



Initial Poverty and Social Analysis

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Philippines: Manila Metro Rail Transit Line 4 Project

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INITIAL POVERTY AND SOCIAL ANALYSIS

Country:	PHILIPPINES	Project Title:	Manila Metro Rail Transit Line 4 Project
Lending/Financing Modality:	Multitranche Financing Facility	Department/Division	SETC/SERD

I. POVERTY IMPACT AND SOCIAL DIMENSIONS
A. Links to the National Poverty Reduction Strategy and Country Partnership Strategy
<p>The updated Philippines Development Plan 2017–2022 (uPDP) aims to lay a stronger foundation for inclusive growth including through increasing the country's growth potential and accelerate strategic infrastructure development. The uPDP express objectives are to "enhance efficiency of the transport sector through providing adequate, accessible, reliable, and safe access for people" and ensuring that "access and other support facilities for marginalized sectors (senior citizens, persons with disabilities, women, etc.) will be integrated in the design of transport infrastructure projects".¹ Under ADB's Country Partnership Strategy, infrastructure operations will be one of the main channels of contribution to the strategy's three strategic pillars (i) accelerating infrastructure and long-term investments, (ii) promoting local economic development, and (iii) investing in people. The government's road map for infrastructure development in National Capital Region illustrates the need for efficient urban public transport systems in Metro Manila.² The proposed project will support inclusive growth by providing improved mobility through the provision of an affordable modern public transport system. The proposed project is aligned with the ADB's country partnership strategy. The MRT4 project is listed as a priority project under the government's "Build, Build, Build" initiative to increase coverage of public transportation services and mobility of people in Metro Manila. This project is also aligned with Sustainable Development Goal 11.2 to "provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons."</p>
B. Poverty Targeting
<p><input checked="" type="checkbox"/> General Intervention <input type="checkbox"/> Individual or Household (TI-H) <input type="checkbox"/> Geographic (TI-G) <input type="checkbox"/> Non-Income MDGs (TI-M1, M2, etc.)</p> <p>The Project will extend metro rail services and have an indirect poverty reduction impact of reducing transport costs and improving mobility for the local population in the project areas. Vulnerable households affected by the project land acquisition will receive assistance for livelihood restoration and improvement.</p>
C. Poverty and Social Analysis
<p>1. Key issues and potential beneficiaries. The public transport users will be the direct beneficiaries. The project will improve the capacity, availability and reach of public transport, which is commonly the transport mode of the poor, by extending the metro rail network. World Economic Forum's Global Competitiveness Report, 2017–2018 ranked the country's infrastructure 97th out of 137 countries surveyed, behind regional peers.³ Pollution and time wasted due to road congestion leads to economic losses, estimated in 2014 to be at least \$53.6 million per day (around \$18 billion per year) in Metro Manila. Lack of safe and efficient public transport disproportionately hurts people from low-income families, especially children, women, the elderly, and persons with disabilities, as it impedes their access to schools, markets, employment, and social services.</p> <p>2. Impact channels and expected systemic changes. Improved mobility and access to social services, social activities, and livelihood opportunities. Time loss will be reduced, increasing livelihood opportunities notably for persons without other means of transport. Improvements in public transport will reduce traffic congestion and emission in the living areas of the poor.</p> <p>3. Focus of (and resources allocated in) the transaction TA or due diligence. Assessment of impacts associated with involuntary resettlement. Special attention will need to be paid to the needs of vulnerable affected persons, such as informal settlers and vulnerable groups. Social assessment will need to consider the scope of risks associated with the project such as safety considerations during construction and operation phases.</p>
II. GENDER AND DEVELOPMENT
<p>1. What are the key gender issues in the sector and/or subsector that are likely to be relevant to this project or program?</p> <p>(i) Railway facilities unsafe and inadequate for women and vulnerable groups. Train station facilities do not comply with the minimum standards of the Accessibility Law, and the defective and decrepit facilities have caused</p>

¹ Government of the Philippines, National Economic and Development Authority. 2016. [AmBisyon Natin 2040](#). Pasig.

² ADB. 2019. [Country Operations Business Plan: Philippines, 2020–2022](#). Manila.

³ World Economic Forum. 2017. [The Global Competitiveness Report, 2017–2018](#). Geneva.

<p>accidents to commuters most of them are women⁴ and continue to put at risk the comfort and safety of pregnant women, parents with very young children, the elderly, and persons with disabilities, and transgender individuals. (ii) Unequal employment opportunities in the rail sector. As of 2018, there were fewer women than men employed in the existing railways (LRTA 2, 39% ; MRT 3, 49%; and PNR 14%),⁵ a trend consistent with the female national labor force participation rate (LFPR) (46.9%) compared to male LFPR (73.9%), as of January 2021.⁶ (iii) Gender-based violence, sexual exploitation, abuse and harassment (GBV-SEAH), a serious yet commonly ignored risk in large public infrastructure projects during both construction and operation and maintenance, disproportionately affects women and vulnerable members of the community surrounding the project areas, including children and LGBTQ persons. A UN Women survey showed that harassment is a common experience of women while in the streets, major roads, alleyways and inside public transport vehicles.⁷ (iv) Limited gender mainstreaming capacity of the Department of Transportation (DOTr). The 2016 Gender Mainstreaming Evaluation Framework Organization Assessment results of the agency shows the need to improve the capacity of the DOTr Rail subsector in planning, implementation, management, monitoring, and evaluation, which may be contributory to the other three issues discussed above.</p>
<p>2. Does the proposed project or program have the potential to contribute to the promotion of gender equity and/or empowerment of women by providing women access to and use of opportunities, services, resources, assets, and participation in decision-making? <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No Yes. It will contribute to improved women's access to gender-responsive infrastructure and services; employment opportunities; protection from GBV; and institutional environment for gender equality.</p>
<p>3. Could the proposed project have an adverse impact on women and/or girls or widen gender inequality? <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No</p>
<p>Displacement associated with land clearance has the potential to disrupt social networks and livelihoods that are invaluable to women. Also, during the building of the infrastructure, women and girls around the project area may be exposed to GBV-SEAH committed by project personnel. This will be mitigated by addressing GBV-SEAH in the grievance redress mechanism (GRM).</p>
<p>4. Indicate the intended gender mainstreaming category:</p>
<p><input type="checkbox"/> GEN (gender equity) <input checked="" type="checkbox"/> EGM (effective gender mainstreaming)</p>
<p><input type="checkbox"/> SGE (some gender elements) <input type="checkbox"/> NGE (no gender elements)</p>
<p>III. PARTICIPATION AND EMPOWERING THE POOR</p>
<p>1. Who are the main stakeholders of the project, including beneficiaries and affected people? Explain how they will each participate in the project's design. Main institutional stakeholders include DOTr, Social Housing Finance Corporation (SHFC) and the Department of Human Settlements and Urban Development (DHSUD). SHFC and DHSUD manage resettlement of informal settler households and will be involved in resettlement planning. People affected by land clearance and their community-based organizations will contribute to assessing impacts, needs and mitigation measures. Public transport users including vulnerable groups will be beneficiaries and assist by participating in consultations to clarify their concerns.</p>
<p>2. Who are the key, active, and relevant CSOs in the project area? Active, relevant CSOs will be identified early in project preparation through a stakeholder analysis. Key CSOs with an active interest in informal settler issues and rights will need to be included in the consultation process, including on rights related to public transportation, pedestrian mobility, and safety in public spaces. CSOs are expected to represent urban poor, women, and vulnerable groups interested in ensuring project contribution to social inclusion.</p>
<p>3. Are there issues during project design for which participation of the poor and vulnerable is important? <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No If yes, what are these issues?</p>
<p>People affected by involuntary resettlement will need to be consulted on mitigation measures and implementation arrangements. People residing near the metro rail line will need to be thoroughly informed about safety considerations. Accessibility, convenience, and safety issues of women and vulnerable groups should be addressed in project design.</p>
<p>4. How will the project ensure the participation of beneficiaries and affected people, particularly the poor and vulnerable and/or CSOs, during project design to address these issues? The project will meet with local governments, nongovernment organizations and/or community-based organizations, and local communities and affected people. It will supplement information gained from these meetings with surveys.</p>
<p>5. What level of CSO participation is planned during the project design?</p>

⁴ The Manila's Metro Rail Transit (MRT) 2016-2018 Incident Monitoring System recorded that 74% of accidents due to defective facilities involved women.

⁵ Source: 2018 LRTA, MRT3 and PNR list of personnel.

⁶ Philippine Statistics Authority. 2021. [Employment Situation in January 2021](#). (Table D, Key Employment Indicators by Sex, Philippines January 2021, October 2020, and January 2020).

⁷ UN Women. 2016. [Safe Cities Quezon City: Baseline Study Results](#).

<u>H</u> Information generation and sharing	<u>M</u> Consultation	<u>L</u> Collaboration	<u>NA</u> Partnership
IV. SOCIAL SAFEGUARDS			
A. Involuntary Resettlement Category <input checked="" type="checkbox"/> A <input type="checkbox"/> B <input type="checkbox"/> C <input type="checkbox"/> FI			
1. Does the project have the potential to involve involuntary land acquisition resulting in physical and economic displacement? <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No			
Involuntary resettlement impacts are expected to be mostly associated with clearance of informal settlers on existing alignment areas and land acquisition for new alignment sections, stations, and the depot. A total of around 8 hectares are estimated to be needed to be acquired, mostly for the depot. During project preparation, resettlement surveys and consultations with affected people will be undertaken to assess the nature of the impacts and prepare appropriate mitigation measures as required under the ADB SPS (2009).			
2. What action plan is required to address involuntary resettlement as part of the transaction TA or due diligence process?			
<input checked="" type="checkbox"/> Resettlement plan <input checked="" type="checkbox"/> Resettlement framework <input type="checkbox"/> Social impact matrix <input type="checkbox"/> Environmental and social management system arrangement <input type="checkbox"/> None			
B. Indigenous Peoples Category <input type="checkbox"/> A <input type="checkbox"/> B <input checked="" type="checkbox"/> C <input type="checkbox"/> FI			
1. Does the proposed project have the potential to directly or indirectly affect the dignity, human rights, livelihood systems, or culture of indigenous peoples? <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No			
2. Does it affect the territories or natural and cultural resources indigenous peoples own, use, occupy, or claim, as their ancestral domain? <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No			
The proposed project will be in urban areas with no communities qualifying as indigenous people groups under ADB's SPS. It will be verified that no traditional claims exist for land used by the project.			
3. Will the project require broad community support of affected indigenous communities? <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No			
4. What action plan is required to address risks to indigenous peoples as part of the transaction TA or due diligence process?			
<input type="checkbox"/> Indigenous peoples plan <input type="checkbox"/> Indigenous peoples planning framework <input type="checkbox"/> Social impact matrix <input type="checkbox"/> Environmental and social management system arrangement <input checked="" type="checkbox"/> None			
V. OTHER SOCIAL ISSUES AND RISKS			
1. What other social issues and risks should be considered in the project design?			
<input checked="" type="checkbox"/> Creating decent jobs and employment <input checked="" type="checkbox"/> Adhering to core labor standards <input type="checkbox"/> Labor retrenchment <input checked="" type="checkbox"/> Spread of communicable diseases, including HIV/AIDS <input checked="" type="checkbox"/> Increase in human trafficking <input checked="" type="checkbox"/> Affordability <input type="checkbox"/> Increase in unplanned migration <input type="checkbox"/> Increase in vulnerability to natural disasters <input type="checkbox"/> Creating political instability <input type="checkbox"/> Creating internal social conflicts <input type="checkbox"/> Others, please specify _____			
2. How are these additional social issues and risks going to be addressed in the project design?			
Preparation of bidding documents will include provisions for adherence to Core Labor Standards. Project preparation will need to ensure that COVID-19 awareness and prevention measures are adequately implemented. The project preparation will include analysis of affordability issues.			
VI. TRANSACTION TA OR DUE DILIGENCE RESOURCE REQUIREMENT			
1. Do the terms of reference for the transaction TA (or other due diligence) contain key information needed to be gathered during transaction TA or due diligence process to better analyze (i) poverty and social impact, (ii) gender impact, (iii) participation dimensions, (iv) social safeguards, and (v) other social risks? Are the relevant specialists identified?			
<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No			
2. What resources (e.g., consultants, survey budget, and workshop) are allocated for conducting poverty, social, and/or gender analysis; and the participation plan during the transaction TA or due diligence?			
The TRTA for the project will include consultants and survey budget for undertaking the relevant due diligence and prepare any necessary project documents, including preparation of Poverty and Social Analysis, IR due diligence and planning documents, and indigenous people due diligence. DOTr will prepare the required documents for ADB review and approval. DOTr has experience with requirements related to ADB financing. It is suggested that the due diligence team will comprise of a tandem of international and national specialists in the following areas: resettlement (IS: 1PM; NS:1 PM); gender and social development (IS: 1PM; NS: 2PM).			