TOOLKIT *for* Making Road Infrastructure Projects Gender Responsive

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THE GENDER AND TRANSPORT PROJECT TEAM

Department of Public Works and Highways

Maria Catalina E. Cabral, Ph.D.
Assistant Secretary for Planning, PPP and Chairperson DPWH COGAD

B. Elizabeth E. Yap, Ph.D.
Vice Chairperson DPWH COGAD, Director MIS

Criste Z. Navida, Ph.D.
Head, DPWH COGAD TWG, Director ESSO

Lalaine M. Catulong
Senior Environmental Management Specialist, ESSO

Sol T. Abasa
Engineer III, ESSO

Rolando V. Aujero
Economist II, ESSO

World Bank

Christopher T. Pablo
Task Team Leader
Sustainable Development Department

Maria Loreto Padua
Gender Focal Person, Philippines

Jaime B. Antonio Jr.
GAD Specialist / Toolkit Writer

Abegyl N. Albano
Project Analyst

Puri Philina O. Gamon
Research Analyst

Gia S. Mendoza
Program Assistant

Jeanette R. Wiget
Team Assistant

Bernadette M. Lagasca
Team Assistant

The World Bank Office Manila
23rd Floor, The Taipan Place, F. Ortigas Jr. Road, Ortigas Center
Pasig City 1605, Metro Manila, Philippines

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Introduction

These set of tools will help facilitate gender responsiveness in developing and implementing road infrastructure projects and are sequenced according to the four (4) major phases of a road infrastructure project implementation: ***planning***, ***design***, ***pre-construction and construction*** and ***maintenance***.

This toolkit was developed using the Harmonized Gender and Development (GAD) Guidelines for Project Development, Implementation, Monitoring and Evaluation[1] as a guiding framework. The contents and form of the toolkit were conceptualized to be in user-friendly and practical format for better utilization by the DPWH staff.

These gender tools do not intend to replace existing procedures that are currently in place in DPWH. They are meant to augment them to ensure that gender actions are mainstreamed in infrastructure project development and implementation, and in a practical way.

The tools included in this kit were enhanced during the Training of Trainors (TOT) conducted during the implementation of World Bank GAP supported projects, namely: *Gender Integration in Transport Planning, Design and Implementation* and *Gender and Transport: From Integration to Institutionalization Project*. DPWH gender focal persons, COGAD members and ESSO technical staff participated in the TOT and collectively made improvements on the tools. The draft tools were circulated for comments amongst DPWH partner institutions, NGOs and CSOs, including international development agencies.

The Bantay Lansangan (BL), a conglomeration of CSOs and NGOs working with DPWH towards forging transparency and accountability in road infrastructures, was also consulted on two occasions, in Boronggan, Eastern Samar and in Metro Manila, specifically in the improvement of Tool 8 which has been designed alongside BL's mandate.

To ensure usability and appropriateness of gender concepts with actual application, these tools were pilot-tested in Eastern Samar, Philippines, through the *Millennium Challenge Corporation* (MCC) supported *Secondary National Road Development Project (SNRDP) – Wright-Taft-Boronggan-Guiuan Road.*

A discussion on gender and transport is provided before the tools are presented and briefly explain gender concepts in road and transportation and provide an overview of gender issues in transport infrastructure and services in the Philippines. These preparatory concepts and the gender issues provide the context for which the tools were conceptualized and developed.

[1]The *NEDA Harmonized GAD Guidelines* was developed by the National Economic and Development Authority (NEDA), in collaboration with the Philippine Commission on Women or PCW (then the National Commission on the Role of Filipino Women or NCRFW,) and the Official Development Assistance–Gender and Development (ODA–GAD) Network in 2004. It provides a core set of requirements and guides in the form of checklists for making the development of government programs and projects in general and those of specific sectors gender responsive.

Concepts of Sex and Gender in Road and Transportation

1. The concept of gender is generally associated with males and females. Though this is generally correct, further description is needed to differentiate it from the term, sex.

2. Sex is the biological characteristics of males and females. These characteristics are permanent and universal or the same for all males and females all over the world. Examples are reproductive organs which of course are different for males and females.

3. Gender, on the other hand, refers to socially-constructed characteristics and entitlements of men and women. They are thus ascribed by the society based on perceived capabilities and roles of women and men. Because of the cultural diversity of different societies, these characteristics and entitlements are different from society to society. For instance, in some societies, such as in Norway and Sweden, women occupy a good number of key positions in politics, whereas in some societies, women are not allowed to take leadership positions or will need the consent of men to do so. Also because societies change over time, these characteristics and entitlements change over time. For instance, nursing as a career was formerly associated with women; but with the rise in the demand of rich countries for nurses, this career has become attractive to men as well.

4. The general ascription of certain types of characteristics and roles to women or men is called gender stereotypes. PCW (2003) defines gender stereotypes as "society's perceptions and value systems that instill an image of women as weak, dependent, subordinate, indecisive, emotional and submissive. Men, on the other hand, are strong, independent, powerful, decisive and logical."

5. Examples of gender stereotypes and their implications to the transportation sector are in Table 1:

Table 1. Gender Stereotypes in the Transportation Sector

Gender attributes or stereotypes	**Manifestations in the transport sector**
a) Women have fragile bodies; they should not be engaged in types of employment that require heavy physical exertion.	▪ Bicycle and motorcycle driving is 'for the boys' only. ▪ Road construction and maintenance is a realm of men.
b) Men are the breadwinners, while women are the house-keepers and child-minders.	▪ Car-driving, which will bring individuals to more places outside of the home, is more for men than women; ▪ More men are employed as drivers of buses, jeepneys, taxis, tricycles, trains, airplanes, etc.

c) Men are independent and superior, while women are dependent and inferior.	▪ Men take the driver's seat, and women take the backseat. ▪ Men are more represented in transport governance and management structures.
d) Paid work, which is mainly associated with men, is more important than unpaid house work, which is mainly done by women.	▪ Roads are designed more for the use of motorized vehicles -- mostly driven by males whose main purpose is to reach location of employment; sidewalks and lanes for non-motorized vehicles, which are used more often by women who comprise a larger proportion of the unemployed, are of secondary importance.

6. Gender stereotypes, as shown in Table 1, lead to discrimination against women. The Magna Carta of Women or Republic Act (RA) 9710 defines discrimination against women as "any gender-based distinction, exclusion or restriction which has the effect or purpose of impairing or nullifying the recognition, enjoyment, or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field. It includes any act or omission, including by law, policy, administrative measure or practice that directly or indirectly excludes or restricts women in the recognition and promotion of their rights and their access to and enjoyment of opportunities, benefits or privileges. A measure or practice of general application is discrimination against women if it fails to provide for mechanisms to offset or address sex or gender-based disadvantages or limitations of women as a result of which women are denied or restricted in the recognition and protection of their rights and in their access to and enjoyment of opportunities, benefits, or privileges; or women, more than men, are shown to have suffered the greater adverse effects of those measures or practices."

7. Because gender stereotypes and discrimination against women are socially constructed or not biologically based and are varied from culture-to-culture, they can be challenged and transformed. This means that the underpinning worldviews or ideology of gender stereotypes and gender-based discrimination can be refuted or debated as not consistent with the nature of women and men as persons with equal worth, dignity and rights.

Gender and Development and the Gender Equality and Women's Empowerment Framework

This Toolkit employs two paradigms for transforming gender stereotypes, women's discrimination, and thereby, the socially ascribed unequal relations of women and men. These are Gender and Development (GAD) and the Gender Equality and Women's Empowerment Framework (GEWEF).

Gender and Development (GAD)

Gender and Development (GAD) is a response to the weaknesses or limitations of previous frameworks and approaches for liberating women from underdevelopment and oppression. These previous frameworks are the welfare framework, the Women in Development (WID) framework and the Women and Development (WAD) framework.

The welfare approach was the mainstream development approach after World War II to around 1970. Its purpose was to bring women into development as better mothers through the recognition of their reproductive role and assistance in the satisfaction of their needs as mothers (March, 1996). Its main line of action was the provision of food aid, measures against malnutrition, health services and family planning.

The welfare approach was followed in the early 1970s by the Women in Development (WID) approach, which analyzed the source of women's marginalized situation to be their exclusion from the development process. WID, thus, asserted for women's integration into ongoing development initiatives. The main strategy was the introduction of women's income generating projects, and thereby increasing women's productivity. The WID approach, however, did not challenge the sources of women's subordination and oppression. Thus, in the second half of the 1970s, the next approach, the Women and Development (WAD), emerged.

Unlike WID, WAD posited that women had been part of the development process, and that their marginalized situation was a result of international inequitable structures. WAD advocates viewed WID as linked to the maintenance of the economic dependency of third world countries on developed industrial countries. With this analysis WAD sought for its main strategy the development of strategies for the formation of women. Hence women AND development instead of women IN development was chosen to be the better term. Similar to WID, however, WAD tended to focus on income generating activities and focused solely on the productive sector at the expense of the reproductive side of women's work and lives. Thus, in the 1980s, as an alternative to WID and WAD, the Gender and Development (GAD) paradigm was developed.

GAD views the problem of women's oppression as rooted in the unequal relations of power between rich and poor, and women and men. It identifies patriarchy, which stresses dichotomy between men and women and the dominance or superiority of men over women as the culprit of women's oppression. Thus, the main line of action of GAD is the transformation of unequal power relations between men and women in all spheres of society, including in the transportation industry. To achieve this, the GAD strategy is to address practical gender needs and strategic

gender interests, which are concepts coined by Carolyn Moser (March, 1996).

Practical gender needs are related to the improvement of the conditions of women for an effective execution of their traditional gender roles. The satisfaction of these needs does not change the subordinate position of women, but enables them to have more time for their personal development and participation in learning activities towards understanding measures to meet their strategic gender interests. Examples are providing public means of transport and special lanes for intermediate modes of transport, which are viewed to facilitate women's trip chains (multiple destinations per trip because of their multiple gender roles); water provision; health care; and housing and basic services. On the other hand, strategic gender interests are related to the liberation of women from their subordinate position to men. Meeting strategic gender interests helps women achieve gender equality. Examples are equal opportunities to employment even in road construction and maintenance, equitable wages, equal participation in decision making bodies including in road governance structures, and others.

Because GAD seeks for the liberation of women from their subordinate position to men, empowering them is vital. Thus, the concept of power is an intrinsic aspect of GAD. There are different forms of power. GAD rejects the form of "power over," which upholds dualities (man/woman, nature/humans, governing/governed, etc.) and the domination or subordination of one over the other. Rather, GAD conceives and upholds alternative forms of power, which are ***power to***, ***power with*** and ***power within*** (Moffat, L. & Stuart, R. (1991). ***Power to*** is the capacity of individuals, groups, organizations, communities and societies to create and act; ***power with*** recognizes the equal worth and rights of people (both women and men) and their collective capacities when organized and united; ***power within*** resides in each individual and stresses self-acceptance and self-respect, and respect and acceptance of others as equals. The presence of ***power within*** makes ***power with*** possible; and the presence of both ***power with*** and ***power within*** enables the formation of ***power to***.

Gender Equality and Women's Empowerment Framework (GEWEF)

Alongside the GAD Framework is the Gender Equality and Women's Empowerment Framework (GEWEF), which was developed by Sara Hlupekile Longwe of Lusaka, Zambia (March (1996). The premise of this Framework is that women in general are in a disadvantaged position in society. Thus, to achieve equality with men at different spheres of life, there is a need to empower women. The GEWEF uses five different levels of equality as the basis for assessing the level of women's empowerment.

Table 2. Gender Equality and Women's Empowerment Framework (GEWEF)

Levels of Equality	**Level of Equality**	**Level of Women's Empowerment**
Control	Increased Equality	Increased Empowerment
Participation		
Conscientization		
Access		
Welfare		

The Framework posits that the levels of equality are hierarchical, such that equality in the control of the factors of production, such as land, is more important than equality in welfare. The higher the level of equality between women and men, the higher is the level of development and empowerment of women. Very important, the Framework also suggests that to reach the highest level of equality, i.e. control, it is necessary to work for the achievement of the lower levels of equality. Table 3 presents the definitions of each level of equality.

Table 3. Definition of Each Level of Equality of GEWEF

Level of Equality	Definition and Examples
Welfare	The degree to which social services (medical care, education, credit and capital, infrastructure, housing, etc.) equally reach women and men. *In the transportation sector, one example of service is the provision of public toilets. The question is: Are women and men equitably provided with this service?*
Access	Women's access to the factors of production on an equal basis with men; equal access to land, labour, credit, training, marketing facilities and all publicly available services and benefits. Here equality of access is obtained by ensuring the principle of equality of opportunity, which typically entails the reform of the law and practices to remove all forms of discrimination against women. *In the infrastructure sector, relevant questions are: Do road infrastructures and related facilities promote or support equal opportunity for men and women to use bicycles? Do women and men have equal access to employment opportunities in road construction, maintenance and management?*
Conscientization	The level of awareness of women and men about their rights and available opportunities. This is important in enabling women to make effective choices. *In the infrastructure sector, the question is: Are both women and men aware of their equal rights to road construction employment and to representation in road governance structures?*
Participation	Women's equal participation in decision-making process, policy-making, planning and administration. Participation means involvement in needs assessment, project formulation, implementation and evaluation. *In the infrastructure sector, the question is: Do women and men have significant participation in the identification, designing, implementation, monitoring and evaluation of road infrastructure projects?*
Control	The level of participation of women and men reaches this highest level if it results into equal opportunity of women and men to benefit from resources. Equality of control means neither side is put into a position of dominance. *In the infrastructure sector, this means gender equality in benefitting from transportation infrastructures. To ascertain this, the development and maintenance of gender-disaggregated data is important.*

Two adjectives used to describe an entity (e.g., individual, group, organization, institutions, infrastructures, facilities, jobs etc.) with regard to their adherence to gender principles are gender sensitivity and gender responsiveness.

Gender sensitivity refers generally to the recognition of the importance of responding to the differing needs of women and men to achieve gender equity. It also refers to the acknowledgement of the: (a) socially ascribed inequality of women and men and the discrimination against women as a social problem, and (b) need to empower women by satisfying their practical and strategic gender needs.

Gender responsiveness refers to the presence of actions or measures to address gender issues and concerns. Being gender responsive presupposes gender sensitivity.

Five Reasons for Making Road Infrastructures Gender Responsive

1. Women and men have different travel needs and patterns according to studies undertaken in different parts of the world.

    - The travels of men are centered on employment; thus, they tend to value speed, reliability, and road safety (Kunieda & Gauthier, 2007).

    - On the other hand, women, who comprise the majority of the unemployed, tend to engage more in non-work, off-peak travel, visiting a more diverse set of locations using more complex trip patterns or engage in trip chain. This means that when they travel, they tend to have multiple purposes and multiple destinations within one "trip", such as shops, market, schools, health centers, and childcare facilities. Hence, unlike men, women tend to value flexibility over time savings in their travel choices. Women require low-cost, reliable, consumer-friendly, flexible, door-to-door service with many route options to meet their needs (Peters, 2002; World Bank, 2006; Kunieda & Gauthier, 2007).

    - Women are also more affected than men by the building of roads that are geared to motor vehicles and to a lot of traffic (Spitzner et al, 2007) because walking and use of intermediate means of transport (e.g., tricycles in the Philippines) remain to be a predominant mode among many poor women in the rural and urban areas (Peters, 2002). In most cities and towns around the world, infrastructure planning continues to primarily cater to the needs of the car- or motorcycle-driving, largely male majority (Peters, 2002).

    - Women are less likely to use a bicycle without the provision of cycle lanes or safe areas for cycling. Around 24% of women surveyed in San Francisco, California indicated that they felt unsafe on the road with cars, and that other traffic was a significant impediment to using a bicycle. In Lima, the existence of bike paths was a necessary but not sufficient condition for the use of bicycles. Bike paths protected bikers from traffic, but they do not provide security against theft or—in the case of women—sexual harassment (Kunieda & Gauthier, 2007).

    - Women and men do not have equal employment opportunities in road construction and maintenance as shown in a case study in Lesotho (Sechaba Consultants , 2001; Ntho, M. & Tsikoane, T., 2003).

    - Men tend to be more concerned about road safety and women more concerned about personal security (Kunieda & Gauthier, 2007). In terms of road safety, more men than women are involved in road crashes (fatalities or injuries) because more men own, drive, and use motorized transport. In terms of personal security, because women can be overpowered by men and women tend to carry packages or children

and have their hands full, they are easy prey for petty theft and sexual harassment along the road.

2. Elimination of discrimination against women and other marginalized sectors, and the achievement of gender equality is a national government policy and a commitment of the government to the international community.

Among the national laws and policies for gender equality are:

- Section 14, Article II of the 1987 Philippine Constitution, which states that "the State recognizes the role of women in nation building and shall ensure the fundamental equality before the law of women and men";
- Republic Act 7192 or the Women in Development and Nation Building Act which promotes the integration of women as full and equal partners of men in development and nation building;
- Executive Order 273 series 1995 -- approving and adopting The Philippine Plan For Gender-Responsive Development, 1995 To 2025 -- directing all government agencies and local levels "to institutionalize GAD efforts in government by incorporating GAD concerns in their planning, programming and budgeting processes;
- A section of the annual General Appropriations Act (Section 32 of GAA 2010) directing government entities to: a) formulate a Gender and Development (GAD) Plan designed to address gender issues within their concerned sectors or mandate and implement applicable provisions in the Convention on the Elimination of All Forms of Discrimination Against Women, the Beijing Platform for Action, the Millennium Development Goals (2000-2015) etc.; and b) allocate at least five per cent of the agency's or local government's total FY 2010 budget appropriations for the implementation of their Gender and Development Plan; and
- The Magna Carta of Women or RA 9710, which enjoins all departments, including their attached agencies, offices, bureaus, state universities and colleges, government-owned and -controlled corporations, local government units, and other government instrumentalities to adopt gender mainstreaming as a strategy to promote women's human rights and eliminate gender discrimination in their systems, structures, policies, programs, processes, and procedures.

The Philippines is a signatory of three international commitments to the pursuance of gender equality and women's empowerment. These are the:
a) Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW); b) Beijing Platform for Action (BPA); and c) the United Nations Millennium Development Goals (MDG).

Rule 1: Policy and Application of the Implementing Rules and Regulations of Republic Act 7192, otherwise known as the "Women in Development and Nation Building Act of 1992"

Section 1. Purpose
These rules and regulations provide guidance and measures that will mobilize and substantially enhance the participation of women in development process in ways equal to that of men.

Section 2. Declaration of Policies
The State recognizes the role of women in nation building and shall ensure the fundamental equality before the law of women and men. The State shall provide women rights and opportunities equal to that of men.

To attain the foregoing policy, the following provisions shall be strictly observed:

a) A substantial portion of the official development assistance funds received from foreign governments and multi-lateral agencies and organizations shall be set aside and utilized by the agencies concerned to support programs and activities for women.
b) All government departments shall ensure that women benefit equally and participate directly in the development programs and projects of said department, especially those funded under official foreign development assistance to ensure the full participation and involvement of women in the development process.
c) All government departments and agencies shall review and revise all their regulations, circulars, issuances and procedures to remove gender bias therein.

3. Improving road conditions to increase mobility, accessibility of basic services (e.g., clinics and hospitals, market, schools, employment, etc.), and safety (i.e., prevention of accidents and flooding) as well as adding facilities that protect and promote health (e.g., clean toilets, wash areas, etc.) and security (e.g., lighting, emergency call areas, surveillance videos, etc.) address basic human needs of both male and female commuters, especially the pregnant and lactating women, children, persons with disabilities and senior citizens.

4. Making road infrastructures gender responsive, through the availability of areas for walking and intermediate modes of transport in addition to areas for motorized vehicles, will enable women to perform their multiple roles and, therefore, satisfy their practical gender needs. Practical gender needs refer to needs that if satisfied will help women fulfill their traditional gender roles as home-makers and child-minders, while involved in paid work, if any. Improved roads will also make different services more accessible to both women and men.

5. A road infrastructure project that is designed to promote equal access of women and men to employment and basic services, and equal opportunity to participate in governance structures will help women address their strategic gender interests. These interests refer to needs that if addressed will liberate women from their subordinate role and inferior status to men, and lead to the achievement of gender equality.

Transportation Infrastructure Sector in the Philippine Plan for Gender Responsive Development (PPGD) and NEDA Harmonized Gender and Development Guidelines for Project Development, Implementation, Monitoring and Evaluation

Chapter 15 of the PPGD spells out the Gender and Development Plan for infrastructure development. It states that "the plan shall pursue the integration of women in all phases of infrastructure development through the encouragement of women's participation and recognition of their actual and potential contributions." The specific gender goals and objectives of PPGD for infrastructure development are to:

- Promote and increase participation of women in policy formulation, decision-making, planning, implementation, operation and maintenance activities in the infrastructure sector;
- Consider and integrate the specific needs of women in infrastructure development; and
- Develop and expand information generation and dissemination within the sector to encourage greater participation and provide a database for policy formulation and decision-making particularly as it affects women.

In the NEDA Harmonized GAD Guidelines, target gender equality results for the infrastructure sector are listed, to wit:

- more time for rest, productive, or reproductive activities due to shorter travel time to and from the market, basic service facilities, or sources of water and fuel;
- improved women's access to safe and affordable public transport services and infrastructure;
- greater inputs of women to the design and operation of the infrastructure;
- increased capacity of women and their organizations to influence decisions about the design, operation, and maintenance of public services and facilities;
- increased employment of women at all levels (actual construction, technical, and management) in infrastructure projects or services;
- increased number of women employed in nontraditional occupations; and
- improved capacity of infrastructure agencies to plan, design, implement, and monitor programs and projects that address gender issues and the concerns of different groups of woman users or women resettled involuntarily.

Overview of Gender Issues in Transport Infrastructure and Services in the Philippines

Transport is crucial for economic growth and trade, both of which are highly dependent on the movement of people and goods. Virtually no production can take place unless inputs such as raw materials, labor, and fuel can be moved from different locations; neither can manufactured products be delivered to consumers, nor a wide variety of services carried out. Approximately 1 billion people living in rural areas, however, still do not have access to reliable (all-weather) roads.

The different ways in which men and women need and use transport services reflect their different roles and responsibilities in the economy and in the household. A key factor is the greater time burden on women of household tasks, which in part leads them to focus on activities that can be undertaken in proximity to the household. Interventions in the infrastructure sectors need to focus specifically on the different uses of, and needs for, transport services of men and women, reflecting their different roles and responsibilities, while addressing the gender-differentiated obstacles they face.

The World Bank, 2006
A Companion Note for Gender and Infrastructure Tools
Chapter 2 Transport

Responsibilities for the development and management of transport infrastructure and services are distributed among government organizations and local government units. The DPWH is in-charge of national road and flood control infrastructures. The Department of Transportation and Communication (DOTC) is responsible for transport services as well as for the development of airport, rail-based and maritime transport infrastructures. Local government units are responsible for the construction of provincial, city, municipal and *barangay* roads as well as for traffic management. However, in Metro Manila, given the magnitude of transport and traffic concerns, traffic management is a function of the Metro Manila Development Authority (MMDA). The Philippine National Police is deputized to enforce traffic laws, rules and regulations. Other government agencies, such as the Bases Conversion Development Authority (BCDA), Public Reclamation Authority (PRA), among others, are also given the mandate to develop and manage their own transport infrastructure facilities in their areas of jurisdiction.

The PPGD, which is the country's framework for gender and development lists gender issues in the transport infrastructure and services and these are:

- Inadequate road networks and poor road quality that constrain women's mobility and access to socio-economic services and opportunities and raise cost of transportation and transactions;
- Inconvenience and lack of appropriate highway facilities (e.g., toilets, rest areas) for the safety and convenience of women;
- Lack of access to information to facilitate women's use of roads and transport facilities;

- Inadequate traffic safety measures (e.g., signage/road markings, illumination, multi-lanes) for new motorist, many of whom are women;
- Lack of, and inconvenience in use of community water and sanitation facilities;
- Lack of voice for women to demand roads and public works, such as water supply, sanitation, and flood control facilities;
- Limited employment of women in public works and highways projects;
- Limited number of women in decision-making, technical, implementing, and monitoring positions in the DPWH;
- Limited participation of women in planning, design, decision-making and implementation of community infrastructure projects and facilities, including barangay roads, flood control, and water and sanitation program operation and maintenance.

Women depend more heavily on public transport than men and, given the allocation of household resources, women have less access to private modes of transport. Women also use transport in different ways from men because of gender divisions of labor. For example they are more likely to travel in off-peak periods and to travel accompanied by others, such as when taking children to school or taking older or infirm relatives to hospitals or clinics. There are also particular cultural patterns associated with women's use of transport, such as the separate sections for women on some public transport in countries of South Asia.

There are gender-distinct roles and responsibilities in the transport sector. Domestic tasks, notably provisioning of household woodfuel and water, involve transport. When such tasks are counted as transport activity, women bear the heaviest transport burdens, particularly in rural areas. In Africa, it is estimated that seventy percent of goods are head-loaded, predominantly by women, who make up the majority of agricultural producers and transporters. This is also true in most rural areas in the Philippines; indigenous women also carry agricultural goods on their heads and shoulders. In some areas this can take up to eight hours of a woman's time every day. In Zimbabwe, time use studies showed that women and girls spend an average of two to three hours daily carrying 20 kg loads of fuel wood, providing 85-90 percent of the household's fuel wood needs. They also make an average of four trips daily carrying 25 liters of water for two hour providing 95 percent of the water used by the household (Tichagwa 2000). Moreover, transport burdens are especially acute when women combine tasks, as when they are provisioning their households with fuelwood and simultaneously caring for infants.

Since the mid-1980s, surveys have sought to measure transport patterns (mode, number of trips, purpose of trip, etc.) at the individual level, which has allowed comparison of transport behavior between women and men. The pioneering household surveys carried out in Ghana (Ashanti, Volta and Northern regions) and Tanzania (Makete district) in 1987, looked at travel from the home for any purpose, and by any means of movement, including walking or carrying loads on the head and back (Bryceson and Howe 1993).[2]

It is only in recent years that transport has been considered as more than a technical subject, and even more recently that planning, investing in and managing transport with women's as well as men's needs in mind has been considered. The UN-HABITAT sees transport as a social, economic, environmental and technical aspect of urban life. Within this context transport is

[2] A Companion Note for Gender and Infrastructure Tools, World Bank 2006

recognized as a crucial urban governance issue for women. Recent World Bank studies indicate that gendering public transport is critical to women in the city because of its impact on their access to work, employment, safety and time allocated to domestic work. Women's transport needs can be best served through programmes that:

- Improve access to transport.
- Provide more frequent services.
- Consider the public safety issues of women using public transport.

The matrix below examines the application of the conceptual framework to the transport sector.

Table 4. Application of the conceptual framework to the transport sector.

Core Characteristics/Goals	Gender Dimensions
• Improved access to modern (motorized) transport services and facilities. • Access to all-weather roads. • Transport as "enabler" of access to key economic and social services: markets, health posts, education facilities. • Improving access to employment opportunities (economic mobility).	• Women's primary responsibility for domestic tasks, including provisioning households with water and fuel. These involve transport tasks, and require greater proximity to the homestead. • Women have less access to modern (motorized) means of transport. • Women's greater lack of mobility has cultural, as well as economic, dimensions. • Men's and women's transport needs vary as a function of their work and domestic responsibilities. Transport to/from child care and health services, at different times of the day, are key priorities. • Safety in public transport systems and in urban environments (street lighting, violence prevention).

Also, most of the identified critical gender issues in the country can be directly linked to road infrastructures. With the Philippine economy transitioning from one based on agriculture to services and manufacturing it is expected that more poor women will be utilizing road networks on their way to work. This observation is linked with the fact that the service sector is known to be dominated by women. Statistics will also show increase in the Labor Force Participation Rate

(LFPR) of females at 49.3% (from 48.6% in 2008), and a very slight decrease for males at 78.8% (from 78.9% in 2008)[3].

Better designed and safe roads will mean increased productivity for women due to shorter travel time and stress-free/restful traffic conditions, and possibly, cheaper transport cost.

The loss of agricultural lands results in loss of livelihoods which trigger movement of peoples from rural to urban areas. It is expected that the rural poor men as well as women will be attracted to opportunities available in urban areas. The need for efficient road networks that will transport rural-based workers to urban areas will most likely lessen *slumification* or *de*-slum urban areas.

Persistent violations of legal and human rights occur among women and men crossing borders through regular or irregular[4] channels. The feminization of labor migration will see more women experiencing these violations and because of poverty, more women are easily persuaded to utilize irregular/illegal channels. The rural areas are a source of trafficked women and girl-children, who are put in transit utilizing national road networks, air and sea routes to urban destinations. The number of trafficked child victims in the Philippines range from 60,000 to 100,000[5]. This phenomenon when considered in the design of road projects will allow an expansion of the limited translations of women corners in road projects which are usually confined to comfort rooms or corners for livelihood related vending activities. Design and maintenance should also consider establishing anti-trafficking corners that will serve to protect women and children in transit along stretches of highways leading to urban areas.

The 2008 NDHS[6] survey shows that women's decision-making and their freedom of movement are influenced by their educational status, the income they generate for their families, and where they are located: urban or rural. Women register a significant presence in the rice and corn-sub-sector (64%) and in the fisheries sector (60%).[7] In 2006, poverty among fishers and farmers was highest among the basic sectors[8]. Given this, destitute rural women are most likely aware on how

[3] http://www.ncrfw.gov.ph/index.php/statistics-on-filipino-women/14-factsheets-on-filipino-women/70-statistics-fs-filipino-women-labor-employment

[4] Irregular migrants – These are migrants whose stay abroad is not properly documented. They also do not have valid residence and work permits; they may also be overstaying workers or tourists in a foreign country. Migrants belonging to this category shall have been in such status for six months or more. A related label to these migrants is "undocumented migrants". In Filipino parlance, these migrants are called "TNTs" (tago ng tago, or 'always in hiding')."<http://almanac.ofwphilanthropy.org/component/option,com_frontpage/Itemid,1/limit,2/limitstart,2/>

[5] The United Nations Children's Fund (UNICEF) estimated around 60,000 to 100,000 children in the Philippines has been victimized by prostitution rings. It reported further that four million children were trafficked into slavery and an undetermined number of children were forced into exploitive labor operations.

[6] The 2008 National Demographic and Health Survey (2008 NDHS) is a nationally representative survey of 13,594 women age 15-49 from 12,469 households successfully interviewed. The survey obtained detailed information on fertility levels, marriage, fertility preferences, awareness and use of family planning methods, breastfeeding practices, nutritional status of women and young children, childhood mortality, maternal and child health, and knowledge and attitudes regarding HIV/AIDS and tuberculosis and for the first time, information on violence against women.

[7] Presentation by Oxfam on "Why Women are Vulnerable" December 10, 2009, Institute of Social Order, Ateneo De Manila University.

[8] NSCB, 2006

farm to market roads can be better designed and maintained to help them make farm work (productive work) more fruitful and efficient *viz* their reproductive and care work.

While no exact gender data is available on the latest count, women are known to have a strong presence in the "informal sector" [9] whose contribution to GDP range from 30% to as much as 43% which are not officially recorded. Roads have been recognized by the informal economy as a productive space for vending activities. On the other hand, formalization of vending activities in road stops, with appropriate safety nets, will mean additional revenues for governments.

The debate on reproductive health has surfaced official statistics on maternal mortality such that the most alarming is that 11 women die in the Philippines everyday from pregnancy related complications. According to UNFPA, some of these deaths could be prevented by improving access to RH products and services[10]. Good roads and an efficient transport system is an "enabler" in delivering good social services including RH. Shorter travel time to emergency clinics and hospitals, brought about by good roads during emergency situations can save women's lives.

It is also interesting to note that the statistics of HIV-affected people are on the rise related to transport corridor/s, notably on the truck industry (World Bank 2010).

As with other urban services, transport priorities for women will necessarily differ from one context to another. Their needs can only be ascertained through effective consultation with women themselves. Well established partnerships which bring together women's groups and local authorities including public transport can lead to successful achievements.

In conclusion, although there is growing recognition that there are significant gender differentials in access, mobility, and patterns of transport use and transport can make significant contributions to achieving the MDGs, gender and social integration has not become part of the way of doing business in the transport sector.

Transport planning often involves tradeoffs between different objectives such as equity cost effectiveness, mobility, access, and environmental quality. For example, road design involves tradeoffs between mobility of vehicles, mobility of pedestrians and non-motorized transport, impacts on residents near the roadway, land use planning, cost, safety and esthetics. Current planning practices tend to favor mobility rather than accessibility and motorized modes over non-motorized and motorists over non-drivers. Women predominate as pedestrians and non-drivers whose needs are not often addressed.

Participatory, gender-inclusive assessment of transport needs and transport planning identifies the local needs of women and men and identifies the problems and resources that can affect a project, thus increasing the efficiency and outcome benefits. It builds a sense of local ownership and commitment to contribute to repair and maintenance, which increases the sustainability of

[9] Source: NSO Labor Force Surveys; Annual Surveys of Philippine Business and Industry as interpreted by the Employer's Confederation of the Philippines (ECOP), 2008.
[10] Interview with Suneeta Mukhergee, UNFPA Country Representative to the Philippines during the UNFPA Participatory Gender Audit, 2010

the project. It also reduces conflicts and thus prevents construction delays and additional costs. This process increases local-level planning capacity, accountability and transparence in the use of local resources and the more equitable distribution of benefits. It also reduces the risks of adverse effects on beneficiaries.

Addressing transport-related gender inequalities is smart economics. Reducing women's time costs and increasing their mobility and safety makes society as a whole more responsive. Gender-responsive transport planning, implementation, monitoring and evaluation can contribute significantly to achieving the Millennium Development Goals – helping empower women, reduce maternal mortality, improve access to health, water, sanitation, energy and other services, increase education and economic opportunities and reduce poverty.[11]

[11] A Companion Note for Gender and Infrastructure Tools, World Bank 2006

Gender Tools for Road Infrastructure Projects

This toolkit is a starting place for building roads from a gender equality and women's empowerment perspective. It is especially designed to assist policy makers, road and transportation planners, design engineers, business partners and contractors, development agencies, as well as civil society, to implement and monitor strategies to achieve gender responsive road and transport goals for all women and men, girls and boys.

The tools are sequenced according to the four (4) major phases of a road infrastructure project implementation: *planning*, *design*, *pre-construction and construction* and *maintenance*.

Planning Stage

Tool 1	Crafting Gender Conscious Feasibility Study Terms of Reference - A Checklist
Tool 2	Stakeholders Analysis
Tool 3	Standards for Gender Analyses
Tool 4	Gender-Aware Cost Benefit Analysis or Planning Balance Sheet Analysis
Tool 5	Reviewing the Feasibility Study: Checking for Gender Sensitive Language and Consistency in Content and Substance

Design Stage

Tool 6	Reviewing the Design: Checking for Consistency in Integrating Identified Gender Needs - A Desk Review and Design Validation Exercise

Construction Stage

Tool 7	Maximizing the Potentials of the Programme of Work: Ensuring Women Participation and Identifying Areas for Engaging *Bantay Lansangan* and other Stakeholders during the Construction Stage

Maintenance Stage

Tool 8	Conducting Quick Participatory Gender Audits of Completed and Functional Road Infrastructure Projects and Rendering a Report
Tool 9	An Assessment Tool on the Gender Responsiveness of Road Infrastructures and Related Facilities

These tools are not carved in stone, users and gender focal persons of the department are encouraged to improve, enhance or customize them, according to their needs and field work requirements.

Tool 1. Crafting Gender Conscious Feasibility Studies and Terms of Reference - A Checklist

Who should do this? The DPWH Project Team

This checklist was patterned after the terms of reference of the *Feasibility Study on the Completion of C5 and Traffic Mitigation Measures: Environmental, Social and Gender Aspects*

☐ **Where and when appropriate, gender equality *may* be inferred in the FS Project Title.**

For example, *Feasibility Study on the Completion of C5 and Traffic Mitigation Measures: Environmental, Social and Gender Aspects.*

☐ **Gender equality should be inferred in the Concept, Introduction/Background, Purpose, Objectives and Project Strategy and these are mentioned in the TOR.**

- Potentially supportive measures to promote gender equality are described and laid out in the concept, introduction and background of the road infrastructure project.

  For example, *Positive impetus for promoting disadvantaged women comes specifically from project activities whose aims are explicitly aligned to gender equality. These include activities that are 'promoting the employment of destitute women in highway maintenance' and that aim to establish 'women's corners'. The latter intervention allows women to earn a living whilst taking gender segregation into account. The approach and procedures adopted to promote gender equality are an integral part of the monitoring and reporting process.*

- The purpose of the TOR mentions the significant and relevant contribution of the project in achieving gender equality in the road and transport sector.

☐ **In the section/provision on Preliminary Design, include the statement:**

Establish, review, and recommend the appropriate highway design for the Project considering, among others, the following:

- *Design speed;*
- *Traffic safety;*
- *Improvement in transport network capacity and connectivity;*
- *Support urban management concerns;*
- *Results of the gender analysis and recommendations to make the project gender responsive;*

- *Minimum adverse social and gender equality impacts by least number of resettlement;*
- *Preservation of the environment;*
- *Minimum right-of-way take; and*
- *Measures on potential natural hazards that will affect women and men.*

 The section/provision on Gender and Development should mention the following statements:

The Transportation Infrastructure Sector in the Philippine Plan for Gender Responsive Development (PPGD) and NEDA Harmonized Gender and Development Guidelines for Project Development, Implementation, Monitoring and Evaluation outlines responses to make road infrastructure projects gender responsive.

Chapter 15 of the PPGD spells out the Gender and Development Plan for infrastructure development. It states that "the plan shall pursue the integration of women in all phases of infrastructure development through the encouragement of women's participation and recognition of their actual and potential contributions." The specific gender goals and objectives of PPGD for infrastructure development are to:

- *Promote and increase participation of women in policy formulation, decision-making, planning, implementation, operation and maintenance activities in the infrastructure sector;*
- *Consider and integrate the specific needs of women in infrastructure development; and*
- *Develop and expand information generation and dissemination within the sector to encourage greater participation and provide a database for policy formulation and decision-making particularly as it affects women.*

In the NEDA Harmonized GAD Guidelines, target gender equality results for the infrastructure sector are listed, to wit:

- *More time for rest, productive, or reproductive activities due to shorter travel time to and from the market, basic service facilities, or sources of water and fuel;*
- *Improved women's access to safe and affordable public transport services and infrastructure;*
- *Greater inputs of women to the design and operation of the infrastructure;*
- *Increased capacity of women and their organizations to influence decisions about the design, operation, and maintenance of public services and facilities;*
- *Increased employment of women at all levels (actual construction, technical, and management) in infrastructure projects or services;*
- *Increased number of women employed in nontraditional occupations; and*

- *Improved capacity of infrastructure agencies to plan, design, implement, and monitor programs and projects that address gender issues and the concerns of different groups of woman users or women resettled involuntarily.*

To implement the required responses to make the project gender responsive, the Consultant in coordination with the DPWH ESSO and COGAD shall perform the following activities:

- *Undertake environmental planning and resettlement action plan through public consultation or multi-stakeholder's forum and identify gender issues and concerns in the involvement of women, youth, senior citizens and disabled persons in infrastructure development. Women should constitute at least 30% of the total participants;*
- *Ensure that all data that will be gathered for the study concerning the affected population groups are sex-disaggregated;*
- *Conduct gender analysis with the aim to develop gender-based information on the following:*
  - *Trend of employment of women at all levels (actual construction, technical and management) in infrastructure projects or services;*
  - *Capacity of women, women's groups, and gender equality institutes and NGOs located in the proposed project area who can be consulted to influence decisions about the planning design, operation and maintenance of infrastructure facilities;*
  - *The number of families, men, women, boys and girls, as well as the number of female headed households for resettlement as a result of the construction of the infrastructure;*
  - *Access of women to water, health and transport services, etc. It is noted that the involvement of women in infrastructure development is very limited;*
  - *Identify appropriate sites for public restrooms along the stretch of the road project and recommend operations and maintenance measures for these restrooms; and*
  - *Identify appropriate sites for children's crossings, pedestrian walkways, bike lanes, guardrails, footbridges, lane markings, guard houses, and other road safety facilities and structures.*
- *Prepare standard gender-sensitive design of infrastructure and facilities that caters to the practical needs of women, aged people and children, as well as people with disabilities and special needs (according to the requirements of the accessibility law), such as wider space on restrooms of women, provision of ladders in the abutments of bridges and dikes, wider walkways/ sidewalks in urban area, etc;*
- *Incorporate in the plan such gender-sensitive needs, structures; and*
- *Formulate gender equality cost and benefits in the economic evaluation.*

- **The section/provision on Resettlement Action Plan (RAP) should mention the following statements:**

  The Consultant shall build upon the information presented in the Resettlement Policy Framework (RPF) and in accordance with Land Acquisition, Resettlement, Rehabilitation and Indigenous Peoples Policy develop a detailed Gender Responsive Resettlement Action Plan (RAP) for the project.

  The Consultant shall develop the Gender Responsive RAP in a highly participatory manner, not only informing Project Affected Families (PAF) of the available options but also working out those options with the PAF so that local preferences and views are incorporated integrally into a RAP.

  The Project RAP shall detail the gender responsive actions[12] to be taken:

  - *To acquire land and assets needed in order to proceed with construction, which entails a physical survey of the plots affected, as well as an detailed inventory of the assets that will be lost;*
  - *To plan and create with the relevant PAF's relocation sites and institute protective measures in a participatory manner; and*
  - *The extent that there is impact on livelihoods, develop in close collaboration with the PAF's required livelihood restoration measures. These measures are needed when there is involuntary taking of land resulting to relocation or loss of shelter, loss of assets or access to assets, or loss of income sources or means of livelihood, whether or not the PAFs must move to another location.*

- **In the MANPOWER REQUIREMENTS and SCHEDULES**

  - *As currently practiced, the term "manpower" and the idea it connotes can be re-stated in a more gender sensitive way by using the term STAFF RESOURCES or HUMAN RESOURCES.*
  - *At least 1 key staff should be a gender specialist, and the required qualifications should be described as follows:*

    Key Staff

    Sociologist/gender specialist (1) – must have proven track record (at least 5 years experience) in conducting gender analysis and using its results in project design and implementation.

[12] The FS Team may refer to the ADB Checklist, as an example, see http://www.adb.org/Documents/Manuals?Gender_Checklists/Resettlement/default.asp/p=genchck

Tool 2. Stakeholders Analysis

Who should do this? The FS Team, both in-house and sub-contracted consulting group.

When is this done? During the FS stage.

This tool will:

1. Ensure inclusion of all relevant stakeholders.

   Experience has shown that inclusion of the full range of stakeholders is not only an essential pre-condition for successful participatory decision-making in designing and implementing road infrastructure projects but also vital for promoting equity and social justice in the governance of transport and road projects. For example, when decisions are made, priorities set and actions taken without involving those relevant stakeholders, the result is usually misguided strategies and inappropriate action plans, which are badly (if at all) implemented and which have negative effects on the beneficiaries and on the community at large. These approaches, which fail to properly involve stakeholders, have been widely proven to be unsustainable.

   This Stakeholder Analysis Tool, therefore, encourages a far-reaching review of all potential stakeholder groups, including special attention to marginalized and excluded social groups such as the poor destitute women, elderly, disadvantaged youth and the specially-abled or people with disabilities. This allows identification of representatives of these groups, so that they may be included in the decision making processes of road infrastructures.

2. Maximize the role and contribution of each stakeholder.

   It is well recognized that broad-based stakeholders involvement and commitment is crucial to successful strategy and action plan implementation and therefore to sustainable road infrastructure development. With a multi-stakeholder approach to implementation, a wider variety of implementation instruments can be utilized. The stakeholder analysis facilitates mapping of potential stakeholder roles and inputs and access to implementation instruments. This will indicate how best to maximize the constructive potential of each stakeholder whilst also revealing bottlenecks or obstacles that could obstruct realization of their potential contributions. For example, an analysis could identify a particular stakeholder's lack of information and skills for dialogue and negotiation, factors which undermine the contribution or influence of an otherwise importantly affected group of stakeholders.

Transport and road stakeholders are:

- Those whose interests are affected by transport and roads and those whose day-to-day activities including livelihoods and employment are very much dependent on transport and roads;
- Those who possess information, resources and expertise needed for strategy formulation and implementation of road infrastructure projects; and
- Those who control relevant implementation instruments such as government agencies.

Stakeholder Analysis is a vital tool for identifying those people, groups and organisations that have significant and legitimate interests in transport and road issues. Clear understanding of the potential roles and contributions of the many different stakeholders is a fundamental prerequisite for a successful participatory and gender responsive processes in implementing road infrastructure projects. Stakeholder analysis is a basic tool for achieving this understanding.

To ensure a balanced representation, the analysis should examine and identify stakeholders across a number of different dimensions. The analysis should separately identify relevant groups and interests such as:

- Public sector – women and men road users;
- Private sector – women and men transport owners/operators, women drivers and men drivers, road construction companies and construction workers;
- Community sectors – women's groups, peoples organizations and cooperatives;
- Academe sectors – schools affected by road networks as well as universities/colleges with gender and women institutes operating near or within the responsibility area of the road project.

In addition, the analysis can seek out potential stakeholders to ensure proper representation in relation to dimensions beyond gender such as, ethnicity, poverty-destitute women and men, or other locally relevant criterion. Cutting across these categories, the analysis can also look at stakeholders in terms of their information, expertise and resources applicable to the issue. However, stakeholder analysis by itself only identifies potentially relevant stakeholders. It does not ensure that they will become active and meaningful participants. Other measures to generate interest and sustain commitment will be necessary as well.

Procedures:

Step 1. Specifying issue(s) to be addressed.

Stakeholders are defined and identified in relation to a specific gender issue – women and men, boys and girls, who have a concrete "stake" in a specific issue or topic. Hence, the stakeholder identification process operates in respect to a particular specified issue. For example, women street vendors are often consulted on the design of road infrastructure, especially in identifying women's corners for livelihood options and women and children safety.

Step 2. Long listing.

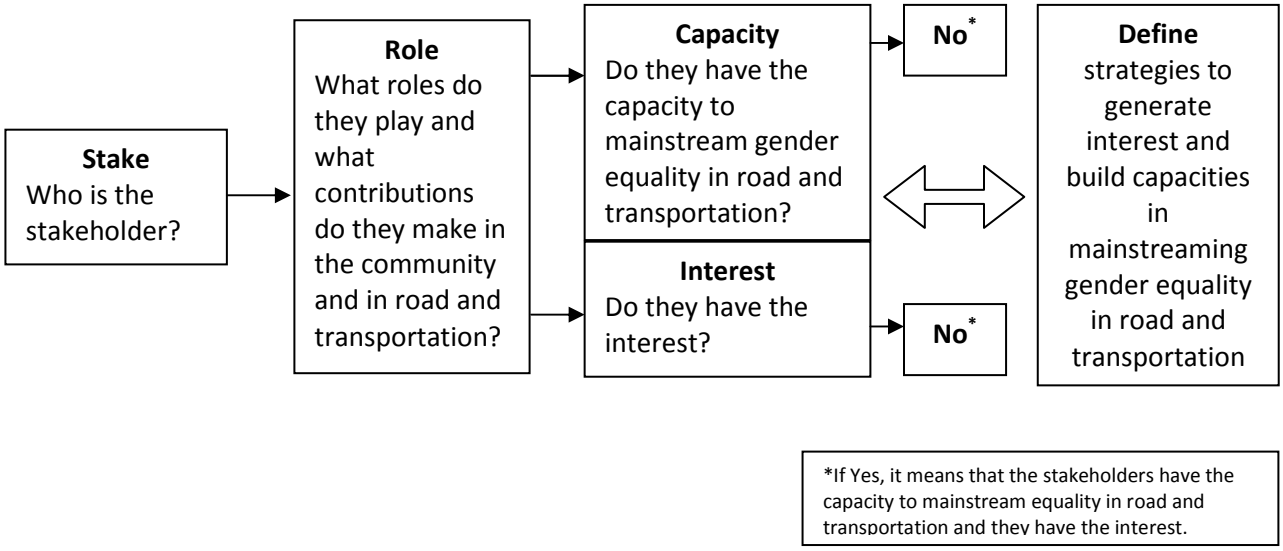
With respect to the specified gender issue, a "long list" of possible stakeholders, as comprehensive as feasible, should be prepared and guided by the general categories of stakeholder groups (*e.g.,* public, private, and community/popular, with further sub-categories for each, gender, etc.,) also identifying those which:

- Are affected by, or significantly affected by the project;
- Have information, knowledge and expertise about the issue; and
- Control or influence implementation instruments relevant to the issue.

Step 3. Stakeholder mapping.

The "long list" of stakeholders can then be analyzed by different criteria or attributes. The framework below can be used as a guide. This will help determine clusters of stakeholders that may exhibit different levels of interest, capacities, and relevance for the issue. Knowledge of such differences will allow systematic maximization of positive attributes. Identify areas where capacity building is necessary for effective stakeholder participation, and highlight possible "gaps" in the array of stakeholders.

Stakeholder Analysis for Participation in Gender Responsive Road Infrastructure Projects



Tool 3. Standards for Gender Analyses

Who should do this? The FS Team, both in-house and sub-contracted consulting group.

When is this done? During the FS stage.

What is a gender analysis?

A gender analysis applied in road infrastructure and transport context serves to know and take stock of gender relations or relations between women and men on the basis of their interests in using road infrastructure and transport services. It ought to provide a set of well-substantiated recommendations, capable of ensuring that the project helps to achieve gender equality in the area where it is being implemented. The depth of the analysis can vary according to the analyses criteria.

However, gender analysis should be conducted as a matter of course for all road infrastructure and transport projects.

Purpose

1. To ensure that the needs of both women and men are considered and addressed.

   Women and men have specific roles and interests in human settlements development. Women generally play the leading role in household management, often including the securing of housing and basic services. Women are often the backbone of the livelihood system of their families, generating cash or in-kind income. Yet in most situations, planning and decision-making are dominated by men and generally do not take women's special interests, needs and capabilities into account. As a result, women typically do not benefit from transport management interventions, and indeed are often significantly disadvantaged by them. Gender responsive decision-making helps overcome this fundamental problem and allows the needs of both men and women to be given due consideration.

2. To improve decision making and implementation.

   A gender sensitive decision-making process taps the enormous potential of energy, expertise, and other resources from both women and men, but especially from women who are otherwise largely excluded from the process. Mobilizing the maximum participation of both men and women significantly increases the effectiveness of implementation of strategies and plans.

Procedures

Step 1. Use of sex dis-aggregated data to improve gender-sensitive information collection.

For a comprehensive gender analysis, it is important to collect data and other information about men and women, and girls and boys living in the communities where the road infrastructure project is to be implemented. Where available, quantitative data should be dis-aggregated for women and men, and for girls and boys. This provides the necessary basis for gender analysis and gender responsive planning and management. Presenting issue specific information where possible along gender lines is highly desirable, and in some cases, even necessary in order to underscore the impact of issues and activities separately on women and men for impacts which affect them differently. This gender-specific information is also important for stakeholder identification.

If possible, these data should be complemented by qualitative information. This is often more useful, particularly when dealing with issues related to responsibilities, power, leadership, decision-making authority and inequalities in the distribution of resources between women and men.

Sex dis-aggregated data and gender information can be collected from the following levels:

- Regions – Province – Cities – Municipalities - Barangay
- Sectors and Target Groups (e.g., Fishermen and Fisherwomen – Men and Women Farmers – Women and Men in Urban Informal Economies: Women Vendors, etc.)
- Organizations (e.g., DPWH – how many male and female ASECs, USECs, Bureau Directors)

Examples of sex dis-aggregated data relevant to road projects:

Bacolod City
Net enrolment ratio in primary education in urban areas (female and male)
Source: UN Statistics Division / UN-HABITAT

Net enrolment ratio - Female					Net enrolment ratio - Male				
1990	**1993**	**1998**	**2000**	**2003**	**1990**	**1993**	**1998**	**2000**	**2003**
92.0	91.7	91.1	90.8	90.5	95.2	95.2	86.4	82.9	77.7

Net enrolment ratio - Total					Ratio Female-Male				
1990	**1993**	**1998**	**2000**	**2003**	**1990**	**1993**	**1998**	**2000**	**2003**
94.4	94.4	88.7	86.4	83.0	0.97	0.96	1.05	1.10	1.16

Cagayan de Oro City
Literacy Rate of Urban Population Female-Male Aged 15-25 Years Old
Source: UN Statistics Division / UN-HABITAT

15-24 year-olds - Female					15-24 year-olds -Male				
1990	**1993**	**1998**	**2000**	**2003**	**1990**	**1993**	**1998**	**2000**	**2003**
97.8	97.8	97.8	97.8	99.9	97.5	97.4	97.4	97.4	99.5

15-24 year-olds - Total					Female-Male Ratio				
1990	**1993**	**1998**	**2000**	**2003**	**1990**	**1993**	**1998**	**2000**	**2003**
97.7	97.6	97.6	97.6	99.7	1.00	1.00	1.00	1.00	1.00

Cebu City
Informal employment: Percentage of the employed population, men and women whose activity is part of informal sector
Source: UN Statistics Division / UN-HABITAT

Female	Male
2000-2005	**2000-2005**
64.3	7.7

Women Councilors and Women Headed Households - 2003
Source: UN Statistics Division / UN-HABITAT

Cities	Women Councilors (%)	Women Headed Households (%)
Metro Manila	No data available	24.6
Cebu	No data available	19.1
Cagayan de Oro	No data available	15.4
Bacolod	14.0	No data available

Step 2. Analysis of sex-disaggregated data for road infrastructure projects.

Relevant sex-disaggregated data will provide the necessary basis for gender analysis and gender responsive planning and management of road infrastructure projects. The analysis may revolve around the following variables:

a) Road Use – given the data, who uses the roads on a regular basis?

For example, the net enrolment ratio in primary education in urban areas (female and male) in Bacolod City would tell us that:

- *There are more females than males enrolled in primary education.*
- *In 2003, male and female children of primary school age (83%) utilize road networks to and from schools. This information will require that the roads and the amenities therefore, must be safe for children. As an implication to design, the design team should be able to identify the needs imposed by this information by considering for instance, how can the road be made more child-friendly?*

- *Note: Other road use information is usually provided through DPWH initiated surveys and information gathering and can also be used to reflect on the available sex disaggregated data.*

b) Income and Employment – given the data, who are employed within the road limits?

For example, the data on informal employment in Cebu City (percent of the employed population, men and women whose activity is part of informal sector) will tell us that:

- *There are more women than men in informal activities. This will also (or may) mean that informal activities such as vending by women and girls are happening along roads - although an ocular inspection will provide the relevant information. Informal vending activities along roads will be a challenge for the design team to consider.*
- *Note: Information on employment in general that will be generated by the road project is usually provided through DPWH initiated surveys and information gathering and can also be used to reflect on employment generation for men.*

c) Women Participation – given the data on women councilors and women headed households:

- *For example, there are three sectors of women groups that can be consulted in terms of project implementation, road design and labor participation:*
  - *The **women councilors** can be consulted in terms of project implementation. Soliciting inputs from women legislators can effectively carry out gender responsive implementing mechanisms (e.g. staffing, contracting, local women participation, social safeguards for women construction workers).*
  - *The second group are the **women in general**. They can provide inputs on access and road use as well as on cost benefits, among others.*
  - *The third group are **women household heads**. Their inputs in terms of women employment during the construction stage will be helpful, especially from those who are irregularly/informally employed. Questions such as these can be asked: Are women willing to be employed in construction work? What types of work? What time will be appropriate? At what salary scale?*

Step 3. Conduct focus group discussions (FGD) with women and men.

Gather women and men who were identified during the stakeholders analysis as those directly affected by the road infrastructure project for a short FGD (maximum 2 hours).

The FGD aims to:

- Surface local development and gender issues;
- Define the core problem of the community; and

- Surface recommendations on how the proposed road infrastructure project can help in solving or providing solutions to the core problem of the community.

The outputs of the FGD can be organized using the matrix as explained under *Step 3.5.*

During the FGD, do the following:

Step 3.1*: After doing the usual opening preliminaries, in a quick and concise manner, present the proposed road infrastructure project and the purpose of the FGD.*

Step 3.2*: Surface local development and gender issues.*

Ask the following key questions (facilitators may simplify these questions for better comprehension by FGD participants):

1. What are the problems encountered by women and girls?
2. What are the problems encountered by men and boys?
3. What are the problems encountered by lesbians and gay men? (*Note: Consider context and culture. Ensure that the community is open to discussions on gay and lesbian issues. Otherwise, park this question.)*

Step 3.3*: Define the core problem.*

Using the responses in the above questions, ask:

4. What are the causes of these problems?
5. Why do these problems persist?

Step 3.4*: Surface recommendations on how the proposed road infrastructure project can help in solving or providing solutions to the core problem of the community.*

Finally, ask these capping questions:

6. What actions are currently being done by government and CSO/NGO partners in solving or finding solutions to the current problems?
7. How can the proposed road infrastructure project help solve existing problems in the community affecting women and men, girls and boys, gays and lesbians?
8. How will the project impact on the lives of women and girls? Men and boys?

Step 3.5*: Write a report on the results of the FGD by describing the impacts of the road infrastructure project to gender equality in the area and in the sector/sub-sector. This report will be included as part of the FS specifically under the section on GAD.*

A. Introduction
B. What is gender analysis
  a. Definition
  b. Use
  c. Why gender analysis is important at the FS stage
C. FGD participants
  a. Participants profile: no. of women and no. of men
  b. Occupations and average family income
  c. FGD facilitators
D. FGD process
  a. Tools used in the FGD
  b. Questions asked in the FGD
E. FGD outputs
  (Include the "raw" outputs of the FGD. The suggested matrix below may be used to present the FGD outputs)

Questions	*Disaggregate Responses of Women & Men*	
	Women	*Men*
1. What are the problems encountered by women and girls?		
2. What are the problems encountered by men and boys?		
3. What are the problems encountered by lesbians and gay men?		
4. What are the causes of these problems?		
5. Why do these problems persist?		
6. What actions are currently being done by government and CSO/NGO partners in solving or finding solutions to the current problems?		
7. How can the proposed road infrastructure project help solve existing problems in the community affecting women and men, girls and boys, gays and lesbians?		
8. How will the project impact on the lives of women and girls? Men and boys?		

F. Recommendations

Given the FGD outputs, craft your recommendations along the following criteria:

a. What mechanisms should be included in the implementation of the project to improve gender equality in the area?
b. What mechanisms should be included in the road design to improve gender equality in the area?
c. What development and gender equality impacts are expected from the project (as a result of including mechanisms to improve gender equality in the area)?

Step 4. It is also recommended to utilize other gender analysis tools for example, the Time Use Tool. This tool is used to look at gender division of labor and gender roles in a community.

Time of the Day	*What women do?*	*What men do?*
AM		
4:00 – 5:00		
5:00 – 6:00		
7:00 – 8:00		
8:00 – 9:00		
9:00 – 10:00		
10:00 – 11:00		
11:00 – 12:00		
PM		
12:00 – 1:00		
1:00 – 2:00		
2:00 – 3:00		
3:00 – 4:00		
4:00 – 5:00		
5:00 – 6:00		
6:00 – 7:00		
7:00 – 8:00		

Step 4.1. *In separate processes, women and men list the chores/ tasks and leisure activities they do at particular times of the day.*

Step 4.2. *Analysis of the results of the Time Use Tool.*

The analysis of the time use tool may focus on transport and road related inquiries, for example:

- Which of these activities are being done by women and men on or within the road limits?

- Which of these activities will entail transport services?

Another level of analysis can be done on gender division of labor and gender roles, by asking the following questions:

- Are there issues of over-burdening? Who is over-worked? Who gets longer rest?
- What kinds of work are considered "unpaid"? Who are doing more unpaid work?
- Who are doing paid work? What kinds of work are considered "paid"?
- Who are doing community work? Examples: attending meetings of cooperatives; collecting monthly dues for community projects; road maintenance; maintenance of water and sanitation system, etc.
- Are there evidence of a shared/common time for women and men in the community?
- At the household level, are there evidence of a shared/common time for husbands and wives and their children?
- What time is "free time" for women? For men?

Step 5. Include the information gathered from a gender analysis in the FS section on *Gender and Development* and *Design Recommendations*. These are standard topics in the FS.

Formulate the analysis derived from sex-disaggregated data, FGDs and Time Use Tool and recommend measures that should be included in the road design and project implementation.

Tool 4. Gender - Aware Cost Benefit Analysis

Who should do this? The FS Team, both in-house and sub-contracted consulting group.

When is this done? During the FS stage.

Cost benefit analysis are used to support development planning and policy making, but these have traditionally not incorporated any consideration of gender. However, it is perfectly possible to use an orthodox cost benefit analysis to show the different distribution of costs and benefits to men and to women.

This tool does not intend to replace the existing cost benefit analysis that has been prescribed by NEDA and by other funding agencies implementing road projects (e.g., World Bank, ADB, JICA). This tool is designed to augment current cost benefit analyses with gender-aware data and information and aims to highlight the benefits that women and men can expect from the road project.

In order to come up with a rooted and gender-aware economic benefit analysis for road infrastructure projects, the following steps are recommended:

Step 1. Conduct an analysis of the Community Economic System[13] where the road infrastructure project is to be implemented. Ideally, the matrices below should be filled up or accomplished.

Matrix 1. Income classification of the community

Details	Information
• If community is barangay, what is the income bracket/classification of the municipality/city that it belongs to?	
• Is the barangay/municipality classified as rural or urban; agricultural or industrial?	
• What is the road utilization pattern?	
• What is the transport utilization pattern?	

[13] This tool is adapted for the DPWH Gender and Transport Project using the Community Economic System Checklist from the Gender Gap Audit Toolkit for Social Investigation published by WAGI Miriam College. 2002.

Matrix 2. Common income earning activities in the community

Details	Data	
	♀	♂
• Regular/major sources of cash income of:		
• Seasonal sources of income of:		
• Earning per year, combined regular/major and seasonal income		
• Location of economic activities (e.g., field, factory, office, market home?		
• How much is spent on transport cost?		
• Percentage of transport cost *viz* earning per year?		

Matrix 3. Agricultural crops of women and men

Details	Data		
	♀	♂	Jointly ♀ & ♂
• What are the major crops harvested in the area? Who cultivates the crops – women, men, jointly?			
• What proportion is sold, consumed? Who sells the crops - women, men, jointly?			
• How much is spent on transport cost - from the farm to home and farm to market?			

Matrix 4. Agricultural animals/livestock of women and men

Details	Data		
	♀	♂	Jointly ♀ & ♂
• What animals are raised in the community? Who raises the animals – women, men, jointly?			
• What animals are sold, consumed? Who sells the animals - women, men, jointly?			
• If community is a fishing village, what do men harvest/gather from the sea? What do women harvest/gather from the sea? What proportion is sold, consumed? Who sells the sea products- women, men, jointly?			
• If the community is forestry-based, what forest products are gathered by women? By the men? What proportion is sold, consumed? Who sells the forest products - women, men, jointly?			
• How much is spent on transport cost - from the source to home and source to market?			

Step 2. Analysis of Gender Disaggregated Data and Information. The second step is to look at the data and conduct an analysis by answering the following questions:

- How do women and men currently use roads differently in the community? (Source: Matrix 1)
  - *Will there be changes of road/transport utilization as envisioned by the road project?*

- How much is spent on transport cost - to and from work, farm, sea, or forest? What is the percentage of transport cost *viz* earning per year? (Source: Matrix 2)

- *Will there be an increase or decrease on transport cost to and from work, farm, sea, or forest as envisioned by the road project? How much will be the increase or decrease on women's transport cost? On men's transport cost?*
- *Based on the increase or decrease on transport cost, how much is the envisioned increase or decrease in women's regular income? On men's regular income?*

- How much is spent by women and by men on transport cost of agricultural crops - from the farm to home and farm to market? (Source: Matrix 3)
  - *Will there be an increase or decrease on transport cost of agricultural crops as envisioned by the road project? How much will be the increase or decrease on women's transport cost? On men's transport cost?*
  - *Based on the increase or decrease on transport cost, how much is the envisioned increase or decrease in women's earnings from agricultural crops? On men's earnings from agricultural crops?*

- How much is spent by women and by men on transport cost of livestock and animals - from the farm to home and farm to market? (Source: Matrix 4)
  - *Will there be an increase or decrease on transport cost of livestock and animals as envisioned by the road project? How much will be the increase or decrease on women's transport cost? On men's transport cost?*
  - *Based on the increase or decrease on transport cost, how much is the envisioned increase or decrease in women's earnings from animals/livestock? On men's earnings from animals/livestock?*

- How much is spent by women and by men on transport cost of sea products - from the farm to home and farm to market? (Source: Matrix 4)
  - *Will there be an increase or decrease on transport cost of sea products as envisioned by the road project? How much will be the increase or decrease on women's transport cost? On men's transport cost?*
  - *Based on the increase or decrease on transport cost, how much is the envisioned increase or decrease in women's earnings from sea products? On men's earnings from sea products?*

- How much is spent by women and by men on transport cost of forest products - from the farm to home and farm to market? (Source: Matrix 4)
  - *Will there be an increase or decrease on transport cost of forest products as envisioned by the road project? How much will be the increase or decrease on women's transport cost? On men's transport cost?*
  - *Based on the increase or decrease on transport cost, how much is the envisioned increase or decrease in women's earnings from forest products? On men's earnings from forest products?*

Step 3. Include the matrices and the analysis in the FS as a sub-heading under *Cost Benefit Analysis* with the title: Gender Aware Cost Benefit Analysis.

Tool 5. Reviewing the Feasibility Study: Checking for Gender Sensitive Language and Consistency in Content and Substance

Who should do this? The DPWH Project Team if possible, together with a gender specialist.

When is this done? During or after the FS stage, before final approval of the FS.

Procedures

Step 1. Using the checklist below, check if the following gender responsive actions have been done by the FS team:

FS Design and Implementing Criteria	Substance	
	Yes	**No**
☐ Did the FS team conduct stakeholder analysis?	Who are the identified stakeholders?	Why:
☐ Did the consultations involve women as part of the target group?	Who are the women consulted?	Why:
☐ Did the FS team gather sex-disaggregated data and statistics?	What kind of sex-disaggregated data have been gathered?	Why:
☐ Did the FS team conduct gender analysis?	What are the gender issues that have been identified during the gender analysis?	Why:
☐ Did the FS team conduct gender-aware cost benefit analysis?	What are the gender equality benefits expected from the project?	Why:
☐ Were gender experts and gender/women institutions consulted by the FS team on how to make the project gender responsive?	Who were consulted?	Why:

Step 2. Gender equality should be inferred in the Introduction/Background, Purpose, Objectives and Project Strategy and these are mentioned in the completed FS. Use the guidelines below:

- The introduction/background mentions the significant and relevant contribution of the project in achieving gender equality in the road and transport sector.
- Potentially supportive measures to promote gender equality are described and laid out in the concept of the road infrastructure project.
- Concrete impacts on gender equality are formulated as project goals and appropriate indicators are developed.
- Evidence of gender equality must be provided in the form of an objective and indicator relating to the objective of the road infrastructure project.
- Gender-specific disadvantages will not occur or, where they cannot be avoided, will be offset by additional measures.
- The approach and procedures adopted to promote gender equality are an integral part of monitoring and evaluating the road infrastructure project.

Step 3. Check for gender data and statistics and gender information.

- All data as much as possible are sex-disaggregated.
- All gender information such as anecdotal observations, comments, issues raised during FGDs or interviews are attributed to women and men, e.g., *the women in the community commented seriously on the maternal mortality rate of the community while the men perceive as alarming the decreasing forest cover around the community.*

Step 4. Check for Gender Sensitivity in the FS: Some Guidelines

- The aim of these guidelines is to help integrate the concerns and voices of women as well as men, and girls and boys in the FS. Key questions to address are:
  - How does an issue affect males and females differently?
  - Why does it affect them differently?
  - What is being done about it?

  The FS should carry this message.

- Gender-neutral/gender-blind information and data neither explicitly address issues related to gender and equality between the sexes nor address "double discrimination" against women and girls of specific ethnic or minority groups. Thus, most gender-neutral/gender-blind information and data implicitly reinforces traditional gender roles and sex stereotypes.

- Images – if photographs are used to highlight an issue, REMEMBER three key words: Equality, Diversity, Sensitivity.
  - Images, photographs and drawings should communicate messages that promote gender equality, rather than perpetuate stereotypical roles by portraying, for example, men in power or women as caregivers.

- Images should respect diversity in sex-role portrayal by showing both women and men in positions of equal status. For example, are men also shown as caregivers in the family? When men and women are portrayed together, showing men in active, assertive positions and women in passive positions should be avoided. Consider portraying the opposite.
- Images should reflect sensitivity towards gender equality and ethnic diversity. For example, photographs portraying global trends should include men and women of different ethnic and racial backgrounds.

- Language - Language should be gender-sensitive rather than gender-blind and/or sexist. This means that it should include both women and men and boys and girls. Gender-sensitive language should be used instead of gender-blind terms, which often results in women and girls becoming invisible. Gender-blind terms, such as "informal economy workers" or "rural non-farm workers", often disguise the fact that women form a large part of these groups. Instead, precise terms should be used, such as "women working in the informal economy" and "boys who are rural non-farm workers" and "young men and women who are facing barriers to…"
  - Use gender-sensitive language instead of sexist terms. For example, instead of "man-hours" use "work hours" or "time worked" ; instead of "housewife" use "homemaker" ; instead of "seaman" use "seafarer" or "mariner" ; instead of "chairman" use "chair" or "chairperson".
  - Avoid using "he", "him" or "men" as so-called generic terms for both sexes. Instead, use the plural : "Officials wishing to improve their knowledge…" or replace the pronoun with an article : "The consultant to be hired will submit a report…" or alternate between using male and female pronouns : "One employee may be responsible for her aged parents. Another may be responsible or his disabled adult child."

- Substance and content of text - The substance and content of the text or message should capture the different impact of events and processes on men and women and girls and boys. The views of both women and men should be represented. Text should explicitly quote and/or summarize these views and identify them as such. Equal numbers of men and women of equal status should be interviewed.
  - Data and information should be broken down by sex. For example, instead of "informal economy workers" use "men represented 20 per cent of informal economy workers and women represented 80 per cent" ; instead of "…all poor farmers said the changes affected their…" use "only 10 per cent of poor male farmers, but more than 45 per cent of poor female farmers said the changes affected their …"
  - The text or message should address relations between the sexes, including power relations both at work and in other contexts, and describe each group's specific experiences, positions, and needs.
  - The text or message should promote the goal of equal partnership between men and women in all walks of life: the world of work, at home and in communities.

Tool 6. Reviewing the Design: Checking for Consistency in Integrating Identified Gender Needs- A Desk Review and Design Validation Exercise

Who should do this? The DPWH Project Team together with a gender specialist, stakeholders and men's and women's groups.

When is this done? During the design stage, immediately after the formulation of a draft design and specifications.

Procedures

Step 1. Gather all the gender related recommendations which have surfaced during the planning phase specifically those that are included in the FS.

- Who the primary/major stakeholders of the project recommended in the stakeholder analysis? Draw a list.
- Who are the women consulted? Draw a list.
- Who are the gender experts and gender/women institutions consulted? Draw a list.
- What kind of sex-disaggregated data and statistics have been gathered? Compile these data.
- What are the recommendations as a result of the gender analysis? Compile these recommendations.
- What are the recommendations as a result of the consultations done with gender experts and gender/women institutions? Compile these recommendations.

Step 2. Invite women and men for a short FGD (maximum 2 hours). The participants should be drawn based on the list of stakeholders and the list of women who were consulted during the FS stage. During the FGD, do the following:

- Present the present the sex-disaggregated data and statistics that have been gathered and compiled.
- Present the recommendations as a result of the gender analysis.
- Present the recommendations as a result of the consultations done with gender experts and gender/women institutions.
- Present the engineering design. It will benefit everyone if this presentation is done using the artist's perspective. Using 3D or 2D visuals will help FGD participants envision the project correctly.
- After all the presentations and clarifications have been made, in plenary, ask the following focus questions, ask the women first, followed by the men, and organize their responses using the matrix:

Focus Group Questions	♀	♂
▪ Do you see the recommendations mentioned in the gender analysis integrated in the project design?		
▪ Do you see the recommendations of the gender experts and gender/women institutions integrated in the project design?		
▪ Are there anymore areas that should be enhanced to make the project more responsive to the needs of women, children and men?		

Step 3. Check for consistency in terms of requirements for PWDs or Specially-abled Women and Men as mandated by Batas Pambansang Bilang 344 – Accessibility Law

Note: Some Provisions of BP 344 (Accessibility Law) is provided in the Appendix.

Step 4. Package the output and draw recommendations for the design team.

Tool 7. Maximizing the Potentials of the Programme of Work: Ensuring Women Participation and Identifying Areas for Engaging Stakeholders during the Pre-Construction and Construction Stage

Who should do this? The DPWH Project Team if possible, together with a gender specialist.

When is this done? During the pre-construction and construction stage.

Procedures

Step 1. <u>During pre-construction stage</u>: identifying areas for women participation in the construction of road infrastructure.

- The DPWH Project Team together with a gender specialist identifies in which areas of work women can be integrated. A list of work for women is generated.
- If and when possible, this listing, and the rationale for providing jobs for women during the construction phase is included in the bidding documents, particularly in the section instruction to bidders. If this is not possible, the DPWH Project Team together with the gender specialist negotiates with the construction firm to provide employment opportunities for women during the construction phase using the list of work for women as reference.
- The DPWH Project Team together with the gender specialist and representatives of the construction firm draw-up social safeguards for women workers.

Step 2. <u>During the construction stage</u>: identifying areas for engaging *Bantay Lansangan* during the construction of road infrastructure.

Invite heads of NGOs and CSOs, church/faith-based groups operating in the area where the road infrastructure project is to be implemented for a meeting. It is also highly recommended to seek out NGOs/CSOs who have track record in monitoring road infrastructure projects such as *Bantay Lansangan*. If there is no such group in the area, participants to this meeting should be drawn based on the list of stakeholders and the list of women who were consulted during the FS stage.

During the meeting:

- Present the road infrastructure project.
- Present the rationale and benefits in engaging stakeholders during the construction of road infrastructure.
- After the presentations and clarifications have been made, solicit commitments to be part of the construction stage by presenting the monitoring framework.

Monitoring Framework		
▪ Are the recommendations based on the results of the gender analysis and the recommendations of the gender experts integrated in the project design implemented?	If yes? Which of the recommendations have been implemented?	If no, why? If partial, what have not been implemented and why?
▪ Did the construction firm provide employment opportunities for women during the construction phase using the list of work for women as reference?	If yes, how many women and men were engaged?	If no, why?
▪ Are there social safeguards initiated for women workers during the construction phase?	If yes, what kind of social safeguards were implemented? e.g., Flexi-time? Longer rest hours? On-site clean comfort rooms with water provided? SSS? PhilHealth?	If no, why?

Step 3. The CSO/NGO volunteer renders a report on the result of the monitoring using the matrix above as basis and submits to DPWH, the Contractor and to the DPWH Committee on Gender and Development (COGAD).

Step. 4. The DPWH COGAD Technical Working Group (TWG) shall evaluate the report submitted by the CSO/NGO volunteer and formulate recommendations for improving gender mainstreaming in road infrastructure projects addressed to the DPWH COGAD Steering Committee for appropriate action.

Tool 8. Conducting Quick Participatory Gender Audits of Completed and Functional Road Infrastructure Projects and Rendering a Report

Who should do this? Ideally, an external gender specialist who is not part of the project team.

When is this done? After the construction phase, a few weeks after inauguration or turn-over. This tool can also be applied as a standard maintenance practice for road projects that have been implemented in the past.

What is a Quick Participatory Gender Audit?

A Quick Participatory Gender Audit (PGA) is a tool and a process based on a participatory methodology. It promotes organizational and project-based learning on mainstreaming gender practically and effectively.

A gender audit conducted at the level of road infrastructure projects will:

- Assess the relative progress made in mainstreaming gender in all stages of project development and implementation;
- Establish a baseline of good practices towards the achievement of gender equality in road infrastructure projects;
- Identify critical gaps and challenges; and
- Recommend ways of addressing them and suggests new and more effective strategies for upcoming projects.

Using this participatory self-assessment methodology, gender audits take into account objective data and project staff perceptions of the achievement of gender equality in the project in order to better understand concrete and unsubstantiated facts and interpretations.

In addition, project level quick participatory gender audits often serve as entry points for the discussion of wider substantive and operational concerns. Sometimes issues are highlighted which are beyond gender, such as:

- The culture of overwork;
- Long hours at the construction site, time pressures;
- The "bead curtain syndrome" (where construction workers are only in contact vertically with their field supervisors);
- The lack of proactive structures for sharing, learning and adapting gender responsive actions; and even
- Issues on corruption.

How does a participatory gender audit differ from a traditional one?

- "Quality audit" or "Social audit" is distinct from traditional financial type of audits – a participatory gender audit is not a financial audit of gender budget.
- A tool and a process based on a participatory methodology to promote project-based learning at the individual, work unit and organizational levels, on how to practically and effectively mainstream gender.

Procedures

For purposes of doing a quick PGA of a completed and functional road infrastructure project, the external gender expert may form an audit team and under his/her leadership, commences to do the following:

Step 1. Desk review of key documents of the project.

- Gather critical and strategic project documents to be reviewed. The following documents are being recommended for review: Project Proposal, TORs of FS, RAP, EIA, Design and Specifications, Program of Works, Bidding Announcements and Gender Reports by the Stakeholders (Tool 7), MOAs and MOUs, among others.
- Gather quantitative and verifiable baseline gender data and information and determine which among these gender data and information have been used in project design.
- Use *Tool 5. Reviewing the FS: Checking for Gender Sensitive Language and Consistency in Content and Substance* to check for sensitivity and consistency of gender messages in the project documents.
- Formulate recommendations to improve gender mainstreaming in future project documents.
- Formulate good/best actions and practices.

Step 2. Semi-structured individual and group interviews.

- List names of women and men to be interviewed. Include in the list of interviewees those who are directly involved in the implementation of the project and the users/beneficiaries of the road infrastructure.
- Gather insights on how gender actions were implemented in the different stages of project development and implementation cycle: planning stage, design stage, pre-construction and construction stage, and maintenance stage.
- Use the results of the interview to draw a profile on the gender responsiveness of the project cycle and craft recommendations on how gender mainstreaming can be further improved in project planning, design, pre-construction and construction, and maintenance stage.
- Formulate good/best actions and practices.

Step 3. Participatory workshops with project staff: managerial, professional and general (support) staff. This workshop can be done during the project's exit conference.

- The workshops are organized as soon as the majority of the interviews are completed. At this stage, the gender audit team is quite familiar with the workings of the project team. The desk review and the interviews will have provided a great deal of insight into the dynamics of the project, and the issues that may need further probing will have surfaced.
- List names of women and men who will be invited to the gender audit workshop. Include in the list of participants those who are directly involved in the implementation of the project and the users/beneficiaries of the road infrastructure. A total of 20 participants, equal number or men and women will be enough to generate gender information and issues on the project.
- Design the workshop with the following objectives in mind:
  - To know the gender actions that have been implemented during the stages of project implementation and how the gender actions were done, and to know who implemented the gender actions.
  - To know what improvements in the quality of life is being expected by the stakeholders/beneficiaries as a result of the gender actions that have been implemented in the road infrastructure project.
  - To gather recommendations on how to improve gender mainstreaming in implementing road infrastructure projects.
- Formulate good/best actions and practices.

Step 4. Writing the report

- Sample of a Gender audit report

Gender audit report

[Name of project] XXXX

[Name of implementing agency] XXXX

[Dates of audit] 13-15 April 2011
[Members of gender audit team]
Ms. .....
Mr. .....
Mr. .....
Ms. .....
Ms. .....
Mr. .....

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  - **Executive summary** (Highlights main points of report including background, methodology and process, and main conclusions and recommendations)
  - **Acknowledgements** (People instrumental in promoting or organizing the audit within the work unit or office who implemented the road infrastructure project)
  - **List of abbreviations and acronyms**
  - **Introduction** (Purpose of the audit and report, rationale for the conduct of the audit, including dates and members of facilitation team)
  - **Methodology** (Describes the methods used in the audit process)
  - **Main conclusions and recommendations** in the key criteria areas:
    - Gender issues in the context of the road infrastructure project and existing gender expertise, competence and capacity building
    - Gender issues in the road infrastructure project's objectives, programming and implementation cycles, and choice of partner organizations
    - Information and knowledge management during the road infrastructure project, within the implementing agency, and gender equality policy as reflected in implementing agency's products and public image
    - Staffing and human resources, decision-making and organizational culture
    - Project staff's perception of achievement of gender equality
  - **Good practices** (write-up of best/good practices gathered during the documents review, interviews and workshops)
  - **Lessons learned from the gender audit process**
  - **Annexes**

For a full instruction on how to conduct participatory gender audits a MANUAL FOR GENDER AUDIT FACILITATORS: THE ILO PARTICIPATORY GENDER AUDIT METHODOLOGY can be downloaded from this address: *http://www.ilo.org/publns*

Tool 9. An Assessment Tool on the Gender Responsiveness of Road Infrastructures and Related Facilities

Who should do this? Ideally, an external gender specialist who is not part of the project team.

When is this done? After the construction phase, a few weeks after inauguration or turn-over. This tool can also be applied as a standard maintenance practice for road projects that have been implemented in the past.

This tool is meant to serve as a guide for assessing the gender responsiveness of road infrastructures and related facilities or the extent to which current road infrastructures reflect the vision of gender mainstreaming.

Procedures

Before using this tool, do the following steps:

1. Select the road infrastructures and facilities to be assessed (i.e., location, and specific areas and facilities to observe); this infrastructure should be located in an area where people are visible (walking, traveling) or services are located (e.g., schools, medical facilities, employment, market, etc.); priority may be given on arterial roads.
2. If inspection is undertaken within a training and with a very limited time (i.e., 30 minutes to 1 hour of observation), the most feasible area for inspection is a 1 kilometer road stretch; if outside of the training, then enough time can be allocated for observing the whole selected portion of the road project.
3. Form a team of at least two field observers and analysts (male and female). Criteria for selection include: i) high level of gender awareness, sensitivity and responsiveness as shown in his or her score in Tool 1 of this Toolkit; and ii) fully supports the vision of gender responsive road infrastructures as shown in his or her score in Tool 2 of this Toolkit.
4. Prepare the necessary materials, i.e., field observation guide, video camera, and pen.
5. Set the date(s) of the field inspection.

During the field inspection:

1. Move around and inspect the road infrastructures and facilities.
2. Use your camera in recording the key features.
3. Use the field inspection guide in identifying areas for observation and inspection.

After the field inspection:

1. Convene the team of field inspectors and analysts.
2. Together, the members of the team will review the Field Inspection Guide and select the items that are applicable to the observed road infrastructure. For instance, there are items that may not be applicable to rural national roads or to city/urban roads, or to unpaved roads. These items can be assessed as “Not Needed”. Corresponding cells are thus ticked.

3. The team will review the data (videotapes and notes) and give each relevant item in the Field Inspection Guide a rating (i.e., no or partial or fully yes) and reasons for the rating. If the item is deemed to be under the responsibility of the DPWH, then the rating is written under the column, Rating of Items under DPWH Responsibility. But if the item is under the responsibility of the local government unit or other government agencies, then the rating is written under the column, Items under the Responsibility of LGU and Other GOs.
4. If team cannot reach a consensus-rating for each item, then compute for the average rating - that is, sum total of ratings of all members of the team divided by the number of members.
5. Compute for the overall quantitative rating (see Procedures for Scoring and Analyzing Answers) and give a list of areas of strengths and areas for improvement. Include in your analysis possible factors (e.g., number of years used, volume of cars, etc.) that have affected the condition of the road infrastructure and related facilities.
6. On the basis of the results, provide recommendations.
7. Present the field inspection results to project managers and staff for their validation, reaction and actions.

Guide for Field Inspection of Gender Responsiveness of Road Infrastructures and Related Facilities

Items	Rating of Items under DPWH responsibility				Rating of Items under responsibility of LGU or other GOs				Reasons for Rating	Recommendations
	Not needed/ applicable	No 0	Partial 2	Fully Yes 4	Not needed/ applicable	No 0	Partial 2	Fully Yes 4		
1. Road Surface (max 4 points)	**Rating: _____**				**Rating: _____**					
1.1 Is the road surface smooth and safe for travel of pregnant women and sick persons?										
2. Pedestrian Areas (max 4 points: compute for average score – sum of scores divided by number of relevant items)	**Average rating: _____**				**Average rating: _____**					
2.1 Are there safe lanes for walking?										
2.2 Are there facilities or signages/pavement marking for crossing streets?										
2.3 Are the facilities/signages/pavement marking for crossing streets in accordance with national standards?										
2.4 Are walking lanes (sidewalks, footpaths, footbridges) free from any obstruction to pedestrian use (e.g., no parked cars, no structures, etc.)										
2.5 Are there ramps for persons with disabilities and women with handcarts or strollers (usually with children or with heavy loads)?										
2.6 Are footbridges sensitive to women's needs for security and personal care?										
3. Lanes for Non-motorized vehicles or Intermediate Modes of Transport (max 4 points; compute for average score – sum of scores divided by number of relevant items)	**Average rating: _____**				**Average rating: _____**					
3.1 Are there exclusive lanes for bicycles, tricycles, trisikad, and other intermediate and non-motorized modes of transport?										
3.2 If yes, are these lanes being used as intended? (rating on this item is also 0 if answer to previous item is no)										
4. Accessibility of Services: Do the road infrastructures make the following services more accessible? (max 4 points: compute for average score – sum of scores divided by number of relevant items)	**Average rating: _____**				**Average rating: _____**					
4.1 Employment/livelihood of both men and women?										
4.2 Schools?										
4.3 Market?										

Items	Rating of Items under DPWH responsibility				Rating of Items under responsibility of LGU or other GOs				Reasons for Rating	Recommendations
	Not needed/ applicable	No 0	Partial 2	Fully Yes 4	Not needed/ applicable	No 0	Partial 2	Fully Yes 4		
4.4 Health/medical facilities?										
4.5 Public transport facilities?										
4.6 Information facilities?										
4.7 Others: _____										
5. Safety and security (max 4 points: compute for average score – sum of scores divided by number of relevant items)	**Average rating: _____**				**Average rating: _____**					
5.1 Are lighting facilities installed?										
5.2 Are the lighting facilities functioning?										
5.3 Are there guardrails and barriers?										
5.4 Free from flooding? (check effects of past typhoons)										
5.5 With drainage system to prevent flooding and minimize slippery roads?										
5.6 Is there a gauging instrument or indicator of road safety especially in areas near water?										
5.7 Is there sufficient geometric design in critical road areas to prevent accidents?										
5.8 With facility for emergency calls?										
5.9 With surveillance videos?										
5.10 With refuge facilities (for first aid and rest areas) in times of crisis (accidents, floods, earthquakes, etc.)?										
5.11 With police visibility or related enforcers?										
6. Hygiene for women and men (max 4 points: compute for average score – sum of scores divided by number of relevant items)	**Average rating: _____**				**Average rating: _____**					
6.1 Are there separate safe and environment-friendly public toilets for women and men?										
6.2 Do **the toilets have potable water?**										
7. Environment-friendly and Aesthetic Features (max 4 points)	**Average rating: _____**				**Average rating: _____**					
7.1 Are there mechanisms to reduce adverse impact on environment (e.g., climate change, pollution)										
7.2 Are road infrastructures and related facilities aesthetically designed?										
Overall Score (Maximum of 28)										

Procedures for Scoring and Analyzing Answers

All seven areas for assessment are given an equal weight, which is a maximum score of 4 and a minimum score of 0.

For areas with one item, such as Road Surface, the answer-rating for the lone item shall serve as the rating of the area. For the computation of the scores of all other areas, which have two or more items, average scores shall be computed: This means that all items will be rated 0 or 2 or 4; then the sum of these ratings will be divided by the number of items.

For example:

2. Pedestrian Areas (max 4 points: compute for average score - sum of scores divided by number of relevant items)	Not needed/ applicable	No (0)	Partial (2)	Fully Yes (4)
2.1 Are there lanes for walking?				/
2.2 Are there facilities or signages/pavement marking for crossing streets?			/	
2.3 Are the facilities/signages/pavement marking for crossing streets in accordance with national standards?			/	
2.4 Are walking lanes (sidewalks, footpaths, footbridges) free from any obstruction to pedestrian use (e.g., no parked cars, no structures, etc.)			/	
2.5 Are there ramps for persons with disabilities and women with handcarts or strollers (usually with children or with heavy loads)?		/		
2.6 Are footbridges sensitive to women's needs for security and personal care?	/			

Item 2.6 will not be included because it has been analyzed as not needed or not applicable.

To compute for the average score for above example:

- Sum up the scores: 4 (for item 2.1) + 2 (for item 2.2) + 2 (for item 2.3) + 2 (for item 2.4) + 0 (for item 2.5) = 10
- Divide the sum of 10 with total number of applicable items: 10/5 = 2
- Average rating of Pedestrian Area for the above example is 2.

1. Compute for the average ratings of all other areas with two or more items in the same fashion.
2. When the average ratings of all the seven areas have been computed, compute for the overall score by adding up the average ratings of the seven areas.
3. Locate the overall rating of the assessed road infrastructure and related facilities patterned from the NEDA Harmonized GAD Guidelines:

Interpretation of Overall GAD Scores

Raw Scores	Qualitative Values
0 – 7.9	GAD is invisible in observed road infrastructure and related facilities (Needs GAD technical assistance or advice in all areas)
8 – 14.9	Road infrastructure and related facilities have promising GAD prospects (Needs GAD technical assistance in some areas)
15 – 21.9	Road infrastructure and related facilities are gender-sensitive (Needs GAD technical advice in a few areas)
22 – 28	Road infrastructure and related facilities are gender-responsive (to be commended)

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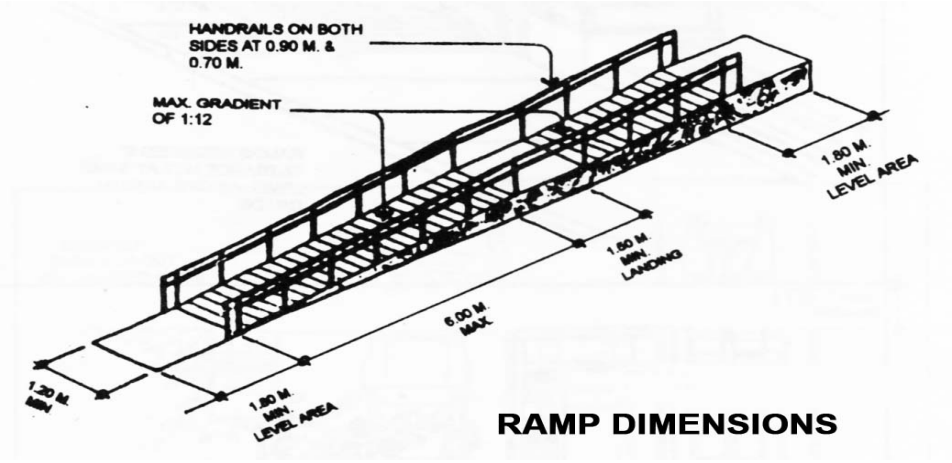
Appendix

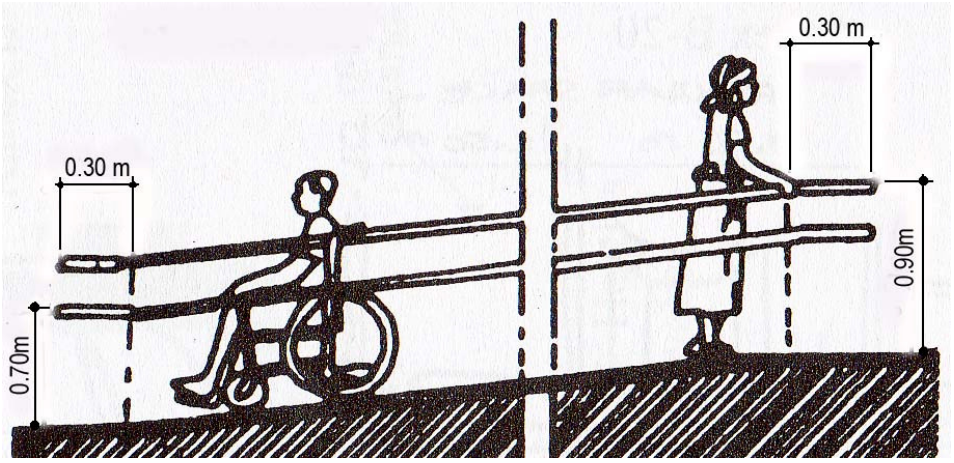
Some Provisions of Batas Pambansa Bilang 344 (Accessibility Law)

- Scope: (Rule I, Section 3, Amended IRR of BP 344)
  - Public and private buildings and related structures for public use and which shall be constructed, repaired or renovated
  - Streets and highways and public utilities
  - Public transport terminals including those of LRTA

- Application: (Rule I, Section 4, Amended IRR of BP 344) - Streets, highways and transport related structures to be constructed –
  - Streets, highways and transport related structures shall be provided with the following barrier-free facilities and accessibility features at every pedestrian crossing, ramps and other accessible features in buildings of the sectoral offices and attached agencies of the DOTC; transportation terminals and passenger waiting areas for use of disabled persons:
    - Cut-out curbs and accessible ramps at the sidewalks
    - Audio-visual aids for crossing
    - EXCEPTION: Requirements for accessibility at pedestrian grade separations or overpasses and underpasses may be waived.
    - Existing streets and highways to be repaired and renovated - The accessibility requirements shall be provided where the portion of existing streets and highways to be repaired or renovated includes part or the entire pedestrian crossing.

Note: The Law and the IRR provides sketches and specifications that will be useful for the design team. Some examples of these sketches are provided here:

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