



Concept Paper

Project Number: 52337-001
November 2019

Proposed Loan and Grant Kyrgyz Republic: School Education Reform Sector Development Program

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Asian Development Bank

CURRENCY EQUIVALENTS

(as of 7 November 2019)

Currency unit	–	som (Som)
Som1.00	=	\$0.013961
\$1.00	=	Som71.62

ABBREVIATIONS

ADB	–	Asian Development Bank
GDP	–	gross domestic product
INSETT	–	in-service teacher training
MOES	–	Ministry of Education and Science
PISA	–	Program for International Student Assessment
PIU	–	project implementation unit
STEM	–	science, technology, engineering and mathematics
UNICEF	–	United Nations International Children's Fund

NOTE

- (i) In this report, "\$" refers to United States dollars.

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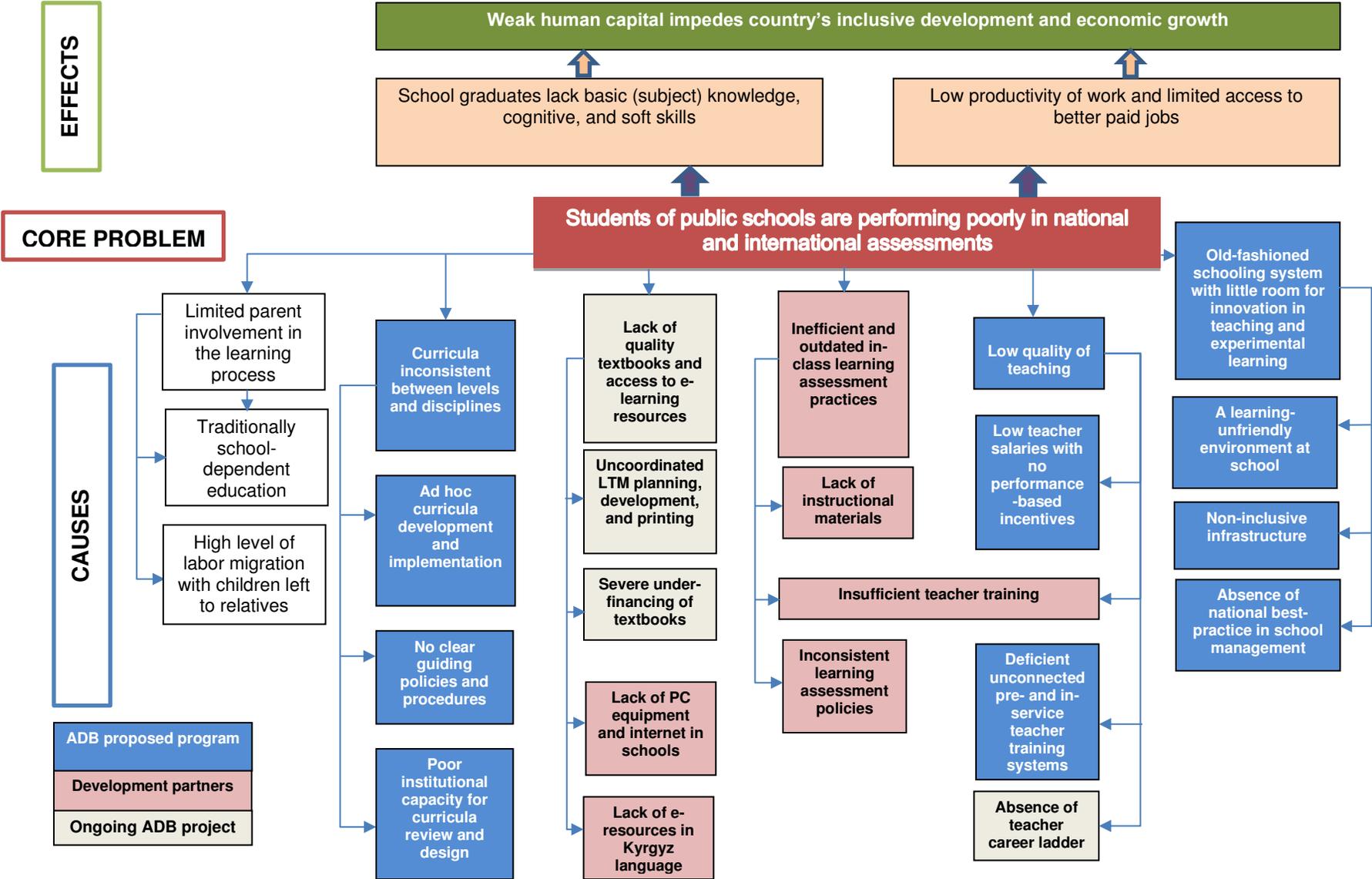
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PROGRAM AT A GLANCE

1. Basic Data		Project Number: 52337-001	
Project Name	School Education Reform Sector Development Program	Department/Division	CWRD/CWSS
Country	Kyrgyz Republic	Executing Agency	Ministry of Education and Science
Borrower	Government of the Kyrgyz Republic		
Country Economic Indicators	https://www.adb.org/Documents/LinkedDocs/?id=52337-001-CEI		
Portfolio at a Glance	https://www.adb.org/Documents/LinkedDocs/?id=52337-001-PortAtaGlance		
2. Sector		ADB Financing (\$ million)	
✓ Education	Education sector development		20.00
	Secondary		20.00
		Total	40.00
3. Operational Priorities		Climate Change Information	
✓ Addressing remaining poverty and reducing inequalities		Climate Change impact on the Project	Low
✓ Accelerating progress in gender equality			
✓ Strengthening governance and institutional capacity			
Sustainable Development Goals		Gender Equity and Mainstreaming	
SDG 1.4		Effective gender mainstreaming (EGM)	✓
SDG 4.1, 4.5, 4.a, 4.c			
SDG 5.1, 5.5, 5.b			
		Poverty Targeting	
		General Intervention on Poverty	✓
4. Risk Categorization:	Low		
5. Safeguard Categorization	Environment: B Involuntary Resettlement: C Indigenous Peoples: C		
6. Financing			
Modality and Sources		Amount (\$ million)	
ADB		40.00	
Sovereign SDP - Program grant: Asian Development Fund		15.00	
Sovereign SDP - Project grant: Asian Development Fund		5.00	
Sovereign SDP - Project (Concessional Loan): Ordinary capital resources		20.00	
Cofinancing		0.00	
None		0.00	
Counterpart		3.50	
Government		3.50	
Total		43.50	
Currency of ADB Financing: US Dollar			

PROBLEM TREE



ADB = Asian Development Bank, LTM = learning and teaching materials, PC = personal computer.

I. THE PROGRAM

A. Rationale

1. The Kyrgyz Republic, with one of the region's lowest gross domestic products (GDPs), annually spends about 6% of its GDP and over 20% of all public expenditures on the education sector, significantly above the more well-off countries in the region.¹ As much as 25.6% of the country's population lived in poverty in 2017. This is a significant improvement from 37% in 2013, yet the bulk of population has remained near the national poverty line (about \$1.25 per day per person). While annual economic growth averaged 5.5% since 2013, the growth trend fluctuated sharply because of a narrow economic base. Lack of decent jobs at home boosted labor migration abroad since the late 1990s, with the number of migrants estimated between 300,000 and 800,000.² Remittances constitute more than one third of GDP.

2. The Kyrgyz Republic's young population (34% children and adolescents) puts strong pressure on the government, which has a constitutional commitment to provide universal free basic education (grades 1–9). Despite serious constraints, the Kyrgyz Republic maintains a high literacy rate of 99.2%, and satisfactory net enrollment rates of 91% in grades 1–4 (48.8% girls and 51.2% boys), and 87% in grades 5–9 (48.9% girls and 51.1% boys).³

3. Students' poor learning outcomes constrain human capital development in the country. On both occasions when the Kyrgyz Republic participated in the Program for International Student Assessment (PISA) in 2006 and 2008, it was ranked last of 57 countries. Of the grade 8 students, 83% did not reach the baseline level in reading, 65% did not reach it in mathematics, and 82% in science. The assessment showed that girls tend to perform better than boys. Girls significantly outperformed boys in reading (by 53 score points), mathematics (6 score points) and science (22 score points).⁴ The disappointing results brought education reform to the top of the Kyrgyz government's policy agenda. The urgency of accelerating education reform is increasing as the labor market evolves and the country aims to move towards a knowledge-based economy.⁵

4. The government's efforts to improve access to pre-school education and the quality of school curricula and textbooks have steadily, but slowly, improved pupil learning outcomes. However, overall student performance remains poor with the majority of both boys and girls performing below basic level in the sciences and math. In the national learning attainment test, the share of nonperforming 8th graders in math decreased from 84.3% in 2007 to 64.9% in 2017. Reading comprehension improved from 73.5% non-performers in 2007 to 51.5% in 2017. Science improved slightly to 76.6% nonperformers in 2017 against 81.8% in 2007. About 44% of girls and 59% of boys scored below basic level in reading, and only 16% of girls and 11% of boys scored at the highest reading level. Over 75% of both boys and girls scored below basic in the sciences and very few of both genders scored at the highest level.⁶

¹ Education spending in Armenia was 2.2% of GDP and 8.3% of public spending, and in Kazakhstan—3% of GDP and 13.9% of public spending in 2016. Kyrgyz Republic GDP per capita was \$1,167 in 2017. National Statistics Committee. 2018. *Socio-Economic Development Results*. Bishkek.

² The quality of data is compromised because of relatively free movement of labor within the Eurasian Economic Union, comprising the Armenia, Belarus, Kazakhstan, Kyrgyz Republic, and Russian Federation. Kazakhstan and Russian Federation host the majority of Kyrgyz migrants.

³ National Statistics Committee. 2018. *Education and Science in the Kyrgyz Republic*. Bishkek.

⁴ UNICEF. 2009. *Equity in Learning? A Comparative Analysis of PISA 2009 Results in CEECIS*. Geneva: UNICEF.

⁵ Government of the Kyrgyz Republic. 2018. *National Development Strategy of the Kyrgyz Republic, 2018–2040*. Bishkek.

⁶ Center for Assessment of Education and Teaching Methods. 2017. *National Assessment of Students' Learning Attainment*. Bishkek.

5. **Government strategy.** The country's experience in school education reform underlines the importance of a well-coordinated, long term, and phased effort. The Ministry of Education and Science (MOES) acknowledges that the country needs a more holistic development approach to achieve the sustainable and resilient school education system necessary to accelerate the improvement of students' learning outcomes. MOES is currently finalizing the new Education Development Strategy for 2021–2030, which is linked with relevant Sustainable Development Goals and with the goals of country's National Development Strategy, 2018–2040 (footnote 5). The new strategy envisages the transition to a knowledge economy and the increasing importance of science, technology, and innovation for human capital development. In addition to improving students' learning outcomes and cognitive skills in the areas of science, technology, engineering and math (STEM), the new strategy prioritizes efforts to improve students' soft skills and the ability to innovate and adapt to a changing world. Achieving gender equality and eliminating the imbalance between the opportunities of women and men is one of the development objectives in the National Development Strategy 2018–2040.

6. **Inadequate curriculum development and review system.** Since 2010, the government has revised the school subject curricula with the assistance of development partners. Now, the government needs help to: (i) increase internal consistency of curricula between grade levels and disciplines, and (ii) improve standard government procedures for regular curricula development and implementation. A well-structured curricula review system will allow a timely review, design, and update of the curricula. Contemporary pedagogy stresses the importance of interdisciplinary approaches in teaching, as it provides for differential instruction to address the different ways that students learn based on their experiences as male or female, social and economic status, residence (rural or urban), and others. A better alignment between subject curricula will facilitate interdisciplinary linkages, making the learning process more practical, interesting, and effective.

7. **Inadequate quality of teaching.** Increasing teacher salaries in 2011–2013 partly addressed the problem of teacher shortages. However, teacher salaries remain below average salary levels in the country and do not attract and maintain the best talent in the profession. The quality of both pre-service and in-service teacher training remains poor. Only about 10% of the country's school teachers undergo re-training every year. With the help of ADB's Strengthening Education System Sector Development Program, MOES developed a "New Teacher" National Teacher Development Program approved in 2018.⁷ It aims to fully reform the teaching profession by 2030 by implementing: (i) new teachers' professional standards, (ii) new teacher selection mechanisms, (iii) reform of pre-service teacher training, (iv) a continuous professional development programs for teachers, (v) a structured teacher career ladder, (vi) a new teacher performance evaluation system, and (vii) a teachers' corps information system. MOES will need support in implementing the reform planned for 2020–2030. The program will improve the quality of teaching, which is essential for improving learning outcomes.

8. **Need to expand the network of innovative schools.** The government is keen to develop a new national model of schools that would implement new and evidence-based approaches both in teaching and school management and serve as resource for the rest of the schools in the country. The Strengthening Education System Sector Development Program has helped to design the concept of schools using new and evidence-based approaches and is supporting 30 such schools across the country.⁸ Encouraged by the very positive experience with innovative

⁷ ADB. 2014. [Kyrgyz Republic: Strengthening Education System Sector Development Program](#). Manila.

⁸ The support included training teachers of science, technology, engineering and mathematics (STEM) and school principals; rehabilitating science and computer laboratories and classrooms; providing equipment; piloting teacher attestation; developing school development plans; and several other initiatives.

schools, the government has committed in its National Development Strategy, 2018–2040 to launch a “Future Schools” national project, which will be a home for experimental learning and innovation in school education (footnote 5). MOES will need support in coming years to expand and implement this important network of model schools.

B. Proposed Solutions

9. To build on reform progress in 2010–2017, MOES will need help to accelerate and sustainably deepen and expand reforms in key areas, i.e. teacher development, school curriculum, teaching materials and e-resources, school leadership, and sector management. This proposed Sector Development Program consists of a policy component and an investment component to address the problems noted above. The policy and investment components will be refined and developed through transaction technical assistance (TRTA). The preliminary outputs are as follows:

10. **Output 1: Quality and relevance of curriculum improved.** The program policy component will ensure (i) proper oversight, an updated and comprehensive regulatory framework, and clear procedures for the process of curriculum development, periodic review, approval, and implementation; (ii) good coordination between this process and textbook procurement, teacher training reform, and financing; and (iii) support for approval of subject curricula for STEM. The investment project component will finance consulting services and workshops for strengthening MOES’ and education institutions’ capacity to design, approve, implement, and review the national school education curricula, which will allow for a more gender-inclusive approach to teaching STEM, by considering the different ways that boys and girls learn and subvert gender stereotypes that prevent girls from excelling in STEM. The project will also support revising STEM curricula, guidelines, and programs to ensure their alignment between levels, grades, subjects, and topics to enable the practice of multi-disciplinary teaching approaches in STEM subjects in schools.

11. **Output 2: Quality of teaching and teacher training improved.** The policy-based grant will support amendments to the legislation and the charter of the Republican Teacher Training Institute so that the institute will be responsible for coordinating the diversified in-service teacher training (INSETT) program with multiple service providers. INSETT programs will be based on a detailed training needs assessment and be aligned with national school and pre-service teacher training curricula. The government will introduce teacher categories and new teacher salary structure to promote better performance and self-development.⁹ The investment project will help MOES to reform pre-service teacher training in universities. This output will support ADB’s Strengthening Education System Sector Development Program by raising teaching quality, specifically related to STEM education. Pre-service programs will be closely aligned with the reformed school curricula and encourage multi-disciplinary approaches in teaching. The project will also encourage training more female teachers to handle STEM subjects and serve as models for gender-inclusive STEM-oriented education.

12. **Output 3: The network of Future Schools strengthened.** Future Schools will be a national program open for any public school demonstrating genuine excellence in school management, teaching STEM, extracurricular activities, and community work. The program policy component will support legislative changes to provide Future Schools with the necessary academic, financial, and administrative freedom to effectively pursue innovation and excellence

⁹ Each higher teacher category will imply a considerably higher salary, and categories will be awarded on the basis of compliance with respective professional requirements and examination.

in teaching practice. The investment project component will help MOES develop a comprehensive operational concept for the Future Schools program, implement the program, develop clear school enrollment procedures, and upgrade the infrastructure of schools. The first 50 Future Schools will receive project support comprising procurement of civil works for rehabilitation, training equipment and learning aids; professional development for teachers and school management in innovative and experimental approaches, e-learning, and project-based multidisciplinary STEM teaching. Innovations successfully piloted in those schools both in teaching and school management will be rolled out to the wider system, while Future Schools would serve as resource centers.

13. **Outcome and impact.** The outcome of the project will be improved learning outcomes of public school students. The program will be aligned with the following impact: Equitable and quality education system focused on (i) raising a harmoniously developed personality, (ii) full realization of the genuine talents of each person, and (iii) formation of practical skills and competencies (footnote 5).

14. **Link to ADB country strategy.** Improving access to public and social services is one of three pillars of ADB's country partnership strategy, 2018–2022.¹⁰ The program is in the country operations business plan, 2020–2022¹¹ as firm for 2020. It supports the following priorities of ADB's Strategy 2030: (i) addressing poverty and reducing inequalities, (ii) accelerating gender equality, and (iii) strengthening governance and institutional capacity.

15. **Development partners.** The program will be closely aligned with development partners' assistance. The World Bank's forthcoming support will focus on pre-school education, e-learning, and learning assessment. The United States Agency for International Development will help improve mathematics and reading skills in primary education. The European Union's budget support finances education sector strategy implementation. ADB will be in periodic contact with development partners for coordination and information-sharing.

16. **ADB value addition.** ADB support will build on the success of its past and current support for the education sector.¹² ADB will draw on its extensive experience in supporting school education reforms across Asia and the Pacific and bring international and regional best-practice in STEM education, curricula reform, and teacher education.

C. Proposed Financing Plans and Modality

17. **Financing plan.** The program cost is estimated at \$43.5 million, of which ADB will finance \$40 million, comprising a \$20 million grant from the Asian Development Fund (ADF), and a \$20 million concessional loan from ordinary capital resources. ADB's prior SDP project have been successful in the education sector, based upon project completion reports. ADB will release an ADF policy-based grant of \$15 million in two tranches of \$5 million and \$10 million. The \$20 million concessional loan and a \$5 million ADF grant together will finance the investment project. The government is expected to provide \$3.5 million counterpart financing for staff remuneration and per diem, office accommodation and supplies, secretariat assistance, and other in-kind contributions. The indicative financing plan is in Table 1.

¹⁰ ADB. 2018. *Country Partnership Strategy: Kyrgyz Republic, 2018–2022—Supporting Sustainable Growth, Inclusion, and Regional Cooperation*. Manila.

¹¹ ADB. 2019. *Country Operations Business Plan: Kyrgyz Republic, 2020–2022*. Manila.

¹² ADB. 2014. *Kyrgyz Republic: Strengthening Education System Sector Development Program*. Manila; and ADB. 2005. *Kyrgyz Republic: Second Education Project*. Manila.

Table 1: Indicative Financing Plan

Source	Amount (\$ million)	Share of Total (%)
Asian Development Bank		
Ordinary capital resources (project) (Concessional loan)	20.0	46.0
Special Funds resources (project) (ADF grant)	5.0	11.5
Special Funds resources (program) (ADF grant)	15.0	34.5
Government	3.5	8.0
Total	43.5	100.0

ADF = Asian Development Fund.

Source: Asian Development Bank estimates.

18. **Financing modality.** The ADB-financed sector development programs in education in the country have proved the effectiveness of the modality. Leveraging lessons learned from prior education experience in the country, this project uses a policy-based grant to support effective and flexible institutional mechanisms to monitor, assess, and improve curricula and teaching quality. While policy reforms are key for sector development, MOES will continue to need investment project support to accelerate, deepen, and expand reform activities on the ground in schools and education institutions.

D. Implementation Arrangements

Table 2: Indicative Implementation Arrangements

Aspects	Arrangements
Indicative implementation period	May 2021–May 2025 (policy-based grant, two tranches) May 2021–April 2027 (project loan and grant)
Indicative completion date	30 April 2027
Management	
(i) Executing agency	Ministry of Education and Science (MOES)
(ii) Key implementing agencies	Project implementation unit under MOES (procurement capacity assessment is in Appendix 2)

Source: Asian Development Bank.

19. ADB will release the first tranche of the policy-based grant upon project effectiveness, subject to completion of all relevant policy actions of the tranche.¹³ The program implementation is indicatively planned for 6 years, to be confirmed during program preparation. MOES will be the executing agency. The project will have a project management consultant (PMC) firm through an RFP process issued prior to the quality assurance meeting. The steering committee and project implementation unit (PIU) of the on-going ADB-financed Strengthening Education System Sector Development Program (to be completed in 2021) will become the steering committee and PIU of the proposed program. All procurement and consultant recruitment under the program will be in accordance with ADB Procurement Policy (2017, as amended from time to time).

II. PROJECT PREPARATION AND READINESS

20. ADB's Technical Assistance Special Fund (TASF-6) will finance a TRTA of \$700,000 to prepare the program design and due diligence, comprising a total of 17 person-months international and 20 person-months national consulting services. The consultants will be recruited in accordance with ADB Procurement Policy (2017, as amended from time to time). The executing agency will prepare and/or tender the bidding documents for the first 15 schools to be improved under the program prior to project approval.

¹³ The proceeds of the SDP will be disbursed in accordance with ADB's *Loan Disbursement Handbook* (2017, as amended from time to time).

III. DELIBERATIVE AND DECISION-MAKING ITEMS

A. Risk Categorization

21. The proposed program is categorized *low risk* as it meets none of the criteria for a complex categorization. The proposed program's gender classification is effective gender mainstreaming. The program is tentatively categorized B for environment, and C for indigenous peoples and involuntary resettlement. The Initial Poverty and Social Analysis is in Appendix 4.

B. Project Procurement Classification

22. In accordance with the guide on Assessing Procurement Risks and Determining Project Procurement Classification,¹⁴ the project's procurement classification is B. Most of procurement packages will be low value and straightforward open competitive bidding. MOES, the executing agency for the program, has been successfully implementing ADB-financed programs and is familiar with ADB procurement policies. The PIU is staffed with experienced procurement specialists with an extensive record of conducting similar types of procurement.

C. Scope of Due Diligence

Table 3: Scope of Due Diligence

Due Diligence Outputs	To be undertaken by
Development coordination	Staff
Economic analysis	Staff, TA grant
Financial management assessment, financial evaluation, and financial analysis	Staff, TA grant
Gender analysis, collection of baseline data and gender action plan	TA grant
Safeguard screening and categorization results	TA grant
Initial poverty and social analysis	Staff
Project administration manual	Staff, TA grant
Risk assessment and management plan	Staff, TA grant
Safeguard documents on environment, involuntary resettlement, and/or indigenous peoples	Staff, TA grant
Sector assessment	Staff, TA grant
Summary poverty reduction and social strategy	Staff, TA grant

TA = technical assistance.

Source: Asian Development Bank.

D. Processing Schedule and Sector Group's Participation

Table 4: Processing Schedule by Milestone

Milestones	Expected Completion Date
1. Concept clearance	November 2019
2. Technical assistance inception	March 2020
3. Program fact-finding	August 2020
4. Staff review meeting	September 2020
5. Loan/grant negotiations	October 2020
6. Program approval	November 2020
7. Loan/grant signing	January 2021

Source: Asian Development Bank.

E. Key Processing Issues and Mitigation Measures

23. Parliamentary elections will occur in October 2020. To mitigate any delays in the approval process, ADB will work closely with the Ministry of Finance and the Prime Minister's Office.

¹⁴ ADB. 2015. [Guide on Assessing Procurement Risks and Determining Project Procurement Classification](#). Manila.

PRELIMINARY DESIGN AND MONITORING FRAMEWORK

Impact the Program is Aligned with			
Education system focused on (i) raising a harmoniously developed personality, (ii) full realization of genuine talents, and (iii) formation of practical skills and competencies adaptable to a changing world (National Development Strategy, 2018–2040) ^a			
Results chain	Performance Indicators with Targets and Baselines	Data and Reporting	Risks
Outcome Learning outcomes of public school students improved	By 2028 The results of national assessment of learning attainments of school students (NOODU) improved by at least X% for both males and females (2017 baseline: average of 519.8 for males and 528.9 for females in mathematics; 521.7 for males and 560.7 for females in reading comprehension; and 519.6 for males and 526.1 females in science)	NOODU results report	Limited access to learning materials (including online) limits the impact of reforms
Outputs 1. Quality and relevance of curriculum improved	Program by 2025 1a. Comprehensive school curriculum design, review, approval, and implementation procedures approved 1b. Curriculum for STEM subjects approved 1c. The reform for LTM planning, development, and financing approved Project by 2027 1d. Curriculum 1–11 revised per the new guiding principles (e.g. interdisciplinarity, gender inclusivity, and use of e-resources) and consistent between levels and disciplines 1e. LTM for STEM subjects in grades 10–11 procured through the textbook revolving fund.	Program 1a. (i) MOES order approving the regulation on school curriculum design, approval, implementation, and assessment and review (ii) Government resolution assigning a body that comprise at least 30% women, responsible for curriculum design and approving its charter 1b. (i) MOES board decision approving the revised curriculum for STEM subjects (ii) MOES order approving the new curricula implementation plan that includes gender-inclusive multidisciplinary approaches to teaching 1c. MOES order approving a regulation on textbook procurement procedures Project Project progress reports	Traditional discipline-based thinking of curriculum specialists may compromise the extent of interdisciplinarity of the curriculum framework.
2. Quality of teaching and teacher training improved	Program by 2025 2a. Update of “New Teacher” National Teacher Development Program approved, with the update providing for salary structure revision, teacher attestation, and career ladder roll-out	Program 2a. Government resolution approving the New Teacher Program update	Fiscal constraints and political considerations may loosen the depth of the teacher salary reform.

Results chain	Performance Indicators with Targets and Baselines	Data and Reporting	Risks
	<p>2b. The revised pre-service teacher training curricula for STEM subject teachers in public universities and colleges (including in-school internships) that incorporates gender-inclusive multidisciplinary approaches in school internships approved</p> <p>2c. The revised in-service teacher training program for better quality, relevance, and coverage (including e-learning) approved</p> <p>2d. Mandatory (fast-track) executive re-training program for new teachers and school principals approved</p> <p>Project by 2027</p> <p>2e. 1,000 pedagogy staff members of universities and 200 school head teachers trained on the contemporary approaches including gender-sensitive delivery of in-service teacher training</p> <p>2f. The number of teachers trained annually by the in-service teacher training system increased by at least 50%, at least XX%* (to be identified during the gender assessment) of whom are females handling STEM (Baseline 2018: 7,500)</p> <p>2g. All relevant MOF and MOES staff at central and local levels trained on the new teacher salary calculation methodology</p> <p>2h. At least 30,000 teachers, XX% females (% to be identified during the gender assessment), underwent attestation (Baseline 2016: 344)</p> <p>2i. In-school interdisciplinary internship projects completed by at least 50 pedagogy student groups, comprising XX women students</p>	<p>2b. (i) MOES board decree approving the revised pedagogy baccalaureate state standards for STEM, that incorporates gender-inclusive multidisciplinary approaches</p> <p>(ii) Orders of the participating universities approved internship guidelines</p> <p>2c. Government resolution on respective institutional and financing changes in in-service teacher training</p> <p>2d. Respective changes to the law on the status of teachers and law on education.</p> <p>Project</p> <p>Project progress reports and EMIS data</p>	
3. The network of Future Schools strengthened	<p>Program by 2025</p> <p>3a. A single national Future Schools program with clear entry and performance requirements approved</p> <p>3b. Future Schools enjoy more academic, financial, and administrative freedoms</p> <p>3c. Government assigns a body, comprising at least XX% women, with clear functions, regular</p>	<p>Program</p> <p>3a. Amendment to the Law on Education</p> <p>3b. Government resolution declaring the new program roll-out and approving the Regulation on Future Schools, with special provisions / incentives encouraging the enrolment of female students in STEM-oriented tracks</p> <p>3c. Government resolution on KAE, RTTI, and NPU</p>	Resistance of the existing special schools to the change may generate opposition to overall education reform agenda.

Results chain	Performance Indicators with Targets and Baselines	Data and Reporting	Risks
	<p>staff, budget, and necessary authorities to guide the reforms in Future Schools and feed the lessons to the general schooling system.</p> <p>Project by 2027 3d. First 50 Future Schools selected, based on an open call competition, rehabilitated and equipped with XX% of women teachers in STEM</p> <p>3e. 100% of eligible teachers of 50 Future Schools trained in contemporary multidisciplinary teaching approaches and at least 50% of them undergo attestation and become qualified higher updated professional categories.</p> <p>3f. All Future School principals and staff of assigned government body underwent specialized training and attestation</p>	<p>Project Project progress reports and MOES reports on attestation</p>	
<p>Key activities with milestones</p> <p>Output 1. Quality and relevance of curriculum improved</p> <p>1.1 Develop the regulation on curricula review and approval with all supporting documents (including instructions, forms, orders, and templates).</p> <p>1.2 Assess the existing curricula per agreed guidelines and prepare the revised curricula 1–11 for approval by Q1 2022</p> <p>1.3 Convene series of workshops, trainings, and working group meetings for establishing an effective system of curricula design and periodic review by Q2 2022</p> <p>1.4 Help MOES and TRF to develop and approve a 10-year rolling LTM procurement plan by Q4 2022</p> <p>Output 2. Quality of teaching and teacher training improved</p> <p>2.1 Implement the pedagogy education reform to increase pre-service teacher training quality and relevance by Q1 2023</p> <p>2.2 Train 1,000 pedagogy staff members of universities and 200 school head teachers on the contemporary approaches to in-service teacher training by Q1 2024</p> <p>2.3 Implement in-service teacher training system reform by Q1 2023</p> <p>2.4 Roll out teacher attestation and lead the attestation of the first 30,000 teachers by Q1 2023</p> <p>2.5 Prepare amendments to the legislation changing the teacher salary calculation methodology by Q1 2023</p> <p>Output 3. The network of future schools strengthened</p> <p>3.1 Change the legislation on the special schools, including financing formula, and roll out a new national program by Q3 2022</p> <p>3.2 Rehabilitate and equip the first batch of 50 innovative schools with learning resources, including e-resources by Q2 2025</p> <p>3.3 Train all teachers and principals of innovative schools and implement school development plans by Q3 2023</p>			
<p>Project Management Activities</p> <p>Assign the existing SESSDP PIU and PSC the responsibility for this follow-up program implementation. Recruit project management consulting firm within 3 months of project effectiveness.</p>			
<p>Inputs</p> <p>ADB: \$20 million (project) (Concessional OCR loan) \$5 million (project) (ADF grant) \$15 million (program) (ADF grant)</p>			
<p>Assumptions for Partner Financing</p> <p>Not applicable</p>			

ADB = Asian Development Bank, EMIS = Educational Management Information System, KAE = Kyrgyz Academy of Education, LTM = learning and training materials, MOES = Ministry of Education and Science, MOF = Ministry of Finance, NOODU = Natsional'noe ocenivanie obrazovatel'nyh dostizheniy uchashchikhsya (National assessment of school students' learning attainment), NPU = National Pedagogy University, PIU = project implementation unit, PSC = project steering committee, RTTI = Republican Teacher Training Institute, SESSDP = Strengthening Education System Sector Development Program, TRF = textbook revolving fund.

^a Government of the Kyrgyz Republic. 2018. *National Development Strategy of the Kyrgyz Republic 2018–2040*. Bishkek.

Source: Asian Development Bank.

PROJECT PROCUREMENT CLASSIFICATION

Characteristic	Assessor's Rating:
Is the procurement environment risk for this project assessed to be <i>high</i> based on the country and sector and/or agency risk assessments?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are multiple (typically more than three) and/or diverse executing agencies and/or implementing agencies envisaged during project implementation? Do they lack prior experience in implementation under an ADB-financed project?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unknown
Are multiple contract packages and/or complex and high-value contracts (compared with recent externally financed projects in the developing member country [DMC]) expected?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unknown
Does the project plan to use innovative contracts (public-private partnership, performance-based, design and build, operation and maintenance, etc.)?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unknown
Are contracts distributed in more than three geographical locations?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Unknown The schools are expected to be selected across the country.
Are there significant ongoing contractual and/or procurement issues under ADB (or other externally) financed projects? Has misprocurement been declared in the DMC?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unknown
Does the DMC have prolonged procurement lead times, experience implementation delays, or otherwise consistently fail to meet procurement time frames?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Unknown Kyrgyz portfolio implementation often suffers from delayed big procurements in transport and energy. Performance of education projects has always been satisfactory.
Do executing and/or implementing agencies lack capacity to manage new and ongoing procurement? Have executing and/or implementing agencies requested ADB for procurement support under previous projects?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unknown The existing executing agency and PIU capacity is assessed as high. The practice of involving an individual international procurement specialist under the project for preparing and conducting major procurements has proven to be effective.
Regional department's overall recommendation (Mamatkalil Razaev)	
Overall project categorization recommended	<input type="checkbox"/> Category A <input checked="" type="checkbox"/> Category B
Procurement, Portfolio, and Financial Management Department's recommendation (Melanio Altoveros)	
PPFD confirms the classification during interdepartmental circulation of the project concept paper.	

PIU = project implementation unit, PPF = Procurement, Portfolio, and Financial Management Department.
Source: Asian Development Bank.

TECHNICAL ASSISTANCE FOR PROGRAM PREPARATION

A. Justification

1. The proposed School Education Reform Sector Development Program is a sector development program. The transaction TA will help the government to (i) design the program and prepare its due diligence, and (ii) identify schools and other institutions to be supported under the program and prepare the preliminary design of infrastructure improvement. Through a comprehensive set of instruments, the transaction TA will review and analyze the existing policies, practices, and constraints of the school education sector and propose the most appropriate solutions.

B. Outputs and Activities

2. **Output 1: Detailed program design developed.** Based on the initial review and series of consultations and workshops, the transaction TA will prepare the detailed technical design parameters of the program, including curricula design and review framework, pre-service and in-service teacher training and teacher salary reform plan, Future Schools concept and its implementation, and strategy for integrating interdisciplinary approaches in Kyrgyz school education. This output will also (i) prepare detailed costs of the project activities, including civil works, consultancy, capacity building, and program implementation; (ii) identify partner institutes and schools to be supported and prepare the initial civil works designs for select schools (and institutes) as required; and (iii) prepare sample learning aids and training equipment specifications for Future Schools. The above preparation will require trainings for the government counterpart staff and beneficiaries.

3. **Output 2: Program due diligence undertaken.** This output will support program due diligence, including: (i) education sector assessment; (ii) environmental assessment; (iii) economic and financial analysis; (iv) gender, poverty and social analysis; (v) financial management assessment of the executing and implementing agencies; (vi) procurement capacity and financial management assessments of the executing and implementing agencies; (vii) procurement risk assessment and procurement classification; (viii) social safeguards assessments; and (ix) risk assessment and management plan.

4. **Output 3: Program processing and implementation startup facilitated.** This will include helping prepare all documents required for program processing, including: (i) the report and recommendation of the President and all linked documents, (ii) the policy matrix, (iii) the project administration manual, and (iv) a draft request for proposals for key consultancy package(s) and bidding documents for civil works in the first batch of schools.

C. Cost and Financing

5. The transaction TA is estimated to cost \$830,000, of which \$700,000 will be financed on a grant basis by ADB's Technical Assistance Special Fund (TASF-6). The government will provide counterpart support for the TA in the form of counterpart staff, office space, and other in-kind contributions. The cost estimates and financing plan are in Appendix 1. The government was informed that approval of the TA does not commit ADB to finance any ensuing project.

D. Implementation Arrangements

6. The Ministry of Education and Science (MOES) will be the executing agency for the transaction TA. ADB will administer the transaction TA. The Social Sector Division of the Central and West Asia Department will select, supervise, and evaluate consultants, and procure goods through the transaction TA consultants. MOES will assign a transaction TA coordinator (dedicated staff) to support its implementation.

7. The transaction TA will make extensive use of the knowledge and experience gained under the ongoing Strengthening Education System Sector Development Program. The transaction TA team will cooperate closely with the ongoing project's implementation unit and benefit from the available information and documentation. The same project implementation unit will be responsible for implementing the ensuing program.

Implementation Arrangements

Aspects	Arrangements	
Indicative implementation period	November 2019–August 2020 (from TRTA consultant mobilization to TRTA final review mission/program fact-finding mission)	
Executing agency	Ministry of Education and Science	
Implementing agency	n/a	
Consultants	To be selected and engaged by ADB	
	Quality- and cost-based selection (90:10)	Consulting firm for transaction technical assistance (TRTA) (international: 17 person-months, national: 20 person-months)
		Engineering/design firm (national: 15 person-months)
Individual	Education Specialist (international: 3 person-months)	
Procurement	To be procured by ADB through TRTA consultants	
	Shopping	3 contracts (office equipment and other related expenses, furniture)
Disbursement	The TA resources will be disbursed following ADB's <i>Technical Assistance Disbursement Handbook</i> (2010, as amended from time to time).	
Asset turnover or disposal arrangement upon TRTA completion	Assets procured under the TRTA will be turned over to the Ministry of Education and Science upon TA completion.	

ADB = Asian Development Bank, TA = technical assistance, TRTA = transaction technical assistance.

Source: Asian Development Bank.

8. **Consulting services.** ADB will engage the consultants following the ADB Procurement Policy (2017, as amended from time to time) and its associated staff instructions.¹ The transaction TA will require (i) 37 person-months of consultant inputs through a consulting firm, comprising 17 person-months for international and 20 person-months for national; (ii) 15 person-months of national consultant inputs through an engineering and/or design firm, and (iii) an individual international consultant (3 person-months). A quality- and cost-based selection method will be followed for recruiting firms. The shortlisted firms will be required to submit a full technical proposal at a ratio of 90:10. Transaction TA consultants will procure goods according to ADB's Procurement Policy (2017, as amended from time to time) and its associated staff instructions and/or project administration instructions.

¹ Terms of Reference for Consultants (accessible from the list of linked documents).

COST ESTIMATES AND FINANCING PLAN
(\$'000)

Item	Total Cost
Asian Development Bank^a	
1. Consultants	
a. Remuneration and per diem	
i. International consultants (19 person-months)	367.96
ii. National consultants (35 person-months)	132.05
b. Out-of-pocket expenditures	
i. International and local travel	62.50
ii. Office space and rental facilities	4.00
iii. Goods	5.00
iv. Surveys	12.50
v. Training, seminars, and conferences ^b	27.00
vi. Reports and communications	10.00
vii. Miscellaneous administration and support costs ^c	10.00
2. Reports and communications	5.00
3. Goods ^d	5.00
4. Contingencies	58.99
Total	700.00

Note: The transaction technical assistance is estimated to cost \$0.83 million, of which \$0.7 million will be financed by Asian Development Bank grant. The government will provide in-kind contributions, including taxes, counterpart staff, and office space. The government contribution is estimated to account for about 16% of the total cost.

^a Financed by the Asian Development Bank's Technical Assistance Special Fund (TASF-6).

^b Includes venue rental, cost of materials, refreshments, hiring of resource persons, honorarium and other travel related cost, and workshop related expenses. All procured goods will be turned over to the EA (MOES) upon TA completion.

^c Includes the transaction technical assistance team office operations and administration and/or technical staff.

^d Various office equipment, accessories, and office furniture. All procured goods will be turned over to the EA (MOES) upon TA completion.

Source: Asian Development Bank.

LIST OF LINKED DOCUMENTS

<http://www.adb.org/Documents/LinkedDocs/?id=52337-002-TARreport>

1. Terms of Reference for Consultants

INITIAL POVERTY AND SOCIAL ANALYSIS

Country:	Kyrgyz Republic	Project Title:	School Education Reform Sector Development Program
Lending/Financing Modality:	Sector Development Program (SDP)	Department/Division:	Central and West Asia Department/ Social Sector Division

I. POVERTY IMPACT AND SOCIAL DIMENSIONS

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

The program supports the Kyrgyz Republic's vision of the education system, where "every citizen has an access to quality education focused on raising a harmoniously developed personality, full realization of genuine talents, and formation of practical skills and competencies adaptable to a changing world," laid out in the National Development Strategy, 2018–2040. The program is consistent with the Asian Development Bank's country partnership strategy for the Kyrgyz Republic, 2018–2022, which supports the Asian Development Bank's assistance to education sector. By improving the quality and relevance of the school curriculum, reforming the teachers' training and career development systems, and strengthening the school infrastructure, the program will help the country to improve its human capital for more inclusive growth and economic development.

B. Poverty Targeting

General intervention Individual or household (TI-H) Geographic (TI-G) Non-income MDGs (TI-M1, M2, etc.)

The program targets the whole school education system, which involves more than 1.2 million children, as well as part of higher education (pedagogy). A new teacher training system and career ladder will improve the competencies of more than 77,000 teachers. Complete introduction of a new curriculum, supported by available advanced learning and teaching materials (LTMs) and qualified teachers, will produce quality graduates. Improving the learning environment in select schools, equipping them with modern laboratories and information and communication technology equipment, and reforming the special school system to make them more inclusive will strengthen the spillover effects in each region.

C. Poverty and Social Analysis

1. Key issues and potential beneficiaries.

School students (grades 5–11) are the primary beneficiaries of the sector development program (SDP). The SDP will help the government improve the quality of education and ensure that benefits of education are translated into economic development and growth for the country. Higher learning outcomes will allow graduates of secondary schools to continue their higher education and attain education relevant to labor market needs. The National Learning Attainment Assessment in 2017 showed that 60% of grade 8 students did not possess basic knowledge and skills in reading, math, and science. The SDP will help the government align the subject curricula between levels and subjects and provide new generation LTMs for grades 10–11. The project will also train teachers and increase the capacity of teacher training institutes and university pedagogy programs. By addressing these problems at the national level, the SDP will strengthen the whole education system, with an emphasis on vulnerable rural areas. Poverty in rural areas is 29% as compared to 18% in urban areas. By applying inclusive education and gender sensitivity principles to teacher training, curricula, and school infrastructure (in selected schools), the project will improve access to a learning environment for girls and special needs children.

2. Impact channels and expected systemic changes.

Teacher salary and career ladder reform will incentivize a better teacher performance. The program will set up a strong "research-curricula-pre-service-in-service training" link and develop blended teacher training modules combining face-to-face and distance learning modalities. Ministry of Education and Science (MOES) will develop a new efficient participatory system of curriculum design, review and approval. MOES will also develop new teaching approaches and innovations, and pilot them in pedagogy programs and selected schools.

3. Focus of (and resources allocated in) the transaction technical assistance (TA) or due diligence.

International and national consultants will be engaged under the transaction TA to prepare the detailed design of the SDP. The SDP will support the government in improving the quality and accessibility of school education. The transaction TA will help develop implementation mechanisms for several initiatives, including the Future Schools concept and school selection mechanism, school curriculum review and approval, teacher salary calculation methodology, and gradual outsourcing of in-service teacher training elements. The TA will re-assess the situation with special categories of children (i.e. ethnic minorities, special needs, parents in migration, and girls) and their access to basic education.

4. Specific analysis for policy-based lending.

The proposed project is an SDP. A policy-based grant will support the government and the Ministry of Education and Science to implement significant reforms for improved teaching quality and systemic changes, allowing continuous innovation and development of curricula, teaching methodologies, and school and sector management.

II. GENDER AND DEVELOPMENT

1. What are the key gender issues in the sector and/or subsector that are likely to be relevant to this project or program?

The male-to-female ratio in school education is approximately 1:1 without serious gender-specific constraints in access to school, while the teacher corps is predominantly female. Yet there are stereotypes about "female" and "male" professions, which affect the selection of professional areas in vocational and tertiary education. For instance, girls are better represented in "traditional" spheres: education (84.4%), service sectors (65.6%), humanitarian sciences (61.4%), social sciences (66.2%), and natural sciences (61.0%), while boys dominate in technical sciences (76.8%), architecture and construction (76.7%), agricultural sciences (69.7%) and law (66.4%), i.e., in those sectors where the average wage is higher than those fields where women dominate. The prevalence of girls at the university level does not necessarily translate into better job opportunities for them. Women hold lower-paid positions than men, and their wages comprise 63.9% of men's wages. Overall, women tend to be in lower-paid sectors, and in lower-paid jobs within these sectors.

2. Does the proposed project or program have the potential to contribute to the promotion of gender equity and/or empowerment of women by providing women's access to and use of opportunities, services, resources, assets, and participation in decision making? Yes No

The SDP will facilitate equal participation of women teachers and/or professors in academia. Curriculum materials and practice will address gender issues, counter discrimination, and encourage women to train in non-traditional areas such as science and engineering. The comfort, safety, and security of female students and enhancement of their professional perspectives will be encouraged in the design of civil works and in school development plans under the Future Schools component.

A gender action plan will be prepared.

3. Could the proposed project have an adverse impact on women and/or girls or widen gender inequality?

Yes No The program will promote gender equity and better opportunities for girls.

4. Indicate the intended gender mainstreaming category:

GEN (gender equity) EGM (effective gender mainstreaming)
 SGE (some gender elements) NGE (no gender elements)

III. PARTICIPATION AND EMPOWERMENT

1. Who are the main stakeholders of the project, including beneficiaries and negatively affected people? Identify how they will participate in the project design.

The main stakeholders include the Government of the Kyrgyz Republic, MOES, teaching training institutes, Kyrgyz Academy of Education, universities with pedagogical departments, civil society and nongovernment organizations, students, teachers, parents, textbook authors, and education researchers and professionals. The transaction TA will conduct an analysis of stakeholder interests, perceptions, capacities, and resources as an important initial step in designing the SDP. This will involve multiple methods, including a country-wide consultation series. The initial stakeholder identification will be followed by an analysis of positive and negative impact of the SDP on the main stakeholders. The SDP design will include strategies to mitigate any adverse impact on key stakeholders. For example, the Kyrgyz Academy of Education's traditional status as the center of curriculum and LTM development and approval, teacher training, and assessment is likely to be affected by the SDP. A stakeholder participation plan and communication strategy will be developed and implemented.

2. How can the project contribute (in a systemic way) to engaging and empowering stakeholders and beneficiaries, particularly, the poor, vulnerable, and excluded groups? What issues in the project design require participation of the poor and excluded?

TRTA will consult with poor, vulnerable, and excluded groups. Based on a needs assessment, TRTA will design and implement relevant training sessions, if required. TRTA will prepare a project participation plan along with a stakeholder communication strategy to help clients and beneficiaries of the education system and the SDP get involved in the SDP design and implementation. This will help finalize the SDP design which will include implementation of mitigation plans. The participation plan will also help develop a mechanism for continued stakeholder involvement as a dynamic tool to be updated over the course of the SDP implementation. TRTA will assess the stakeholder capacity to participate in the SDP implementation in a meaningful manner.

3. What are the key, active, and relevant civil society organizations (CSOs) in the project area? What is the level of civil society organization participation in the project design?

H Information generation and sharing H Consultation M Collaboration L Partnership

During program design, TRTA will consult with the following active CSOs: the Ministry of Education and Science's Civil Oversight Council, the Kyrgyz Software Developers' Association, and the EdNet Association.

4. Are there issues during project design for which participation of the poor and excluded is important? What are they and how should they be addressed? Yes No
 There are no issues in SDP design that require participation of poor and excluded. However, TRTA will consult all relevant stakeholders, including students, parents, teachers, school directors and CSOs in urban and rural areas, to ensure effective program design.

IV. SOCIAL SAFEGUARDS

A. Involuntary Resettlement Category A B C FI

1. Does the project have the potential to involve involuntary land acquisition resulting in physical and economic displacement? Yes No
 The project is not expected to require any land acquisition.

2. What action plan is required to address involuntary resettlement as part of the transaction TA or due diligence process?

Resettlement plan Resettlement framework Social impact matrix
 Environmental and social management system arrangement None

B. Indigenous Peoples Category A B C FI

1. Does the proposed project have the potential to directly or indirectly affect the dignity, human rights, livelihood systems, or culture of indigenous peoples? Yes No

2. Does it affect the territories or natural and cultural resources indigenous peoples own, use, occupy, or claim, as their ancestral domain? Yes No N/A

3. Will the project require broad community support of affected indigenous communities? Yes No Not applicable.

4. What action plan is required to address risks to indigenous peoples as part of the transaction TA or due diligence process?

Indigenous peoples plan Indigenous peoples planning framework Social impact matrix
 Environmental and social management system arrangement None

V. OTHER SOCIAL ISSUES AND RISKS

1. What other social issues and risks should be considered in the project design?

M Creating decent jobs and employment Adhering to core labor standards Labor retrenchment
 Spread of communicable diseases, including HIV/AIDS Increase in human trafficking Affordability
 Increase in unplanned migration Increase in vulnerability to natural disasters Creating political instability

M Creating internal social conflicts Others, please specify _____

Introduction of teacher performance standards and a new salary, employment, and career progression scheme is likely to generate moderate discontent of the older generation of teachers and school principals but will eventually lead to a better paid and more responsive teachers.

2. How are these additional social issues and risks going to be addressed in the project design?

The program implementation will be accompanied with a strong communication campaign involving social and traditional media, community and school consultations, and respective training at all levels.

VI. TRANSACTION TA OR DUE DILIGENCE RESOURCE REQUIREMENT

1. Do the terms of reference for the transaction TA (or other due diligence) contain key information needed to be gathered during transaction TA or due diligence process to better analyze (i) poverty and social impact, (ii) gender impact, (iii) participation dimensions, (iv) social safeguards, and (v) other social risks. Are the relevant specialists identified?

Yes No

2. What resources (e.g., consultants, survey budget, and workshop) are allocated for conducting poverty, social, and/or gender analysis, and participation plan during the transaction TA or due diligence?

International and national consultants will be hired under the transaction TA to cover poverty, social development, and gender issues in the SDP design. A budget has been allocated for surveys, consultants' local travel for undertaking consultation and training workshops, and hiring of resource persons to conduct training needs analysis and design and deliver any training programs required.