



Strengthening of Devolved Extension Service through the
Community-Based Participatory Extension Management (CBPEM)
Approach

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Strengthening Governance of Devolved Extension Service through the Community-Based Participatory Extension Management (CBPEM) Approach

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Abstract

This paper presents findings on the extent of influence of the Community-Based Extension Management (CBPEM) approach in strengthening governance of devolved extension service through local participation, empowerment, transparency, effectiveness and efficiency, and accountability. In principle, RA 7160 (Local Government Code of 1991), which devolved extension services, focuses control closer to the level of farmers and thus can improve accountability over their own actions. Results, however, indicate initial difficulties faced regarding adjustments to the decentralized modalities for which appropriate planning, financing, and training for devolved extension staff are required. Some LGUs are institutionalizing CBPEM faster than others. Management of devolved extension service and the sustainability of its outcomes/products/results are challenged by the extent support is provided by elective local chief executives whose tenure in office is temporary. Logistics support to extension is decided under party lines or affiliations and priorities other than those determined locally.

A. Local Governance, Empowerment and Devolved Agricultural Extension

The discourse on decentralization particularly its variant, devolution of functions to another line agency, inescapably flows into discussions on local governance. The interlink if unaddressed could blur one's understanding of its efficiency and effectiveness if drawn apart from the framework of governance. The twining of these three concepts and their synergy is like pulling and threading in associated concepts in public affairs aimed at *furtherance of public interest for the common good*.

The concept of "governance" is not new. However, it means different things to different people. Scholars on the subject matter succinctly put that the actual meaning of the concept is contextual. It depends on the level of governance in focus, the goals to be achieved and the approach being followed. For this purpose the discourse on strengthening governance is focused at the local government unit, particularly how the CBPEM as an extension management approach facilitates and strengthens the delivery of devolved extension functions.

Webster's Third New International Dictionary (1986:982) defined governance as "the act or process of governing, specifically authoritative direction and control". Governance refers to a process whereby elements in society wield power, authority and

influence and enact policies and decisions concerning public life and social uplift."¹ More emphatically, World Bank emphasized that "good governance refers to a bureaucracy imbued with professional ethos acting in furtherance of the public good, the rule of law, transparent processes, and a strong civil society participating in public affairs. John Healey and Mark Robinson² define "good government implying a high level of organizational effectiveness in relation to policy-formulation and the policies actually pursued, especially in the conduct of economic policy and its contribution to growth, stability and popular welfare. World Bank³ further expounded that good government also implies accountability, transparency, participation, openness and the rule of law. It also means ... fostering grassroots and non-governmental organizations such as farmers' associations, co-operatives, and women's groups". As a concept, it emphasizes the nature of interactions between state and social actors, and among social actors themselves. Governance involves creative intervention by political actors to change structures that inhibit the expression of human potential. Governance can be seen as the exercise of economic, political and administrative authority to manage a country's affairs at all levels. It comprises the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences.

Putting together the definitions above, governance concept could be defined by its nature, activities, and its goals as follows:

Governance is the art or process of presiding over a given bureaucracy imbued with ethos which are associated with high level organizational effectiveness indicated by accountability, transparency, participation, responsiveness, equitability and inclusiveness, openness and adherence to the rule of law. In its exercise of economic, political and administrative authority, it emphasizes the nature of interactions between state and social actors (citizens and groups), and among social actors themselves as well as mechanisms, processes and institutions where authority flows. Its activities are aimed at providing direction, control and wield power to influence society in advancing public good by fostering participation and accountability of grassroots and non-governmental organizations such as farmers' associations, co-operatives, and women's groups in enacting policies and decisions. Through creative interventions, the public are provided opportunities to articulate their interests, exercise legal rights, meet obligations and mediate differences. Thus, governance may alter structures that inhibit the expression of human potential.

All together these operate to achieve the goals of governance on social uplift, stability and popular welfare, furtherance of public good, the rule of law, transparent processes, and a strong civil society participating in public affairs.

¹ "Governance Barometer: Policy guidelines for good governance." [Website of South Africa's National Party](#)

² Ibid.

³ Ibid.

In brief, it is clear that the concept of governance has over the years gained momentum and a wider meaning. Apart from being an instrument of public affairs management, or a gauge of political development, governance has also become a useful analytical framework or approach to understanding provision of devolved extension functions to local government.

If good governance practice is characterized as participatory, consensus-oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive it follows the rule of law⁴, does CBPEM meet these characterizations? Could it, as an extension management approach strengthen local governance of devolved extension service? What do experiences of CBPEM users in the field reveal? What is the prospect for scaling-up and its institutionalizing CBPEM at the LGU?

This paper will attempt to illustrate these by describing what CBPEM is and sharing results of our Team's findings from the municipalities/provinces where it has been applied.

B. The Policy Context

Republic Act 7160 or the local government Code of 1991 paved the way to the devolution of agricultural extension functions to the local government units (LGU). The Code empowered LGUs to plan and administer extension services, undertake on-farm verification trials to ensure appropriateness of technology to local agro-ecological settings, raise revenues, and access resources from the central agencies to the provincial, municipal, and barangay (village) levels in support of all extension-related initiatives. These devolved functions require relatively new set of competency and skills among devolved extension workers. Where and when these skills are wanting, the implementation of extension activities could either be limited if not nil.

The Law in theory also focuses control closer to the level of farmers and thus can improve accountability to their needs. Although positive in principle, experience has shown initial difficulties faced regarding adjustments to the decentralized modalities for which appropriate planning, financing and staff training for the devolved extension staff who have been moved from central to decentralized control is required.

Philippine extension is replete with age-old yet persisting problems even prior to devolution (Table 1). In the post-devolution era more problems related to the implementation of devolved extension emerged. Among these include meager support to extension by local executives; political interference; lack of local government officials' technical know-how and skills in monitoring and evaluating extension activities; inadequate funding for research and extension; disproportionate allocation of resources across activities wherein extension gets lower priority; absence of a systematic database for planning and policy purposes; immature technologies and the slow translation of research results into popular language; slow process of

⁴ *This definition of good governance is taken from an OECD e-book entitled [Citizens as Partners - Information, Consultation and Public Participation in Policy-Making](#) (OECD, 2001). adopted by the article An Introduction to Governance, Good Governance and the Process of Engendering Economic Governance. Social Research Center. United Nations International Fund for women.*

certification of technology; lack of understanding of the technology transfer context and purpose among local government officials, researchers, extension workers, and policymakers; inadequate professional training of extension practitioners; discrimination in status between researchers and extension workers; and lack if not poor application of farmer-centered approaches⁵

These spurred the conceptualization of the CBPEM. Two research projects were supported by the Bureau of Agricultural Research (BAR of the Department of Agriculture) which funded activities on the design and testing/evaluation of the approach, dissemination through training of trainers, and its promotion and institutionalization of the approach to the LGUs in collaboration with the Agricultural Training Institute's Regional Centers.

C. What is CBPEM ?

Community-based Participatory Extension Management breeds out from the empowerment framework that is a central concept in development discourse and practice since the early 1990s. Empowerment in its broadest sense is the expansion of freedom of choice and action. It must result to the expansion of assets and capabilities of farmers to participate in, negotiate with, influence, control and hold accountable institutions that affect their lives (World Bank 2002). Simply put, empowerment is enabling local extension to undertake activities they were not able to do before the introduction of CBPEM. Through CBPEM it is expected that effectiveness, relevance and efficiency in management of devolved extension services could be achieved. As an approach, it addresses the four requisites of people empowerment, namely: capacity building for stakeholders at the local government units (provincial, municipal and barangay levels) to undertake devolved extension functions; enhanced access to information; social inclusion and stakeholders' participation in extension service management, and program ownership; and: governance and local accountability. It provides opportunities for local participation in the different phases of extension management, namely: community-based action-planning utilizing participatory tools and techniques (situation and problem analysis, community mobilization and training), implementation of issue/need-based action plans, capacity building, establish institutional support linkages, and participatory monitoring and evaluation.

Participatory action research conducted involved important processes in a cycle of planning, action, observing, reflection and re-planning. It essentially involves relevant parties called stakeholders in actively examining together current agricultural practices which seems problematic, and how extension and communication strategy could intervene to change them. The gains from the project are now being institutionalized at the local government units.

⁵ Cardenas, Virginia R. and Danilo C. Cardenas. 2003. Research-Extension Linkage: Country Report: Philippines. In: Integration of Agricultural Research and Extension. Report of the Study Meeting on Integration of Agricultural Research and Extension. Edited by Dr. Rita Sharma. Published by the Asian Productivity Organization, Japan. Tokyo, Japan. 2003. ISBN 92-883-7017-1.

D. The Development Practice

The CBPEM Process

Guided by the principles of relevance, empowerment, peoples' participation, capacity building, collaboration/networking, the CBPEM approach stands on seven (7) pillars forming its main strategies/processes which are:

- Community mobilization and building local capacity
- Community-based participatory action planning
- Legitimization of action plans
- Participatory implementation
- Participatory monitoring, review and evaluation
- Project Re-planning
- Facilitation

Community mobilization and building local capacity. Building local competency along the use of participatory tools and techniques ensures greater participation by the people in making decisions, understanding their own situations and crafting their own development strategies, opportunities for their own improvement and relationship building in the community. To prepare stakeholders for this, a training-workshop on community-based participatory planning (CBPP) is a must. This training consists of topics that include: team building (group dynamics), participatory rapid community appraisal (PARCA), livelihood analysis, stakeholders analysis, causal problem diagnosis (building causal models), identification of interventions, identification of development indicators, application of logical framework, and formulation of community action plans, Figure 1. While this training was intended to jumpstart community participation and create deeper awareness of the problems of their community, it also paved the way for closer interactions among farmers, researchers, extension workers, and other LGU representatives and private organizations. This was a pre-requisite to a substantive participatory action planning.

Unique to this approach as employed in the project is the participation of various stakeholders (farmers, housewives, village officials, village organizations leaders, town officials, extension workers, financial institutions, representatives of government agencies working in the community, non-government organizations, local buyers/traders, processors, etc.). While different stakeholders have different objectives, there are times when these are complementary at other times, conflicting. However, shared understanding of the objectives and interests facilitates negotiation and conflict resolution which can serve as a foundation towards building more relevant and thus, sustainable activity interventions and working relationships with one another in the community.

Community-based participatory action planning. The growing body of information indicate that involving various stakeholders (including indigenous people) in the design and implementation helps not only to produce more appropriate projects but they are better focused to reach those who are most in need (social inclusion principle).

Participatory planning is a main feature of the CBPEM. This process renders stakeholders an opportunity to apply knowledge and skills learned from the training on participatory planning tools and techniques. It is a chance for them to facilitate their own discussions and analysis of perceived problems, identify interventions and indicators for success, prioritize activities, translate them into a logical framework, and prepare their own reports and visual aids for presentation. The process is also an occasion for confidence building among the farmers as well as realization of their ownership of the Project.

Legitimization of action plans. Projects also require the input of some influential actors. With the assistance of the extension workers, outputs of the participatory planning workshop are translated into proposal for logistical support. Cost-sharing arrangements are emphasized. Only costs that they are not able to produce within their means but necessary for the accomplishments of defined objectives are packaged for funding by institutions outside the village level.

Community-initiated proposal is first legitimized at the village level by its local executive and legislative bodies by way of resolution that endorses it for further support by the municipal LGU or other agencies and organizations. The implementation of problem-focused extension interventions, availability of support services including learning materials, training and close supervision of local extension officers remain critical in a sustainable extension system. Hence, the need to source support and integrate these activities into the annual investment plans of the municipality.

Participatory implementation. Farmers, village officials, extension workers, agricultural college/university and other institutional agencies and institutions assume several roles in the implementation of the community actions plans. Among them include: formulating village-level resolutions to secure financial and material support to implement activities, submitting the resolutions and project proposals to funding agencies, defending the proposals when required, and following up with authorities the approval of their resolutions and proposals, participating and representing their sectors in meetings related to agriculture production at the municipal and provincial levels; coordinating the implementation of the projects, generating resources for their projects, and initiating the organization or re-establishment of cooperatives. The extension workers, on the other hand, assist and facilitate the processing of the village resolutions and project proposals and help defending them when necessary. Some of the farmers also served as resource persons to local training programs and to visitors who visited their project. They actively participated in the evaluation of the project implementation processes as well as the accomplishments. Having developed their confidence, it became easy for the farmers to articulate their concerns and what they think would be possible means to help themselves with solutions. In the implementation of municipal action plans, the linkage structure with the different agencies and institutions is illustrated in Figure 2.

Roles of Participating Institutions:

- Level 1:
1. Overall Research and Development Program coordination.
 2. Training
 3. Monitoring and evaluation (including. process documentation)

4. Facilitation
- Level 2:
1. Assist UPLB in program coordination.
 2. Assist Level 3 in program planning and implementation
 3. Training
 4. Facilitation
 5. Monitoring and evaluation
- Level 3:
1. Leads in program planning and implementation.
 2. Decision-makers.
 3. Project legitimization
 4. Participatory Monitoring and evaluation

Participatory monitoring and evaluation (PME). PME provides a better understanding of their development and the role of the CBPEM as an approach to extension program management. Continuous monitoring and evaluation from program planning to implementation was undertaken primarily to meet the information needs of the participants and solve concrete problems they confront. Personnel from collaborating agencies such as local government units and state colleges and universities (SCUs) were trained by the Project on how to conduct process monitoring and focus group discussions prior to undertaking this activity. They also worked jointly with the UPLB-based research team in determining monitoring indicators and development of monitoring instruments.

The local people, led by the farmer-leaders and the village officials, were involved in collecting and analyzing information on social and economic conditions, on constraints affecting them, their organizations and on the community as a whole. They also participated actively in the evaluation of project implementation processes as well as accomplishments led by the LGU extension workers.

Project Review and Re-planning. One of the uniqueness of the CBPEM approach is the year-end review and feedback on the implementation of their action plans. Instead of undergoing another lengthy and costly planning workshops, CBPEM re-planning is made more efficient. This provided iteration on issues, problems and constraints to be further addressed to ensure the success of their plans. This served as an opportunity for the extension workers, farmer-leaders and village officials who were trained on the planning tools and techniques to apply them. Re-planning could also be done more often e.g. quarterly or every six months, depending on the decision of the local leaders.

Group Facilitating. Under this approach, the role of extension workers is focused on facilitating which is aimed at helping stakeholders interact with each other, gain new information and build upon their experiences. They guide the farmers to reach their stated project goals on time by assisting them prepare the necessary documents i.e. feasibility studies, resolutions, etc., and linking them with appropriate agencies and authorities.

E. CBPEM Project Implementation

The implementation of the CBPEM project involved the following basic phases/steps:

1. Site selection

In selecting the project sites, certain criteria were used among which are: a corn-based farming area, one of the poorest communities in the municipality, peace and order situation, accessibility, and receptiveness of the local people. The project sites were selected with the assistance of the local officials, provincial and municipal agriculturists, and extension workers as they are the people most familiar with the profiles of the provinces, municipalities and villages.

2. Identification of collaborating institutions

One of the significant factors contributing to effective and efficient implementation and sustainability of development gains is the involvement of local collaborating institutions who would be responsible in providing continuing support and facilitating assistance to the local people. This should be done at the onset of the project implementation to ensure their participation at all levels of the project cycle. The Office of the Municipal Agriculturist is a must as this is the agency in the LGU responsible for providing agriculture-related extension services. Another identified major institutional collaborator is the state agriculture college/university in the province as they are the ones responsible for providing training and research support to the local government units and responsible for project monitoring and evaluation under the Agriculture and Fishery Modernization Act (AFMA). The other agencies and institutions include those that are providing services and assistance in various forms to the farmers in the project sites involved i.e. financial institutions, national government agencies, farmers' cooperatives, local traders, non-government organizations, etc.

3. Project orientation with LGU officials, extension workers and collaborating institutions

Critical to the success of the project is the degree by which the local officials and collaborating institutions have understood the project's intentions. It will determine their dedication and commitment to support the project as they would play vital roles in various stages of project implementation. Hence, project orientation for the local officials and collaborating institutions is a must.

4. Entry to the community

Recognizing that the project emanates from outside the community, proper entry to the community which include courtesy calls and establishing rapport is significantly necessary to ensure their the local people's cooperation and participation in the project implementation. The local officials and community leaders should have a thorough understanding of the project and its intentions. With the assistance of the major collaborating institutions

5. *Baseline survey*

This involves designing of the instrument, pre-testing, finalizing the survey instrument, and survey proper. The involvement of the major institutional collaborators and the local leaders in the survey process is part of the capability-building objective of the project to enable them to understand and analyze the local people's needs and problems and make appropriate decisions later.

6. *Stakeholders' training on community-based participatory planning using participatory tools and techniques*

A one-week training-workshop on the use of participatory tools and techniques in community-based program planning was conducted for the various stakeholders (local and institutional). The tools and techniques include: Participatory Rapid Community Appraisal (PARCA), Livelihood Analysis, Stakeholders Analysis, Causal Model Building, Intervention Identification and Prioritization, and Logical Framework Preparation. The local stakeholders (farmer-leaders, village officials, youth leaders, housewives, farmers' organization officers) and the institutional stakeholders helped one another in gathering, organizing and analyzing the information, needs and problems of the community and coming up with relevant and appropriate interventions.

7. *Community-based participatory action planning (CBAP)*

The output of the one-week training on the participatory tools and techniques was a community-based action plan organized into a matrix specifying the key people and institutions responsible for the implementation of specific projects and activities, the sources of funds for each project and activity, the date of implementation, the specific implementation activities, the indicators of success, the monitoring and evaluation techniques to be used, the sources of information and the people or institution in-charge of the monitoring and evaluation.

8. *Legitimization of the community-based action plan at the village and municipal level*

After the CBAP had been packaged, the plan was presented to the other village officials, other farmer leaders and to the village people for validation and legitimization. This is necessary to ensure that the community people fully understand their situation and the interventions needed to address the identified needs and problems so that they can cooperate, support and participate actively in the implementation of the projects and activities.

9. *Implementation of the community-based action plan*

The village officials and the farmer-leaders took the lead role in the implementation of the CBAP with the assistance and facilitation of the extension workers assigned in the village.

10. *Continuous local capability building*

Continuing trainings were conducted on the training needs identified during the action planning that would enhance their capability to accelerate the improvement of their farm productivity and well-being as well as ensure its sustainability.

Mentoring and technical assistance in various forms were also provided by the extension workers, local college/university staff, and UPLB staff during visits to the project sites.

11. *Linking the local people with government and non-government institutions*

The local people and organizations can not do so much unless they are linked with other external institutions providing information, funding support and technical assistance and other forms of support. With the assistance and facilitation of the extension workers, the farmers and the village officials were linked with appropriate agencies and institutions. Having developed their confidence to articulate their needs and problems during the initial stages of the project life, the farmers and the village officials took the lead role in presenting their needs to the agencies and institutions concerned and following-up those matters later.

12. *Process monitoring and documentation*

Taking the lead in the documentation and monitoring of the processes involved in the implementation of the CBAP was the state college/university in the province with the assistance of the municipal agriculture office and the village officials and farmer-leaders. Focus group discussion was the primary tool used in the documentation and monitoring undertaking. Such tool encouraged the stakeholders, particularly the local leaders, to articulate their ideas freely and participate actively in the brainstorming of the issues and concerns experienced. In the process, confidence, mutual support, trust and commitment were developed.

13. *Action plan review and re-planning*

Reviewing the action plan once or twice a year keeps the implementation of the projects and activities on tract. The village officials and the farmer-leaders had the opportunity to discuss the status of the project's implementation and make new plans when the need arises. This process makes planning more efficient as it could be done in half a day at the least or one day at the most.

F. Evaluation of Benefits

The evaluation of benefits was coursed through Participatory Action Research using both qualitative and quantitative techniques. The impacts of the CBPEM at the farm, individual farmer, and community levels are presented in Figures 3–5.

G. The Institutionalization of CBPEM at the LGU

The main activities under taken prior to the institutionalization and scaling-up include:

- a) Piloting the CBPEM approach in four regions (Regions 10, 4, 2 and 1), 4 provinces (Misamis Oriental, Oriental Mindoro, Ilocos Norte and Ilagan), 8 municipalities and 16 barangays all over the country (Yr: 2000-2003);
- b) Local capacity building on the tools to implement CBPEM approach in preparation for scaling up (Yr: 2003-2004);
- c) Institutionalization and scaling-up the CBPEM into the national network of DA-ATI, and the League of Provincial and City Agriculturists (LGUs) and the regional R and D consortia of the national agricultural research system (NARS) under the DOST; institutionalizing at a province-wide scheme in Ilocos Norte (case project); monitoring and evaluation.
- d) Continuing Advocacy. Promotion of the CBPEM approach is accomplished through training, presentation in conferences and through the publication of the CBPEM Field Workers' Manual.

Objective of Institutionalization:

For the institutionalization and scaling-up, arrangements were made with the DA-Agriculture Training Institute and the National Corn Network. The aim of institutionalization was to:

- a) Influence the management of devolved extension service by strategically training first the local trainers and extension managers,
- b) Strengthen the network of stakeholders

Support Activities to Ensure Sustainability:

- a) Develop a CBPEM field guide/manual for extension managers,
- b) National coordination, monitoring and evaluation of the process of downloading the approach to the LGUs (provincial and municipal). This is a continuing activity spearheaded by the ICE-CPAf and funded by DA-BAR basically to document the process of institutionalization with focus on understanding and identifying the constraints related to institutionalization and scaling-up. This could shed light on the issues confronting many unsustainable project gains from once acclaimed innovative approaches or the disappearance of innovations which had been successful during active implementation.

Strategy for Institutionalization and Scaling-Up

The grand plan was:

- a) Train a core group of regional trainers on CBPEM who in turn trained core provincial trainers. This was undertaken in October 2004. An output was a re-entry plan on provincial trainers' training.

- b) The Philippine Association of Provincial and City Agriculturists (PAPCA) will spearhead the training of the core group of provincial trainers. An output would be a re-entry plan for municipal core group of trainers.
- c) Trained provincial trainers will in turn train a core planning group in every municipality to include a multi-stakeholder group consisting LGU officials.
- d) A national team to undertake process monitoring and evaluation was organized to capture constraints, problems and lessons in institutionalization and scaling-up of innovative ideas.

Modalities of Institutionalization and Scaling-Up

The issue of institutionalization is significant to the country more than any other time owing to the multiple research and extension providers operating, and where the LGU is at the forefront of extension. With the LGUs, having the mandate to directly link with farmers in technology dissemination, it becomes even more relevant especially to understand the phenomenon due to yet undocumented issues related to strategies for scaling-up (additive/multiplicative/diffusive), on different types of program expansion (geographical/horizontal/vertical), and on different approaches (scaling –up via working with national or local governments or NGOs/ via operational expansion/ lobbying or advocacy/ by supporting local initiative) especially its desirability, implications and management requirements. As innovative approaches have been evolved through collaborative efforts, adopted and experiences shared, much has been learnt about trade-offs, which are inevitable during organizational growth and the types of structures that can best accommodate expansion. Amidst all changes (e.g. structural, administrative and technical), linkage mechanisms will always play important roles in institutional adaptation. Among these may include structures that are decentralized, task-oriented and transparent, and address critical issues including institutionalizing accountability to beneficiaries, managing relations with other government and nongovernmental institutions and improving internal monitoring and evaluation systems.

Resources Required

To insure the sustainability of the approach, resources are required to meet the cost of the following activities:

- a) Fulltime staff closely monitoring activities until they become regular or part of the normal routine of the organization such as the LGU.
- b) Printed extension materials for awareness raising
- c) Training to enhance competency in using planning tools and techniques.
- d) Meetings and continuing dialogues
- e) Resources to prime initial activities.

Pathways to institutionalization

Institutionalization and scaling-up was pursued under two modalities from national to the local government units as follows:

- a) Nationwide in scope-central to local (provincial to municipal)
- b) Local in scope -Provincial to municipal

Pathway 1: Nationwide in scope-central to local.

This modality is initiated at the national level (DA-ATI) aptly described as following a top-down bureaucratic hierarchical mode of institutionalization. Scaling up was getting the CBPEM institutionalized following the hierarchical, bureaucratic and geographical expansion from the national down to the local government units. Guided by AFMA's stipulated roles of multiple extension providers/institutions, the process starts with the institutional acceptability of the Approach by these providers coupled by their willingness to institutionalize it as part of their routine extension management scheme by putting resources for the implementation of the Regional/provincial/municipal re-entry plans on training of their personnel. The contents and process of the capacity building phase of the approach followed what is illustrated in Figure 1. It made use of the existing personnel of the hierarchy.

Pathway 2: Devolved Extension Local-Provincial to Municipal.

A case in point is the Province of Ilocos Norte in Northern Philippines. The province initiated this modality with support from our CBPEM Research Team from the UPLB. It started with a capacity building for a core group of trainers at the provincial level. The contents and process of the capacity building phase of the approach also followed what is illustrated in Figure 1. The provincial government (Governor Ferdinand R. Marcos, Jr.) committed P3.5M to pursue the institutionalization of the approach specifically training of municipal trainers and the municipal extension re-entry plans of trained staff. The amount covered the salaries of 23 recruited full time extension technicians (one technician from the province to support the 23 municipalities). These were assigned specifically to facilitate and monitor the institutionalization of the CBPEM process.

Comparison of the two pathways of institutionalization are presented in Table 2 and the rating of the perceived effectiveness in Table 3. Both tables present positive response on the effectiveness/applicability CBPEM.

Some testimonies from the field

1. The sample guide questions in the handouts were used during the workshop for PARCA to show to the participants that PARCA is participatory and can easily be gathered. I was happy of the results of the workshop. The participants realized that they can get the data in less than four(4) hours and not so expensive. The results of the PARCA were not only interesting to the facilitators but also to the participants (Vilma Patindol, ATI, Leyte).
2. The participants also commented that this training should have been given to them long before to be used in formulating their municipal agricultural development plan. They realized that their programs were not based on the needs of the beneficiaries. They

- dictated what programs were given to their beneficiaries without consulting thus their programs usually were not sustained (Survey results).
3. All the tools used were very useful for them to come up with a comprehensive extension project or program in the community (Survey results)..
 4. The Parish pastoral action plan and logical framework are where the planning tools and techniques were also applied found them useful tools for monitoring and evaluation which are presently used by the parish pastoral council and parish pastoral team in monitoring and reporting planned activities (Vilma Patindol, ATI, Region 8).
 5. Logical framework and the action plans are also used by the Agricultural Training Institute Personnel Multipurpose Cooperative Board of the Directors in monitoring and evaluating their planned activities (Vilma Patindol, ATI, Region 8). .
 6. CBPEM will be used by the target municipalities on hybrid rice program in Leyte to hasten the adoption of the hybrid rice. This will be initiated by the municipal agriculturist, agricultural technicians and president of the farmers irrigators association who attended the two (2) batches of training. This will be monitored by ATI (Vilma Patindol, ATI, Region 8). .
 7. CBPEM not difficult to understand compared to the executive legislative agenda required from the Office of the Municipal Agriculturist (Survey results)..
 8. Generally, imparting the CBPEM approach to extension personnel from almost all of the municipalities of Region 8, gave a sense of fulfillment and happiness to the undersigned. There will still be trainings to be targeted next year to cover those extension personnel from municipalities not trained this year (Vilma Patindol, ATI, Region 8).
 9. Relevant, need-based extension programs were formulated and thus it was easy to generate resources to support them (Survey results).
 10. Major extension related problems such as high cost of inputs, slow technology transfer, limited capital investment, insufficient water supply, weak agri-based organizations, inadequate post-harvest processing facilities were easily and appropriately addressed (PA Norma Lagmay).
 11. The province of Ilocos Norte had attained food sufficiency for 2006 owing to the improved management of extension programs (PA Norma Lagmay)

H. Conclusion: What Can the Score Card Show?

The most significant act of institutionalization being undertaken now is the transfer of this technology from UPLB research to the Agricultural Training Institute of the Department of Agriculture down to the LGUs which have the national mandate to train extension workers and farmers at the local government units and implement devolved functions, respectively. This is in fulfillment of UPLB's role as a trailblazer in technology. The approach is being adopted by several institutions. Some of them include:

- a) Department of Agriculture-Agricultural Training Institute Regional Training Centers,

- b) Local Government Units (whole province of Ilocos Norte, Leyte and Samar have adopted CBPEM; capacity building is now on-going in Aklan , Negros Occidental, and and Davao, Barcenaga, Mindoro; Bulacan has indicated interest to adopt CBPEM),
- c) National Agricultural Research System (NARS) consortia particularly Regions II and V RDE staff under the TecnoGabay Program, had been trained on CBPEM to be used in conjunction with the Farmer Information and Technology Services (FITS) under the Techno Gabay Program.
- d) Leyte State University. The leadership has already expressed support to implement program using the approach within the quarter.

Key Driving Forces

The following were noted as key driving forces and opportunities to facilitate institutionalization of CBPEM at the LGU: the: need to respond to the changing objectives of agriculture development beyond increasing production; responding to the search for a framework or approach to operationalize the concept of people empowerment enshrined or mandated by the local government code of 1991 (Republic Act 7160); the demands towards participatory approaches to sustainable development were stimulators that came in timely to support CBPEM.

Opportunities for Scaling Up

Scaling-up is highly plausible as long as resources and political will are strong. The role of a champion could not be gainsaid. Those who believed and worked with us from ATI, LGUs and other SCUs are the champions of CBPEM. The field survey conducted that revealed they will work out for the institutionalization of CBPEM

The institutionalization of CBPEM at the LGU is a work in progress. It has demonstrated what it can accomplish in improving local extension governance particularly in planning relevant programs, improving implementation, and monitoring and evaluation. After all, the ability to present results is being transparent and accountable to the people and the state. **Yes, CBPEM works in strengthening the governance of devolved extension system.**

Table 1: Problems of agricultural extension in the Philippines⁶

Policy	Program Thrust	Organizational Structure	Operation/ Implementation	Human Resources	Fiscal Resources
<p>Absence of a unifying framework for multiple providers.</p> <p>Lack of functional overall coordinating body at the national level.</p> <p>Overlapping functions among many extension providers.</p> <p>Discrimination in status between researchers and extension workers.</p> <p>Low salary and poor incentives system for extension practitioners.</p>	<p>Absence of a unified extension program agenda or framework that addresses extension needs of various groups/ sectors of extension clientele.</p> <p>Lack of focused and organized support services.</p> <p>Absence of a systematic database for planning and policy purposes.</p> <p>No systematic monitoring and evaluation mechanism to determine impacts of extension effectiveness.</p>	<p>Ad Hoc institutional arrangement rendering research-extension linkages unsustainable after the affectivity of the MOA.</p>	<p>Missing tasks in research-extension interface.</p> <p>Political interference.</p> <p>Lower priority given to extension in the allocation of resources.</p> <p>Immature technologies.</p> <p>Slow translation of research results into popular language.</p> <p>Slow process of technology certification.</p>	<p>Lack of understanding and technical skills in working along a participatory research-extension and development paradigm.</p> <p>Lack of technical know-how and skills in monitoring and evaluation of extension activities.</p> <p>Lack of understanding of the technology transfer and context and purpose among local government officials, researchers, some extension workers and policy makers.</p> <p>Inadequate professional training of extension practitioners.</p>	<p>Inadequate funding and agro-support services.</p> <p>Meager support by local executives.</p> <p>System of pooling of funds for extension not clearly laid down in the case of cost sharing extension.</p>

Source: Cardenas (2005)

⁶ Cardenas, Virginia R. 2005. Revitalizing the Philippine Agricultural Extension System. Proposed Pluralistic National Agricultural Extension and Program Framework. Published by SEARCA-SEAMEO. Los Banos, Laguna. ISBN # 971-560-115-4

Table 1a: Community processes, tools and techniques in community-based participatory extension management (CBPEM)

Community Process	Activity Intervention	Participatory Tools and Techniques
Community Mobilization and Building Local Capacity	Training	Group dynamics, PARCA, Livelihood analysis, stakeholder analysis, Causal Model, identification of interventions, indicators and prioritization, logical framework,
Community-based Participatory Action Planning	Participatory planning	Application of above mentioned tools and techniques
Legitimization	Barangay and municipal resolutions adopting/indicating ownership of the proposals and endorsement of proposals for funding	Confirmation by local legislative body
Participatory Implementation	Meetings, and follow-up	Process Monitoring and Evaluation, focus group discussion, cross project visits, training
Participatory Monitoring and Evaluation	Frequent consultation Site visits Project review and re-planning	Process Documentation, Participatory monitoring and evaluation, FGD,

Table 2: Comparison of the two pathways of institutionalization

Items	Model 1	Model 2
Rate of Institutionalization	Slow	Fast
Implementation of re-entry plans	Slow	Fast; Province had trained technicians from the 23 municipalities; had organized the province according to agro-ecological production zones; determined priority commodity assignment by zone; since this allows production of commodities in larger volumes, market matching is now underway. priority
Source of support	National support is nil; Dependent on Local Government collaboration	Local Government
Number of Projects implemented	Slow and low	Many; Problem-Focused; Relevant
Problems encountered in the institutionalization and scaling-up of CBPEM	<p>Limited government funds.</p> <p>Conflict with national and regional priorities affecting allocation of resources, hence slow implementation of re-entry plans;</p> <p>Availability of funds from different donor outside government determined what takes priority for implementation in the regions even if that is not the perceived priority program of the region.</p> <p>This affects the rate by which LGUs priorities are addressed.</p>	<p>Resource commitment of some municipalities especially marginal ones is foreseen as problem;</p> <p>However, to date 50-75% of the local chief executives have already committed some funds. The province will financially assist municipalities who are hard-up to put up the counterpart funding for local activities.</p>
Ability to generate resources	Slow	Faster

Table 3: LGUs rating of the CBPEM in terms of perceived effectiveness under

Indicator	Pathway 1 (Mindoro, Davao, Leyte)			Pathway 2 (Ilocos Norte)		
	Not Applicable	Applicable	Very Applicable	Not Applicable	Applicable	Very Applicable
Applicable in local planning and development work at the LGU			X			X
Effectiveness in achieving local extension goals			X			X
Enhancing the delivery of extension services			X			X
Enhancing/Ensuring partnership between extension provider and local people			X			X
Enhancing/Ensuring collaboration between and among extension providers			X			X
Improving the efficiency of the management and delivery of extension services			X			X

Table 4: *What the Scoreboard Shows!*

Characteristics of Good Governance	Evidence from CBPEM	Compliance
<p>Participation by both men and women is a key cornerstone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives. It is important to point out that representative democracy does not necessarily mean that the concerns of the most vulnerable in society would be taken into consideration in decision making. Participation needs to be informed and organized. This means freedom of association and expression on the one hand and an organized civil society on the other hand.</p>	<p>Approach does not discriminate participation of men and women; involves as many stakeholders (local community leaders,, GOs and NGOs, CBOs, etc) affected as possible; they make their decisions, plans and programs.</p>	<p>YES</p>
<p>Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. It also means that enough information is provided and that it is provided in easily understandable forms and media.</p>	<p>The community together with its stakeholders participate in deciding what extension program and activities are best for them; it is brought to local legislative bodies for legitimization</p>	<p>YES</p>
<p>Effectiveness and efficiency: Good governance means that processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment.</p>	<p>Efficiency studies has not been made; but effective extension programs that yielded results has been manifested.</p>	<p>YES</p>
<p>Responsiveness: Good governance requires that institutions and processes try to serve all stakeholders within a reasonable timeframe.</p>	<p>Under adequate LGU support institutions and local processes become responsive within local timeframe.</p>	<p>YES</p>
<p>Accountability is a key requirement of good governance. Not only governmental institutions but also the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders. Who is accountable to who varies depending on whether decisions or actions taken are internal or external to an organization or institution. In general an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability</p>	<p>Participation and transparency are evidently strong in CBPEM</p>	<p>YES</p>

cannot be enforced without transparency and the rule of law.		
<p>Consensus oriented: There are several actors and as many view points in a given society. Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development.</p>	<p>The process involves important stakeholders in decision-making. Programs are arrived at by consensus.</p>	<p>YES</p>
<p>Equity and inclusiveness: A society's well being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society. This requires all groups, but particularly the most vulnerable, have opportunities to improve or maintain their well being.</p>	<p>Vulnerable and groups at risk is a principle observed in targeting beneficiaries. Participatory tools and techniques such as PARCA, stakeholder analysis, livelihood analysis, monitoring and evaluation embedded in the approach adequately address this criterion.</p>	<p>YES</p>
<p>Rule of Law: Good governance requires fair legal frameworks that are enforced impartially. It also requires full protection of human rights, particularly those of minorities. It is the complex mechanisms, processes, relationships and institutions through which citizens and groups articulate their interests, exercise their rights and obligations and mediate their differences. Governance encompasses every institutions and organization in the society, that societies use to distribute power and manage public resources and problems.</p>	<p>It has always upheld the rule of law in its implementation.</p>	<p>Yes</p>

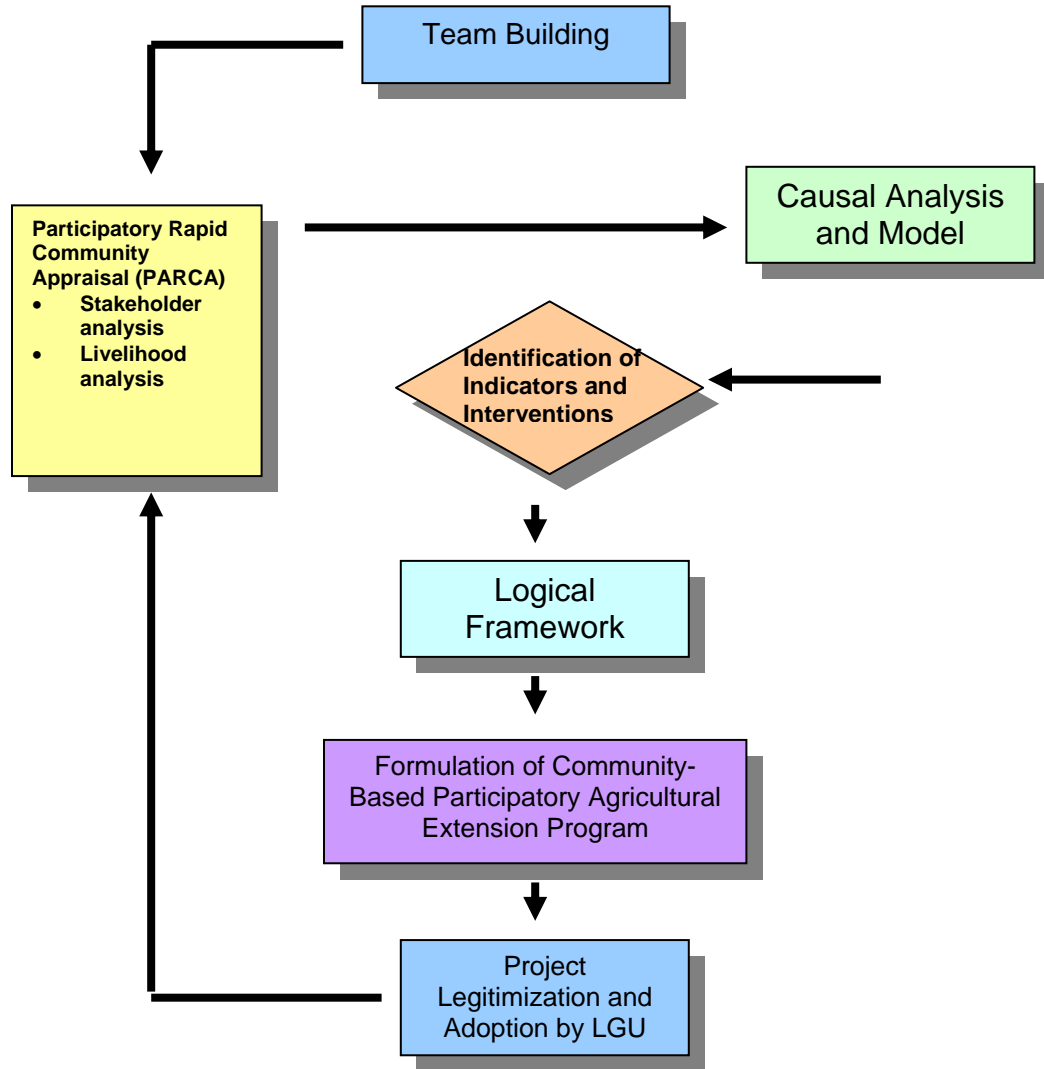


Figure 1: CBPEM Planning Process Framework.

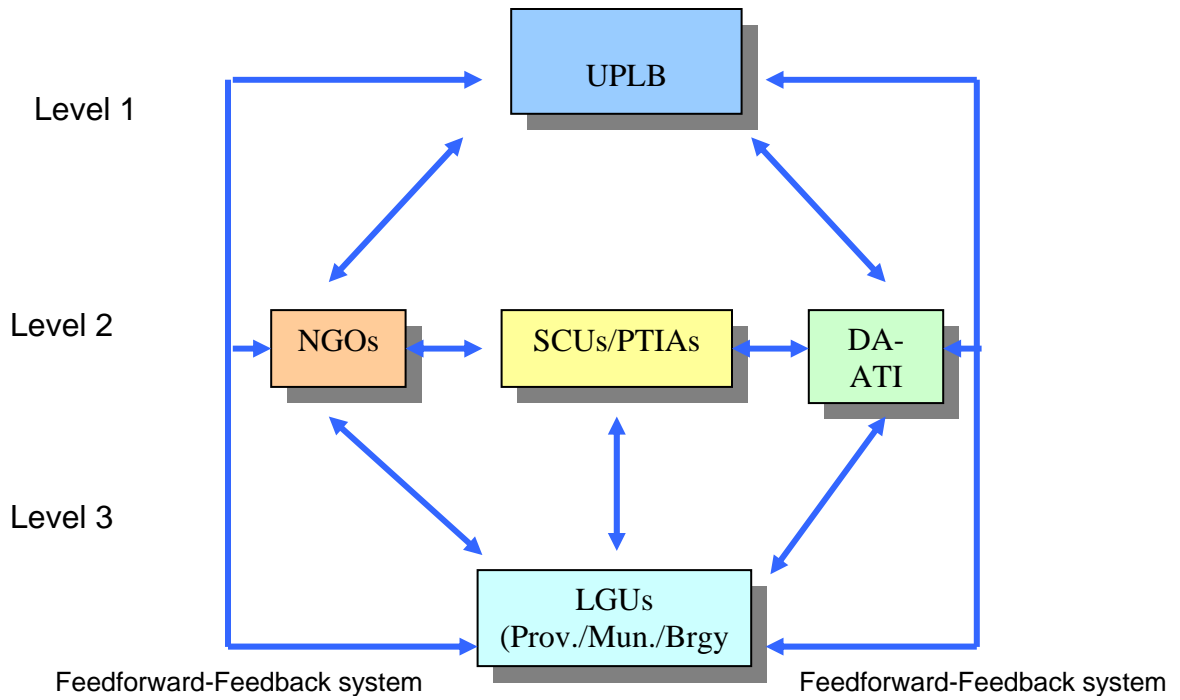


Figure 2: Linkage structure between and among agencies and organizations involved in the CBPEM project.

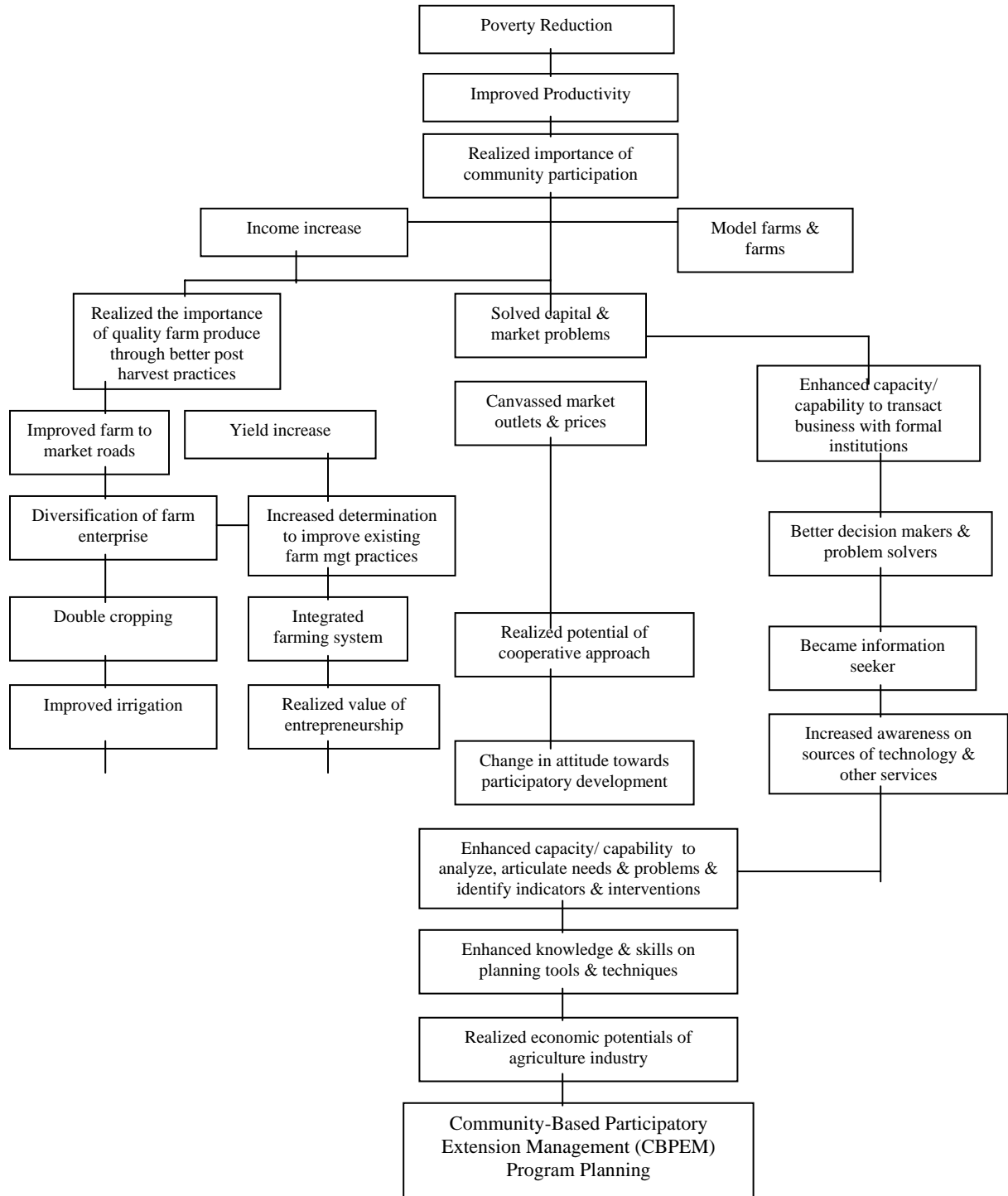


Figure 3: Causal chain analysis of benefits at the individual level

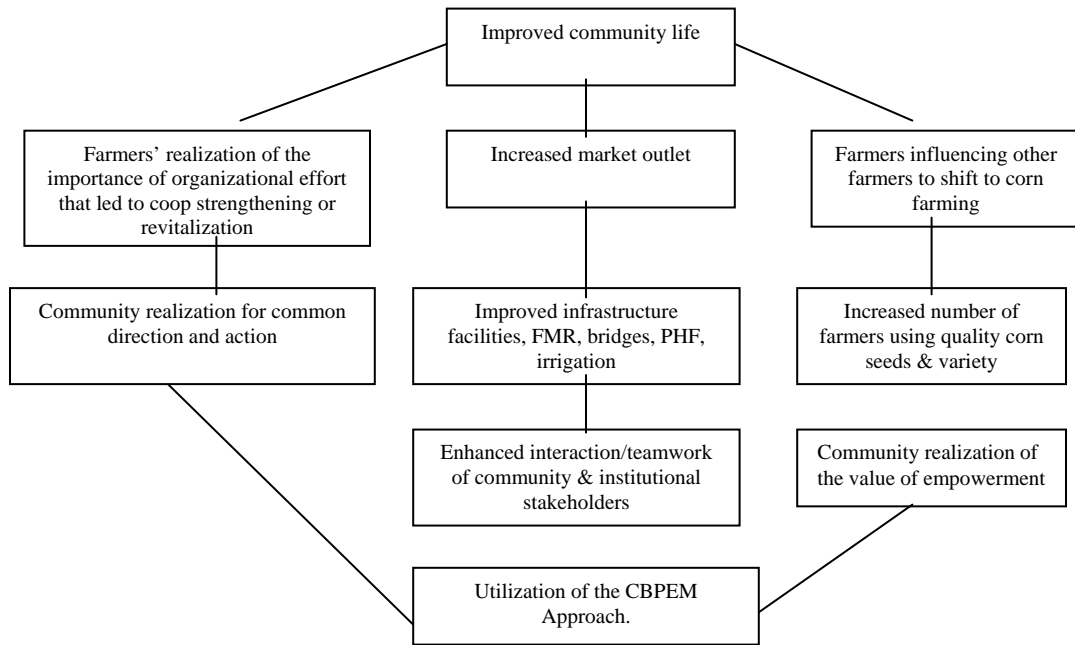


Figure 4: Causal chain analysis of benefits at the community level

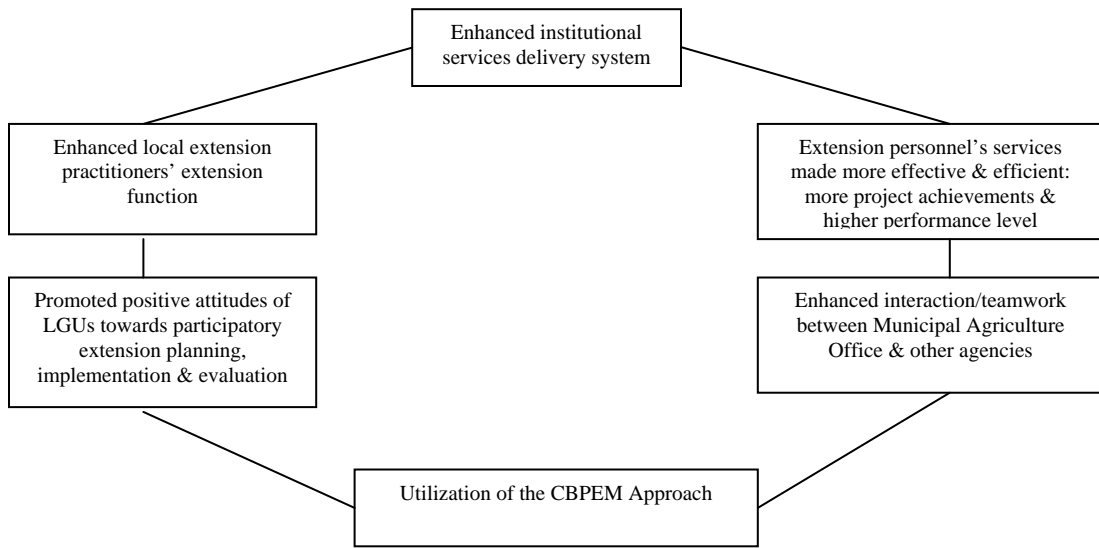


Figure 5: Causal chain analysis of benefits at the institutional level

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