

INITIAL POVERTY AND SOCIAL ANALYSIS

Country:	Mongolia	Project Title:	Sustaining Access to and Quality of Education during Economic Difficulties
Lending/Financing Modality:	Project	Department/Division:	EARD/EASS

I. POVERTY IMPACT AND SOCIAL DIMENSIONS
<p>A. Links to the National Poverty Reduction Strategy and Country Partnership Strategy</p> <p>The project aims to sustain access to and quality of pre-primary, primary, junior, and senior secondary education during economic difficulties with emphasis on inclusiveness for vulnerable groups, including boys, students from poor households, students with disabilities, early grade students from herder families, dropouts, illiterate youths, and adults. The project supports Mongolia's Sustainable Development Vision 2030, which emphasizes the need to ensure social and gender equality through improved access to education. It is also in line with one of the two strategic pillars of Asian Development Bank's interim country partnership strategy for Mongolia (2014–2016)—inclusive social development—and its sector focus on basic and secondary education.</p>
<p>B. Poverty Targeting:</p> <p><input type="checkbox"/> General Intervention <input type="checkbox"/> Individual or Household (TI-H) <input type="checkbox"/> Geographic (TI-G) <input checked="" type="checkbox"/> Non-Income SDGs (TI-S)</p> <p>The project will contribute to the achievement of the Sustainable Development Goals (SDGs), in particular, SDG 4: ensure inclusive and quality education for all and promote lifelong learning.</p>
<p>C. Poverty and Social Analysis</p> <p>1. Key issues and potential beneficiaries. The growth of Mongolia's economy has rapidly decelerated, causing serious economic difficulties, including large revenue shortfalls and cuts in government investment, which are expected to continue beyond 2018. The tightening education budget, compounded by the growth of school age population and high costs of operating kindergartens and schools, will aggravate difficulties with sustaining access to and quality of education, especially for disadvantaged children and schools. Their negative impacts have already started being felt in the education sector, such as an increase of junior secondary graduates left out of school due to the suspension of monthly stipends for students in technical and vocational education and training. Out-of-kindergarten and school children and youths are further expected to increase, due to cuts in public spending on education to expand the enrollment capacity of kindergartens and schools, and the offering of quality alternative learning opportunities for out-of-school children and youths who are on the increase during the economic difficulties. The reduction in the education budget further affects the provision of essential inputs to education, lowering the quality of student learning. Students studying without a whole set of textbooks are expected to increase, especially at the junior and senior secondary levels, and so are teachers without appropriate textbooks, as textbooks become less available and affordable. Senior secondary students in resource-poor schools will not be provided with a full range of elective courses due to lack of educational resources. Lack of resources for teacher training and continuous professional development will also be detrimental to the quality of student learning as well as access to education. The child-centered methodology introduced with the latest core curricula remains yet to be mastered by many teachers at the pre-primary, primary, and junior secondary levels. Teachers at lifelong learning centers have rarely received training, which largely accounts for low quality alternative education programs for out-of-school children and youths. Furthermore, the lack of resources for teacher training constrains the government's efforts to expand access to kindergartens which are currently understaffed, and to schools for children with disabilities due to the unavailability of teachers and school staff trained in special needs education. The primary beneficiaries of the project will be school-aged population and students in pre-primary, primary, junior, and senior secondary education, including boys, students from poor households, students with disabilities, early grade students from herder families, dropouts, and illiterate youth and adults. Access to quality education will be sustained by increasing the number of classes especially in central, khangai, and western regions as well as in Ulaanbaatar and some <i>aimag</i> centers where access to kindergartens and schools proves challenging, and by distributing affordable textbooks and teaching-learning materials, and training teachers. The other primary beneficiaries include teachers and school staff who will participate in upgraded training programs and continuous professional development activities.</p> <p>2. Impact channels and expected systemic changes. The project will increase the number of classes especially in central, khangai, and western regions as well as in Ulaanbaatar and some <i>aimag</i> centers where access to kindergartens and schools remain a challenge, and distribute affordable textbooks and teaching-learning materials for all students, teachers, and classes, and train teachers in child-centered methodology, student learning assessment and evaluation, and career guidance to deliver quality education services. The project will improve the inclusiveness of pre-primary, primary, junior and senior secondary education for vulnerable students by involving children with disabilities into regular schools, developing and implementing equivalency programs for dropouts, and illiterate youth and adults, and home-based education programs for early grade students from herder families.</p> <p>3. Focus of (and resources allocated in) the project preparatory technical assistance or due diligence. The project preparatory technical assistance (PPTA) will focus on the analysis of accessibility of kindergartens and</p>

schools for the poor and vulnerable groups, including children with disabilities, as well as affordability of textbooks and teaching-learning materials. Based on the poverty and social analysis, measures to enhance inclusiveness and maximize benefits for the poor and vulnerable groups will be identified and incorporated into the project design.

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?

In Mongolia, girls outnumber boys in school. The net enrollment ratio for boys has consistently been lower than for girls and this trend has been more accentuated beyond primary education. Although the gender parity index at primary level has been equal to or lower than 1.0 since 2008, this is due to the number of school-aged boys outnumbering that of girls by 2–4%. At junior secondary level, the gender parity index has always been higher than 1.0 despite the fact that the number of school-aged boys exceeds that of girls. Children, particularly boys, of herder families tend to start school later than the official school entry age of six, because herder families move from one place to another throughout the year, away from school, attending animals often with the help of children (boys). At teaching and school staff levels, women also outnumber males. Over 85% of teaching staff are women. The proportion of women in school management, though slightly smaller, is still larger than that of males.

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. Many schools in rural remote areas lack adequate water, sanitation, and hygiene facilities. Rudimentary outside pit latrines are particularly difficult for girls. The project will construct, expand, and rehabilitate kindergartens and schools with water, sanitation, and hygiene facilities that meet the Ministry of Education, Culture, Science and Sports (MECSS) and Ministry of Health's minimum requirements. A gender action plan will be prepared during PPTA to specify activities that promote gender equity.

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

Yes No Please explain. The project will not have adverse impact on women and/or girls or widen gender inequality.

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 of the project include school-aged children and students in pre-primary, primary, junior and senior secondary education and their parents, teachers, the MECSS and affiliated institutions, local governments, and development partners. They will participate in the process of developing the project design, medium-term roadmap and plans through consultations, reviews, and approval.

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? The project will support the inclusion of children with disabilities in regular schools, the upgrading of equivalency programs for dropouts and illiterate youth and adults, and the development and implementation of home-based education programs for early-grade students, especially from herder families. They will be consulted through focus group discussions, interviews, etc. as part of the poverty and social analysis.

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 (M) Consultation (M) Collaboration Partnership (M)
 Civil society organizations working for the rights of people with disabilities are active in Mongolia. During PPTA, opportunities will be explored to partner with these organizations in the course of designing the project, in particular, the mainstreaming of students with disabilities.

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 Access to kindergartens and schools, affordability, and accessibility of textbooks and teaching-learning materials are some of the issues for which participation of the poor and vulnerable groups is important. During PPTA, surveys, focus group discussions, interviews, and consultations will be conducted to identify measures to maximize benefits for the poor and vulnerable groups.

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 Most outputs of the project will not trigger involuntary resettlement, while output 1, which will support the construction, expansion, and rehabilitation of kindergartens and schools, might require land acquisition and involuntary resettlement. Under the project, about 10 kindergartens and schools will be newly constructed. Although the majority of them will be accommodated within existing kindergarten and school premises and compounds, some in Ulaanbaatar and *aimag* centers, where existing kindergartens and schools

are already overcrowded, would need to be located on newly acquired land which might cause involuntary resettlement. A social impact assessment will be conducted to identify persons who would be displaced and assess socioeconomic impacts on them. Every effort will be made to avoid involuntary resettlement. If it is unavoidable, resettlement plans will be prepared to specify detailed measures for income restoration and livelihood improvement of displaced persons.

2. What action plan is required to address involuntary resettlement as part of the PPTA 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 Though most outputs are national in scope, priority will be given to regions (central, khangai, western regions, and Ulaanbaatar) where access to education remains a challenge, and disadvantaged schools in rural areas. Ethnic minority issues, including local dialects and discrimination, will be investigated further during PPTA. Measures to enhance inclusiveness and maximize the project benefits for the ethnic minority groups will be developed and incorporated in the project design. An ethnic minority development plan will be developed for the project.

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

3. Will the project require broad community support of affected indigenous communities? Yes No

4. What action plan is required to address risks to indigenous peoples as part of the PPTA 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?

- Creating decent jobs and employment (L) Adhering to core labor standards (L) Labor retrenchment
 Spread of communicable diseases, including HIV/AIDS Increase in human trafficking Affordability (H)
 Increase in unplanned migration Increase in vulnerability to natural disasters Creating political instability
 Creating internal social conflicts Others, please specify _____

2. How are these additional social issues and risks going to be addressed in the project design? New teachers, especially at pre-primary level, will be trained to solve teacher shortages. Standard assurance on core labor standards will be included in the loan agreement. Affordability of textbooks and teaching-learning materials will be addressed in the course of designing the project, in particular, output 2.

VI. PPTA OR DUE DILIGENCE RESOURCE REQUIREMENT

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?

- 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 PPTA or due diligence? A total of 1.5 person-months of international and 6.0 person-months for national consulting services (poverty, gender, and social specialists; and ethnic minority education specialist) will be engaged under the PPTA. The budget for surveys is also allocated (\$30,000). Consultations with stakeholders, including the poor and vulnerable groups, will also be financed under the PPTA.