to develop a funds allocation formula that will enhance equity by directing more money to poor provinces, districts, and schools; (iii) collaborate with the institutional and management development specialist to develop an institutional system for equity and access planning, e.g., in the development of pro-poor and rural extension schemes, facilities planning, transportation schemes, fair access programs for both sexes, gender bias elimination planning, and targeted scholarship programs; (iv) ensure that data are compiled to allow identification of communities where primary schooling is not available, and facilitate preparation of a school facilities plan to provide schooling to these communities; (v) identify and help to formulate the specific policy actions and implementation steps that will be included in the policy matrix of the ESDP proposal document; (vi) identify and prepare components for inclusion in the investment project of the ESDP; (vii) drawing on the generic TOR, assist the team leader with the production of the proposed ADB loan framework by providing program designs with related costs for areas that improve access and equity, such as improving schools facilities, developing a school transport system, and targeting scholarships; and (viii) collaborate with the monitoring systems and design specialist to help identify indicators to assess the impact of the policy actions in the area of access, equity and efficiency; and make suggestions for strategies (including training) and resources required to develop capacity for impact assessment monitoring.

**C. Quality Improvement and Assurance Specialist (3 person-months)**

5. Under the direction of the chair of the IRD task force and the team leader, the specialist will (i) advise on the development of quality improvement and quality assurance systems and processes; (ii) advise IRD task forces on (a) preservice and in-service teacher education, (b) curriculum, (c) instructional materials development and production, (d) improvement in textbook distribution modalities, (e) development of minimum performance standards and improved testing; and (f) inspection programs; (iii) review the current structure and operations of the testing and inspection systems, identify areas where these need strengthening, and make recommendations for policies and strategies to improve these quality assurance mechanisms; (iv) support the IRD task force in its work with other task forces, and MOEYS in developing appropriate sets of quality indicators and minimum national performance standards in basic education; (v) support the IRD task force in working with the M&E task force to develop plans, including an enabling legislative framework, for strengthening the inspection and examinations systems; (vi) advise on capacity-building in quality improvement and assurance; (vii) identify and help to formulate the specific policy actions and implementation steps that will be included in the policy matrix of the ESDP proposal document; (viii) drawing on the generic TOR, assist the team leader with the production of the proposed ADB loan framework by providing program designs for the investment project component, with related costs for areas that improve quality and quality assurance, such as training and capacity-building programs, development of an effective textbook distribution system, school inspection, and improved testing and measurement; (ix) identify and prepare components related to quality for inclusion in the investment project of the ESDP; and (x) collaborate with the monitoring systems and design specialist to help identify indicators to assess the impact of the policy actions on quality improvement and quality assurance; and make suggestions for strategies (including training) and resources required to develop capacity for impact assessment monitoring.

**D. Institutional and Management Development Specialist (3 person-months)**

6. Under the direction of the chair of the IRD task force and the team leader, the specialist will (i) assist MOEYS and IRD in identifying priority institutional reforms that will enable efficient implementation of access, quality, and efficiency policies, and in incorporating such reforms in the education sector development plan; (ii) help the IRD task force prepare a strategic plan for developing the capacity of MOEYS and provincial offices to effectively and efficiently implement core management and decentralized functions; (iii) advise relevant personnel and institutions on (a) modalities for improving effectiveness and efficiency, (b) restructuring, staff re-deployment and rationalization; and (c) an affordable incentive system that will encourage institutional improvement through better staff performance; (iv) support the review of organizational arrangements, procedures, and systems for carrying out policy analysis, strategic planning, budgeting, and monitoring and evaluation; (v) assist MOEYS and the task forces in clarifying the roles and responsibilities of officers in semiautonomous institutions, and in identifying capacity building programs; (vi) identify and help to formulate the specific institutional and management policy actions (and implementation steps) that will be included in the policy matrix of the ESDP proposal document; (vii) drawing on the generic TOR, assist the team leader with the production of the proposed ADB loan framework by providing program designs with related costs for areas that improve institutions and their management; (viii) identify participatory approaches to school management that will enhance the role of the community in school decision-making and monitoring, and prepare an investment project component designed to enhance and build capacity for community participation in school management; (ix) identify and prepare institutional and management components for inclusion in the investment project of the ESDP; and (x) collaborate with the monitoring systems and design specialist to help identify indicators for assessing the impact of the policy actions in the area of institutional and management development, and make suggestions for strategies (including training) and resources required to develop capacity for impact assessment monitoring.

**E. Education Finance and Budget Specialist (4 person-months)**

7. Under the direction of the chair of FP task force and the team leader, and taking account of ongoing national budget and fiscal reforms, the specialist will (i) review existing education financing policies, budgeting, strategies, and resources forecasts, including analysis of the effectiveness of current targeting of support on the poorest groups; (ii) advise on the development and improvement of education sector financial planning and management systems and processes, in the context of broader government planning, budgeting, and financial management systems; (iii) support the FP task force and the financial structures of MOEYS and the Ministry of Economy and Finance, in preparing and monitoring annual and medium-term plans and associated budgets at program and subsector levels within the overall resource envelope as defined by the sector medium-term expenditure framework; (iv) support the FP task force, in coordination with the provincial education officers, in preparing a strategy and plan for improved financial management for decentralized expenditures, and the strengthening of province-based planning and budgeting; (v) support the FP and M&E task forces in developing an education sector audit system; (vi) identify and help to formulate the specific finance and budget policy actions (and implementation steps) that will be included in the policy matrix of the ESDP proposal document; (vii) drawing on the generic TOR, assist the team leader with the production of the proposed ADB loan framework by providing program designs with related costs for areas that will improve fiscal management within MOEYS; (viii) identify and prepare finance and budget components for inclusion in the investment project of the ESDP; (ix) collaborate with the monitoring systems and design specialist to help identify indicators to assess the impact of the policy actions in the area of education finance and budget; make

suggestions for strategies (including training) and resources required to develop capacity for impact assessment monitoring; (x) be responsible for the preparation of detailed cost estimates and the financing plan for the investment component of the ESDP; and (xi) undertake poverty and economic analysis to explore ESDP's viability and justification, including mechanisms to benefit the poor, potential efficiency benefits (internal and external), and cost-savings as a result of the loan.

**F. Monitoring System and Design Specialist (3 person-months)**

8. Under the direction of the chair of the M&E task force and the team leader, the specialist will (i) help developing education sector performance monitoring and reporting systems, and ESDP monitoring systems; (ii) support the M&E task force in preparing and identifying subsector and program level indicators and targets, and in developing procedures, reporting lines, and report forms that will satisfy M&E requirements; (iii) support the M&E and FP task forces in their work to develop an education sector audit system; (iv) assist the M&E and IRD task forces in developing the monitoring functions of the Inspectorate General and the Examinations Office; (v) identify and formulate specific monitoring and evaluation policy actions (and implementation steps) to be included in the policy matrix of the ESDP proposal document; (vi) drawing on the generic TOR, assist the team leader with the production of the proposed ADB loan framework by providing program designs with related costs for areas that will improve education management and monitoring, such as training and capacity-building programs, education management information system development in the provinces, and sector auditing; (vii) identify and prepare monitoring and evaluation components for inclusion in the investment project of the ESDP; (viii) identify ways of involving beneficiaries directly in the monitoring of ESDP implementation and impact; and (ix) as part of the ESDP, design a capacity-building TA for the management and monitoring of implementation of ESDP policy actions and investment components, as well as the monitoring of overall impact of the education sector development plan and support programs, including achievement of targets for specified sector development indicators.