

Project Number: 55047-001 Knowledge and Support Technical Assistance (KSTA) November 2021

Mongolia: Supporting the Implementation of Education Sector Medium-Term Development Plan

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Asian Development Bank

CURRENCY EQUIVALENTS

(as of 5 November 2021)

Currency unit	_	togrog (MNT)
MNT1.00	=	\$0.00035
\$1.00	=	MNT2,855.66

ABBREVIATIONS

ADB	_	Asian Development Bank
APF	_	advance payment facility
COVID-19	_	coronavirus disease
ESMTDP	_	education sector medium-term development plan
ITPD	-	Institute of Teacher's Professional Development
M&E	_	monitoring and evaluation
MES	-	Ministry of Education and Science
MIER	-	Mongolia Institute of Education Research
SDG	_	Sustainable Development Goal
ТА	-	technical assistance

NOTE

In this report, "\$" refers to United States dollars.

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KNOWLEDGE AND SUPPORT TECHNICAL ASSISTANCE AT A GLANCE

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I Fund	ort technical assistance: Technical A	ssistance		0.05
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I. INTRODUCTION

1. The knowledge and support technical assistance (TA) aims to improve the quality of education in Mongolia by (i) strengthening institutional systems and capacity to implement the education sector medium-term development plan (ESMTDP), (ii) enhancing online learning systems and resources, and (iii) improving the professional development systems and capacity of teachers.

2. The TA is included in the Asian Development Bank (ADB) country operations business plan for Mongolia, 2021.¹ It is aligned with ADB's Strategy 2030 operational plans for (i) addressing remaining poverty and reducing inequalities, (ii) accelerating progress in gender equality, and (iii) strengthening governance and institutional capacity.²

II. ISSUES

3. In 2017, ADB approved a TA project to support the development of an education sector master plan, 2021–2030 for Mongolia.³ The TA aimed to strengthen planning and management of the education system through three outputs (i) establishing management and coordination mechanisms, (ii) completing in-depth education sector studies and reviews of international experience and lessons, and (iii) developing the ESMTDP and expenditure framework. The TA achieved its objectives, and the Government of Mongolia approved the ESMTDP in November 2020.⁴ The ESMTDP is aligned with Mongolia's Vision 2050⁵ and the Government Action Plan for 2020–2024.⁶ The ESMTDP priorities are: (i) to improve education quality and relevance; (ii) to promote equal access and inclusiveness; and (iii) to enhance efficiency of governance, management, and administration. The ESMTDP aims to develop system of open, distance, online and flexible learning pathways through the information and communication technologies that ensures education quality and relevance at all levels with shared responsibilities and efficient management and administration.

4. **Implementation challenges.** Implementation of the ESMTDP started in 2021. However, implementation has been hampered by (i) inadequate institutional mechanisms and systems, including the absence of a comprehensive monitoring and evaluation (M&E) system, and (ii) understaffing and frequent turnover of management and staff at the Ministry of Education and Science (MES) and associated educational institutions.⁷ Therefore, comprehensive support is needed to strengthen the institutional capacity of the MES; the Mongolia Institute of Education Research (MIER), which is responsible for ESMTDP implementation and monitoring; and the Institute of Teacher's Professional Development (ITPD), which is responsible for teachers' training. The ESMTDP implementation has been also facing challenges caused by the unpredicted impacts of the COVID-19 outbreak have been exacerbated by the pandemic.

¹ ADB. 2020. <u>Country Operations Business Plan: Mongolia, 2021</u>. Manila. The TA first appeared in the business opportunities section of ADB's website on 14 October 2021.

² ADB. 2019. <u>Strategy 2030 Operational Plan for Priority 1: Addressing Remaining Poverty and Reducing Inequalities,</u> <u>2019–2024</u>. Manila; ADB. 2019. <u>Strategy 2030 Operational Plan for Priority 2: Accelerating Progress in Gender</u> <u>Equality, 2019–2024</u>. Manila; and ADB. 2019. <u>Strategy 2030 Operational Plan for Priority 6: Strengthening</u> <u>Governance and Institutional Capacity, 2019–2024</u>. Manila.

³ ADB. <u>Mongolia: Supporting the Development of an Education Sector Master Plan.</u>

⁴ Government of Mongolia, Ministry of Education and Science. 2020. <u>Education Sector Mid-term Development Plan</u>, <u>2021–2030</u>. Ulaanbaatar.

⁵ State Great Khural. 2020. <u>Vision 2050: Long-Term Development Policy of Mongolia</u>. Ulaanbaatar.

⁶ State Great Khural. 2020. <u>Approval of the Action Plan of the Government of Mongolia for 2020–2024</u>. Ulaanbaatar.

⁷ Associated educational institutions include the MIER and ITPD.

5. **Information and communication technology gaps.** While MES has been implementing measures to sustain the quality of and access to education during lockdowns through e-learning platforms and/or classes on television, both access and quality have been affected by (i) inadequate information and communication technology infrastructure, especially in remote areas with poor access to electricity and the internet; (ii) a lack of sustainable and efficient online distance learning platforms and resources; and (iii) teachers' unpreparedness for online distance learning. A survey by MES and MIER found that 40%–50% of students are not being able to cope with their curriculum and learning loads.⁸ Based on the "All for Education!" National Civil Society Coalition's survey, 77.3% of teachers indicated that their workload was higher than before. The teacher training is generally limited due to budget constraints and insufficient capacity of ITPD. In addition, limited continuing professional development opportunities are provided for school teachers and managers. Therefore, teachers need better methodological and technical support for online teaching and formative assessment to track student progress in learning and target lagging students.⁹

6. **Gender impacts.** The disruption to education systems has had a huge impact on the education of girls, given limited access to online distance learning during school closures. Even before COVID-19, about 73% of the primary school aged children who were out of school in Mongolia were girls. COVID-19 is expected to exacerbate this trend.¹⁰ A well-established M&E system is needed to regularly collect relevant sex-disaggregated data and analyze the situation to come up with comprehensive solutions for addressing the problem.

III. THE TECHNICAL ASSISTANCE

A. Impact and Outcome

7. The TA is aligned with the following impact: education sector performance improved (footnote 5). The TA will have the following outcome: enhanced institutional capacity in managing quality education system applied.¹¹

B. Outputs, Methods, and Activities

8. **Output 1: Institutional mechanisms and capacity to implement the education sector medium-term development plan strengthened.** This output will support the following activities:

- (i) Enhanced web-based M&E system for the education sector medium-term development plan established. The system will be developed to track the progress of ESMTDP implementation. TA consultants will review and finalize the list of ESMTDP key performance indicators, which are consistent with the Sustainable Development Goals (SDGs), including SDG 4. The web-based system will be synchronized with the education sector information system.
- (ii) Capacity of the management and staff of the Ministry of Education and Science, its associated institutions, and local education departments improved. The TA

⁸ MES and MIER. Mongolia: Survey on Student Learning Gap. Unpublished.

⁹ The proposed TA for Mongolia on Supporting the Implementation of Education Sector Medium-Term Development Plan will be supporting the implementation of the MES Comprehensive Plan for Learning Loss Recovery in Primary and Secondary Education, 2021–2023. This focuses on capacity building of school managers and teachers through students' assessment, blended learning methods, and post-COVID-19 recovery through the design and implementation of continuing professional development program.

¹⁰ United Nations Children's Fund (UNICEF). 2019. <u>Learning Against the Odds: Evidence and Policies to Support All</u> <u>Out-of-School Children and Adolescents in East Asia and Pacific</u>. Bangkok.

¹¹ The design and monitoring framework is in Appendix 1.

consultants and resource persons will conduct training and workshops with management and staff to improve the efficiency and effectiveness of ESMTDP implementation, and M&E. Capacity building will be in the form of blended training (both online and in-person learning experiences when teaching students) and other activities, such as exchanges of experience and institution-based mentoring.

- (iii) Education sector partner coordination mechanism improved. The MES-Education Donors' Consultative Mechanism reviews the progress of the implementation of the education sector master plan and discuss issues related to the education sector development partners. This mechanism was re-activated during the ESMDTDP development and renamed to local education group. The local education group helps to reduce overlaps and ensures synergies between different interventions supported by development partners.
- (iv) To improve coordination, a local education group communication plan will be developed for ESMTDP implementation. The MES will lead and co-chair the local education group and report on ESMTDP implementation progress.

9. Output 2: Online distance learning and evaluation systems and resources enhanced.

This output will focus on improving gender-sensitive online distance learning through the following:

- (i) Online distance learning resource development framework designed, and online content and learning materials in two subjects, Mongolian language and mathematics, collected and prepared.¹² A conceptual framework will be prepared for the development of online distance learning content and materials for all subjects and grades. The TA will also support the national specialists in developing online gender-sensitive learning content focusing on two subjects, Mongolian language and mathematics, at primary grades (2, 3, and 5) and secondary grades (6, 9, and 10) based on the framework. The online content will include (a) teaching demonstrations of the subjects, supplementary exercises, and assignments for reinforcing students' learning in the classroom; (b) formative self-assessment tools and tasks;¹³ and (c) project-based learning activities.¹⁴
- (ii) **Framework of education evaluation online platform developed.** The TA team will conduct a comprehensive assessment of the existing education evaluation system, along with its online elements, to identify gaps, needs, and the resources required to develop a comprehensive online platform that covers pre-primary, primary, secondary, and higher education.

10. **Output 3: Teachers' professional development strengthened.** The TA consultants and resource persons will train 30 ITPD trainers with module trainings. The ITPD trainers will then deliver a module training on Mongolian language and mathematics to 16,987 primary and secondary school teachers. The training will cover managing online or hybrid learning systems and developing and using online distance learning resources. One module will help parents support their children's learning.¹⁵

¹² In 2019, the results of the Education Evaluation Center of Mongolia's assessment of early grade reading, and mathematics were quite poor.

¹³ Assessments carried out during a learning-teaching process, while still in progress, are usually referred to as formative assessments.

¹⁴ According to MES assessment, grades 5, 6, 9, and 10 are considered as transition grades where students tend to struggle more in learning.

¹⁵ ITPD will also consult with the Federation of Mongolian Education and Science Unions and the Parent-Teacher Association of Mongolia during the design and implementation of the trainings.

11. **Innovation and value added.** The TA will introduce innovation to Mongolia's education sector by (i) introducing a web-based M&E system for ESMTDP implementation; (ii) designing an online distance learning resource development framework, including quality criteria and technical specifications for the development of online distance content, and learning materials for all subjects and grades; and (iii) developing a framework of an education evaluation online platform. Since 1992, ADB has provided knowledge and investment support to Mongolia's education sector including development of education sector master plans. This TA will support implementation of ESMTDP which was developed with support of donor community.¹⁶

C. Cost and Financing

12. The TA is estimated to cost \$605,000, of which (i) \$50,000 will be financed on a grant basis by ADB's Technical Assistance Special Fund (\$4,000 from TASF 6 and \$46,000 from TASF-others); and (ii) \$500,000 will be financed on a grant basis by the Republic of Korea e-Asia and Knowledge Partnership Fund and administered by ADB. The key expenditure items are listed in Appendix 2.

13. The government will provide counterpart support in the form of staff, office accommodation for consultants, venues for meetings, and miscellaneous administrative expenses.

D. Implementation Arrangements

14. The ADB East Asia Department's Urban and Social Sectors Division will administer the TA and recruit and supervise consultants. The MES will be the executing agency and the Policy Planning Department, MES will be the implementing agency. For day-to-day administration, the TA will recruit an education specialist (who will also be the TA coordinator) and a finance and administration specialist. The two specialists will help the consultants produce the TA outputs and deliverables in a timely and effective manner, as well as organize and carry out all TA activities. The TA coordinator and the finance and administration specialist will report to the ADB project officer and the MES.

	Implementation A	rrangements	
Aspects		Arrangements	
Indicative implementation period	November 2021–Novem	nber 2023	
Executing agency	MES		
Implementing agency	MES through Policy Pla	nning Department	
Consultants	To be selected and enga	aged by ADB	
	Firm: consultants' qualifications selection	Education technology/information and communication technology in education, 40 person-months (17 international, 23 national)	\$285,500
	Individual selection	Education specialist/TA coordinator (national, 24 person-months)	\$55,800
	Individual selection	Education policy and institutional specialist (national, 9 person-months)	20,200
	Individual selection	Mongolian language learning specialist (international, 4 person-months)	\$8,000

15. Implementation arrangements are summarized in the table.

¹⁶ Comprised of the World Bank; Embassy of Japan; United Nations Educational, Scientific and Cultural Organization (UNESCO); and United Nations Children's Fund (UNICEF).

Aspects		Arrangements	
	Individual selection	Mathematics learning specialist (international, 4 person-months)	\$8,000
	Individual selection	Training specialist (national, 8 person-months)	\$17,200
	Individual selection	Finance and administration specialist (national, 20 person-months)	\$36,000
Procurement ^a	To be procured by ADB through the consulting firm		
	Request for quotations	Information technology software and tools (2 contracts)	\$7,000
Disbursement		resources will follow ADB's <i>Technical</i> k (2020, as amended from time to time).	Assistance
	1,2	t facility will be used to pay for the trainings, publications, and local travel.	workshops,
		ne two funding sources will be undertake to the cost estimates and financing plan in	

ADB = Asian Development Bank, MES = Ministry of Education and Science, TA = technical assistance. ^a Assets procured under the TA will be turned-over to MES upon completion of TA activities. Source: ADB.

16. **Consulting services.** ADB will engage the consultants following the ADB Procurement Policy (2017, as amended from time to time) and its associated project administration instructions and/or staff instructions.¹⁷

17. **Cofinancier requirements.** ADB will prepare a TA completion report within a year after project completion and submit progress status reports semiannually. During implementation, ADB will ensure visibility of the Republic of Korea e-Asia and Knowledge Partnership Fund and participation through (i) clear indications in all press releases, publications, training programs, seminars, and workshops; and (ii) dissemination of outputs through the local media.

E. Governance

18. The MES will establish an advance payment facility (APF) in the State Bank in local currency in coordination with the Ministry of Finance following ADB's *Technical Assistance Disbursement Handbook* (2020, as amended from time to time). The MES confirmed that the signatory of the APF would be the director of its Policy Planning Department. The APF will be used to pay for the workshops, conferences, seminars, trainings, publications, and local travel. ADB assessed the MES as having adequate financial management capacity and internal control to maintain records.¹⁸

IV. THE PRESIDENT'S DECISION

19. The President, acting under the authority delegated by the Board, has approved (i) the Asian Development Bank (ADB) administering a portion of technical assistance not exceeding the equivalent of \$500,000 to be financed on a grant basis by the Republic of Korea e-Asia and Knowledge Partnership Fund, and (ii) ADB providing the balance not exceeding the equivalent of \$50,000 on a grant basis to Government of Mongolia for Supporting the Implementation of Education Sector Medium-Term Development Plan, and hereby reports this action to the Board.

¹⁷ Terms of Reference for Consultants (accessible from the list of linked documents in Appendix 3).

¹⁸ Financial Management Capacity Assessment (accessible from the list of linked documents in Appendix 3).

DESIGN AND MONITORING FRAMEWORK

1	nce improved (Vision 2050: Long	Data Sources and	
		Reporting	Risks and Critical
Results Chain	Performance Indicators	Mechanisms	Assumptions
Outcome Enhanced institutional capacity in managing quality education system applied	By Q4 2024 a. At least 80% of trained management and staff report use and application of new knowledge and skills in ESMTDP (2021 baseline: NA) b. At least two orders or decrees improving education systems and frameworks,	 a. TA assessment report; survey of trained management and staff b. Ministerial endorsement of approved concepts and 	R: Frequent changes in MES leadership hinder the management, coordination, and monitoring of ESMTDP implementation
	which incorporate TA recommendations, issued by MES and EEC (2021 baseline: NA) (OP 6.2.1)	frameworks for education service delivery mechanisms and systems	
Outputs 1. Institutional mechanisms and capacity to implement the ESMTDP strengthened	By 2023 1a. Enhanced web-based M&E system launched with ESMTDP indicators based on the SDG-indicators (2021 baseline: 0)	1a. MES endorsement of web-based M&E system	R: Inadequate staffing and frequent turnover of management and staff at MES and associated institutions slow the implementation of the TA
	1b. At least 39 trained management officials (of which 22 are women) and 235 trained staff (of which 120 are women) report improved knowledge and skills on ESMTDP implementation and monitoring (2021 baseline: 0) (OP 2.3.1; OP 6.1.1)	1b. Education sector information system data and MES annual reports; and capacity building event feedback and/or evaluation forms	
	1c. LEG communication and coordination plan prepared (2021 baseline: not prepared)	1c. LEG minutes of the meeting	
2. Online distance learning and evaluation systems and resources enhanced	By 2023 2a. Gender-sensitive online distance learning resource development framework designed ^b (2021 baseline: NA)	2a.–c. MES approval of online and distance learning and evaluation frameworks and subject contents	
	2b. Online distance learning content focusing on Mongolian language and mathematics subjects at primary grades (2, 3, and 5) and secondary grades (6, 9, and 10) produced (2021 baseline: not produced)		

		Data Sources and	
		Reporting	Risks and Critical
Results Chain	Performance Indicators	Mechanisms	Assumptions
	2c. Framework of education		
	evaluation online platform developed		
	(2021 baseline: NA)		
	By 2023		
3. Teachers'	3a. At least 30 ITPD	3a.–b. ITPD annual	
professional	specialists (of which 28 are	report; education	
development strengthened	women) trained as trainers and report improved	sector information system annual report	
Sachgalened	knowledge and skills in online	system annual report	
	distance learning		
	(2021 baseline: 0)		
	3b. At least 16,987 primary	3b. Training feedback and/or evaluation forms	
	and secondary school teachers (of which at least	and/or evaluation forms	
	15,670 are women) trained by		
	ITPD trainers and report		
	improved knowledge and		
	skills in online distance		
	learning (2021 baseline: 0)		
 1.2 Develop a web-base 1.3 Organize training a implementation and 1.4 Develop LEG comm 1.5 MES assigns a foca 2. Online distance lea 2.1 Prepare an online of specifications, for su 2.2 Develop online dista (2, 3, and 5) and sed 2.3 Conduct assessmen 2.4 Design of a frameword 3. Teachers' professi 	ESMTDP indicators based on releved ESMTDP M&E system (Q3–Q4 2) and workshops for MES and assimonitoring (Q4 2022–Q1 2023) dunication and coordination plan (Q I person responsible for communication and evaluation systems and distance learning resource develo- ubjects' content and learning materiation and evaluation for Mongolia condary grades (6, 9, and 10) (Q1– and prepare a report based on the bork for the education evaluation onl onal development strengthened	2022) ociated institutions managed 1 2022) ation and coordination with nd resources enhanced pment framework, includin als (Q3–Q4 2022) an language and mathema Q2 2023) e education evaluation syste ine platform (Q3–Q4 2022)	gement and staff on ESMTDP the LEG (Q1 2022) ag quality criteria and technical tics subjects at primary grades tem assessment. (Q2–Q3 2022)
3.1 Organize training of	trainers for ITPD specialists (Q3 20		
	iduct trainings for 11,125 primary te	eachers and 5,862 seconda	ry teachers (Q3 2022–Q2 2023)
	ASF 6 and \$46,000 TASF-others) a and Knowledge Partnership Fund	\$500.000	
	<i>ill provide counterpart support in t</i>		ommodation for the consultants,
venues for meetings, and	d miscellaneous administrative exp	enses.	
	ent Bank, DMF = design and mo		
	tor medium-term development plan oup, M&E = monitoring and evalua		
	onal priority, Q = quarter, R = risk		
	nical Assistance Special Fund.		
	0. Vision 2050: Long-Term Develo	oment Policy of Mongolia. L	Jlaanbaatar.
The framework will set	principles to promote gender equ		
gender biases and gend	der stereotypes.		

gender biases and gender stereotypes.

Contribution to Strategy 2030 Operational Priorities:

The expected values and methodological details for all OP indicators to which this TA will contribute results are detailed in the Contribution to Strategy 2030 Operational Priorities (accessible from the list of linked documents in Appendix 3). In addition to the OP indicators tagged in the DMF, this TA will contribute results for: OP 1.1.1: People enrolled in improved education and/or training (number) OP 2.3.2: Measures on gender equality supported in implementation (number).

Source: ADB.

COST ESTIMATE AND FINANCING PLAN

(\$'000)

Iter	n		Amount
Α.	Asi	an Development Bank ^a	
	1.	Training, seminars, and workshops ^b	20.8
	2.	Surveys	8.5
	3.	Reports and communications ^b	20.7
		Subtotal (A)	50.0
В.	Rej	oublic of Korea e-Asia and Knowledge Partnership Fund	
	1.	Consultants	
		a. Remuneration and per diem	
		i. International consultants	231.5
		ii. National consultants	199.2
		b. Out-of-pocket expenditures	
		i. International and local travel ^d	26.8
		ii. Goods or equipment ^e	7.0
		iii. Training, seminars, and workshops ^f	7.5
		iv. Miscellaneous administration and support costs ^g	13.0
	2.	Contingencies	15.0
		Subtotal (B)	500.0
		Total (A+B)	550.0

Note: The technical assistance (TA) is estimated to cost \$605,000, of which contributions from the Asian Development Bank (ADB) and the Republic of Korea e-Asia and Knowledge Partnership Fund are presented in the table above. The government will provide counterpart support in the form of staff, office accommodation for consultants, venues for meetings, and miscellaneous administrative expenses. The value of the government contribution is estimated to account for 9.1% of the total TA cost.

^a Financed by ADB's Technical Assistance Special Fund (TASF 6 and TASF-others).

^b Includes translation and interpretation costs.

^c Administered by ADB.

^d This includes travel expenses for international consultants and land transport costs for all consultants.

^e Includes information technology support for all kinds of activities related to online distance learning.

^f Includes rental of venue for workshops, related facilities, and digital devices.

^g This includes printing and publishing materials, and translation and interpretation costs.

Source: ADB estimates.

LIST OF LINKED DOCUMENTS

http://www.adb.org/Documents/LinkedDocs/?id=55047-001-TAReport

- 1. Terms of Reference for Consultants
- 2. Contribution to Strategy 2030 Operational Priorities
- 3. Procurement Plan
- 4. Financial Management Capacity Assessment