



Pro-GAD CAPOOCAN: YES IT CAN! A Case on Gender and Development as a Platform for Instituting Population Management

I. Introduction

*This case was written by
Maximillian Ventura of IMDM,
under the supervision of
Dr. Patricia Lontoc
for Philippine Center for Population
and Development, Inc. (PCPD)*

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The Gender and Development (GAD) Program of Capoocan was fraught with a lot of challenges. It was one thing to implement it at the municipal level and another thing to scale it up to the provincial level. On the other hand would it also be a great challenge to be able to champion Gender and Development in Congress?" Mayor Marietta Porciuncula was lost in her thoughts as memories of her three terms as Mayor of Capoocan flashed through her head. The meeting of her political party mates for the coming 2007 elections had just finished, wherein she was presented with options on her political career. She was given the option to either run for a seat in the provincial board where she will be tasked with replicating at the provincial level her award winning Pro-GAD program in Capoocan or she can opt to run for a congressional seat in her district.

As she sat in her office she could not help but think of how it all started for her in 1998. The Gender and Development Program was still at its infancy and she remembers how difficult it was to get the program started. After having persevered and having gone out of her way to engage her key stakeholders she finally got the Pro-GAD program off the ground. Now it has won numerous awards and citations for Capoocan including the Galing Pook Award. Despite this fact however, she still had self doubts as to whether she could scale it up to the provincial level. It was also a cause of concern for her that despite her efforts at institutionalizing Gender and Development a new dispensation may just opt to relegate GAD to the sidelines.

Mayor Porciuncula ran on a platform of effective and efficient public service wherein the delivery of basic social services to the community should be felt and appreciated by the people. She envisioned a Capoocan where people are able to live their lives the fullest and with dignity. She had greatly been influenced by her exposure to various fora that focused on participatory governance as well as with women's concerns. This paved the way for her innovative initiative at Capoocan that integrated the two development frameworks of participatory governance as well as gender and development.

II. Profile of Capoocan, Leyte

The town of Capoocan can certainly benefit from an inspired leadership given the many development challenges it faces which is typical of many municipalities in the country given a similar profile.

Capoocan is derived from the local term “Kapook” meaning full of obstructions; a complaint of the travelers-on-foot as they passed through its narrow and obstructed trails of thick mangroves and virgin forest prevalent during the Pre-Spanish era.

Capoocan is a 4th class municipality in the Province of Leyte under Region 8 and one of the 14 municipalities of the 2nd district. It has an estimated income for CY 2007 of 38.7M of which 37.3M comes from the Internal Revenue Allotment (IRA). Major local sources of income are from farming and fishing aside from business tax, permits and licenses.

Capoocan is located between the two major centers of trade and governance situated about 59 kilometers from the Capital City of Tacloban and about 52 kilometers from Ormoc City. It has a total land area of 18,540 hectares with a coastline that hugs the shores of Carigara Bay, a major fishing ground, as well as a 30-kilometer stretch of national highway that cuts across the municipality.

Capoocan is composed of 21 barangays, 13 of which are coastal barangays and 8 inland barangays. Access to a number of these barangays is difficult owing to the rugged terrain and lack of roads especially for a few of the coastal barangays.

II.A. Demographics and Economic Characteristics of Capoocan

Total Population of Capoocan as of the FY1995 census was 26,384 and this had increased to 27,593 for the FY2000 census showing an annual growth rate of 0.96%. The population density was 148.83 persons / square kilometer. The total household was 5400 and the average household size was 5.0. Table 1 and Table 2 show the distribution of the population by barangay.

The major sources of income are farming and fishing representing 88% and 12% respectively, which constitute the non-agriculture income earners. The labor force was 14,935 of which 62% are employed. The average rural family income of the municipality was pegged at P 7,068 while the poverty incidence was 68.48%.

Agricultural land area comprises 41% of the total land area of the municipality equivalent to 7,539 hectares. Carigara Bay serves as the fishing ground for most of the constituents of Capoocan which comprises 1/3 of the bay area or about 220 square kilometers although fish catch has dramatically declined over years from a high of almost 3,400MT/yr in the 70's to only 730MT/yr in 2006. Most of the catch is traded at Bgy. Pinampoan where the only Municipal Fish Port is located.

Table 1: Voting Population of Capoocan, 2006

Voting Population as of December 31, 2006	16,219
Male	8,341
Female	7,787
Number of Precincts	103
Number of Clustered Precincts	80

Table 2: Population Distribution by Barangay

Barangay	Total Population	Numbers of Households	Percentage Distribution
1. Balucanad	1,299	257	4.76%
2. Balud	2,535	517	9.57%
3. Balugo	369	77	1.43%
4. Cabul-an	1,631	320	5.93%
5. Culasian	2,337	162	3.00%
6. Gayad	826	461	8.54%
7. Guinadiongan	585	111	2.06%
8. Libertad	904	183	3.39%
9. Lemon	1,985	382	7.07%
10. Manloy	584	119	2.20%
11. Nauguisan	374	74	1.37%
12. Pinamopooan	2,615	504	9.33%
13. Poblacion I	1,847	351	6.50%
14. Poblacion II	3,619	705	13.06%
15. Potot	679	132	2.44%
16. San Joaquin	1,138	208	3.85%
17. Sto. Nino	1,178	235	4.35%
18. Talairan	777	152	2.81%
19. Talisay	553	117	2.17%
20. Tolibao	538	93	1.72%
21. Visares	1,220	240	4.44%
Total	27,593	5,400	100%

II.B. Region 8 Population Situationer

Provincial and regional data reflect the reality on the ground at Capoocan in terms of the development challenges it faces especially in the area of population and development.

Region 8's population is steadily increasing and has reached 3.84Million as of 2004 putting pressure on the land with current density level at 173 persons/sq. km in 2000 from a low of 131persons /sq.km. twenty years ago in 1980.

Region 8 has a very high number of its population living below the poverty line at 45.4% with Leyte province posting 41.9%. It also posts a high level of malnutrition at 37.8% compared to the national average of 32%.

A majority of the region's population is young wherein 41% are between ages 1-14, and 54% are between 15 to 64 and this translates to having 6 working people supporting another 12 or a ratio of 1:2, far from the ideal in terms of facilitating development. As a result Region 8 posts the highest number of dependents nationwide at 8.4.

Region 8 also has a high fertility rate that is second nationwide at 4.6. The number of married women of reproductive ages is high and increasing from 411,700 in 1990 to 485,000 in 2000.

The use of modern contraceptives in the region is low at 26.8% compared to the national average of 33.4% while the use of traditional methods is high at 17.6% compared to the national average of 15.5%. At 56% unmet need for family planning, Region 8 has the highest in the Visayas and third highest nationwide. This poses a challenge especially in the light of the finding that regions with low modern family planning use have a high infant mortality rate.

Violence against children is rampant in Eastern Visayas with rape cases among children reaching 100 in 1998 more than half of the 198 reported cases. On violence against women the same data set shows that cases of physical injury comprised almost one-half of the 120 reported cases. Rape accounted for almost one-fourth of the cases.

III. The Gender and Development Program of Capoocan (Pro-GAD Capoocan)

III.A. Conceptualization of the Program

It was in FY 2000 when the Tacloban based regional federation of NGOs known as Institute for Democratic Participation and Governance (IDPG) which was pushing for reforms in local governance conducted a participatory rapid appraisal (PRA). The results of the PRA served as part of their baseline data as well as inputs to the participatory development planning initiatives that they were implementing in Leyte province. It was during this PRA in Capoocan where gender issues were surfaced by the community participants.

The results of the initial PRA were further deepened through the studies of the local member NGO of the IDPG network, Center for Partnership Initiatives for Development (CPID), using gender-specific tools.

The study showed the following gender and development issues:

1. Lack of economic opportunities and skills forced women to migrate to the cities to work as house help or do menial jobs with some going to prostitution. The women who stay are totally dependent economically on their husbands who themselves are unable to provide for their family
2. Multiple burdens of Capoocan women that includes sole responsibility for household chores and child rearing as well additional expectation of being able to augment family income and do volunteer community work.
3. Violence against Women and Children (VAWC) was surfaced as an issue faced by the womenfolk of Capoocan. Domestic violence particularly physical abuse followed by wife beating, sexual harassment and discrimination rank among the top acts of violence.
4. Low awareness about reproductive rights of women. Confusion and misconceptions on contraception was common and can be traced from the lack of information on the purpose, methods and effects of different reproductive health options.

5. Low participation of women in governance with only a few women councilors elected. Their participation in local special bodies (LSBs) is minimal owing to their lack of knowledge and skills in articulating women's issues. As a result there is a lack of programs and projects for women concerns.
6. Lack of gender-disaggregate information at the municipal level resulting in gender blind plans and projects by the LGU. It was only at the Municipal Social Welfare Office were gender specific projects were undertaken but limited only to violence against women concerns.

Given these findings, CPID initiated further consultations with the mayor and other key personalities of the LGU to present possible interventions and strategies that would address the issues surfaced and that eventually led to the formation of the Municipal GAD Focal Team (MGFT). Prior to the formation of the MGFT, CPID in the interim together with an LGU representative from the Municipal Planning and Development Office also further immersed themselves in GAD concerns through meeting and linkages with the National Commission on the Role of the Filipino Women (NCRFW) as well as learning of the procedure for the allocation of GAD in the budget through the book *The GAD Budget Trail* published by The Asia Foundation. While in Manila they were also able to catch a show called "The Vagina Monologues", a play about the travails of three outspoken vaginas, unknown to man.

These data and inputs proved instrumental for the MGFT to craft a program that will be able to address the issues raised in the PRA and which eventually led to the formation of the Program on Gender and Development of Capooacan (Pro-GAD Capooacan). The main objective of the Pro-Gad Capooacan is to increase women's participation in the decision making process of development at all levels- household, community, and government.

III.B. Pro-GAD adopted the following strategies in their implementation:

In order to do this, the following major strategies were implemented:

A. Community Organizing.

Key activities under this strategy include:

- Identification of GAD focal persons at the barangay level
- Conduct of PRA-barangay development planning (BDP) activities, annual investment planning, GAD planning and budgeting at the barangay and municipal level
- Formation and strengthening of women's groups, people's organizations, youth and other sectors, and women committees in the LGU structure
- Formation of quick reaction teams called Bantay Panimalay to respond to VAW cases

B. Education and training.

Key activities under this strategy include:

- Module preparation of gender-related trainings in the Waray local dialect
- Development of popular education materials on gender
- Conduct of gender-related trainings at the barangay and municipal level for LGU employees/officials, local chief executives, people's organizations and barangay constituents such as Basic Gender Sensitivity (GST), GAD planning and budgeting, Adolescent Reproductive Health, Orientation on Sexual Harassment in the Workplace, Bantay Panimalay orientation, specialized trainings on counseling of victims of abuse and paralegal assistance

- Improvement of the Pre-Marriage Counseling module of the Municipal LGU to include gender sensitivity and VAW topics

C. Socio-economic and livelihood development.

Key activities under this strategy include:

- Participatory identification of feasible livelihood projects and formulation of project proposals
- Implementation of livelihood projects through the provision of financial assistance to deserving women and men's groups
- Establishment of an enterprise resource center at the municipal level
- Skills enhancement and development through trainings, participation in livelihood fairs, trade exhibits, and others

D. Health, nutrition, and family planning.

Key activities under this strategy include:

- Provision of reproductive health services for women and men
- Free circumcision for boy-children
- Milk feeding and vitamin supplementation for malnourished children
- Conduct of refresher course and provision of kits for traditional childbirth attendants

E. Women's special concern: responding to VAW

Key activities under this strategy include:

- Strengthened campaign against gender-based violence through public orientations conducted in plazas, marketplaces, basketball courts, stage play presentations and film showings
- Ensuring immediate response of the Bantay Panimalay to address unreported cases of gender-based violence
- Provision of financial, counseling, medical and legal assistance to victims of gender-based violence, and initial counseling of perpetrators of gender-based violence
- Drawing up of a Women's Danger Zone Map to assist in identifying locations of street lighting projects of the municipality

F. Advocacy and networking

Key activities under this strategy include:

- Identification of gender-related services and linking with identified NGOs, government agencies, and individuals for program enhancement and complementation
- Intensified promotion of Pro-Gad Capoocan within and outside the municipality through radio guesting, press releases, orientations, and billboards and signages
- Utilizing creative forms of activities such as the Capoocan LGU Chorale through integration of gender-related songs into their repertoire and performing these in major events, and enlivening gender trainings through the use of songs, dance, and symbolic apparel (i.e., the use of the color purple and the purple rose, the universal symbol of women's rights)
- Commemoration and celebration of special days of women, such as Women's Month, International Women's Day, International Day of Action for Women's
- Health, 16 Days of Activism for the Elimination of Violence Against Women and Children, National Rural Women's Day, Girl-Children's week, and Children's Month

- Participatory formulation of gender-based executive/legislative policy recommendations, i.e., GAD Code Formulation

G. Institutional Strengthening, Monitoring and Evaluation

Key activities under this strategy include:

- Sex-disaggregated data banking
- Continuous capacity-building for GAD implementers (such as providing for additional specialized training on counseling, exposure trips and team building activities)
- Monitoring and evaluation activities as part of the management cycle of the Pro-GAD Capoocan plan, particularly on the utilization of the 5% GAD budget

III.C. Leadership for Pro-GAD

Mayor Porciuncula was the main driving force behind Pro-Gad success in Capoocan. She exercised her political will when she showed unflagging support in instituting Pro-GAD as the LGU's core program despite the comments from her detractors. Given her vision she set out to win over her detractors and she managed to persuade some of them to give Pro-GAD Capoocan a chance. Her exposure to management and development frameworks especially during her first term helped in providing inputs in the conceptualization of Pro-GAD Capoocan. "The training for Local Chief Executives given by the DILG and the different exposure trips I had the opportunity to join and interaction with various NGOs help me in conceptualizing what I wanted for Capoocan". "It also gave me more confidence in pushing for the reforms which I felt will benefit the community especially the women of Capoocan."

The leadership and political will provided by the mayor was complemented by the efforts of the Executive Director of CPID Ms. Vilma Horca at spearheading the promotion of gender and development framework as a core program of the LGU. Her exposure to the social development sector through her work with various NGO's proved invaluable at her key role in instituting Pro-GAD. She had received various training especially in community organizing and that made her more sensitive in listening to other people and empathizing with them. "You will really pity the women once you hear their stories, it can be draining at times" She was instrumental in the conceptualization of several key activities under the different strategies of the program including the formation of the LGU Chorale as well as marking the significant events for women's day such as the Women's Month, International Women's Day, International Day of Action for Women's Health, 16 Days of Activism for the Elimination of Violence Against Women and Children. She also displayed her leadership in the mobilization of the lobby efforts for the passing of the GAD budget.

IV. Institutional Mechanism

IV.A. Municipal GAD Focal Team (MGFT)

On October 13, 2001 CPID facilitated the formation of the Municipal GAD Focal Team (MGFT) chaired by Mayor Porciuncula with the chair of the Sangguniang Bayan Committee on Women serving as vice-chair. The different officials of the other line offices in the municipality became members of the MGFT that includes Municipal Social Welfare Office (MSWO), Municipal Planning and Development Office (MPDO), Municipal Health Office (MHO), Budget Office and the Municipal Treasurer, head of the local Philippine National Police, Municipal Agricultural Office (MAO), Population Outreach, Engineering, Civil Registrar, as well as the Local Council of Women. The staff of CPID acted as the MGFT's secretariat headed by their executive director Vilma Horca.

The members of the MGFT underwent gender sensitivity trainings (GST) as well as a GAD planning orientation to prepare them for their task of planning and policy formulation for GAD in Capoocan that eventually led to ProGAD Capoocan.

IV.B. Barangay GAD Focal Person (BGFP)

At the ground level a barangay GAD focal person was appointed in order to ensure that the initiatives of the MGFT were implemented in all of the 21 barangays. In turn the BGFP organized their own Barangay GAD Focal Team which in turn resulted in getting more of the womenfolk involved in governance.

IV.C. Pro-GAD Office

A GAD office was established in order to be the coordinating body for the implementation of Pro-GAD Capoocan. The GAD office was housed in the Gender Resource Center and served as the nerve center for all the Pro-GAD activities. The office had three teams each composed of two GAD staff and one CPID staff with each team covering seven barangays. Each team was responsible for the implementation of the Pro-Gad Capoocan at the barangay level.

V. Policy Interventions

V.A. Executive Orders and Resolutions

On November 15, 2001, Mayor Porciuncula issued Executive Order 2001-01, the “Declaration of Pro-GAD Capoocan as the GAD Program of the Municipality of Capoocan, Leyte. This became the legal basis for the formulation of a GAD Plan in Capoocan and was also the basis for the significant increase in the GAD budget in 2002 to Php1,256,548 from only Php80,000 in 2001. The EO was timely because it was issued during the time of the budget hearings. The budget of the LGU had been delayed because of the resistance to the GAD proposed items by some members of the Sangguniang Bayan.

The womenfolk were organized into a lobby group with the assistance of CPID and linkages with the local media and reporters were tapped to pressure the Sangguniang Bayan to approve the budget that included GAD related items during their deliberations. The active lobbying of the women sector of Capoocan worked and the approval of the budget paved the way for the operationalization of Pro-GAD Capoocan.

The EO of Mayor Porciuncula was followed by several resolutions and ordinances that further strengthened Pro-GAD Capoocan.

Table 3 details the policies related to ProGad.

Table 3: LIST OF POLICIES RELATED TO Pro-GAD

Type of Policy	Title of Policy	Date Issued
Exec. Order No. 2001-01	" Declaration of PRO-GAD Capoocan of the Municipality of Capoocan , Leyte"	November 15, 2001
SB Resolution No. 2002-051	" A Resolution Regulating the Operation of Sing Along/Video Karaoke and Bar Joints and Prohibiting the Sale of Intoxicating Liquors and Beverages to Minors and Prescribing Penalties for Violators Thereof as Embodied in Ordinance No. 13	May 28, 2002
Administrative Rule	Administrative Disciplinary Rules on Sexual Harassment Cases of the Municipal Government of Capoocan	February 28, 2003
Resolution No. 2004-08	" A Resolution Encouraging the Institutionalization of the Conduct of the Sectoral Consultative Assemblies between the Municipal Government and the Different Sectors of Capoocan, Leyte Community	January 13, 2004
Resolution No. 2004-09	" A Resolution Declaring Support to the Established Gender and Development (GAD) Focal Team	January 13, 2004
Resolution No. 2004-10	" A Resolution Declaring Strong Support to the Formulation of a Gender and Development Code for the Municipality of Capoocan, Leyte Code of Operation or Manual of Operation	January 13, 2004
Resolution No. 2004-11	" A Resolution Proposing the Creation of a Beauty Pageant Regulatory Board to Align with the Gender Sensitivity Principles for the Municipality of Capoocan, Leyte	January 13, 2004
Resolution No. 2004-12	" A Resolution Strongly Enjoining all Hilots to undergo Proper Training Before Accreditation with the Rural Health Unit	January 13, 2004
Memo Circular 2004-01	" Memo Circular Instructing the HRMO Officer, Mrs. Marilyn D. Naldo, to Ensure Equal Opportunity for Training Male and Female Municipal Employees	February 13, 2004
Special Order 2004-02	" Special Order Designating the Local Civil Registrar , Mrs. Jesalie Loteyro , as Statistics Point Person with the Primary Tasks of Ensuring Record Keeping of Gender Disaggregated Data	February 13, 2004
Letter of Instruction	" Enjoining all School Principals to Withhold permission in the Staging of Beauty pageants until Guidelines have been Formulated by the Beauty pageant Regulatory Board	February 13, 2004
Letter of Instruction	" Enjoining all Barangay Captains to Withhold Permission in the Staging of Beauty pageants until Guidelines have been Formulated by the Beauty pageant Regulatory Board	February 13, 2004
Letter of Instruction (Municipal Budget Officer)	Detailing Steps in Ensuring the Barangay Allocation of the 5% GAD Budget in the Barangay Annual Budget and Determining of GAD Plans as result of the Participatory Planning Exercise	March 10, 2003

V.B. GAD Code

A landmark achievement of Pro-GAD Capoocan is the passage of the GAD code of Capoocan. This code outlines the Pro-GAD Capoocan and further institutionalized its operation in the LGU. The GAD Code also integrated the different principles of Gender and Development as well as the protection of women's rights. (See Annex for GAD Code)

VI. Stakeholder Engagement

A key factor in the success of Pro-GAD Capoocan was in their engagement of the different stakeholders in the community.

VI.A. Menfolk

At the onset Pro-GAD was met with skepticism and contempt especially by the men in the community. The program was going against the prevailing culture that men were superior to women and that arguments between husbands and wives were private and that no one has the right to intrude even in cases of violence. It did not help that some officials and barangay officers were even publicly perceived to be perpetrators of VAW.

A key in changing the mindsets and making inroads was the education and information dissemination done through the gender sensitivity training conducted at the barangay level by the GAD staff. Coupled with an extensive campaign against violence against women through graphic billboards as well as flyers that inform the people in the community the relevant laws violated whenever there are VAWC incidents. Although there are some who remain indifferent to the Pro-GAD a good number of the men in the barangay have been informed through the GSTs and have become a more positive influence to the rest. The men start to share in the household chores and take care of their children. “ After two and a half years of implementing Pro-GAD” , the LGU reports “ there is an observable change in the relationship between women and men in Capoocan” .

VI.B. Police

In order to put teeth into the campaign against VAWC the local police were also enlisted by Pro-GAD under the Bantay Panimalay. Gender sensitivity trainings were also given to the local police force together with refresher course on the relevant laws that were related to VAWC. When in the past some of the policemen were the first to dismiss VAWC cases as “away ng mag-asawa” they are now quick to respond to reported cases of VAWC thanks to the quick response unit formed by the PNP chief that was also provided with an exclusive service vehicle. It also helped that a woman police officer was assigned to at women and children’s desk.

VI.C. Church

In order to gain the cooperation of the local church the Pro-GAD program focused more on the issue of violence against women and children (VAWC) instead of reproductive health issues. VAWC proved to be a better area for collaboration since this was more acceptable to the church rather than the contentious issue of reproductive health. Nonetheless key principles on gender and development were included in homilies of the parish priest and were also disseminated at church activities and masses including announcements on the ProGAD Capoocan activities particularly on VAWC.

VI.D. Youth

One of the sectors engaged by the program is the youth sector where they developed an adolescent reproductive health training module for high school students. These were conducted at the secondary level classes and were given to high schools students of both genders.

A gender sensitivity training was also conducted for the students in both of Capoocan’s national high school through the social science students of the University of the Philippines – Tacloban College.

Gender issues were discussed in order to expose the students and increase their awareness as well as change their attitude especially in gender relations.

VI.E. LGU staff and Department Heads

At the onset the program engaged the staff of the LGU and the key department heads through the conduct of GAD related trainings, orientation and conferences. Getting the support of the LGU was key in its being able to mainstream GAD as the program of government. In order to achieve this, inputs were given in terms of gender sensitivity trainings, GAD planning and budgeting, VAWC training, reproductive health, women's rights to both municipal and barangay personnel.

The LGU also created the Capoocan LGU Chorale composed of municipal employees who perform gender related songs in their repertoire as part of their advocacy efforts. They perform during major events of the municipality and also represent Capoocan in functions at the provincial level.

VI.F. NGOs

A key sector that the program engaged was the different NGOs that provided important inputs in participatory governance and gender and development. CPID as co-implementor provided resources as well technical support for Pro-GAD CIPDG proved instrumental in paving the way for Pro-GAD through the findings of the participatory rural appraisal they conducted in Capoocan. Other NGO's both at the national and provincial levels were tapped to provide their expertise related to a key strategy of the Pro-GAD. Marie Stopes and Runggiyan Social Development Foundation both local NGOs helped provide free family planning services which peaked during the observance of International Day of Action for Women's Reproductive Health held every May. Another was the linkage with Gabriela through congressional sectoral representative Lisa Masa paved the way for the construction of the GAD Resource Center through her Community Development Fund.

VII. Major Accomplishments

VII.A. Increased participation from the community specially the women.

The Pro-GAD program created the venue for more women participation in governance and in the community. The Pro-GAD ensured the activation of the different governing bodies for women in the community to be involved in like the Barangay Development Council and **other Local Special Bodies like the school board** Also thanks to the community organizing efforts there are now women's organizations in all the 21 barangays. At the municipal level there are now organizations for women that include the Barangay Health, Day Care and Family Planning Officers and Nutrition Scholars.

As a result women now comprise 50% of the members in four LSBs and this has led to the articulation and discussion of women's issues and concerns. Moreover this has led to a shift in the project of the barangays from infrastructure led project to those that focus more on promoting gender equality, health, nutrition and livelihood all concerns that impact on the women of the community in the everyday.

VII.B. Decrease in the incidence of Violence Against Women and Children.

The Pro-GAD programs continued conscientization of women on their rights as well as the protection afforded to them by law have empowered the women of Capoocan to assert themselves. More women now report VAWC cases and are encouraged with the immediate response given to it by the authorities through Bantay Panimalay (See table below). This has served as a deterrent for the perpetrators and effectively complements the other mechanisms for enlightening the men on proper gender relations such

as popularized informational materials like comics, billboards and stickers on VAWC as well as gender sensitivity trainings for men. As a result drop in the number of habitual VAW perpetrators was recorded.

Violence Against Women Reported Cases per Year								
Type of Violence Against Women	2000	2001	2002	2003	2004	2005	2006	Total/Case
Physical Abuse/Wife Battery	6	15	28	34	20	21	28	152
Rape	2	4	6	5	3	1	2	23
Acts of Lasciviousness	3	2	5	3	3	2	4	22
Economic Abuse		1	3	1				5
Threats		1	2	6	1	6	1	17
Verbal Abuse			3	1				4
Sexual Abuse		2		1				3
Child Abuse			2	2				4
Attempted Rape					2	5	2	9
Total Reported Cases /Year	11	25	49	53	29	35	37	239

VII.C. Increased access to reproductive health services

Pro-GAD cannot help but touch on reproductive health issues as part of its campaign to inform women of their rights. Greater information was made available to the women of Capooan through the GSTs especially on the topics of reproductive health, contraception and sexually transmitted disease and HIV. Family planning kits were also distributed to all married couples.

As a result the municipal health Office registered a 52% increase in the uptake of reproductive health services during the programs first two years of implementation. Also the zero maternal mortality in 2004 is a testament to the interventions under Pro-GAD that includes providing additional training to the 22 traditional midwives on maternal health care together with the provision of regular health services such as free consultation, pap smear and family planning services such as ligation and vasectomy (See Table 4).

Table 4: Family Planning Accomplishment Report

Health Center	2004 New Acceptors	Prevalence of New Acceptors	2004 Current Users
MHU	169	46.94%	360
Balud	103	29.60%	348
Pinamopooan	122	42.07%	290
San Joaquin	82	37.96%	216
Potot	167	69.87%	239

Health Center	2005 New Acceptors	Prevalence of New Acceptors	2005 Current Users
MHU	121	62.37%	194
Balud	133	55.19%	241
Pinamopooan	175	46.05%	380
San Joaquin	56	33.53%	167
Potot	150	45.73%	328

Health Center	2006 New Acceptors	Prevalence of New Acceptors	2006 Current Users
MHU	126	53.62%	235
Balud	150	49.50%	303
Pinamopooan	185	52.56%	352
San Joaquin	178	74.17%	240
Potot	154	51.85%	297

VII. D. Institutionalization of the 5% GAD budget

One of the major accomplishments of Pro-GAD is the institutionalization of the GAD Budget which is earmarked to be 5% of the LGU's yearly appropriation which is not an additional amount over and above its regular budget. From a mere Php80,000 in 2001, the GAD budget has been consistently increased and passed yearly ever since the people's lobby initiated by Pro-GAD supporters in December 2001. The clear earmarking of the GAD budget allows for the allocation of resources for the different GAD related activities and ensures project implementation.

Table 5: The Overall GAD Budget Allocation for Capoccan Leyte

		2001	2002	2003	2004	2005
	LGU Level	80,000	1,256,548	1,402,060	1,504,749	1,510,926
	Barangays					
1	Balucanad	22,867	23,957	26,329	27,275	27,535
2	Balud	32,789	33,521	39,045	40,004	40,385
3	Balugo	16,728	16,974	16,042	18,831	19,011
4	Cabul-an	25,440	26,588	29,369	30,826	31,120
5	Culasian	30,746	32,760	36,243	37,356	37,712
6	Gayad	19,179	19,546	22,045	23,083	23,303
7	Guinadiongan	18,145	18,211	19,903	20,803	21,001
8	Libertad	20,236	20,709	22,766	23,358	23,581
9	Lemon	29,735	30,346	33,824	34,057	34,382
10	Manloy	18,180	18,081	19,924	20,889	21,088
11	Nauguisan	15,160	16,494	18,140	18,946	19,127
12	Pinamopoan	35,428	34,744	38,555	40,494	40,880
13	Poblacion I	28,874	28,249	31,248	32,779	33,092
14	Poblacion II	38,330	42,445	46,966	49,696	50,170
15	Potot	18,666	18,765	20,752	21,757	21,964
16	San Joaquin	24,520	22,507	25,204	26,167	26,417
17	Sto. Nino	21,312	23,021	25,439	26,167	26,417
18	Talairan	19,624	19,663	21,556	22,415	22,629
19	Talisay	16,494	19,664	19,667	20,608	20,805
20	Tolibao	17,568	17,899	19,542	20,518	20,714
21	Visares	23,384	23,653	25,779	27,372	27,633
	Barangay Sub-Total	493,405	507,797	558,338	583,401	588,964
	TOTAL	573,405	1,764,345	1,960,398	2,088,150	2,099,890

VIII. Challenges Encountered.

Although Pro-GAD Capoccan has had major accomplishments it is not perfect and encountered some difficulties and challenges.

VIII.A. Resistance from other stakeholders

Although there were consultations done for the Pro-GAD as well as trainings on gender and development among the LGU personnel, there were still some who feel lukewarm to the program saying that it is a mere duplication of functions or worse an encroachment on their turf. *"Duplication na lang naman ang ginagawa ng Pro-GAD staff, pinapasok nila ang department namin na wala namang GAD issue dito"*.

Political affiliations also come into play as to the support Pro-Gad gets in some departments which is determined whether they are pro-mayor or not.

In the same light although various mechanisms such as the MGFT and the BGFP have been instituted some feel that it is greatly driven by the person of the mayor and that once she is no longer the incumbent then the interest on Pro-GAD will wane.

VIII.B. Lack of utilization of the 5%GAD at the BGY level

The increase of the GAD allocation at the municipal level as well as the inclusion of the 5%GAD at the barangay level was an achievement of the program in itself although a majority of the barangays failed to utilize their GAD fund. This was attributed to the failure of the barangay development councils to follow-up on the projects specified under GAD as well as the inability of some of the barangays to identify their GAD project. Further guidance and assistance to the community is necessary in terms of project identification and project management. It was good to note however that the municipal level did not encounter difficulty in allocating and utilizing their GAD budget.

VIII.C. Livelihood intervention was a failure

Although the initial intervention in livelihood benefited a number of women initially a major livelihood intervention failed in particular the lending to women organizations for nito weaving and trading. The ventures did not prosper and made it problematic to collect the Php500,000 exposure. The Capoocan Livelihood and Enterprise Resource Center also failed to generate market leads and assistance for the identified livelihood initiatives. This made it harder to organize the women for livelihood given that the Pro-GAD staff also lacked the expertise and experience in managing livelihood projects as well as the lack of skills and exposure by the women's organizations. Even the success of one of the women's organizations venture into rice trading failed to counter the impact of the failed livelihood project.

VIII.D. Need for closer coordination among the different line agencies on their respective GAD related activities as well as with Pro-GAD staff.

There is a feeling that there is a need to further clarify and delineate the role of the Pro-GAD staff from the different heads of the line agencies. This emanates from their observation that the Pro-GAD activities overlap or duplicate the functions of their line agencies. There is room for greater synergies once the different GAD related activities are rationalized and lodged with the proper line agency. This will also serve to maximize the budget allocated by each office for GAD related activities.

These challenges served to highlight other areas for improvement that will prove crucial if ever the program is to be replicated by Mayor Porciuncula at the provincial level. The learning from the shortcomings of the program may also be instrumental in her work in Congress for GAD if she so decides to toss her hat in the congressional race in her district.

IX. Conclusion

Mayor Marietta was jolted back to her senses by the ringing of the church belfry that signaled the recital of the noontime Angelus. The decision on what course of action she will take would have to take the backseat for now since the deadline for the filing of candidacy is still a few months away. For now a quick lunch will have to do as she prepares for the arrival of a team of researchers who will be conducting a study on Capoocan's Pro-GAD program and who will perhaps provide fresh insights into the program.

GUIDE QUESTIONS:

1. *With Capoocan's experiences, would you say that the time is ripe for the replication of the Pro-GAD program in other municipalities of Leyte?*
2. *What features of the program may be easily adopted by the neighboring municipalities and why do you believe so?*
3. *Participatory governance was one of the success factors for Pro-GAD, under the new leadership in the province of Leyte, including the municipality of Capoocan, would you say that the program can be sustained?*
4. *Can you recommend moves to the local executives of neighboring municipalities to jumpstart the implementation of Pro-GAD programs in their areas?*
5. *What benefits could be derived by other municipalities from adopting the program?*
6. *How would you sell the GAD issue to other municipalities?*