



## Engendering Resource Management:

A PRAGEN Pilot Project In The Itogon Community, Benguet Province Philippines  
Using Participatory Rural Appraisal and ECOGEN Tools

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Gender and Resource Management:  
A PRAGEN Methodology

*Cover photo - Pocket mining is the major source of livelihood of residents of Ucab involving not only the males but also wives and children*

*Photo credit Mr Nito Meneses*

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A pilot gender participation project on resource management is truly interactive through a synergism of efforts which the grassroots community catalyzes

Acknowledgement is foremost to the women and men of the Ucab and Tram villages, the main catalysts in the Engendering Resource Management (ERM) project using the PRAGEN methodology in the Philippines

In response to the villages' gender participation, an energized collaborative stimulus emerged between five sectors - the United States Agency for International Development as donor, the Jaime V Ongpin Foundation Inc as NGO, Benguet Corporation as private sector, the Department of Environment and Natural Resources as lead government agency, and the Itogon Municipal Government as the local government unit

The United States Agency for International Development (USAID), specially through efforts of Ms Gretchen Bloom, WID/Gender Advisor of the Asia Bureau, Washington provided the professional motivation as a gender colleague not only to test the waters in linking participation and gender in a grassroots setting but that a gender resource management program with a cross section of local women's groups participating in all stages of design, implementation and evaluation be realized Diane Lavoy, Special Adviser on Participation to the USAID Administrator together with Ms Phyllis Forbes, Director, Office of Development Resources, Asia Bureau encouraged the Philippine grassroots setting as a classic field area where Philippine NGO experience can serve as role model in measuring, to a certain degree, indicators for gender participation Mr Richard Whitaker, Chief, Democracy and PVO Cooperation, Asia Bureau, Washington emphasized the need to ensure that gender concerns are a serious part of the strategic planning of democratic initiatives which focus on democratic representation, respect for human rights, encourage democratic values and promote lawful governance Fatima Verzosa, WID Officer Philippines provided the ERM impetus by recognizing that women's roles and responsibilities will create the needed visibility for women to be contributory to economic development Mr Donald Spears, head trainer of the GENESYS Project during the Asian Women Workshop held in conjunction with the Annual NGO PVO Meeting in Cebu, Philippines provided the analytical skills in translating gender tools into fieldwork initiatives

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The Honorable Mayor Cresencio Pacalso, and Councilor Lyman Yapyapan of Itogon Municipality, Benguet Province were principal participants in the ERM implementation, showing that under the Local Government Code, planning needs direct intervention of the community

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To Barbara Thomas Slayter, Head, Clark University's International Development and prime author of the ECOGEN who set gender directions through her field studies conducted in Kenya, Honduras, Kenya, Nepal and the Philippines which awakened gender responses from women development practitioners belonging to the South

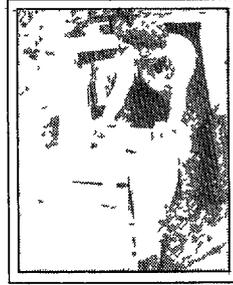
To Richard Ford, Director, Research of Clark University's International Development, and author/advocate of Participatory Rural Appraisal (PRA) As my mentor he taught me how to pursue the initial links of PRAGEN with professionalism, analytical skills and a deep respect for community institutions

To my husband, Jan and children, Soraya, Sabrina and Sharjan, my parents, Guillermo and Patria Guzman, my sisters, Miryan and Thelma, nephew Patrick and foster aunt, Ms Zena Seguis, who provided me the needed stimulus to pursue the PRAGEN

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# INTRODUCTION: Linking Participation, Gender and Development Through PRAGEN

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.Engendering Resource Management (ERM), is a case study using Participatory Rural Appraisal (PRA) and Environment, Community Organization and Gender Tools (ECOGEN) in a methodology called PRAGEN

PRAGEN's main objective is to link participation and gender in sustained grassroots participatory development. PRAGEN is a Third World concrete response "for" and "from" the community, NGO, donor and government's initiatives to maximize both human and financial resources to obtain a sustainable empowerment of women and men who are direct stakeholders of the fragile ecosystem which determine their survival

USAID Administrator J Brian Atwood's recent Declaration of Participatory Principles (Refer to Annex 1, November 16, 1993) emphasizes that "to overcome the tendency of projects to benefit only the local elites, we will use gender analysis and techniques for data collection and consensus building such as participative rural appraisal (PRA). PRA is a development planning methodology that helps the different groups and institutions in a given community to agree on a common course of action and to take an active role in organizing the inputs of the various outside agencies." (Atwood 1993)

Mr Atwood adds that recognizing and acting upon women's central roles in the development process is a decisive element in achieving sustainable improvements in the economies and social well being of developing countries. USAID's efforts to achieve dynamic, long lasting growth will only succeed if AID resources empower women as well as men to seize opportunities, and make a difference for themselves, their families, and their communities" (WID 1993)

Gender participation has become a development thrust among development practitioners and researchers to include the International Institute of Environment and Development (IIED) in England who are pioneers of the Rapid Rural Appraisal. IIED's Sustainable Agriculture Programme claims that though the use of participatory approaches is ever increasing and while in "theory" it aims to involve everyone and minimize bias, gender issues remain forgotten. The extent to which gender is incorporated as an analytical concept in participatory approaches is generally determined by the personal commitment on the part of the people involved in this issue (Gujt 1993)

Clark University's International Development Department's field and analytical case studies implementing PRA and ECOGEN conducted in Nepal, Kenya, Madagascar,

Botswana, Gambia, Honduras and many more countries deserves commendation from Third World development specialists since PRAGEN was conceived using primarily PRA and ECOGEN tools adapted to specific communities with specific gender considerations

Bilateral and international agencies have joined the gender thrust through the Socio Economic and Gender Analysis (SEGA) training pilot program- a collaboration between the Economic Development Institute (EDI) of the World Bank, the United Nations Development Program (UNDP) and the Food and Agriculture Organization (FAO). The WID coordinator of EDI states that SEGA's goal is to institutionalize gender responsive policy making and program planning among selected international and national agencies responsible for development. It is observed that competency among development professionals in formulating policies and designing national projects taking gender into account is in very short supply, and while women in development (WID) training have been carried out by many organizations over the years, there has been very little collaboration among them resulting in considerable duplication and inefficient use of resources (Dell 1993)

Today, development specialists employed as NGOs or members of international organizations continuously seek cost effective and adaptable gender tools to ensure that with sustainability, three other development objectives are inherent in any resource management development cycle: stability, equitability and productivity for both women and men

PRAGEN as a gender participation methodology is not a blueprint to answer varied gender concerns so critical in resource management planning and development but joins the learning process as a development tool that attempts to link gender and participation not in a classroom but in village setting where communities, NGOs, donors and government all participate as direct and indirect stakeholders

## WHAT IS PRAGEN?

The PRAGEN methodology is a combination of a Participatory Rural Appraisal (PRA) with Environment, Community Organization and Gender Analysis (PRAGEN) since equal participation of both women and men is organic in any phase of natural resource management project cycle. PRAGEN methodology is organized, systematic, yet flexible in the field

PRAGEN enables a multidisciplinary team of NGOs, local government representatives and technical personnel

help communities (women and men) collect data, analyze cause of problems, rank problems in order of severity, select solutions, and adopt an agreed-upon plan of action (Ford, Lelo, Ayieko 1992) Integrating some or all aspects of PRAGEN incorporates it into a practical, time and cost effective development tool since it is conducted at a maximum of fifteen field days

PRAGEN is indispensable for gender collective action, responsibility and welfare PRAGEN likewise provides and reinforces women and men with an internal community institutional strengthening and capability building PRAGEN supports the assertion that the fundamental elements of effective resource management - sustainability, productivity, equitability - can be strengthened with explicit attention to gender (Thomas- Slayter, Esser, Shields 1993)

But PRAGEN crisscrosses beyond gender disaggregated information since it pursues other factors as age, ethnicity and livelihood as important subsets for further gender analysis if a community action plan is to succeed Understandably, a development plan is one thing but gender indigenous realities are the real determinants for sustained resource management participation

Reality one confirms that community settings have inherent stratification where socio cultural economics and political authority determine control and decision making No more is this more evident than in communities where the resource base experiences diminishing supply and access to resources spells added conflicts and growing misconception

Reality two confirms that the justification of sound biodiversity conservation placed on an equal footing with immediate food security needs more than an educational environmental campaign since communities continuously search for immediate, alternative means of livelihood at whatever extractive cost to the environment since this spells their survival

Reality three confirms that beyond women and men household and productive roles, resource management initiatives can cut deeply through women versus women and men versus men collective action due to increasing disparity between the "haves" and the "have nots" reinforcing their fatalistic view that their lives have no choice but to conform to authoritarian dependence

In summation, PRAGEN has been both flexible and adaptable to respond to indigenous realities specific to each community Within the learning process, PRAGEN as a development tool can serve several functions a training tool, research tool, an assessment tool for existing or future projects, a monitoring and evaluation tool How Pragen responds to a variety of tool functions will be detailed in the Daily Activities report section

## **PRAGEN: A RATIONALE WITH NINE STRENGTHS**

Traditionally, marginal communities' problems and solutions were elicited, articulated, analyzed and interpreted by development experts either through in depth studies,

group interviews, rapid rural appraisals, random sample surveys of communities Despite the most optimistic assessments of communities' readiness to articulate resource management problems and solutions, it was rare that such expressions came spontaneously without external or internal prodding of some kind Rare too, was the inclusion of these women and men respondents in conceptualizing any phase of the project cycle Respondents viewed the information gathering activities as extractive in nature, often expressing disinterest and suspicion as to the underlying motive of these questioning activities

Some data from these extractive resource management activities did reveal though that determined patterns of behavior due to pressing economic needs and diminishing natural resources increased labor expectations from women to augment family income but lessened women's decision making responsibilities within their household and community Moreso, there was rarely a clear-cut distinction between domestic labor for household consumption and for income earning activities, between economically active and inactive family members, and between agricultural and non-agricultural tasks

Thus, the relationship of gender participation in sustainable resource management plan recommends itself through PRAGEN First, it fits well into increasingly emphasized grass root level democratization of resource management systems and participatory development (Cernea 1989) Second, it recognizes that indigenous knowledge and decision making systems of women and men which have been ignored, neglected and maligned is a sustainable strategy for resource conservation based on generations of experience and valuable knowledge that the formal sector has yet to learn (Warren 1990)

Third, it establishes women and men into their traditional mode of existence, which is maintaining food security through the safeguarding of local, natural resources

PRAGEN offers a modified approach to the identification of basic needs through its nine strengths (Ford, Noah, Lelo 1992) which fit into the the Third World's communities' socio economic and cultural perspectives

### **Strength 1 Focuses on Rural Communities**

Participation of women and men in the institutions and systems that govern their lives is a basic human right and essential for economic development Government, NGOs and donors should recognize this right

Rural development strategies can only realize their full potential through the active participation of disadvantaged groups, women and men belonging to and who are capable of designing, implementing, monitoring and evaluating programs suitable to their needs and desires

### **Strength 2 Offers Alternatives for Marginal Areas**

A participatory project cycle is not welfare or charity for communities PRAGEN is productivity oriented, aimed at increasing the productive incomes of communities and strengthening their existing capacities as resource users and producers



*Residents engage in weaving during the rainy season when they are unable to work in the tunnels*

### **Strength 3 Uses Approaches Sensitive to Gender Needs**

PRAGEN realizes that women in communities are the resource managers and labor force participants in the forestry and agriculture sectors. Scarcities of fuel, food, water and land and further forest degradation most seriously affect women because of their heavy dependence on the resource base to meet family needs.

### **Strength 4 Systematizes Rural Participation**

Most environmental NGOs and donors belonging to the developing world are directing its efforts to communities as a means to involve women and men in resource management. PRAGEN starts with the premise that (1) if effective, participatory tools are used in existing, traditional communities' institutions, then (2) these same institutions will be strengthened to achieve popular participation in resource management.

### **Strength 5 Uses Visual Materials and Group Discussions**

PRAGEN's use of indigenous visual materials common to communities becomes a participatory communication system that allows familiarity with their cultural diversity. PRAGEN's focus on group discussions will show how many members of any community recognize the particular set of problems of a specific group and works out a solution to the group's specific need.

### **Strength 6 Enables Rural Residents to Interact**

PRAGEN acknowledges that communities know best what is good for them. They represent a massive human resource in terms of labor potential, practical indigenous knowledge, experience and ideas. Better interaction between members improves project design's long term human relations.

### **Strength 7 Integrates Sectors**

The best results in resource management development can be obtained when the work of separate government agencies and NGOs are coordinated at the community level so that each agency represented can make its maximum contribution to scale up efforts in an integrated regional and national scale. PRAGEN defines coordination in the context of "equality" among the government agencies and NGOs involved.

### **Strength 8 Integrates Organizations**

The question of costs elicit a large amount of voluntary participation among the diversified, stratified groupings belonging to communities. Integrated problem solving and integrated initiatives by different cultural communities organizations may effect an integrated responsibility. It is through the PRAGEN process that structural changes (at a cost per unit lower than other methods) may spread to encompass a larger number of participants.

### **Strength 9 Concludes with a Community (Village) Action Plan**

Mobilizing participation of communities into a Commu-

nity (Village) Plan removes the distrust and exploitation generally felt by communities in externally designed programs. PRAGEN establishes ownership to problems and solutions that only men and women of the community can mutually identify and solve.

## **PRAGEN IN ACTION: UCAB VILLAGE IN THE ITOGON MUNICIPALITY, BENGUET PROVINCE**

### **WHY UCAB - A Project Rationale**

There were three concerns in designing a resource management project for Ucab's mining communities.

First, there was no existing nor shared collaborative framework between local government agencies, NGO, and private sector with the Ucab community to assist planners in understanding the complex interplay of identifying the needs of a highly dependent community as a causative effect to the immediate constraints they face in searching for alternative means of livelihood to prevent further environmental extraction.<sup>1</sup>

Second, was the absence of a gender policy formation and analysis for Ucab, that could serve as a complementary linkage to long term resource management planning with full consideration of Ucab's highly stratified community determined by their heavy dependence on a non-renewable, irreplaceable resource base which is gold.

Third, was the existence of indigenous realities (basically gender neutral) pervasive in Ucab as "who" had control over mining rights, "what" tenure systems could be provided for the landless and squatters, "why" other natural resources as water and forests other than gold was rapidly diminishing, "whose" moral responsibility should spearhead exploring alternative means of livelihood, or "how" private, community NGO and LGU efforts could respond equitably to indigenous realities that they may have no control of.

However, Philippine Department of Environment and Natural Resources (Cordillera Autonomous Region), the private sector (Benguet Corporation) and the Philippine NGO (Jaime V Ongpin Foundation, Inc) and the local government unit (Itogon municipality) recognized the important, critical, and dual role that gender plays in protecting the dwindling resources of Ucab. Such recognition supported an Engendering Resource Management using Participatory Rural Appraisal and ECOGEN tool conducted in Ucab under project name ERM.

The ERM project rationale was directed towards improved opportunities and participation of Ucab women and men in the design, execution and maintenance of resource management. This direction was an improvement from previous social welfare programs that targeted Ucab women as mere aid recipients or beneficiaries of traditional training as sewing, cooking which enhanced their domestic roles or providing men with mining jobs that cultivated the employer-employee distinctive demarcation. The

**1 Constraints in the ERM context is defined as dwindling gold supply as main resource base that community and private sector are heavily dependent on.**



*Gold-panning in streams near the mine sites is a source of livelihood*

Ucab community's capacity, their freedom to make choices and to participate equitably in sustained resource management development was admittedly overlooked

A second rationale of the ERM in Ucab needed to integrate private sector and community sectoral constraints into a collective grassroots development agenda to enhance Ucab's productive, human resources in the long term

Participants agreed before the ERM conduct that deeply rooted discriminatory practices and long held views of gender roles in particular had to be understood, respected, incorporated and documented if Ucab stakeholders want to progress for the next generation

Thus, IF Ucab women and men are given equal responsibilities to protect dwindling resources, any project in their mining community, should include gender analysis to understand that their division of labor, their indigenous knowledge, their participation in community institutions could spell the difference in the success or failure in resource management planning and implementation

### UCAB'S ERM OBJECTIVES

The ERM pilot project activity had two objectives

- 1 To conduct a 13 day Pilot Gender Sensitive Planning Activity with the Ucab grassroots community Using Participatory Rural Appraisal (PRA) and Gender Tools in devising a Gender Resource Management Action Plan (GRMAP), and
2. To document and publish, "Gender and Resource Management (GRM): A PRAGEN Methodology Pilot Project In Ucab Using Participatory Rural Appraisal (PRA) and Gender Sensitive Tools."

Gender Specific Objectives included

- 1 Incorporating the linkage between Participation and Gender Analysis in all stages of the ERM planning/activity for JVOFI, BC, concerned government agencies and USAID
- 2 Testing the effectiveness of PRA and Gender tools in a grassroots setting to obtain gender disaggregated data spatial, institutional and temporal data
- 3 Identifying the Gender Resource Management Action Plan (GRMAP) accountability of sectors ( women, youth, mining, farmer sectors, NGO and government agencies) in ensuring sustainability of GRMAP.

### UCAB'S HISTORY OF TRIBAL HIGHLANDERS

The puroks<sup>2</sup> of Ucab Proper and Antamok<sup>3</sup> Tram belong to the village of Ucab, municipality of Itogon located in Benguet Province, the Philippines The name Ucab was given by early Spanish explorers who upon reaching the site saw a mother and a daughter working at their "kaingin" or swidden farm The explorers, as old folks told the tale, asked mother and daughter where they were Unable to understand each other due to language differences, the 2 Puroks are a cluster of houses, sitios are contiguous purok groupings.

Spaniards heard the mother say something to her daughter "UCAP mo itan," meaning "lift that thing " The Spaniards then having only ciphered the word "UCAP" from the conversation, possibly understood that the site was called "UCAP" Many generations have passed and perhaps, the site "UCAP" had been altered to the name UCAB

The first dwellers of UCAB were the Ibalois of the Benguet cultural community who were the predominant highlanders They owned the lands where they cultivated their "uma" or kaingin As colonialism spread, lowland settlers to include multinational companies bought the land since they speculated that Ucab's mountains were rich in mineral resources, particularly gold deposits.

### LAND, GOLD, SOIL AND WATER: DETERMINANTS OF LIVELIHOOD

Total land area of Ucab is more or less, 1070 hectares distributed among five sitios namely Northern Ucab sitio which has ten puroks, Western Ucab with eight puroks, central Ucab sitio with 7 puroks and eastern Ucab with three puroks Of the 1,070 Ucab hectareage, more than half or approximately 607 hectares is classified as watershed/ mineral area while only 3 per cent or 274 hectares is classified as residential

Ucab is bounded on the north by **Barangay 3 Tuding**, the east by Barangay Loakan and the west by Barangay Gumatang All barangays belong to the Itogon municipality which is located 19 kilometers east of Baguio City, roughly 27 kilometers from the provincial capitol of La Trinidad, Benguet and 269 kilometers north of Manila

The topography of Ucab is generally a mountainous terrain with narrow valleys crisscrossing its entire span Mountain slopes range from 18 degrees in the uplands to 50 degrees along mountainsides It has two pronounced seasons - the wet and dry The dry season occurs late November until the end of May while the rest of the year is rainy season The rainy season experiences cold temperature especially in the uplands though the summer months are less warm compared to lowland areas of Benguet province Minimum temperature is placed at 3 degrees Celsius while maximum temperature is at 29.72 degrees Celsius Average annual rainfall stands at 3,000 millimeters or an average of 181 raining days which occur during the months of June to October

The Bakakeng sandy clay loam is Ucab's predominant soil type Ucab's vegetative cover includes vegetables, pine trees, shrubs and open grasslands This type of soil is marginally suitable for vegetables but not suitable for rice There are no irrigation facilities and agriculture produce is dependent on the rainy season

Since Ucab's terrain is mountainous, grazing land is limited and the major method of farming activity is the kaingin or swiden Mining activity is the primary source of livelihood due to rich mineral deposits such as gold ore, silver and copper Small amounts of lime and coal are

**3 Barangay or village is smallest administrative unit in the Philippines.**

available. The entry of mining companies in Ucab as early as 1900 attest to the Itogon municipality's status as one of the premier gold mining sites in the Philippines. The 1990 data from the Bureau of Mines and Geosciences reported that as of 1990, Itogon's mineral reserves amounted to 18,954,872 metric tons of primary gold and about 300 million metric tons of primary copper. In the same year, mining companies operating in Itogon reported a mineral production of 22,877 kilograms of gold and 1,969 kilograms of silver (Bureau of Mines 1990).

Water sources come from existing springs and rivers but are fast disappearing due to rampant deforestation along the watershed areas.

The Sabkil Water System is Ucab's primary water source but present supply is not sufficient to meet the community's growing needs.

Water, whether safe or potable, is available from community faucets on hourly rotation. Piped water from deep and shallow wells supply is low with most homes having no piped-in water connection. Majority of households rely on spring or river water, if any, or rainwater. Residents reason that searching for alternative means of livelihood such as commercial pig raising, extensive fruit orchards, extensive vegetable production is not viable due to the lack of continuous water supply.

#### A DIVERSE PEOPLE: HIGHLANDERS AND LOW-LAND MIGRANTS

Ucab's total population is approximately 6,023 with a total of 1,090 households. Average household size is five. Population density is roughly 497 square meters per individual.

In-migration to Ucab due to the growing presence of mining companies created intermarriages among new settlers and residents. Comparative population statistics (Table 1) indicate that from 1987 to 1990, Ucab's population rose by 5.8 per cent.

Table 1 Ucab Population and Growth Rate 1987-1990

Village	1987	1989	1990	Ave % Increase
UCAB	4,882	5,719	5,731	5.8

Source: Itogon Municipal Planning Development Office (MPDO), Year 1990

The Ibalois and Kankanaeys, belonging to the Benguet ethnic group, are the predominant tribes followed by the Bontocs, Sagadas and the Gonogons who are descendants of the Mountain Province. Though most residents converse in Ilocano, the dialect of the northern Philippine provinces, they also speak Pilipino, the national language. Christianity is the predominant religion due to the presence of foreign missionaries in Ucab in the early 1900's. "Split level" Christians is the term that Ucab residents use to describe second or third generation tribal Christians who still prac-

tice indigenous rituals and customs. Praying to their ancestors through animal offerings is often done before and after harvest through their "canaos" or "pakdes". Both are community rituals performed to ask for continued prosperity for the soil and its people.

Ucab's population is fairly young, majority belonging to the youth and productive age group of 15-49 years (Table 2).

Table 2 Distribution of UCAB Population by Age Group

AGE	TOTAL POPULATION	PERCENTAGE
Less 1	74	1.23
1-4	867	14.39
5-9	826	13.71
10-14	531	8.82
15-49	2,124	35.26
50-64	1,478	24.54
65-above	123	2.04
TOTAL	6,023	100.00%

Source: Itogon Municipal and Planning Office, 1993

Table 3 Distribution of UCAB Population by Sex

AGE GROUP			Percentage	
	MALE	FEMALE	MALE	FEMALE
Less than 1 yr	42	32	0.70	0.53
1-4	474	393	7.87	6.52
4-9	443	383	7.36	6.36
10-14	298	233	4.95	3.87
15-49	1,514	610	25.14	10.13
50-64	184	1,294	3.05	21.48
65-above	69	54	1.15	0.89
TOTALS	3,024	2,999	50.22%	49.78%

Source: Itogon Municipal Development Profile, 1993

Since the 15-49 age group is considered the productive age group of UCAB, further data before the conduct of the ERM revealed that men outnumbered women in this age category except for age group 50-64, where women outnumbered men. The Itogon Municipal Development Officer surmises that Ucab women belonging to age group 15-49 frequently migrate out of Ucab due to lack of job opportunities since the mining camp generally employs men.

Furthermore, less men (0.89%) reach the 65 and above age group which implies that men have a higher mortality compared to women. On the other hand, higher dependency ratio among elderly women (ages 50-64) within family structure is established. Interviews revealed that perhaps, male migration outside Ucab after they reached peak age of retirement (ages 50-64) is a main factor.



*A farmer sorts and packs his harvests of ginger before selling them in the market*

## ECONOMIC DATA

Household income is difficult to determine in Ucab due to the nature of gold mining revenue which is subject to fluctuating gold prices and the feasibility of extracting any amount of gold obtained after ball mulling. Also, illegal gold mining activities of poachers is unreported income since such activities are within gold concession areas owned by mining companies. "One day millionaire, 360 days broke," is how pocket miners describe their financial status.

Pocket mining or "abucay", gold panning or "sayo" and swidden farming or "kaingin" in that order are main sources of livelihood. Income from kaingin activities, root crops, bananas and vegetables, is generally for subsistence levels to augment income from uncertain mining income. Hog and poultry raising is primarily a backyard activity with an average of five heads per animal per household.

A number of Ucab residents are employed by mining companies operating in the area, mainly Benguet Corporation and its affiliate companies considered pioneer companies in the Philippines.

Self employed residents include both men and women who are engaged in their own small, private scale mining. Often, they employ at least five workers or family members who engage in gold panning along river banks. Roughly 150 Ball Mill Processing facilities are owned by entrepreneurs who charge P70.00 (roughly \$2.50) per 50 kilo sack of raw material stones.

Some retailers own some scale micro enterprises which include 35 sari sari stores, 2 bakeries, 1 barber shop, 1 tailoring shop, 2 machine shops.

Cottage industries include broom making, knitting, weaving and crocheting usually done by women on a seasonal basis depending on market demand. No factory or privately owned processing plant exists in Ucab.

There are no formal credit facilities. Informal borrowing among friends, relatives and neighbors are options.

## SOCIAL DATA

Ucab, like the nine villages belonging to Itogon has a comparatively average health condition. As borne out by Table 4, while crude birth rate increased by 9.5% per 1000 population, crude death rate declined by 6.3%. Maternal deaths were maintained at 0 for years 1990 and 1991 but there was notable increase in infant mortality rate by as much as 75%. Main reason for high infant mortality cannot be determined as of this writing.

Table 4 Itogon Comparative Vital Health Indices 1990 and 1991

Births/ Deaths	1990 No	1990 Rate	1991 No	1991 Rate	% Change No	% Change Rate
Births	839	13.7	950	15.0	13.2	9.5
Deaths	99	1.6	93	1.5	(6.1)	(6.3)
Infant Deaths	2	2.4	4	4.2	100.0	75.0
Maternal Deaths	0	0	0	0	0.0	0.0

Source: Benguet Provincial Health Office

Respiratory related diseases such as acute respiratory infection, bronchitis, and pneumonia are among the leading causes of morbidity in Ucab. Leading causes of mortality include respiratory related diseases such as pneumonia, pulmonary tuberculosis and respiratory distress syndrome, the incidence of which could be partly attributed to the cold weather and the nature of work in the mines.

The nutritional status of children conducted through "Operation Timbang" or Operation Weighing by the Department of Health observed that children between the ages of 1-4 were mildly underweight.

There is only one health clinic catering to Ucab's growing population manned by one doctor, one nurse, one dentist and one midwife.

## UCAB Facilities

There is only one high school, two elementary schools, three day care centers and one basketball court. Most residents finished elementary education, some high school but majority did not continue college degrees. Drop out rate was significantly low at 0.8% in the elementary level while this was pegged at 3.4% in the secondary level.

There is no public market and travel to Baguio to purchase basic commodities is regularly done on a weekly basis.

Though electricity is available, only 550 or 50.5% homes use electricity while other homes contend with kerosene since power lines are not accessible in their area. Ucab derives its power supply from the Benguet Electric Cooperative (BENECO) and Benguet Corporation which supplies the power requirements of its camps and company owned bunkhouses.

Road conditions in Ucab are rough and rocky and in need of repair. This condition renders travel to and from Ucab difficult especially during rainy weather. Few private "jeepneys" commute from Ucab to Baguio on fixed schedules. Foot bridges and foot trails complement the existing road network in Ucab.

## Housing

Most homes are made of wood, nipa shingles, stone or brick with galvanized iron generally as roofing material. Most homelots are privately owned, no matter how small. Landholdings reveal that the average size of farm lots is 3 hectares and below while the largest landholding does not exceed 24 hectares. The loss or lack of jobs in mining camps and surrounding villages has increased squatter housing.

## UCAB'S ERM ACTIVITY

The choice of Ucab Proper and Antamok Tram communities in Itogon revealed that with particular attention to gender analysis both men and women share equal responsibilities and opportunities in protecting their dwindling resource base. Furthermore, program and project analysis which incorporated gender perspectives increases the likelihood that communities will organize and act on issues.



*Tiger grass which is abundant during the dry months is made into brooms and sold in the city*

**TIMETABLE/SCHEDULE OF ERM ACTIVITIES STUDY**

Days	1	2	3	4	5	6	7	8	9	10	11	12
PHASE 1												
1 Day 1												
Tool 1												
PRAGEN Flowchart	X											
DMS	X											
2 Day 2												
Tool 2												
Participant Obs		X										
DMS		X										
3 Day 3												
Tool 3												
Household Interviews			X	X	X	X	X	X	X	X	X	X
DMS												
FIRST EVALUATION												
PHASE 2												
4 Day 4												
Tool 4												
Village Map				X								
DMS				X								
5 Day 5												
Tool 5												
Village Transect					X							
DMS					X							
6 Day 6												
Tool 6												
Gender Seasonal Calendar								X				
DMS								X				
7 Day 7												
Tool 7												
Time Line								X				
DMS								X				
8 Day 8												
Tool 8												
Venn Diagram									X			
DMS									X			
9 Day 9												
Tool 9												
Gender Resource Mapping									X			
DMS									X			
SECOND EVALUATION												
PHASE 3 - Data Analysis and Synthesis												
10 Day 10												
Tool 10												
Ranking Problems										X		
DMS										X		
11 Day 11												
Tool 11												
Ranking Options											X	
DMS											X	
THIRD EVALUATION												
PHASE 4 - Community Action Plan												
12 Day 12												
Tool 12												
GRMAP												X
FINAL EVALUATION												X

of environmental degradation, resource management and health (Noah, Thomas-Slayter 1991)

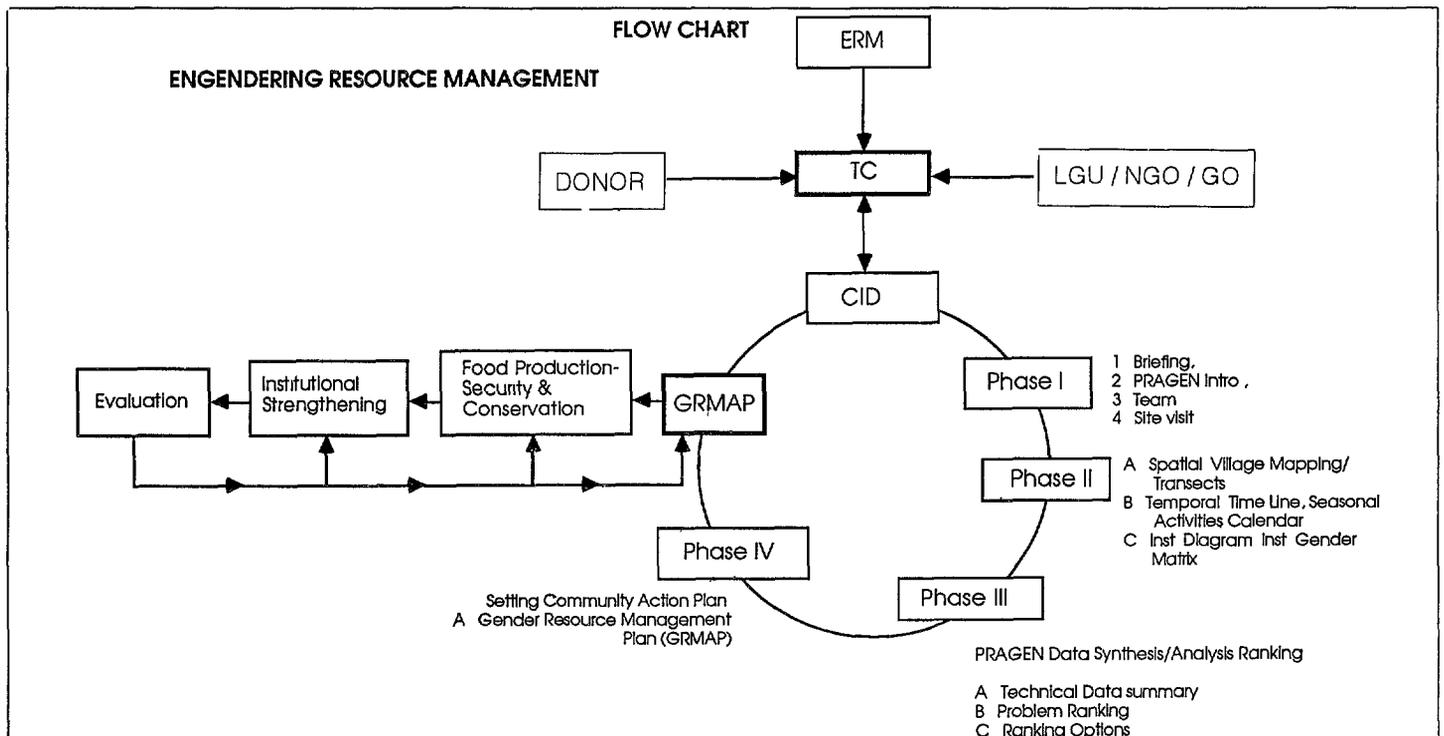
Twelve PRA and ECOGEN tools were utilized as daily activities to complete five phases of the 12 day ERM Activity using the PRAGEN methodology

Phase 1 called PRAGEN Briefing used three tools starting with the Pragen Flowchart (Tool 1), Participant Observation (Tool 2), and Household Interviews (Tool 3)

Phase 2 called Data Gathering used the following Village Map ( Tool 4), Village Transect (Tool 5), Gender Sea-



*Two women prepare  
sacks of ore for the  
ball mill*



sonal Calendar (Tool 6), Time Line (Tool 7), Gender Resource Mapping (Tool 8), Venn Diagram (Tool 9)

Phase 3 called Data Analysis or Synthesis, was a culmination of phases 1 and 2 which utilized two participatory tools: Ranking Problems (Tool 10) and Ranking Options (Tool 11)

Phase 4 which is the Community Action Plan Activity devised the Gender Resource Management Action Plan (Tool 12) that summarized activities after completing all the four phases

Phase 5 - ERM Post Monitoring and Evaluation Phase commenced after ERM activity

## MONITORING

ERM Activity incorporated a built-in Daily Monitoring Summary (DMS) after a tool conduct which kept track of daily activities to achieve daily targets and adherence to ERM objectives. The summary of daily activities familiarized the Team and the community with the importance of both flexibility and adaptability in the field. The dynamics of the PRAGEN activities needed continuous monitoring of daily activities as PRAGEN continued data collection. Reactions of the participants, especially to gender strategies of PRAGEN tools, enabled the Team to modify or include other tools as need arose. The Daily Monitoring Summary was simultaneously a training exercise for Team members and government representatives.

## EVALUATION

The ERM activity included four evaluation schedules during the PRAGEN exercise which will be discussed in the section on Lessons Learned.

The PRAGEN Evaluation is defined as a formative evaluation used progressively to guide the design and implementation process of ERM. Since the GRMAP was not yet readily definable in precise and explicit terms during each phase stage, PRAGEN Evaluation was conducted periodically to explore trial and error experience, gain a better understanding of the community, sharpen definition of ERM objective and adapt PRAGEN tools to achieve it.

It is important to note that PRAGEN Evaluations did not include the participation of any community representative during discussions. ERM activity recognizes this evaluation to serve the following points: (1) allowed confidentiality in discussing problems and perceived participation constraints that will arise, (2) enabled Team to discuss the progress of PRAGEN on an integrated level, not on a per tool level, (3) provided the opportunity to devise, modify and analyze tools that are weak or not acceptable to the community and (4) created professional rapport between Team members in replanning subsequent PRAGEN activities.

## PHASE 1 PRAGEN BRIEFING

Day 1 Tool 1 Figure 1

**Definition** PRAGEN Flowchart began the ERM activity with a dissemination and discussion of the PRAGEN methodology. A four to five-hour discussion was conducted relating adaptability of objectives to ERM's rationale. Engendering Resource Management Flow Chart (figure 1) showed inputs and outputs in relation to Project ERM's continuous participatory dynamics revealing the following objectives and relationships.

- a Engendering Resource Management is a participatory process by which women and men especially the disadvantaged who are direct stakeholders - can exercise influence over policy formulation and design and implement options in accordance to ranked problems as they perceive their limitations and capabilities
- b Target Community (TC) includes women and men stakeholders who are the focal actresses and actors in the ERM
- c Donor, NGO, and GO are the supporting cast
- d Community Institution Development (CID) is the heart of ERM which leads to commitment among men and women that lead to sustainability in the long term
- e Data gathering in Phases 1, 2 and 3 collects more accurate spatial, temporal and institutional information of the needs, priorities and capabilities of women and men to include the impact of NGO or government programs, if any, in their community
- f The GRMAP culminates the PRAGEN exercise establishing community's ownership of problems and solutions
- g GRMAP continues community's participation through a cycle of evaluation with three components (1) institutional strengthening, (2) food production security and (3) resource conservation in complementary relationships
- h The continuous Post Monitoring and Evaluation of ERM will not side track defined activities and goals of GRMAP. Sometimes GOs and NGOs may convert activities and goals to suit their programs unintentionally. The Post Monitoring and Evaluation Phase safeguards GRMAP from such events
- i The well defined NGO area of responsibility after the PRAGEN exercise will continue the PRAGEN methodology through a continuous gender participatory cycle. It is significant to note that ERM's implementation phase does not end with the PRAGEN activity exercise
- j Donor support for ERM will continue in a collaborative relationship with NGO, GO and TC in areas of mutual concern as (a) adapting new PRAGEN tools that may be effective (b) PRAGEN social indicators to measure benefits, strengths and weaknesses of ERM (c) and replicability of ERM in other cultural communities belonging to the same region

#### Net Benefits

- 1 Creation of an ERM team composed of twelve members who are community leaders, staff of JVO, BC, and representatives of the Itogon municipality
- 2 Timetable agreement of 12 days, utilizing 12 tools. Venue would be the kitchen corridor bunkhouse, located in Ucab proper since it was within walking distance for majority of participants. Also, the daily activity would commence at 1:30 pm after women had accomplished their household chores
- 3 A selection criteria was established by the ERM team based on gender and livelihood. Thirty five participants would be invited to attend belonging to a varied cross section: women who were engaged in private business,

women who were dependents of Benguet employees, men who were Benguet employees and men who were non Benguet employees - all residents of puroks Antamok Tram and Ucab Proper. Purok Ucab was the selected site for the ERM since it represented a stratified community where gender and livelihood concerns varied.

- 4 Dialogue conducted through Tool 1 revealed specific perceptions of Ucab. Community leaders stated that the open pit mining operations of Benguet Corporation was detrimental to small pocket mining operations not only due to diminishing gold supply but a cause for water shortage. They also stated that scarce resources other than gold, lack of capital, irrigation and typhoons damaged crops resulting in low prices. A male community leader said that the closure of Benguet's underground mining operations resulted in unemployment.

On the other hand, Benguet staff commented that with open pit mining starting in 1992, the company has "allowed" pocket mining activities through leasehold agreements on the condition that when and if the company would decide to continue operations, the mining rights would be returned. The Benguet staff member differentiated the "allowed" and "tolerated" pocket mining activities with the latter referring to small scale mining areas far from existing company mining sites which were tolerated due to the company's hope that legalization of mining activities be practiced by small pocket miners.

The JVOFI staff added that alternative means of livelihood have been their direct program interventions in Ucab with the objective of bridging communication gaps between mining and non-mining communities. The Itogon official and DENR staff stated that small scale pocket mining cannot be taxed by the government and that in some ways, open pit mining could be detrimental to the community.

#### DMS

- 1 The goals of ERM during Day 1 elicited support among sectors thereby creating interest in joining the ERM team
- 2 The briefing on existing NGO initiated and government projects at Ucab served as secondary data to validate PRAGEN data to be gathered after the completion of ERM activities
- 3 Introducing PRA and Gender Tools and the rationale of the PRAGEN methodology encouraged agreement on the Daily Action Plan of ERM Activity/Study. The team members agreed to act as translators since the dialect of Ilocano may be more effective than Pilipino, the national language

#### PRAGEN Analysis

- 1 A valuable insight given by the community leader was his perception that Ucab's family structure is matriarchal since family activities revolve around a woman's activities of engaging in other sources of livelihood as knitting, sewing, piggery other than small scale mining. Further analysis of his insights reveal that Ucab men realize the necessity for women to engage in alternative activities since gold supply is diminishing. Though this



*During the dry season, pre-school children walk far distances to fetch water from springs and streams*

may be a positive sign of encouragement for women, Tool 1 as a development tool initiated participatory discussions of seeking what these alternatives were, and the conditions prevalent as control, responsibility and decision making that accompany these alternatives

- 2 The participatory dynamics of Tool 1 as a training tool resulted in a free wheeling discussion among women and men (whether BC, JVOFI, GO or community) present showing that Ucab's situation affected all residents regardless of gender and that any future Ucab project should reflect an admission that activities may affect women and men differently
- 3 A consensus was reached that participation of varied sectors - disadvantaged and advantaged (referring to who has control over mining claims) can be conducted through an organized methodology which is essential when a non renewable base such as gold is the major source of livelihood for Ucab's stakeholders

#### DAY 2 - Tool 2

Definition: Participant Observation involves a preliminary village visit meeting with local residents as they carry out their daily chores. The lowland, flat, and upland elevations where the community resides will provide valuable inputs to observe existing resource relationships (as location of water source) on their livelihood patterns. Though Tool 2 is an ongoing tool during the remaining 11 day ERM activity, an initial visit concretized the "physical resource picture" of the village into valid gender references that participants and team leaders will need to comprehensively understand since these resources may affect women and men differently.

#### Net Benefits

- 1 Tool 2 was conducted during a Sunday morning where parishioners started the day with church attendance. The religiosity of the community revealed that Sunday, being a day of rest was observed. After church services, the family Sunday meal became the main concern for family members with daughters and sons performing household chores in the afternoon.
- 2 Tool 2 initiated more discussions among BC Team members who were not acquainted with other non-Benguet employees. Since Sunday was a non-working day, time spent discussing daily activities was done in an informal, leisurely atmosphere.
- 3 A visit to the company owned bunkhouses showed that women captains or "kapitanas" administered the overall cleanliness program of communal toilets shared by 5-7 families.
- 4 Water shortage was clearly identified as a household primary complaint with housewives saying that it took hours to fill up a gallon.

#### DMS

- 1 The team agreed that conducting Tool 2 during a Sunday was effective since the intra household dynamics among family members were easily identifiable. Some

husbands engaged in helping their wives with cooking and cleaning chores but some husbands found time in the village cockpit or spent the afternoons in drinking bouts with male friends. Some women engaged in gambling activities as "mahjong" - a Chinese block game while some women attended cooperative meetings or Parent Teachers Association (PTA) meetings. Sons engaged in basketball sessions while some daughters stayed at home.

#### PRAGEN ANALYSIS

- 1 Other than Gender, Tool 2 as research tool observed that daily household activities are determined by the economic strata that the households belonged to. The higher the income strata, less household work was done by men since their primary responsibility as breadwinner "enabled" them to enjoy the fruits of their weekends since their wives and children were provided for. A lower income household saw both men and women to include their children complementing Sunday household work with other livelihood chores as piggery or cattle feeding, weeding or planting.
- 2 The type of livelihood was also a major determinant for

Figure 2 GENDER LIVELIHOOD MAPPING  
No. of Responses of MALES by Activity  
(Multiple Responses)

A. PRODUCTIVE ACTIVITIES	No. of Responses Persons Performing Activity			
	Father	Mother	Daughter	Son
1 Mining				
a Pocket Mining	11	-	-	1
b Ball Milling	1	-	-	1
c Tails Buying	-	-	-	-
d Gold Panning	-	-	-	-
2 Agriculture				
a Vegetable Farming	7	3	1	1
b Crops	-	-	-	-
3 Employment				
a Benguet Corp	9	2	-	1
b Government/Private	-	2	2	1
c Volunteer Worker	-	-	-	-
d Coop Employee/Pensioner	1	-	-	-
e Carpenter	3	-	-	-
f Driver	2	-	-	-
4 Income Generation				
a Selling/Vending	3	2	1	-
b Knitting/Weaving	-	-	-	-
c Handicraft	-	2	-	-
d Sewing	-	-	-	-
e Barber Shop	2	-	-	-
f Piggery	-	-	-	-
B. REPRODUCTIVE WORK				
1 Collecting water	23	13	7	7
2 Collecting wood	8	4	2	2
3 Food preparation	23	19	8	6
4 Child care	17	19	3	-
5 Health care	16	18	3	-
6 Housekeeping	19	18	3	-
C. COMMUNITY WORK				
1 Church/religious	21	17	14	15
2 Civic	4	1	2	5
3 PTA	4	2	-	-
4 Coop	4	2	-	-

Note: Total male respondents = 29

gender concerns.

Female headed households who were working wives in Baguio City spent their Sunday afternoons engaged in more domestic chores as completing their laundry and ironing activities for the week, more importantly, their children's school uniforms

- Age was observed to be a factor for gender family behavior. Elderly women were seen serving their elderly husbands oftentimes, with the help of their grandchildren. Strong kinship relationships to include cousins, aunts and uncles who lived in outlying villages were evident in their visit to elderly relatives in Ucab

### Day 3 - Tool 3

**Definition** Gender Livelihood Mapping through the conduct of household interviews will uncover whether livelihood segregated by gender is a variable in household dynamics. It is important to hear and document father and mother perspectives to include viewpoints of a daughter

Figure 3 GENDER LIVELIHOOD MAPPING  
No. of Responses of FEMALES by Activity  
(Multiple Responses)

A PRODUCTIVE ACTIVITIES	No. of Responses Persons Performing Activity			
	Father	Mother	Daughter	Son
<b>1 Mining</b>				
a Pocket Mining	13	2	-	3
b Ball Milling	3	-	-	1
c Tails Buying	2	-	-	-
d Gold Panning	1	-	-	-
<b>2 Agriculture</b>				
a Vegetable Farming	8	12	7	4
b Crops	5	7	2	2
<b>3 Employment</b>				
a Benguet Corp	3	1	-	-
b Government/Private	-	1	-	-
c Volunteer Worker	-	3	-	-
d Coop Employee/Pensioner	1	1	-	-
e Carpenter	2	-	-	-
f Driver	-	-	-	-
<b>4 Income Generation</b>				
a Selling/Vending	1	7	2	1
b Knitting/Weaving	2	10	1	-
c Handicraft	-	-	-	-
d Sewing	-	1	1	-
e Barber Shop	-	2	-	-
f Piggery	2	4	1	1
<b>B REPRODUCTIVE WORK</b>				
1 Collecting water	21	28	17	15
2 Collecting wood	6	10	3	3
3 Food preparation	18	28	13	3
4 Child care	23	29	8	1
5 Health care	23	28	7	1
6 Housekeeping	16	28	13	4
<b>C COMMUNITY WORK</b>				
1 Church/religious	20	25	17	17
2 Civic	3	6	1	1
3 PTA	10	16	-	-
4 Coop	4	10	-	-

Note: Total female respondents = 29

and/or son Households may be selected through key informants, or the Team's criteria based on initial points during Day 1

**Notes** The ERM team agreed that 58 households would be interviewed during the mornings of the ERM daily activities. The breakdown would include 29 women and 29 men, who were not participants of the ERM activity. The criteria would include respondents who were involved

Figure 4 STATUS OF LAND OWNERSHIP IN UCAB

Status of Land Ownership	No. of Responses		
	Male	Female	Total
Own the land	12	12	24
Do not own the land	17	13	30
Under lease contract	-	4	4
<b>Total</b>	<b>29</b>	<b>29</b>	<b>58</b>

in both mining and non mining activities. Data collected were categorized under productive, reproductive and community activities. A second suggestion by the Team included a short questionnaire on land ownership and tenure which was considered relevant data after the DMS conduct of Tool 1

### NET BENEFITS

#### 1 Male respondents Summary (Figure 2)

Salient points under Productive Category showed that out of 29 male (father) respondents, 11 were involved in pocket mining activities while the women (their wives) were not. Vegetable gardening was a family activity with the father taking an active role. Nine male respondents were employed by Benguet Corporation while none were employed in any private company. Interestingly, some male respondents revealed that their wives and daughters were hired by private companies. Sons took an active role in helping their fathers in mining, ball milling and vegetable activities.

Daughters had a less active role in primary livelihood activities except for selling and vending which was considered helping a mother's activity to augment family income. On the other hand, reproductive work was the overriding task of a daughter compared to a son since she engaged in collecting water and fuelwood, food preparation, housekeeping, health and child care. Both father and mother shared in reproductive tasks. Community work was highest under Church and religious activities among all members of the family followed by civic work.

#### 2 Female respondents Summary (Figure 3)

Salient points under Productive Category revealed that fathers with their sons engaged primarily in mining activities to include ball milling whereas, the mothers engaged in tails buying. Agriculture whether raising crops or vegetables were





*A woman-farmer inspects her pile of ginger ready for the market*

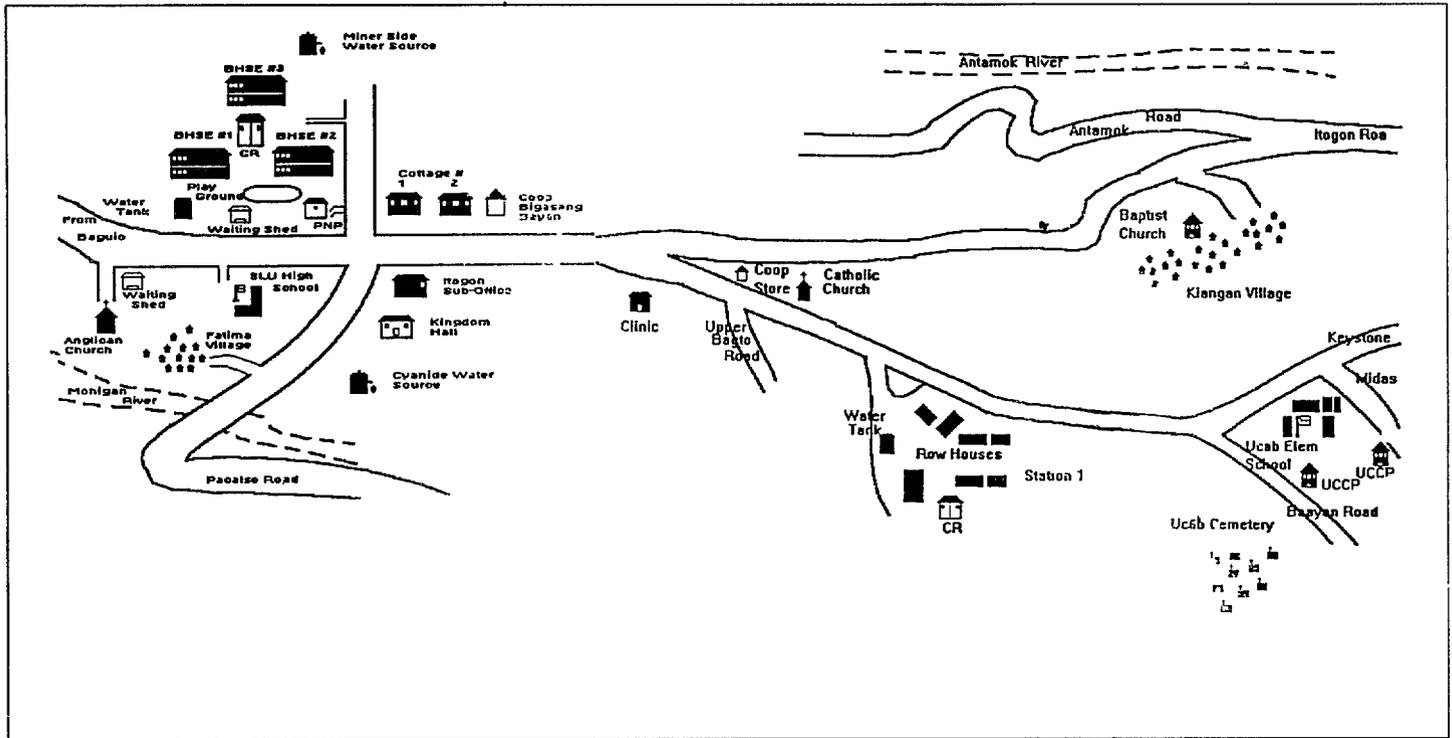


Figure 7 INTEGRATED MAP - UCAB/TRAM

supply for cooking, laundry and bathing is a woman's decision. If the supply of water is short, a woman had to make do with whatever amount of water she has stored.

3. Enhancing women's capacity to improve their productive activities did not seem to have a negative effect on men in the Ucab society as long as her family responsibilities were accomplished.
4. Sons and daughters were important labor support for productive and reproductive activities whether initiated by the father or mother of the household. Apparently, majority of children reached high school level, since pressing economic needs of the household required their labor. In Ucab's tightly knit family structure, children were a form of security for aging parents.

PHASE 2 Data Gathering  
DAY 4 - Tool 4

Definition: Village Map is drawn to identify physical and economic details (crops, river, pasture) and village infrastructure. Gender perspectives through male and female drawn maps may be initially needed to incorporate into one village map.

Net Benefits: Figure 5 Female Drawn Map  
Figure 6 Male Drawn Map

DMS:

1. Tool 4 initiated the participatory process between wom-

en and men participants though they were divided into two groups according to gender.

An important feature of this tool was the opportunity for women (or men) belonging to Ucab's varied social strata to mingle together. The team noted that members of the community (whether illegal miners, squatters, the landlords, Benguet employees or new immigrants) welcomed this rare opportunity to interact.

2. The team concluded too that having a representative

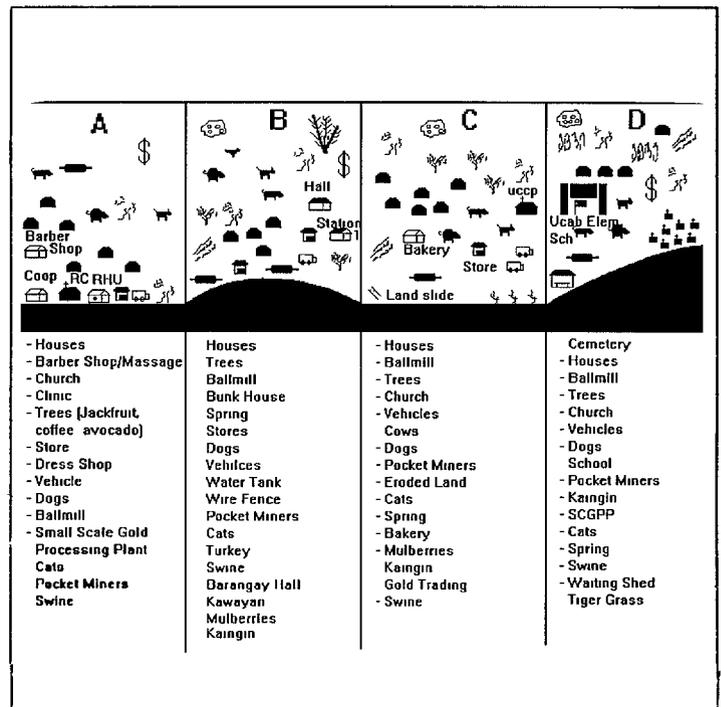


Figure 8 Village Transect of Ucab Proper

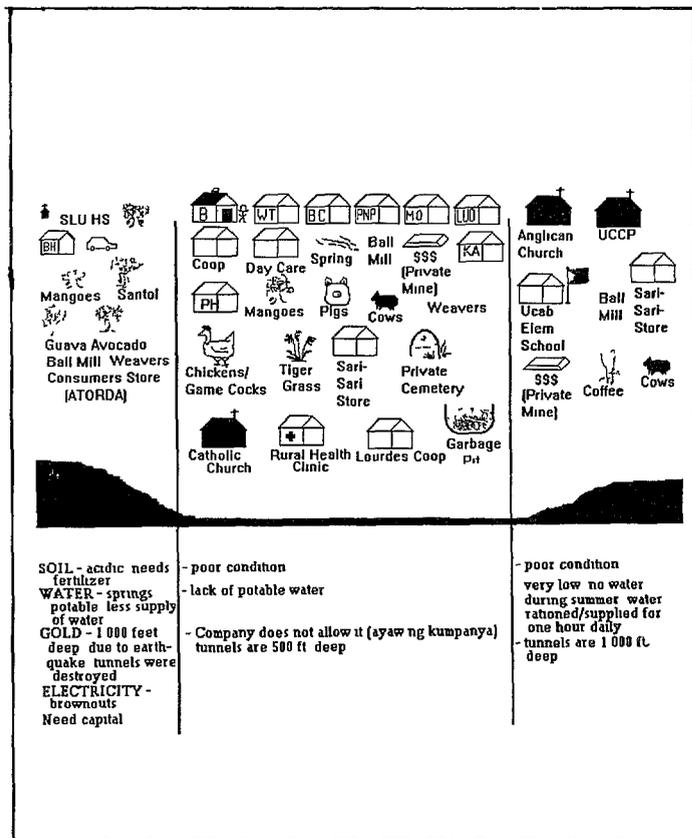


Figure 9 Village Transect of Antamok Tram

from each group present their respective village maps was effective in community leadership training

- 3 The team, in the spirit of gender responsibility, requested that women and men take charge of daily snacks during the succeeding ERM activities

#### PRAGEN ANALYSIS

- 1 There were eight differences in the maps drawn by women and men, though they had been residents of Village Ucab since birth or at least five years. Ucab Integrated map (figure 7) as both a development and assessment tool identified physical resources and its gender specific relations. The women drawn village map showed a micro perspective of Ucab revealing their direct relationships with village resources, while the male drawn map showed rivers where they conducted their gold panning activities and the roads that led to these rivers.

#### DAY 5 - Tool 5

Definition: Village Transect is prepared by residents to identify resources, types of land use, and problems. The transect enables the team to determine whether there are sub zones within the village that require special attention

or consideration. Groups may illustrate terrain as the forested area, sloping or flat, watershed area as cross sections of the final transect.

#### Net Benefits:

- 1 Figure 8 Village Transect of Ucab Proper
- 2 Figure 9 Village Transect of Antamok Tram

#### DMS

- 1 During the presentation of the village transect, the Team observed that some men overruled or negated the inputs given by younger women. To correct any male dominated activity and in respect for the tribal elders, the Team decided to divide the participants into smaller focused groups according to gender, livelihood and age in the succeeding conduct of the ERM.

#### PRAGEN Analysis

- 1 As an assessment tool, Tool 5 answered questions that an NGO working in Ucab or a DENR forester or agriculturist may ask through a needs assessment or rapid rural appraisal. If DENR involved residents of Ucab in a tree planting activity, the response would be poor due to the general perception that the soil is acidic. Whereas, a sanitation drive initiated by JVOFI would incur poor results since the shortage of water was prevalent.
- 2 As a development tool, Tool 5 encouraged BC, JVOFI, DENR and the local officials of Itogon to collaborate their efforts in integrating their programs with full consideration of the problems that participants identify.

#### Day 6 - Tool 6

Definition: Disaggregated Seasonal Activities Calendar identifies daily livelihood tasks and categorizes responsibilities by season, gender, age and intensity of activity. It highlights gender constraints and strengths in daily livelihood. If occupations are diverse, (farmers, fisherfolk, market retailers, or food processors) a focused group disaggregated seasonal calendar with different livelihood patterns can be conducted.

Notes: Participants were divided into six smaller focused groups according to gender, age and livelihood to obtain a more gender sensitive participatory objective.

The groups voted to name their group respectively: Group 1 - "Young Once" (elderly women belonging to the 50 above age group), Group 2 - "Young at Heart" (men belonging to the 50 above age group), Group 3 - "Golddiggers" (men who are employed by Benguet Corporation), Group 4 - "Ladies Group" (dependents wives and daughters of Benguet employees), Group 5 - "Young Reliabilities" (men engaged in private business), and Group 6 - "Benguet Lilies" (women who were engaged in private business).

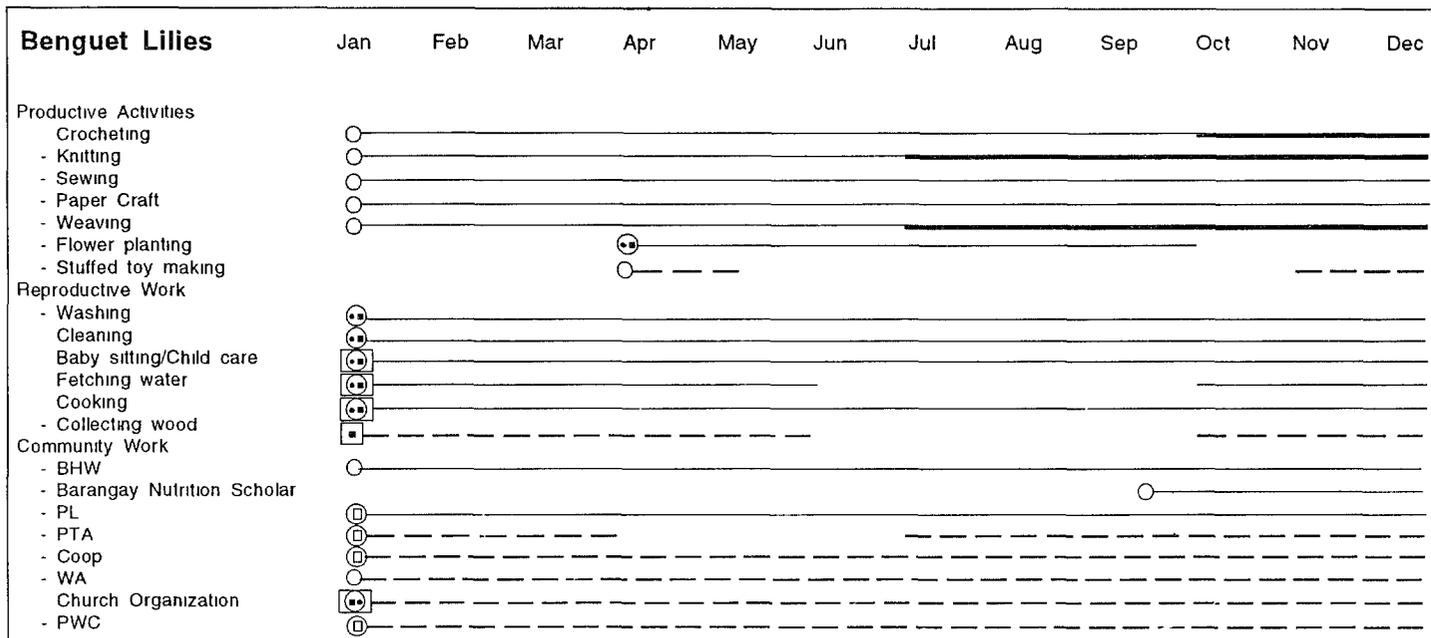


Figure 10 Benguet Lilies Disaggregated Seasonal Activities Calendar

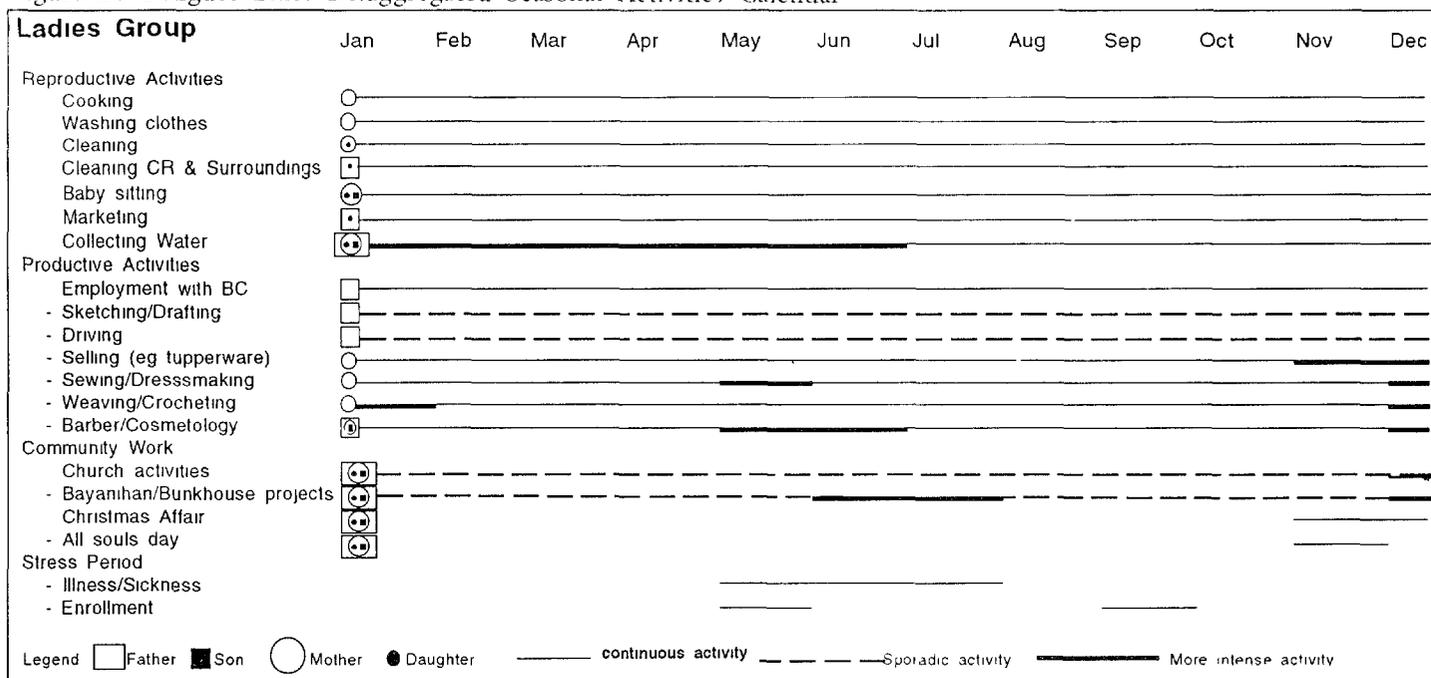


Figure 11 Ladies Group Disaggregated Seasonal Activities Calendar

**Net Benefits**

- 1 Figures 10 Benguet Lilies Disaggregated Seasonal Activities Calendar
- Figure 11 Ladies Group Disaggregated Seasonal Activities Calendar

**DMS**

- 1 The Team agreed that to maximize participatory dynamics in a focused group discussion, team members would act as facilitator in groups different from their professional backgrounds. A BC team member who was an engineer facilitated for the "Young Reliables," while a JVOFI community worker facilitated for the "Benguet Lilies." This strategy proved that conflicting interests

(legal versus illegal mining rights) can be resolved by initiating participatory activities that can overcome perceived misconceptions "between" and "about" the community, NGO and private sector

**PRAGEN ANALYSIS**

- 1 Gender roles and responsibilities as revealed through Tools 1 - 5 revealed relevant findings that needed a tool for further evaluation. Tool 6 as both a development and research tool proved that within gender, specific livelihood patterns of women are key determinants for further evaluation. Figure 10 revealed that women whose husbands were gainfully employed by BC engaged in major domestic chores as cooking, laundry and cleaning



*A woman pocket miner widens the entrance to her mine tunnel*

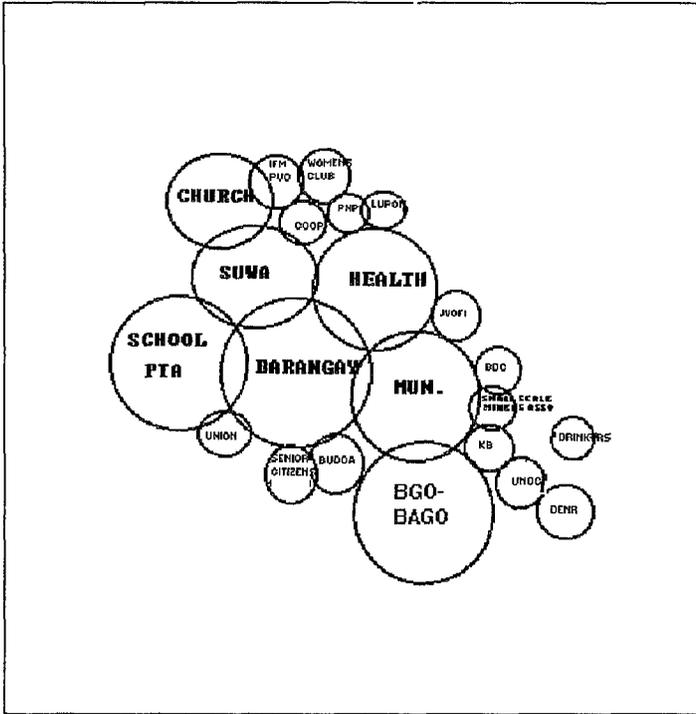


Figure 12 Young at Heart Venn Diagram

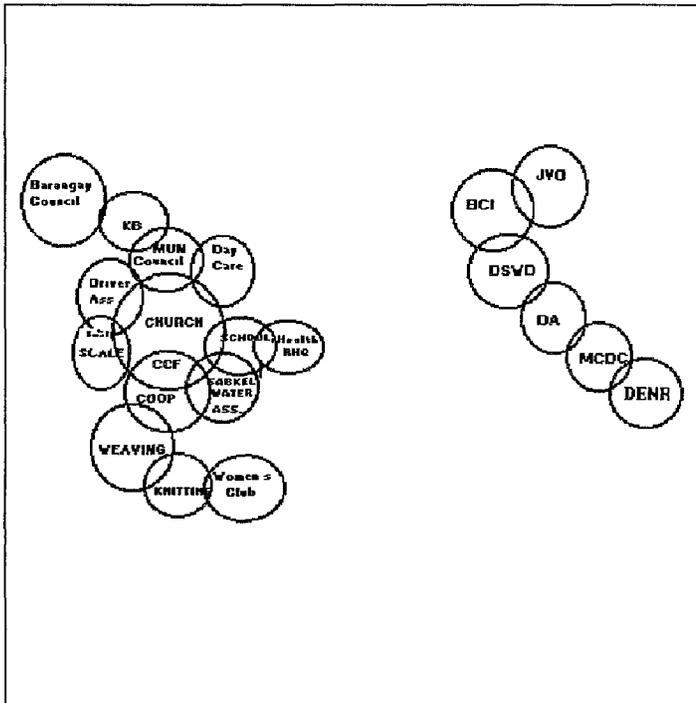


Figure 13 Young Once Venn Diagram

while Figure 11 revealed that women whose husbands were engaged in private business shared the same domestic chores with their husbands. Though seasonal income generating activities as knitting, weaving and crocheting indicated similar findings for both women groups, civic and community work differed. The Benguet Lilies Group showed active participation in organized community institutions as the PTA and Cooperatives while the Ladies Group participation was limited to BC

initiated community activities as the Bayanihan Bunkhouse Projects. If future Ucab projects will address women beneficiaries as main participants, these findings will prove beneficial.

DAY 7 - Tool 7

Definition Venn Diagram through the size of circles determines whether internal and or external institutions have more (or less) impact in the community. The list of NGOs, concerned government agencies (family planning, social welfare or agriculture) will determine whether impacts were targeting men or women of the community.

Net Benefits

Figure 12 Young at Heart Venn Diagram  
Figure 13 Young Once Venn Diagram

DMS Tool 7 was a fast exercise for both groups since they had established criteria before proceeding with the circled drawings. As the elderly of the Ucab community, their gender perspectives were unanimous as a group. Using caps of bottles and colored pen, they illustrated their points clearly and confidently.

PRAGEN ANALYSIS

1 Relevant differences existed between the women and men circled diagrams which proved that Tool 7 was an effective monitoring and assessment tool. The women listed both internal and external organizations. Internal groups which provided greater impact included the Church, School and the Day Care Center while the least impact included the Kabataang Barangay, the Barangay Council and the Women's Club. The rationale of women's perceptions proved that their family's interest is central to their spiritual, education and health needs more than their need for political awareness. The external organizations drawn by medium circles (not large) showed that Benguet Corporation, JVOFI and the

Period	Event
1903	Opening of the Benguet Corporation
1950	Establishment of the Ucab Elementary School
1955	Establishment of the Roman Catholic Church
1956	There were sufficient water sources, prices of commodities were cheap. Anglican Church was donated by BC.
1962	Saint Louis High School was built.
1965	Prices of commodities went high. There was poor harvest.
1969	Water source in Sabkil was developed.
1972	Martial law was imposed.
1980-1986	Water supply decreased.
June 1990	First open pit agreement was signed.
July 16, 1990	Earthquake occurred.
1991	Typhoon Trining occurred, second open pit agreement (MOA) was signed.
1992	Presidential election was held.
1993	Typhoon Goring occurred, BAGO employees were transferred to different bunkhouses especially to Station 1.

Figure 14 Young Once Time Line

Period	Event
1561-1899	Spanish Period Local structures include roads, trail, water tank and horses as means of transportation
1900s	Verdant forest, abundant water supply, green surroundings
1902-1903	American period Local structures include municipal building, schools, road, mining industry, motor transportation, tramline, ball mill
July 4, 1941	Philippine Commonwealth Proclamation of Philippine Independence Japanese invasion McArthur — "I shall return" Philippine government in exile Guerrilla time
1944-1945	Japanese liberation Period of reconstruction War damage, etc
1946-1966	One room per class, community school Establishment of the St Louis High School by BC Rule of President Quezon President Roxas President Osmeña President Quirino, Presence of HUKBALAHAP President Magsaysay, HUKBALAHAP was eliminated Garcia - 1st Filipino NEPA Macapagal - EEA
Marcos Time	Martial Law New People's Army headed by Kumander Dante
1967	Barangay Ucab was created
1969	Ucab water tank was started
1989	The open pit mining was started as a practice by the mines (exploration) President Cory
1990	Earthquake Full-blast operation of open pit in Loacan
1991	Mt Pinatubo eruption, Ormoc city
1992	President Ramos was elected

Figure 15 Time Line Young at Heart

DSWD had greater intervention Women cited that BC provided water and road maintenance while JVOFI provided financial assistance when their houses collapsed during the 1990 earthquake

2 The men's group drew one set of circles to represent both internal and external organizations They identified the Sabkil Ucab Water Association (SUWA), the Health Department, the Municipal Office, Church and School PTA as organizations having greater impact while the PNP (Philippine National Police), JVOFI, Small Scale Miners Association and the Kabataang Barangay having the least Noteworthy are the inclusion of the SUWA and the Municipal Office as having the greater impact on men perhaps due to the male participant's inclusion in decision making whereas, JVOFI interventions are admittedly targeting women and not men participants

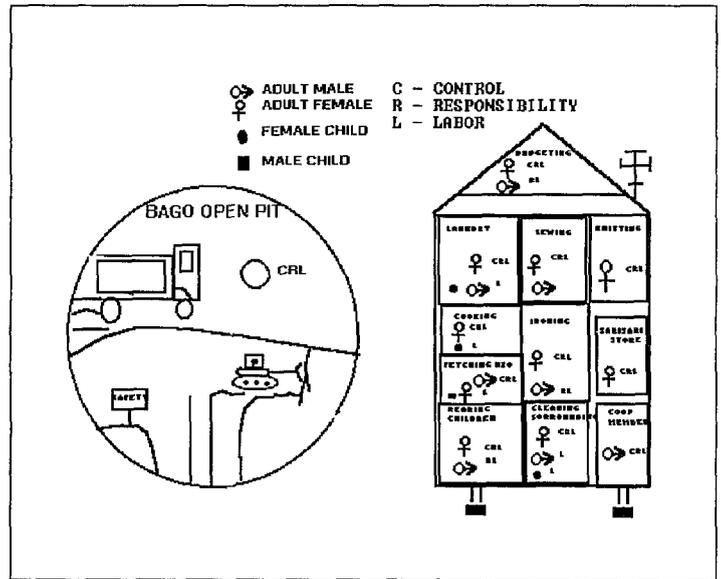


Figure 16 GOLDIGGERS GENDER RESOURCE MAP  
Day 8 - Tool 8

Definition Time Line provides a historical series of events that are important to the community If the village was originally a rich forest area mineral claim, or a watershed area it will be highlighted through this tool Various events and religious rituals will present the cultural traditions and socio-economic profile of the community Two to three groups, according to age or gender may present time series of events

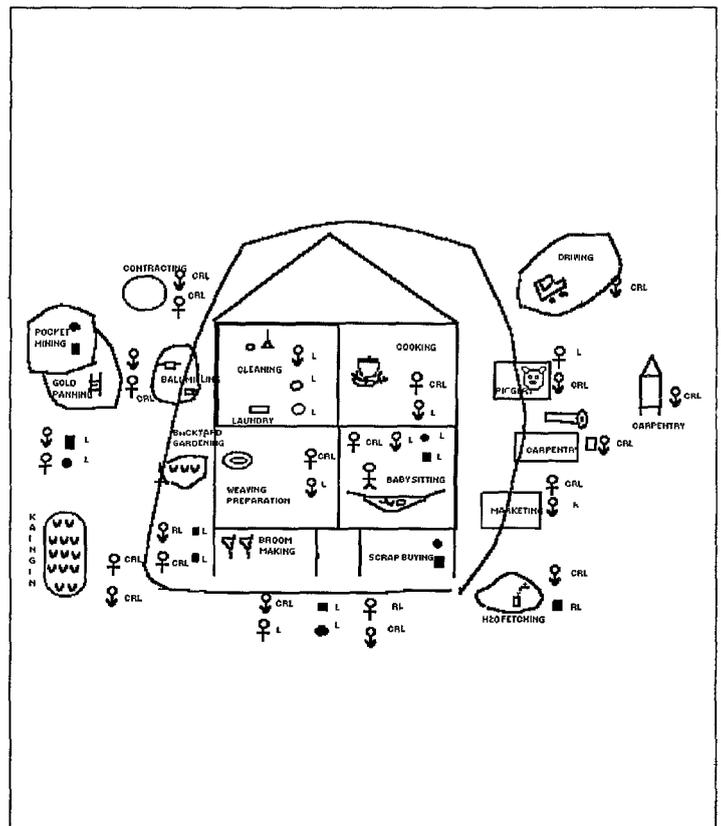


Figure 17 YOUNG RELIABLES GENDER RESOURCE MAP

Net Benefits

Figure 14 Young Once Time Line  
 Figure 15 Young At Heart Time Line

DMS

1 Tool 8 was exercised by the above 50 age group to show that age is a subset that connotes authority of the elders in the Ucab community. It was obvious to the Team during this stage of the ERM that a Time Line would invite criticism from the whole group if a younger age group would present their findings.

PRAGEN ANALYSIS

1 The male group provided a free listing of both historical and political events on a national scale from the Spanish, American colonial periods, to the Marcos and Aquino era. The women group listed forest denudation in the early 1950's as a causive effect to Ucab's present problems. A before and after resource picture traced the roots to rampant logging. Clearly, gender perspectives differed in the conduct of Tool 8 revealing that men saw both politics and history as macro developments that affected Ucab's present status. The men cited political leadership with its strengths and weaknesses in implementing rural grassroots planning. The women, without mention of political events, focused on Ucab's natural state of resources available once in Ucab showing their direct involvement in providing the basic needs of water, food and shelter. As a research tool, Tool 8 presented a gender perspective of empowerment levels - men showing interest for national that events affect their lives while women showing concern for dwindling resources that affect their immediate daily lives.

Day 9 - Tool 9

Definition: Gender Resource Map shows intra-household division of control, responsibility and labor of resources and related activities among immediate family members to include family members, if any.

Net Benefits

Figure 16 Golddiggers Gender Resource Map  
 Figure 17 Young Reliables Gender Resource Map

	Ladies Group	Benguet Lily	Young Oncc	Young Reliable	Young at Heart	Gold Diggers	Ave
Livelihood	1	1	1	1	1	2	1
Water	2	2	2	2	2	1	2
Sanitation	3	3	3	3	3	3	3

Figure 18. Problem Ranking

- 1 Activities were divided into household and outside home activities. Before the conduct of Tool 9, the group deliberated on the definitions of control, responsibility and labor. Participants agreed that control was defined as the decision maker in the household, responsibility defined as the family member supervising this activity and labor meant family members involved in implementing tasks.
- 2 The Team observed that with Tool 9, group members were comfortable among themselves and with their assigned facilitator. It was encouraged that a new presenter present results of their focused group work.

PRAGEN ANALYSIS

1 A comparison of men's activities differed between the Young Reliables and the Golddiggers. Since men belonging to the BC employed group worked full time, their domestic chores depended on their wife's domestic responsibility. Her major domestic task was to budget time and financial resources for their immediate family with men sharing, to a limited extent, extended labor. The Young Reliables depicted a shared labor output between wives and husbands often relying on wives to pursue add on processing tasks as broom making, ball milling, pocket mining or scrap buying. No group identified any daughter or son exercising responsibility for any activity except their providing labor support. As an assessment tool, Tool 9 showed that outside activities of BC employees were limited to a home and work environment while men engaged in private business had more physical mobility in their daily tasks. If a youth leadership project is introduced in Ucab, getting the cooperation of parents is essential since children's tasks inside and outside the home are well defined.

	Male	Female
1 Livelihood	Self-employed a Cottage (jewelry making, electronics, automotive) b Agriculture (ginger, cassava, piggery)	Self-employed a Cottage (sewing, vending) b Agriculture
2 Water	a Improvement/development of water sources b Reforestation	a Reforestation/plant more trees b Forest protection prevention of fires illegal logging
3 Sanitation	a Compost pit b Education	a Cooperation/Discipline

Figure 19. Ranking Options Integrated chart

## Day 10 - Tool 10

**Definition** Ranking Problems is facilitated by the ERM team with the help possibly of an indigenous NGO or a community leader. The outcome is a set of problems that the community agrees are ranked from less or most severe. A show of hands with the results written in the blackboard will be ranked accordingly.

**DMS** Each group took more than an hour deliberating and listed a variety of problems ranging from peace and order, sanitation, lack of water, absence of a clinic, deforestation, illegal logging, no barangay hall, no street lights, poor roads, adultery, lack of transportation and no garbage disposal. After each group presented, it was important to organize the groups' presentations into three principal problems.

### Net benefits

Figure 18 showed an integrated problem ranking in order of severity. Five focused groups ranked **livelihood** as the first problem, followed by **water** and **sanitation**.

### PRAGEN ANALYSIS

- 1 Since the level of participation is heightened during the conduct of this tool, it was important that the participants listened to the perceptions of one another. A gender focused group divided into age and livelihood created an agenda specific to each group's interest. It was important to convince participants that focused group interests be set aside and prioritize major problems shared by all. Reaching a consensus as a focused group and a group collectively was the **major development function of Tool 10**.
- 2 With no mention of a diminishing gold supply and their extractive gold activities through pocket mining, the group perceived that diminishing water supply is caused by illegal logging which becomes a causal effect of soil erosion, unsuitable for planting. However, they admitted relying solely on pocket mining did not guarantee a steady income. Capital and markets were identified problems needing assistance.

## Day 11 - Tool 11

**Definition** Ranking Options ranks opportunities that address the highest priority problems. Different strategies are possible to achieve consensus about the more realistic opportunities. Criteria for ranking include stability, productivity, sustainability and equitability. Other important factors should include cost, time to benefit, technical feasibility and social feasibility. The ERM team during the conduct of this tool assemble and contribute technical, economic, social, ecological data to enlighten one another.

### Net Benefits

Figure 19 Ranking Options Integrated Chart

### DMS

- 1 Each group presented options to three priority problems inviting comments from the whole assembly. Ini-

tially, the Young Reliables listed jewelry making, electronics and automotive mechanic training as needed interventions to obtain alternative incomes. After their presentation, the assembly added that lack of market would make these livelihood unfeasible considering the low number of residents who owned vehicles and the difficulty of attracting investors for the establishment of a semi-conductor factory in Ucab. Admittedly, the Young Reliables added question marks in their final presentation. (See figure 19)

### PRAGEN ANALYSIS

- 1 Figure 19 broken down to specific women and men intervention outlines an integration of gender activities drawn from respective group reports. Notably, under livelihood options, women groups were more enthusiastic in learning and implementing diverse agriculture activities as ginger, mulberry and tiger grass planting which the DENR representative admitted were viable alternatives considering Ucab's acidic soil conditions. Only the piggery livelihood showed equal interest among women and men. Under reforestation as a livelihood option, all women and men groups showed interest in seedling nursery production and the improvement of existing water source. Furthermore, the compost pit implementation together with a sanitation education campaign showed willing initiatives between women and men groups. As a **development tool**, all Team members, community, NGO and DENR representatives were convinced that Tool 11 was a concrete response to sustained gender participation.

## Day 12 Tool 12

**Definition** Gender Resource Management Action Plan (GRMAP) is an Action Plan which takes the form of an agreement between the NGO, concerned government agencies and possibly the donor. It outlines the responsibilities of grassroots organizations (youth, women, farmers, fisherfolk), NGO and government agencies' representatives. Elements of the GRMAP should include priority solutions, estimated financial and labor requirements, gender mixed committees to be created that are responsible for specific tasks to be accomplished.

### Net Benefits Figure 20

### DMS

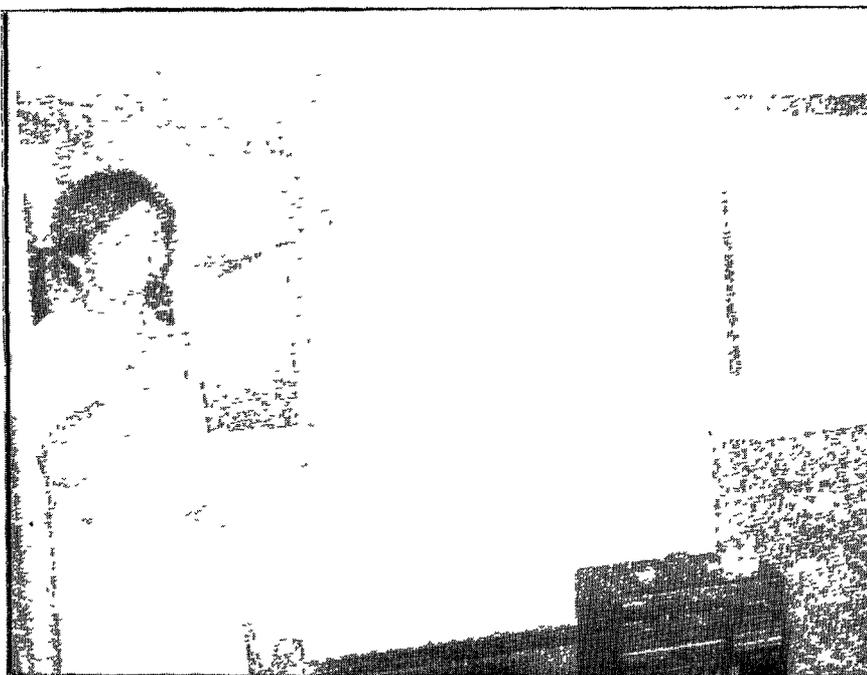
- 1 The Team together with the assembly integrated a focused group GRMAP with supporting concurrence of DENR, municipal and BC representatives. The following recommendations were direct inputs of the GRMAP: (a) that land would be provided by BC for a seedling area near the watershed, (b) JVOFI would include skills training for the men in future Ucab projects, (c) DENR would provide technical assistance in all phases of reforestation to include marketing of tree varieties as Baguio pine and gemelina, (d) that the Itoyon munic-



*Females perspectives in the conduct of the Gender Resource Map (Tool 9) stimulated intra household consensus building in productive, reproductive and livelihood activities among family members*

Figure 20 a Gender Resource Management Action Plan  
Young Reliabels

OPPORTUNITY	MECHANICS	REQUIREMENTS Material/Cost	RESPONSIBLE	ESTIMATED TIME
1 Identification of water sources Sabkil	Determine discharge Wet Season 5 gal/min Dry Season 1 gal/min Wet Season 2.5 gal/min Dry Season 0.5 gal/min	P10,000 Target beneficiary 3,000 households	Barangay Water Committee Municipal Health Board, Sanitary Inspector	October 1- 15, 1993
Preparation of plans/bill of materials		4 tanks/water reservoirs (1,000 gs each) 2 intake boxes pipes - HDPE/GI cable wire cement, steel bars, gravel and sand, lumber  equipment and tools chain block (6 tons)	Municipal Engineer, Barangay Water Committee	October 15 - 30, 1993
Submission of water proposal for possible funding/fund sourcing	Possible fund sources - BC, JVOFI, Crsty - Provincial/Mun Govt - Senators - PMS/PSF - local counterpart		Barangay Water Committee, Barangay Council, SB, SP	Nov Dec 1993
Approval				
Implementation	Social preparation Construction Training Monitoring and Evaluation		Barangay Water Committee Residents LGUs Fund Source	January - March 1994
Inauguration	Canao Installation of Mgt /Acctg systems			



*Benguet male employees engaged in mining activities explained their domestic and livelihood activities through the Gender Disaggregated Seasonal Activities Calendar (Tool 6) emphasizing their interest in a male skills training program to augment family income*

Figure 20 d Gender Resource Management Action Plan  
Ladies Group

OPPORTUNITY	MECHANICS	REQUIREMENTS Material/Cost	RESPONSIBLE	ESTIMATED TIME
1 Piggery	<ol style="list-style-type: none"> <li>1 Form the Benguet Lily Gender Sensitivity Ad-hoc Committee</li> <li>2 Consultation/Assembly on swine dispersal and fattening</li> <li>3 Training on swine raising and sanitation</li> <li>4 Production <ul style="list-style-type: none"> <li>- 3 piglets/member</li> <li>- Variety H-4</li> <li>- Source Ucab pig raisers</li> <li>- Assistance of the assn in sourcing piglets</li> <li>- pigpens and labor are counterparts of the group, enough to house 2-3 piglets</li> <li>- backyard raising</li> <li>- group will purchase the feeds/med</li> <li>- members will purchase from the group</li> <li>- members responsible for selling</li> <li>- assistance in selling will be provided by the group</li> <li>- pig wastes will be used as fertilizer</li> <li>- septic tanks will be made for pig wastes</li> <li>- 1 drum for every pigpen to catch water</li> </ul> </li> </ol>	<p>cost of snacks for 1 day training</p> <p>P3,900 00</p> <p>P5,000 for pigpens with septic tank and drum to catch water</p> <p>Total project cost P16,400 per member = loan per member</p>	<p>- Benguet Lily Gender Sensitivity Group Officers to be elected and regist members</p> <p>Ucab pig raisers, Benguet Lily, DA</p> <p>Funding Agency</p>	6 to 8 months

ipality through its Municipal Water Program would conduct better watershed protection measures together with ERM participants, (e) men would be willing to provide five-day free labor for watershed maintenance and development and that (f) women were willing to provide \$20 from their personal funds to start a seedling nursery

#### PRAGEN ANALYSIS

1 Heightened gender empowerment ended the ERM activity integrating NGO, government and private sector efforts to pursue the GRMAP with full participation of women and men. As a development tool, research, training and assessment functions of PRAGEN were realized. If collectively a group can be invited to participate voluntarily in a 12 day activity with increased attendance from the initial 32 participants, Tool 12 increased participation to 52. Though attendance numbers may not be a sustainable indicator for grassroots sustainability, scaling up of GRMAP into an the Itogon Integrated Agroforestation and

Water Development Project (IAWD) did

#### FROM GRMAP TO IAWD

To maximize the gender participation momentum of ERM, the GRMAP identified water as the problem and solution to seek alternative means of livelihood under ERM's Phase 5 of Post Monitoring and Evaluation. After the conduct of the ERM, the Team together with technical staff of BC and BAGO and Itogon municipality prepared the Itogon Integrated Agroforestation and Water Development Project (IAWD) defining in concrete terms "HOW" water could be realized for the Ucab community

The IAWD had four components

1 Tapping new underground water sources Ampucao with an elevation of 1,256m and located at Sitio Acupan, Barangay Ampucao, Itogon Municipality was found to be the most ideal to support the Agroforestry requirements of Southern Ucab and the outlying communities

Figure 20 c Gender Resource Management Action Plan  
Gold Diggers

OPPORTUNITY	MECHANICS	REQUIREMENTS Material/Cost	RESPONSIBLE	ESTIMATED TIME
1 Piggery	1 Identify available space		BC-BAGO	more or less 1 week
	2 Canvass construction materials	cement, G I sheet, nails, gravel/sand, lumber, hollow blocks	GOLD DIGGERS	1 day
	3 Purchase of materials	P5,000	GOLD DIGGERS	2 days
	4 Construction (3 x 4 meters)	P1,000 labor	GOLD DIGGERS and friends	1 week
	5 Canvas of piglets	P1,000/piglet	GOLD DIGGERS	1 day
	6 Purchase of piglets and feeds	P600/sack	GOLD DIGGERS	
	7 Fattening		GOLD DIGGERS and families Consultation with DA	6 months
	8 Selling	P4,000/pig	GOLD DIGGERS	2 days
2 Compost Pit	1 Identify common area		GOLD DIGGERS/BAGO	1 day/3 days
	2 digging	Bayamhan		
	3 Piling of compost, pig/dog manure, etc	Bayamhan		
	4 Gather leaves to decompose	Bayamhan	-do-	more or less 1 month
	5 Use for fertilizer	Bayamhan	-do-	

of Dalicno, Camp Suerte, Balatoc, Kamangaan and Gold Creek. An additional 960 households belonging to the extension communities other than Ucab could be served. Ampucao is 8 kilometers north of the target Ucab agroforestation site.

- 2 Rehabilitation of the existing Sabkil Water System. Sabkil Water source located in Barangay Loakan, Itogon Municipality is 2 kilometers from Ucab proper. A dry season water flow measurement conducted by the Itogon Municipal Office estimated it at 80 gallons per minute. Although no water sampling nor laboratory tests were conducted for this source, it has long been a source of potable water for the nearby communities. To maintain and increase water flow measurement from 80 gallons, a watershed protection scheme through watershed planting programs initiated by women will be realized.
- 3 Agroforestation. Intensive Mango planting intercropped with ginger would be planted along Ucab's slopes starting with an initial 25 hectares. Land would be provided

for Ucab families interested in this long term project.

- 4 Reforestation. Reforestation of native tree species as Baguio pine, alnus and gemelina would be continued with an additional 120 hectares of reforestation per year.

#### LESSONS LEARNED· CONCLUDING EVALUATIONS

Post Monitoring and Evaluation was not meant as a conclusion to Project ERM but a continuous evaluation of GRMAP and the likely implementation of the Integrated Agroforestation and Water Development Project (IAWD). The mechanics of the Post Monitoring and Evaluation Phase initially received inputs from the Daily Monitoring Summary and the four Evaluations conducted during the ERM cycle. These inputs were analyzed, discussed and reviewed to quantify and qualify the benefits of gender participation creating the IAWD. To date, continuous analysis, evaluation and review are still underway.

Figure 20 b Gender Resource Management Action Plan  
Benguet Lily

OPPORTUNITY	MECHANICS	REQUIREMENTS Material/Cost	RESPONSIBLE	ESTIMATED TIME
1 Sewing Cooperative	A Organizational	P10,000	JVOFI, BAGO, DSWD, CDA, LADIES GROUP, TRAINEES	1 month
	1 Training on dressmaking, sacks and gloves production - Business proposal preparation - Orientation on cooperative			
	2 Organization of the Ladies Group Coop			
	3 Registration of the Cooperative	P15,000	JVOFI, LADIES GROUP, BAGO	3 months
	B Pre-operational			
1 Batch system	P20,000	JVOFI, LADIES GROUP, BAGO	1 month	
a Cutter				
b Pattern-maker				
c Sewer				
d Repacking/delivery				
e Record keeper	P5,000	LADIES GROUP	1 week	
2 Purchase 2 units of sewing machines				
3 Training (Control and Management)				
2 Compost Pit	1 Identify site	1 shovel	Josie de Guzman, Camp Admin, Capitanas, Bayanhan, JVOFI, DOST, LADIES GROUP	3 days
	2 Digging	2 pick		1 day
	3 Training in Composting	3 bareta		1 week
	4 Start and convince others to separate garbage	P5,000		1 week
	5 Packing and selling of compost, bottles, and newspapers			1 month

Three points summarized the final evaluation process of ERM

- 1 It provided a viable document linking Participatory Rural Appraisal (PRA) and Gender Analysis as a concrete learning process for village based participation in designing and implementing effective action plans (from GRMAP to IAWD) for sustainable resource management planning
- 2 It reinforced the need to continuously employ, test, adapt, improve and/or validate gender sensitive tools in the design, implementation and evaluation of grassroots development programs
- 3 It will encourage development practitioners, international donor agencies and the government agencies to integrate gender analysis with new participatory methodologies (adapted to a specific country/region) as new alternatives to centrally planned and externally managed development models

There is no doubt that the social, economic and ecolog-

ical impacts of ERM project and IAWD implementation plan will benefit not only the Ucab community but other stakeholders (JVOFI, BC, DENR and the Itogon LGU) in the long term. Strengthening and building the institutional capabilities of Ucab women and men as individuals, household members and community residents is the first initiative for gender participation. With these initiatives in place, Ucab women and men will organize themselves into an active, social community to provide measures to increase food productivity and conserve their dwindling water resource base.

To evaluate key success factors of PRAGEN in Ucab, the economic impacts will be determined by (1) gender equity (defined as Ucab women and men getting a fair and measurable share of IAWD program benefits), (2) the transformatory potential of gender policy reforms within Ucab society's traditions and expectations, (3) the equal distribution of skills and extension training for Ucab women and men, and (4) access to decision making processes as involvement in the four components of IAWD watershed

Figure 20 c Gender Resource Management Action Plan  
Young at Heart

OPPORTUNITY	MECHANICS	REQUIREMENTS Material/Cost	RESPONSIBLE	ESTIMATED TIME
1 Agriculture	1 Mulberry Individual (with family) Preparation of planting area Planting Caring Rearing of silkworms Harvesting Marketing	1 Planting materials 20,000/ha locally available 1 ha can sup 4-5 box silkworms	Father, Mother, Children Technicians - PTRI	25 days rearing period
2 Ginger	Individual (with family) Preparation of planting area Planting Caring Harvesting Marketing Processing - Ginger	Planting materials, volume needed depends on distancing P15/kilo seed material, locally available  Equipment for processing	Father, Mother, Children  Need technician for processing	9 mos cycle
2 Tiger Grass	Individual (with family) Preparation of planting area Planting Caring Harvesting Marketing Processing - Ginger	Planting materials, 20,000/ha, same distance as mulberry Plastic, wire, rattan, wood, string	Father, Mother, Children	1 year cycle

protection, water program development, agroforestation and reforestation. These social and economic impacts are complementary to include an institutional dimension for a progressive Ucab.

The range of constraints that will be identified in IAWD will present HOW well the Ucab women and men were, are, and will be able to cope with their new found responsibilities taking in full consideration gender participation.

*Women miners explained through their Gender Resource Management Action Plan (Tool 12) the significance of seeking alternative means of livelihood since gold supply is fast dwindling.*





*The conduct of the Village Map (Tool 4) by a focused male group presented environmental insights relevant to indigenous knowledge on the state of Ucab's natural resources*

The success of the PRAGEN in Ucab in eliciting the participation of the community in identifying their needs encouraged other BC minesites to request JVOFI to conduct it in their own areas. Thus the PRAGEN was held in the last quarter of 1993 for the Benguet Gold Operations in Itogon, Benguet and in the Masinloc Chromite Operations in Masinloc, Zambales

### A. Dalicno, Itogon, Benguet

The PRAGEN was replicated in Dalicno, a sitio in Itogon, Benguet on November 16-19, 1993. Unlike the pilot PRAGEN in Ucab held in October, this one was held for only four days, but for seven hours daily. The participants commented that the four-day schedule was more convenient for them than the eight days since they will be able to complete the seminar-workshop much earlier and they can resume their scheduled activities immediately.

The PRAGEN team consisted of seven JVOFI staff, four Benguet Gold Operations (BGO) Community Relations (COMREL) members, one LGU representative and two DENR engineers. An average of 27 participants attended the workshops daily. The group was heterogeneous; there were BC employees and dependents as well as non-employee residents of Camp Lolita which is situated in BC's mining claim and Dalicno, which is outside the mining claim, but adjacent to it.

Of the three areas, Dalicno is the most empowered having been able to launch community projects such as the concreting of roads, improvement of health and school facilities with minimal external assistance. All three areas are located in upland areas where the main livelihood is gold mining.

Innovations to the PRAGEN were introduced by the team as follows:

#### 1. a more extensive explanation of the PRAGEN by the COMREL manager

The team was cautious not to pre-empt the workshop by divulging the purpose of the workshop which is to determine priority problems and opportunities and the gender issues affecting or contributing to these. However, the zealotness of the COMREL manager to involve the residents for the first time in decision making and planning led him to discuss the workshop objectives in great length. To counteract this situation, the team immediately proceeded to Tool no. 1 or the Village Sketch Map without reiterating the objectives.

#### 2. an integration of the activities at the end of each day by a volunteer participant

An important learning in the PRAGEN is never to underestimate the capacities of villagers. As a research tool,

PRAGEN seeks to be objective by not manipulating the results but as a training, villagers must be enabled to realize the interrelatedness of the eight tools and their relevance to problem solving and planning. The groups from Dalicno and Camp Lolita for instance were able to immediately determine the resources or opportunities for resolving the major problems they identified themselves. On the other hand, those from BGO had difficulty in relating the opportunities they had with their problems and constantly identified the support of BC and its continued gold operations as determinants for improving their situation. It was only after a brief review of the previous tools such as the transect and venn diagram that they were able to formulate a gender source management action plan which they can manage.

A synthesis/processing of each tool after the presentations by each area was done together with the participants to facilitate integration.

#### 3. a briefing on the tools before the workshops and arrival at a consensus on terminologies

Because of the heterogeneous groups involved, a briefing on the tools and an agreement on terminologies were necessary to be able to have a common frame of reference. Technical terms such as sustainability, equitability, productivity and stability were clarified by asking them to give synonyms and to translate them in the vernacular.

Sustainability - *mapabiyag* in Ilocano, continuous

Equitability - *pareho* in Ilocano and Tagalog, will benefit both sexes

Productivity - add income or profit

Stability - established, continuous or permanent

These helped the participants in carefully screening the opportunities they had.

The PRAGEN gave the team other significant learnings:

1. GOs, NGOs and the private sector should be represented in the PRAGEN.

Facilitators should be fully aware that the PRAGEN can raise expectations especially with regard to financial assistance and this is often directed at the organization spearheading the PRAGEN. Unless the organization has sufficient resources to address needs, facilitators of the PRAGEN should be knowledgeable of GOs, NGOs and funding agencies which can assist the villagers and as much as possible, invite them as resource speakers/facilitators.

The PRAGEN in Dalicno, for example, showed that the resistance of the villagers to a recently passed law on small scale mining which is the main livelihood in the area was a result of misinterpretations, lack of implementing guidelines and lack of information dissemination by the government agency involved. The PRAGEN gave the villagers the opportunity to come face to face with the government and once and for all, thresh out the issues.

2 The PRAGEN should not be conducted by a development organization unless it is ready to support identified projects

As previously discussed, the PRAGEN is a potent methodology for heightening awareness in a community, thus, development organizations must be able to build upon it or use it as an opportunity for introducing projects. Unless the sources and modes of assistance are made clear, delayed response to projects may erode the credibility of the sponsoring organization and eventually create problems on participation during the actual implementation of projects. The PRAGEN should not be seen by villagers as merely an "academic exercise" from which no benefit can be derived.

3 PRAGEN provides an opportunity for neighboring communities to interact and understand each other's plight

Before the PRAGEN, the employees and dependents of BC did not encounter any occasion where they were able to meet other villagers indigenous to the area. Because of the relatively assured livelihood of BC employees, they were looked upon as the more affluent neighbor. Unknowingly, those from Dalicno who owned the land they lived and worked on were better off since they had more resources to utilize.

## B. Masinloc, Zambales

The PRAGEN for Masinloc was scheduled to be held for four days excluding the orientation for BC, the LGU and GOs but the receptivity of the participants enabled the tools to be completed in three days only.

It was attended daily by an average of 27 participants from three areas: Masinloc Chromite Operations (MCO) of BC, Mandaloy, a sitio neighboring MCO, and Ubat, the sitio nearest the main town. The primary livelihood activity in Mandaloy is piling of chromite which is sold to MCO. Farming is marginal because of the limited agricultural land and irrigation facilities. Deforested mountains near the community which are owned by the first settlers are used as pasturelands. Rattan gathering in the forests is practiced by a few who obtained permits from the government. Ubat, on the other hand, is mainly agricultural with rainfed rice as the major crop.

The PRAGEN for Masinloc was successfully concluded because of the presence of decision makers from the private sector (BC) and the LGU who immediately responded and directed their personnel to attend to their identified needs.

Environmental degradation was not seen as a major problem in Masinloc because problems such as lack of water and erosion which were predominant in Ucab were not as grave here. The DENR representative however pointed out that the participants were more concerned with the utilization of existing resources rather than its development or regeneration.

Potential livelihood activities focused on traditional

projects such as piggery and poultry raising and this may be due to the rare presence of GOs in Mandaloy and Ubat, the lack of information, skills and technical knowledge in other projects such as reforestation which can also be sources of income. This was evident in the statement of one of the participants from Mandaloy who expressed his gratitude for knowing from the PRAGEN the agencies to approach for assistance.

The PRAGEN also made residents realize the need for them to be actively involved in community affairs especially where loans are concerned. In the case of Ubat, a small group of cattle raisers formed themselves into a cooperative for the purpose of obtaining a loan. Another group of rice farmers also from the area organized another cooperative in order to obtain a million peso loan from the Land Bank. Both loans have remained unpaid. In both cases, PRAGEN participants were not members of the coops but they learned that because of the bad experience of the NGO and the bank with borrowers from Ubat, the residents have been branded as credit risks.

## C. Concluding Notes

The experiences of JVOFI in Ucab, Dalicno and Masinloc prove that the PRAGEN, unlike other research methodologies is able to

- 1 create among both male and female villagers awareness of gender roles and responsibilities,
- 2 generate valid information on community resources at the village level since these are identified by the villagers themselves,
- 3 assist villagers in identifying their problems and to formulate plans in a short period of time, in a simple and cost-efficient manner,
- 4 teach villagers to adopt problem solving and planning tools,
- 5 facilitate the establishment of rapport between the development organization and community by involving them in problem solving and decision making,
- 6 allow villagers with diverse points of view to learn from each other and arrive at a consensus on priority problems to be addressed, and,
- 7 give villagers the opportunity to validate or obtain first-hand information from GO and NGO experts and solicit their commitment to support identified projects.

PRAGEN is not only a research methodology but also an important training methodology that can be used to harness and strengthen community organizations. It provides potent tools for creating awareness, responsiveness and effectiveness among villagers which was evident in the eagerness of PRAGEN participants to immediately start the projects they identified. It is not only gender sensitive but also sensitive to cultures as it helps reveal indigenous beliefs and practices which development organizations should consider in planning and implementing programs.



*Against a background of company (Benguet Corporation) owned bunkhouses, residents outside mining camps belonging to the Ibalois and Kankanaeys tribes store water to be brought back to their homes several kilometers away*

## Annex 1

### Statement of Principles on Participatory Development

**BRIAN T. ATWOOD, USAID ADMINISTRATOR**

November 16, 1993

There is nothing more basic to the development process than **participation**. That is a lesson we have learned over the years, but it is one that we have not fully appreciated in all of its implications.

**First, broad access by people to their country's economy and participation in their society's decisionmaking processes are results we seek to support;** they are fundamental to sustained development; and

Second, our support is more likely to lead to these results if the development programs are relevant to people's needs, and for this there needs to be **broad participation by people in defining development priorities and approaches.**

**Participation, therefore, describes both the end and the means;** both the kind of results we seek, and the way that we, as providers of development and humanitarian assistance, must nurture those results.

**The ends and the means are closely related.** For our scarce funds to contribute meaningfully to the goal of sustainable development—to development that broadens economic, social, and political access and enables a society to keep improving the quality of life for its people—the **development approaches themselves must be sustainable.** They must be consistent with the priorities and values of those who will have to sustain the effort after the donor has left. This is true for a village-level project, and it is true for a national-level program. It applies to policy reforms as well. The policy changes that may be needed to open up economies to innovation and local investment must be supported by sufficient social consensus and a sense of shared sacrifice, or they will not be sustained.

Development assistance works best when it contributes to efforts that people in the recipient society are already attempting to carry out, and when it fully takes into account the priorities and values of affected groups.

The efficiency of this approach has been shown repeatedly, whether we look at the local level of a water-user association, or consider the degree of social consensus that a national government must count on to carry out and sustain changes in policy or social and economic programs.

Studies have shown this. Our experience at USAID has demonstrated it, through both the successes and failures of our efforts. Private foundations, the Inter-American and African Development Foundations, and private development assistance organizations around the world have learned it. Other bilateral and multilateral donors are learning it.

How are we to know whether such consensus exists, or can perhaps be brought about, or whether a given program truly matches local priorities and values? The answer is, **we must build society.**

That does not mean our aid cannot support **new ideas**, or ideas that are new to a given society. It does not mean that we must first strive to ensure that the new idea is fully "owned" by legitimate indigenous institutions and that people who will be affected have a voice in how it is applied.

Nor does it mean that USAID should not have its **own priorities**. We must and we do: our priorities are set forth in the strategy documents for our four areas of concentration, and our severely limited resources will prevent us from supporting many worthy endeavors. It does mean, however, that we will seek to understand local priorities independently of our own priorities, capabilities, and resources.

**Three We will cast widely for expertise.** The technical expertise available to USAID in many areas is world-class, and our technical assistance is often of greater value to recipient countries than the material resources we can offer. However, we will not be satisfied with our technical analysis until we have **opened it to debate** by a range of experts in the universities and research institutions of the recipient country and by other qualified experts in donor agencies.

Moreover, we will routinely and systematically test our expert analysis **against the reality experienced by affected populations.** To this end, we will develop appropriate ways in each country context to consult with organizations representing the interests of small-scale farmers and businesspeople, slum dwellers, fishing communities, tribal groups, poor women, professional associations, environmental, charitable, and development PVOs, and other people whose experience provides a needed reality check on the assumptions and prescriptions of outside experts.

This does not mean that we will expect to find harmony among the views of local experts. We will sometimes find more conflict than consensus among the perspectives of indigenous communities and interest groups. We will, however, recognize that competition among a plethora of interests lies at the heart of the democratic process. To the extent appropriate to our role as an outsider, **we will strive to make that competition more open and fair**, and thereby create as broad a view of the national interest as possible.

**Four. We will assure that USAID projects and programs are accountable to the end user.** That will mean, for example, that a health sector project under which municipal govern-

ments receive training materials, family planning services, and other support from US private agencies will have some mechanism to permit the “clients”—in this case, the municipal governments—to tell USAID whether the services received from these PVOs meet their needs. It will also mean that the woman receiving the family planning service has some say over the way those services are delivered in her community.

**Five. We will ensure that projects we support strengthen the capacity of the poor to take the next steps in their own and their community's development.** That is, in all our efforts—not just those aimed explicitly to promote our “democracy” objective—we will seek to empower the poor to sustain the development process. Sometimes this will be as simple as, for example, in a project aimed at training village health workers, providing opportunities for these health workers to meet, get to know each other, and thereby begin to identify common concerns and perhaps, to initiate further efforts to improve local sanitation and health conditions.

**Six. To overcome the tendency of projects to benefit only local elites, we will use gender analysis and techniques for data collection and consensus building such as participative rural appraisal (PRA).** PRA is a development planning methodology that helps the different groups and institutions in a given community to agree on a common course of action and to take an active role in organizing the inputs of the various outside agencies.

**Seven. We will find ways to streamline our procedures for approving and amending projects so as to allow the local reality to drive our programs, rather than to have our procedures drive our definition of local reality.** Too often in the past, we in the development business have acquired a stake in a project we have designed and our procedures make it difficult to modify. Sustainable development means that the local recipients have the only stake that counts.

**Eight. We will keep our focus on results—on the results experienced by real people in the recipient societies—rather than merely on tracking the material inputs to projects and our adherence to our own procedures.** We will not lessen our commitment to accountability for the taxpayers' dollars nor our adherence to legal requirements. However, we must satisfy our need for accountability in ways that do not prevent us from achieving the results that will affect people.

**Nine. We will practice a respectful partnership with indigenous and American or international private organizations, ranging from non-profit development institutions to professional associations and businesses, that collaborate with us in providing development and humanitarian assistance.** We will work with those that are committed to strengthening institutions and empowering people in the recipient society. Our partnership means that we will listen to our partners' views and will work together in ways that reflect our com-

plementary strengths. We recognize the uniquely American values and experience that US PVOs offer, as well as their considerable range of skills and expertise. At the same time, we will not lose sight of the objective of strengthening indigenous institutions and capabilities, and will seek ways to expand our support to indigenous organizations and to facilitate the sharing of experience and expertise among them.

**Ten. We will take the measures necessary to equip ourselves to make good on these principles.** This will not be easy. We will need, for example, to find ways for Mission staff to spend more time out of the capital cities, and more time in meaningful dialogue with a wide range of local groups. This will mean streamlining our procedures so as to relieve already overburdened staff of some of the work they currently do.

We will seek ways to **empower USAID's own personnel**, in the Missions as well as at AID/W, unleashing their innovation and creativity in finding better ways to serve our “clients” in the recipient societies.

We will strengthen **relevant skills and aptitudes** in our staff and contractors—stronger language and cultural skills, skills in discerning social processes, gender analysis and other techniques to enhance participation, skills in dealing with conflicting interests and, where possible, in enhancing awareness by local groups of a broader national interest. We will find ways to address this need in our personnel policies and practices.

We will consider realistically **the costs of applying a participatory approach to our work.** Many measures will involve little or no cost, and some may save money and mobilize larger amounts of local resources. Nevertheless, it takes time and resources to consult broadly, and the consultative process can sometimes be slow. We will ensure that these costs are outweighed by the benefits of focusing our development resources more securely on the priorities of the recipient society.

I have asked the Bureau of Policy and Program Coordination to make these principles central to their work in defining the Agency's priorities and procedures. We will enlist the help of many interested staff from all Bureaus, as well as from the Missions, in helping to develop guidelines for the implementation of these principles. Your assistance will be needed in finding ways to overcome the obstacles to participation, both in the field and in USAID's own procedures.

**The principles I have outlined will place USAID squarely on the cutting edge of change.** This is where I and, I believe, the American people want us to be. We will have learned the lessons that development professionals around the world are learning: development is a people process, and our efforts must aim to support the efforts of local people. That way we will show real, lasting results.

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## ACRONYMS AND ABBREVIATIONS

BC	Benguet Corporation
BC-BAGO	Benguet Antamok Gold Operation
BGO	Benguet Gold Operation
DENR	Department of Environment and Natural Resources
EDI	Economic Development Institute
ERM	Engendering Resource Management
ECOGEN	Environment, Community Organization and Gender
GRMAP	Gender Resource Management Action Plan
IAWD	Itogon Agroforestation and Water Development
IIED	International Institute for Environment and Development
JVOFI	Jaime V Ongpin Foundation Inc
LGU	Local Government Unit
NGO	Non Government Organization
PRA	Participatory Rural Appraisal
PRAGEN	Participatory Rural Appraisal and Gender Sensitive Analysis
USAID	United States Agency for International Development