



Initial Poverty and Social Analysis

Project Number: 48076
December 2014

MON: Ensuring Inclusiveness and Service Delivery for Persons with Disabilities

INITIAL POVERTY AND SOCIAL ANALYSIS

Country:	Mongolia	Project Title:	Ensuring Inclusiveness and Service Delivery for Persons with Disabilities
Lending/Financing Modality:	Project	Department/Division:	East Asia Department/Urban and Social Sectors Division

I. POVERTY IMPACT AND SOCIAL DIMENSIONS

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

The proposed project will support the Government of Mongolia in improving delivery of services for persons with disabilities (PWD). The main project features aim to (i) strengthen and institutionalize early diagnostic to shift from a medical to social model of identifying children with disabilities (CWD); (ii) improve service delivery of health, education, life skills, and psychological services for CWD and PWD; (iii) strengthen institutions in enforcing laws and regulations on physical accessibility to public buildings such as government offices, hospitals, and schools, and improve access to information through information and communication technology; (iv) improve the employability of PWD by facilitating job brokering and job placement, particularly in the information technology industry; and (v) improving legal, regulatory, institutional, and administrative environment across sectors to comply with the United Nations Convention on the Rights of Persons with Disabilities^a and the Incheon Strategy for persons with disabilities.^b

The project is in line with the country partnership strategy,^c ADB's Strategy 2020 and the recommendations of its midterm review,^d and the government's National Development Strategy. In support of the government's thrust for an inclusive growth, the project targets the provision of delivery services and the improvement of living conditions of CWD and PWD, to transform them into equal members of society. The project will also contribute to the country's achievement of the Millennium Development Goal targets for reducing poverty and vulnerability among the most disadvantaged group in the country. The intended outcomes of the project will also contribute to poverty reduction of PWD, by improving living conditions, and increasing access to basic services, social, psychological, and economic opportunities.

B. Poverty Targeting:

General Intervention Individual or Household (TI-H) Geographic (TI-G) Non-Income MDGs (TI-M1, M2, etc.)

Further justification for targeting intervention will be established during the project preparatory technical assistance (PPTA) by analyzing data from proxy-means tested households that will be conducted in 2015. This data will be used as a benchmark on the poverty and vulnerability of status of PWD.

C. Poverty and Social Analysis

1. Key issues and potential beneficiaries.

Recent data from the Ministry of Health (2012) shows that around 3.9% of population in Mongolia has some form of disability. More often than not, they are among the poorest of the poor. Yet, these figures probably underestimate the extent of poverty among PWD. The poverty line for PWD should take into account the extra expenses they entail in translating their income into well-being. Disability adds to the cost of living, for example with extra medical care or more expensive transportation. To do the same things as a non-disabled person, a person with disability may need more income than a non-disabled person.

Persons with disabilities are the most marginalized group in the country and tend to be more vulnerable to poverty and excluded from mainstream society than those who do not have disabilities. Disability limits access to health, education, physical accessibility, information, and employment, and leads to economic and social exclusion. Poor PWD are caught in a vicious cycle of poverty and disability, each being both a cause and a consequence of the other. Indicative evidence on poverty and disability is abundant, but comprehensive studies on the cause-effect data are not available. The lack of comprehensive information on the poverty of disabled people is another indicator of their marginalized and invisible status.

Many PWD are also disadvantaged by social, economic, physical, cultural, and political conditions. Together, these conditions constitute barriers to freedom of movement in society, thus hampering their full participation. These barriers include the stigma of disability, and poor understanding of the abilities and aspirations of PWD. Because of this, PWD often face a life that is segregated and debased; many live in isolation and insecurity.

2. Impact channels and expected systemic changes.

The project will contribute to improving the living situation of PWD by their (i) having more access to better and more affordable services; (ii) having better opportunities to raise their income and improve their sustainable employment and decent work; (iii) being better protected against social, life, economic, and related risks; (iv) gaining a more equitable distribution of benefits and transfers; and/or (v) having more voice and decision making relevance.

3. Focus of (and resources allocated in) the PPTA or due diligence.

The poverty and social analysis will be conducted during PPTA stage to identify the concerns, needs, and priorities of different groups of PWD which allow for more effective targeting of project benefits and better use of project resources. Detailed poverty and social analysis will demonstrate the impact channels and systemic changes by (i) assessing project feasibility, (ii) understanding the project environment, (iii) assessing project responsiveness to community needs, (iv) maximizing of project benefits, and (v) addressing potential social risks.

4. Specific analysis for policy-based lending. Not applicable

II. GENDER AND DEVELOPMENT

1. What are the key gender issues in the sector/subsector that are likely to be relevant to this project or program? Disabled females face double discrimination, and in turn, fare worse than non-disabled women and disabled men on most indicators of financial, educational, access to information, and other basic services. Those from low-income households and communities even face triple discrimination for being female, disabled, and poor. They tend to be uneducated, and lack access to health service and job training than their male counterparts. Disabled women are more likely to be victims of sexual abuse, making them at greater risk of facing reproductive health problems and HIV/AIDS and other sexually transmitted diseases.

2. Does the proposed project or program have the potential to make a contribution 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 Please explain. A gender action plan will be prepared during PPTA.

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

Yes No Please explain

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.

While a number of different agents and institutions may be involved in the project, the following stakeholders are particularly relevant to social analysis: (i) PWD; (ii) families of PWD; (iii) disabled people's organizations (DPOs); (iv) disability service providers, including organizations working for PWD; (v) local community including informal leaders; and (vi) line ministries e.g., health, education, human development and social protection, labor, transport, urban development, and local governments.

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?

To ensure inclusive development, the project will include PWD and DPOs as stakeholders, decision-makers, and beneficiaries at all levels and stages of project processing. During project reconnaissance, a consultation has been conducted with more than 20 DPOs representing different subgroups of PWD. Their inputs have been used to formulate the project's components.

3. What are the key, active, and relevant civil society organizations in the project area? What is the level of civil society organization participation in the project design? Information generation and sharing – High

Consultation - High Collaboration - High Partnership - High

Social analysis during the PPTA will ensure the quality of participation by identifying the obstacles that various DPOs must overcome in order to exercise their ability to voice their opinion. The project team will ensure that PWD are able to effectively participate without being excluded on the basis of their disabilities, gender, socioeconomic status, and other categories. A participatory action plan will be prepared during PPTA.

4. Are there issues during project design for which participation of the poor and excluded is important? What are they and how shall they be addressed? Yes No Please explain.

The project will ensure participation of PWD through community meetings, workshops and seminars, focus groups, awareness campaigns, training and capacity building, communication strategies, policy debate, and advocacy. The DPOs are part of members of several commissions established by several line ministries to improve the legal requirement for improving life of PWD as part of government commitment to the United Nations Convention on PWD.

IV. SOCIAL SAFEGUARDS
<p>A. Involuntary Resettlement Category <input type="checkbox"/> A <input type="checkbox"/> B <input checked="" type="checkbox"/> C <input type="checkbox"/> FI</p> <p>1. Does the project have the potential to involve involuntary land acquisition resulting in physical and economic displacement? <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Minimal civil works. Sites with potential involuntary resettlement impacts will be excluded.</p> <p>2. What action plan is required to address involuntary resettlement as part of the PPTA or due diligence process? <input type="checkbox"/> Resettlement plan <input type="checkbox"/> Resettlement framework <input type="checkbox"/> Social impact matrix <input type="checkbox"/> Environmental and social management system arrangement <input checked="" type="checkbox"/> None</p>
<p>B. Indigenous Peoples Category <input type="checkbox"/> A <input type="checkbox"/> B <input checked="" type="checkbox"/> C <input type="checkbox"/> FI</p> <p>1. Does the proposed project have the potential to directly or indirectly affect the dignity, human rights, livelihood systems, or culture of indigenous peoples? <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No</p> <p>2. Does it affect the territories or natural and cultural resources indigenous peoples own, use, occupy, or claim, as their ancestral domain? <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No</p> <p>3. Will the project require broad community support of affected indigenous communities? <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No</p> <p>4. What action plan is required to address risks to indigenous peoples as part of the PPTA or due diligence process? <input type="checkbox"/> Indigenous peoples plan <input type="checkbox"/> Indigenous peoples planning framework <input type="checkbox"/> Social Impact matrix <input type="checkbox"/> Environmental and social management system arrangement <input checked="" type="checkbox"/> None</p>
V. OTHER SOCIAL ISSUES AND RISKS
<p>1. What other social issues and risks should be considered in the project design? <input checked="" type="checkbox"/> Creating decent jobs and employment - High <input checked="" type="checkbox"/> Adhering to core labor standards - Low <input type="checkbox"/> Labor retrenchment <input type="checkbox"/> Spread of communicable diseases, including HIV/AIDS <input type="checkbox"/> Increase in human trafficking <input checked="" type="checkbox"/> Affordability - Low <input type="checkbox"/> Increase in unplanned migration <input type="checkbox"/> Increase in vulnerability to natural disasters <input type="checkbox"/> Creating political instability <input type="checkbox"/> Creating internal social conflicts <input type="checkbox"/> Others, please specify _____</p> <p>Decent employment is a key factor in the empowerment and inclusion of PWD. The project will create an enabling environment to create job opportunities through job brokering and placement as well as improving their skills in particular through information and communication technology programs. Further analysis and strategy on employment creation will be addressed during PPTA.</p> <p>2. How are these additional social issues and risks going to be addressed in the project design? Analysis of social risks to identify potential risks may arise in the project will be conducted and mitigation measures will be developed during PPTA and incorporated in project design.</p>
VI. PPTA OR DUE DILIGENCE RESOURCE REQUIREMENT
<p>1. Do the terms of reference for the PPTA (or other due diligence) contain key information needed to be gathered during PPTA 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? <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No See Appendix 4 of the concept paper.</p> <p>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 PPTA or due diligence? International and national consultants to conduct poverty, gender, and social analysis are included in the terms of reference for consultant services. Budget for socioeconomic survey and participatory workshops are provided in the cost estimates and financing plan of the PPTA.</p>

^a United Nations. 2006. *Convention on the Rights of Persons with Disabilities*. New York.

^b United Nations Economic and Social Commission for Asia and the Pacific. 2012. *Incheon Strategy to "Make the Right Real" for Persons with Disabilities in Asia and the Pacific*. Bangkok.

^c ADB. 2012. *Country Partnership Strategy: Mongolia, 2012–2016*. Manila.

^d ADB. 2008. *Strategy 2020: The Long-Term Strategic Framework of the Asian Development Bank, 2008–2020*. Manila; and ADB. 2014. *Midterm Review of Strategy 2020: Meeting the Challenges of a Transforming Asia and Pacific*. Manila.