



# Initial Poverty and Social Analysis

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Project Number: 54296-002  
October 2022

## Georgia: Preparing the Improving Learning Outcomes in Secondary Education Sector Development Program

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**CURRENCY EQUIVALENTS**  
(as of 03 October 2022)

|               |   |            |
|---------------|---|------------|
| Currency unit | – | lari (GEL) |
| GEL1.00       | = | \$ 0.355   |
| \$1.00        | = | GEL2.819   |

**ABBREVIATIONS**

|      |   |                                   |
|------|---|-----------------------------------|
| ADB  | – | Asian Development Bank            |
| MOES | – | Ministry of Education and Science |

**NOTE**

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

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## INITIAL POVERTY AND SOCIAL ANALYSIS

Country: Georgia Project Title: Improving Learning Outcomes in Secondary Education Sector Development Program

Lending/Financing Modality: Sector Development Program 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 Asian Development Bank's program will contribute to national poverty reduction by promoting economic and social inclusion of the poor and vulnerable groups, and addressing the income and non-income dimensions of poverty and social inclusion through an approach that aligns with the government's and ADB's strategies. Developing human capital is a high government priority and enhancing the quality of general education is a key objective of Georgia's national program, 2021–2024.<sup>a</sup> The national education and science strategy, 2022–2032 lays out a reform program to enhance quality, equity, and governance in education, with special attention to ensuring the continuity of general education and a smooth transition to higher education and higher productivity jobs.<sup>b</sup> This strategy seeks to address remaining constraints and shortcomings in the education sector and establish a plan that will prepare all students, with a focus on the poor and vulnerable, to contribute to the sustainable development of the country through social, economic, and cultural development with a special emphasis on 'lifelong and life-wide learning. The proposed program is aligned with the second and third pillars of ADB's country partnership strategy for Georgia, 2019–2023: (i) optimize domestic value addition and increase productivity by closing the skills gap, and (ii) improve economic and social infrastructure and services.<sup>c</sup> Reforms and investment project outputs are designed to reduce inequalities in access to quality education for poor and vulnerable groups and to increase girls' participation in STEM and gender sensitivity of educators and educational materials.

#### B. Poverty Targeting

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

The proposed program is a general intervention focusing on increasing the knowledge, skills, and competencies of male and female upper secondary students, with a particular focus on improving access for disadvantaged students from low-socioeconomic status households, to prepare them to enter post-secondary education and the job market.

#### C. Poverty and Social Analysis

1. Key issues and potential beneficiaries. The share of the Georgian population living in absolute poverty was 17.5% in 2021 (\$3.2/day).<sup>d</sup> USE completion rates, learning outcomes, and higher education enrollment rates are lowest for students from poor households (USE completion rate of 43% for the poorest and 52% for the middle quintile versus 88% for the richest and 66% nationally) and minority ethnic groups especially Azeri,<sup>e</sup> and with special educational needs, especially those from immigrant groups. This differential is one of the largest among PISA-participating countries. Several factors disadvantage them, including that they are less able to pay for private tutoring, and the education they receive, especially those in rural and remote areas, tends to be of lower quality. These groups are key intended program beneficiaries.

2. Impact channels and expected systemic changes. The project will positively benefit the poor and socially excluded through (i) increased access for the poor, minority groups, and people with disabilities to high-quality public USE, especially through model school networks in high-mountainous regions; (ii) introducing digitalized courses and hybrid learning approaches to improve flexibility and ease of access, which as evidenced by lower dropout rates among females during COVID-19-time distance learning is expected to be effective;<sup>f</sup> and (iii) introducing a new university admission system and state scholarship model that reduces reliance on private tutoring, allocates scholarships based on financial need; (iv) strengthened school principal's capacity to plan, implement, monitor, and deliver education relevant to local needs and provide inclusive and equitable USE to improve learning outcomes. Model school networks will be established informed by a detailed assessment of the diverse needs and unique situations of students in the area they serve, not just in the classroom but also in students' personal circumstances which have an impact on their motivation to attend and complete USE.

3. Focus of (and resources allocated in) the transaction TA or due diligence. The transaction TA will engage social safeguards and gender consultants to conduct poverty and social analysis; special attention will be paid to students from poor households, minority groups, and people with special educational needs.

### 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?

Although Georgia has achieved near gender parity in educational attainment, women account for a significant proportion of the poorest—they figure in the bottom 40% of income distribution, and households headed by women are overrepresented among the poor.<sup>9</sup> The number of female teachers (55,000) was 6.5 times higher than the number of male teachers in 2019.<sup>h</sup> However, wages are unequal, including among educators. In 2015, women's average monthly salary in the education sector was 65% of men's average monthly salary (footnote a).

Although male dropout rates are higher after completing compulsory education (grade 9), future consequences are more dramatic for females, since up to 75% of women who drop out end up not in education, employment or training (NEET), versus 38% of men.<sup>i</sup> Women constitute less than one-third of STEM post-secondary graduates, and tend to be employed in economic activities with lower earnings. Gender norms and perceptions strongly influence the curriculum and the choice of subjects for specialist study. MOES has been working to remove implied negative gender stereotypes in educational materials, with the support of national CSOs and international agencies including United Nations Women and the United Nations Population Fund. Violence against women committed by a husband, partner, or other family member is a pervasive issue for Georgia. Though attitudes are beginning to change, particularly among younger people, VAW is still widely accepted (footnote a). Nearly a quarter of women (22%) and 31% of men participating in the 2017 United Nations Women study agreed that VAW is justifiable in some circumstances.<sup>j</sup> Only 38% of men and 44% of women agreed that marital rape is a crime. MOES has identified the following specific remaining challenges that need to be addressed in upper secondary education: lack of gender sensitization in teacher professional development, limited access to personalized career advisory services, wider access to education technology, and shifting gendered cultural norms about gender.

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

The proposed project will promote gender equality through actions that are gender-sensitive and responsive to the diverse needs of female and male students. The project's gender-inclusive design features include: (i) providing upgraded facilities, education technology, equipment and learning resources allowing for more hands-on learning and visual (through EdTech) and project-based learning that will stimulate the students' interest, attention and learning; (ii) gender-sensitive teacher training on innovative pedagogies and enhancing their pedagogical content knowledge that will allow more effective teaching especially of difficult STEM concepts using the teachers' knowledge of each of her/his students' ability, background, strengths, weaknesses to adjust pedagogy, approach, or interventions to increase students' understanding and learning; (iii) introduce valid national learning assessments that will enable gender analysis overtime to regularly identify and subsequently address underlying issues and improve male and female students' performance; (iv) introducing a revised teacher compensation model that addresses the gender wage gap; (v) having teachers (preferably one female and one male) in at least 70 upper secondary schools trained on career guidance and counselling to guide students on their choice of courses and on their career choices and provide overall counselling support to the students; (vi) use of sex-disaggregated data for program monitoring and gender-responsive indicators to assess the gender impacts of the program; (vii) continuous professional development opportunities for upper secondary teachers, principals, and administrators from all municipalities ensuring maximum participation of female staff; and (viii) gender-responsive physical infrastructure such as separate toilets for males and females in schools. ADB will prepare a gender action plan in line with the *effective gender mainstreaming* categorization.

3. Could the proposed project have an adverse impact on women and/or girls or widen gender inequality?  Yes  No

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 EMPOWERING THE POOR

1. Who are the main stakeholders of the project, including beneficiaries and affected people? Explain how they will each participate in the project's design. The key stakeholders include male and female students, upper secondary teachers, principals, and administrators, education policymakers and managers, parents' groups, and community representatives. Key stakeholders will be identified and will be extensively consulted during project preparation.

2. Who are the key, active, and relevant CSOs in the project area? Education for All, School Administrators Association, Teacher's Association.

3. Are there issues during project design for which participation of the poor and vulnerable is important?  Yes  No

4. How will the project ensure the participation of beneficiaries and affected people, particularly the poor and vulnerable and/or CSOs, during project design to address these issues? Financed by TA, a participatory approach will be used throughout the project cycle, involving all key stakeholders, and will ensure that females and representatives from poor and vulnerable groups are equitably represented and involved in each stage of project planning, implementation and monitoring. The team has conducted an initial stakeholder analysis and will prepare a stakeholder engagement plan for school construction early on during the project's detailed design phase. At this point, the CSOs to be represented on the project's oversight committee will also be confirmed jointly by ADB and MOES.

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| 5. What level of CSO participation is planned during the project design?<br><u>M</u> : Information generation and sharing; <u>M</u> : Consultation; <u>M</u> Collaboration; <u>NA</u> Partnership  |
| <b>IV. SOCIAL SAFEGUARDS</b>   |
| <b>A. Involuntary Resettlement Category</b> <input type="checkbox"/> A <input type="checkbox"/> B <input checked="" type="checkbox"/> C <input type="checkbox"/> FI  |
| 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. The program will involve upgrades of existing secondary schools, but this will not require land acquisition. Only existing schools on plots of government-owned land will be included in the program.   |
| 2. What action plan is required to address involuntary resettlement as part of the transaction TA or due diligence process? <input type="checkbox"/> Resettlement plan <input type="checkbox"/> Resettlement framework <input type="checkbox"/> Social impact matrix<br><input type="checkbox"/> Environmental and social management system arrangement <input checked="" type="checkbox"/> None   |
| <b>B. Indigenous Peoples Category</b> <input type="checkbox"/> A <input type="checkbox"/> B <input checked="" type="checkbox"/> C <input type="checkbox"/> 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? <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No  |
| 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  |
| 3. Will the project require broad community support of affected indigenous communities? <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No  |
| 4. What action plan is required to address risks to indigenous peoples as part of the transaction TA or due diligence process? <input type="checkbox"/> Indigenous peoples plan <input type="checkbox"/> Indigenous peoples planning framework <input type="checkbox"/> Social impact matrix<br><input type="checkbox"/> Environmental and social management system arrangement <input checked="" type="checkbox"/> None   |
| <b>V. OTHER SOCIAL ISSUES AND RISKS</b>  |
| 1. What other social issues and risks should be considered in the project design?<br><input type="checkbox"/> Creating decent jobs and employment <input type="checkbox"/> Adhering to core labor standards <input type="checkbox"/> Labor retrenchment<br><input type="checkbox"/> Spread of communicable diseases, including HIV/AIDS <input type="checkbox"/> Increase in human trafficking <input type="checkbox"/> Affordability<br><input type="checkbox"/> Increase in unplanned migration <input type="checkbox"/> Increase in vulnerability to natural disasters <input type="checkbox"/> Creating political instability<br><input type="checkbox"/> Creating internal social conflicts <input type="checkbox"/> Others, please specify _____ |
| 2. How are these additional social issues and risks going to be addressed in the project design? N/A   |
| <b>VI. TRANSACTION TA OR DUE DILIGENCE RESOURCE REQUIREMENT</b>  |
| 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? <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No  |
| 2. What resources (e.g., consultants, survey budget, and workshop) are allocated for conducting poverty, social, and/or gender analysis; and the participation plan during the transaction TA or due diligence? The transaction technical assistance will engage gender and safeguards specialists.  |

ADB = Asian Development Bank; CSO = civil society organization; MOES = Ministry of Education and Science; PISA = Programme for International Student Assessment; STEM = science, technology, engineering and mathematics; TA = technical assistance; USE = upper secondary education; VAW = violence against women.

<sup>a</sup> Government of Georgia. 2021. [Program for 2021–2024: Towards Building a European State](#). Tbilisi.

<sup>b</sup> Government of Georgia. Forthcoming. *National Education and Science Strategy of Georgia, 2022–2032*. Tbilisi.

<sup>c</sup> ADB. 2019. [Country Partnership Strategy: Georgia, 2019–2023—Developing Caucasus's Gateway to the World](#). Manila.

<sup>d</sup> National Statistics Office of Georgia. [Data Portal: Poverty and Gini Coefficients](#) (accessed: 26 June, 2022).

<sup>e</sup> The main language minority groups are Russian, Azeri, and Armenian. The USE completion rate is lowest for Azeri students at 33%. Source: UNICEF. 2020. [Georgia Education Fact Sheets](#).

<sup>f</sup> Education Management Information System data. 2020–2021.

<sup>g</sup> ADB. 2018. [Country Gender Assessment](#). Manila.

<sup>h</sup> Geostat. 2020. [Women and Men in Georgia: Statistical Publication](#). Tbilisi.

<sup>i</sup> Geostat. 2021. [Integrated household survey](#). Tbilisi.

<sup>j</sup> United Nations Women and National Statistical Office. 2017. *National Study on Violence against Women: Summary Report*. Tbilisi.

Source: Asian Development Bank.