

## CHAPTER 7

### Irrigation System Turnover: The Philippine Experience

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#### INTRODUCTION

Turnover of management responsibilities of irrigation systems to Irrigators' Associations (IAs) has been a primary policy objective of the National Irrigation Administration (NIA) of the Philippines. Instead of treating "turnover" in isolation or as a separate issue, NIA has always considered it as an integral component of the Institutional Development Program (IDP). The IDP has as its goal, the formation, development and sustenance of functional, cohesive and viable IAs which are highly capable of managing partially or fully the operation and maintenance (O&M) of irrigation systems under formal contractual agreements with NIA.

Most of the Communal Irrigation Systems (CIS) covering approximately 47 percent of the total irrigated area in the country are *managed by the farmers*. While the systems vary in scope and type of structure, most serve less than 1,000 hectares of farmland. As a tradition, the communal systems are constructed and developed jointly by NIA and IAs. At the completion of this phase, the systems are turned over to farmers. Most of the National Irrigation Systems, on the other hand, are managed jointly by NIA and IAs. Upon the acquisition of a legal status, an IA can enter into a contract with NIA. Aside from this, the IA to prove that it is capable of managing its affairs, particularly, the system's maintenance and the collection of Irrigation Service Fees (ISF). There are three types of contracts governing the NIA-IA partnership in the management of National Irrigation Systems. Type I contract entitles the IA to undertake canal maintenance while Type II contract allows the IA to collect ISF and retain a portion of the collection according to the NIA-IA incentive schedule. Type III contract stipulates that the IA amortizes the cost of construction. Such type of contract can be executed based either on a *partial or total turnover of management*. NIAs' current programs and future plans are aimed at achieving full turnover or Type III status in the majority of National Irrigation Systems.

The objective of this paper is to *describe* briefly the strategies and processes adopted by NIA in achieving its IDP goals with special reference to the turnover of management responsibilities to IAs. The

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paper is organized in eight parts. After this introductory section, Part II will briefly describe the evolution of the NIA-IA partnership and the participatory approach in irrigation management. Part III is devoted to a strategy in the NISs for handing over management responsibilities to beneficiaries namely the Irrigators' Organizations. Part IV discusses the turnover experience of NISs. Part V of this paper discusses briefly the role of training in developing and sustaining IA capability of irrigation system management. Part VI outlines NIA's organizational structure to support institutional development and turnover. NIA's current plans regarding the turnover of irrigation systems to Irrigators' Associations are outlined in part VII. The final section of the paper will provide a summary of all the strategies.

## **EVOLUTION OF THE NIA-IA PARTNERSHIP AND THE PARTICIPATORY APPROACH IN IRRIGATION MANAGEMENT**

### **Early Irrigation of Cooperatives -- The Zanjas**

Historical evidence suggests that certain indigenous small-scale irrigation systems in the Philippines had been constructed and managed by irrigation societies. For example, in the 17th century, cooperative societies by the name of "Zanjas" were involved in constructing irrigation systems by means of locally constructed bamboo and rock diversion structures placed across streams or rivers. Usually, such an indigenous irrigation society comprised members from two or more villages. In some instances, the members were all landowners, in others, landowners and tenants, and in several, all were tenants. The costs of construction of dams, main canals and other minor structures were all shared by the members either by giving construction materials or by contributing labor. This practice of sharing also governed the repair and maintenance of the systems. Moreover, the society had an internal mechanism to resolve conflicts among individuals or groups of Zanjas. Hence, the operation of these irrigation societies resembles that of a complex organizational enterprise which involves engineering and construction activities, soil-water-crop relations, management and allocation of water rights to groups and individuals, physical maintenance activities, conflict management, etc.

### **State Intervention and the Legal Recognition of Irrigation Societies**

In 1912, the Philippine legislature passed an Irrigation Act (Act No. 2152) authorizing the irrigation division of the Bureau of Public Works to manage irrigation systems it had built. Another provision of the new law provided for the regulation of rights to public waters, including water used in national, communal and

private irrigation systems. The Irrigation Act also formalized the concept of Irrigators' Association (IA) as a legal body authorized to manage a CIS. These associations were registered under the nation's Corporation Law (Act 1459) with powers to manage their irrigation systems subject to the approval of the Secretary of Public Works, to elect officials and to compel members to contribute to the cost of managing the irrigation systems in proportion to the benefits derived.

This Act also provided an indirect incentive for community management of irrigation since it stipulated that farmers served by CISs would not be charged with irrigation fees by the government. The reason cited was the fact that these systems were not built with government funds.

After the country regained Independence in 1945, the Irrigation Division of the Bureau of Public Works was empowered not only to continue the construction and management of National Irrigation Systems (NIS) but also to provide construction assistance to CISs. The aid to communals was usually in the form of replacing a log and stone diversion weir with a concrete one and constructing canals to expand the irrigated area.

The funds for the early communal irrigation assistance program came from yearly appropriations in the "pork barrel" fund of members of the Congress, which also covered outlays for other public works, projects such as roads, schools, river control works, etc. In most cases, these projects were pursued as rewards for political support garnered in certain areas. Since these, in general, were inadequately funded and poorly designed and managed, many proved unresponsive to the farmers' needs. In addition, this system, in which communal irrigation facilities were built without any arrangement for the recovery of costs from the beneficiaries, had fostered farmers' dependence upon the government.

Mainly because of these shortcomings, the "pork barrel" approach was later eliminated and was replaced with "Community Assistance Allotment" under the program called the "Presidential Assistance of Community Development (PACD)." Under this arrangement farmers were required to contribute labor and local materials available in the community in exchange for the PACD's free cement and reinforcing steel bars. And the Bureau of Public Works (and later NIA, since its establishment in 1963) provided technical assistance in design preparation and supervised construction. Even at this stage, the farmer beneficiaries were not obliged to pay back for the costs of services and construction incurred in the development of irrigation systems and, hence, these can be considered as "dole-outs."

### **Recovery of Irrigation Costs and Efforts toward Cost Minimization**

On September 11, in 1974, the Presidential Decree 552 was issued amending certain sections of the original NIA charter. Among other things, it granted NIA the power to:

*...charge and collect from the beneficiaries (of water) from all Irrigation Systems constructed by or under its administration such as may be necessary to cover the cost of operation, maintenance and insurance, and to recover the cost of construction within a reasonable period of time to the extent consistent with government policy; to recover funds or portions thereof expended for the construction and/or rehabilitation of communal irrigation systems which funds shall accrue to a special fund for irrigation development under section 2.*

In addition to the provision for the recovery of costs of construction and O&M, the decree also laid the foundation for NIA to minimize expenses by developing *joint management of systems with Irrigators' Associations* covering the operation and maintenance needs for substantial parts of the systems and NIA focusing mainly on the headworks and the main canal. NIA's amended charter laid the foundation for precisely such a strategy by explicitly authorizing the agency to delegate partial or full management of its NISs to the IAs. For CISs the new policies neutralized the adverse effects of the earlier approaches.

### **NIA's Organized Efforts toward Institutional Development**

Institutional strengthening was considered to be a prerequisite for the realization of NIA's objectives under the amended charter. Moreover, NIA, as a corporate agency, was confronted with the problem of inadequate funding support to sustain efficient operation. The situation was aggravated due to the withdrawal of the government's subsidy to NIA. A strong NIA-IA partnership was deemed necessary for other reasons as well. For example, irrigation service delivery requires a 24-hour availability of NIA's O&M staff in the field but because of bureaucratic constraints (i.e., of the government or corporations), workers are only paid for an 8-hour service; and, O&M staff had to work on the prescribed hours, otherwise there would have been no fees for overtime work. Also, mainly as a result of insufficiency of funds to support systems' O&M, a problem of "inadequate functionality of systems" had been observed thereby leading to inefficient and inadequate water distribution in such systems. But the foremost of the problems was the inadequate participation of farmers who are the recipients of irrigation services. Some farmers were highly dissatisfied and frustrated and these were manifested in terms of the farmers' reluctance to pay amortization and ISF, destruction of irrigation structures and facilities by some farmers, the utter disregard of NIA's O&M policies by farmers as well as reduced attendance in NIA-initiated meetings. Many farmers remained merely as spectators rather than as active partners of NIA in its developmental efforts.

Low irrigation service and amortization fee collection efficiency became a major cause for NIA's financial predicament and these posed the greatest challenge to NIA's survival as a viable government corporation. To service as an organization, and, more importantly, to be able to perform effectively and efficiently its mandated functions, NIA must now do something to break the vicious circle in irrigation. It must institutionalize positive organizational responses, strengthen the IAs and operationalize the NIA-IA partnership concept. In response to the challenge, NIA launched in the late 70s a program which employed farmers' participation in all aspects of irrigation system management.

This was first piloted in the communal irrigation systems and the process is described briefly in the next section.

### **NIA's INSTITUTIONAL DEVELOPMENT PROGRAM AND IRRIGATION SYSTEM TURNOVER: EXPERIENCE IN THE COMMUNAL IRRIGATION SYSTEMS<sup>7</sup>**

In 1975, a year after the Presidential Decree 552 was proclaimed, NIA entered into contract with the Farm System Development Corporation (FSDC), a nongovernmental organization, to organize farmers in communal irrigation systems while NIA concentrated on physical construction of the irrigation system.<sup>8</sup> In 1976, the participatory approach program was launched in two communal irrigation systems in Laur Nueva Ecija. The results were encouraging and NIA decided to expand the program.

NIA's Communal Irrigation Systems Development and Turnover Program aimed to organize water users into an Irrigators' Association which can responsibly operate and maintain, and own the irrigation systems. In order to implement this program successfully, NIA follows four phases in the development of communal irrigation projects/systems. They are (1) identification, investigation and selection phase; (2) pre-construction phase; (3) construction phase and (4) operation and maintenance phase. These different phases are designed carefully to prepare the water users in their roles and responsibilities in the operation and maintenance of the system upon project completion and turnover to the Irrigators' Association. This implies that there are two major components of NIA's Communal Irrigation Development and Turnover

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<sup>7</sup>Communal Irrigation Systems in the Philippines are classified by NIA under three categories: private, amortizing, and nonamortizing. Private CISs are those schemes constructed by the rich landowners or private entities, usually for their exclusive use. These are not included in the discussion of the present paper. Amortizing CISs are those constructed or rehabilitated with NIA's initiative under its Participatory Approach Program (PAP) and turned over to IAs. The farmer-beneficiaries of such systems pay back a portion of the cost of construction/rehabilitation. Non-amortizing CISs, on the other hand, fall under the category of dole-out systems since they were constructed by agencies without any cost-recovery arrangement. Most of the communals constructed before the creation of NIA (1963) belong to this category.

<sup>8</sup>This arrangement, however, did not succeed: it was learned by experiences that the engineering and organizing tasks should be closely integrated. Consequently, NIA used its own community organizers at later stages.

Program: the physical and institutional. A brief summary of the different institutional and technical activities undertaken in the four phases of communal irrigation development and turnover is given below:

### **Identification, Investigation and Selection Phase**

It is in this phase that the National Irrigation Administration identifies projects for future implementation. Projects identified were lined up for further investigation, selection and feasibility studies. The project identification is being undertaken by the Provincial Irrigation Office (PIO) and the Regional Irrigation Office (RIO). During the feasibility phase of the project, NIA is fielding its technical men to gather agro-climatic data in order to know if water supply is sufficient to irrigate the identified potential irrigable area. And a profile writer is also fielded to write the profile describing the technical, institutional and socioeconomic status of the proposed project. This project profile will then be used in project feasibility preparation and in the selection and prioritization workshop at the Provincial Irrigation Office (PIO) and later at the Regional Irrigation Office. After final selection of the project, the Regional Annual Program will be prepared and submitted to NIA Central Office for funding. It should be noted here that NIA's technical men approach usually the *barangay* (village captain), consult him and seek the assistance of the community in the identification and investigation of the project.

### **Pre-Construction Phase**

This is the phase during which NIA hires and trains Irrigation Community Organizers (ICOs), at present known as Institutional Development Officers (IDOs), based on the number of projects to be implemented by NIA. The ICOs/IDOs are trained and undergo orientation at the Provincial Irrigation Office. The major institutional and technical activities undertaken in this phase are as follows: (1) ICO/IDO integrates with the community and with IA and starts the mobilization; (2) forms/reactivates committees for pre-construction; (3) recruits/firm-ups IA membership; (4) formulates/ disseminates Articles of Incorporation (AOI) and IA bylaws; (5) conducts organizational meeting to form IA and ratify IA bylaws; (6) prepares/submits IA registration papers and water permit application; (7) processes and approves IA registration at SEC (Securities and Exchange Commission) and water application at NWRB (National Water Resources Board); (8) conducts training needs analyses; (9) trains ICOs/IDOs for the Construction Phase; (10) presents first pre-construction conference and POW/design; (11) forms/reactivates the committees for construction; (12) formulates the NIA-IA policies and systems for construction, develops i) schemes for counterpart contribution, and ii) systems of recording and monitoring of equity; (13) holds

final pre-construction conference; (14) prepares and submits certificate for project construction and final discussion and signing of MOA (Memorandum of Agreement). During this phase, training such as (1) group dynamics; (2) organizational and financial management; and cost reconciliation must be given to the Irrigators' Association (IA). Ideally, this phase takes about 6-9 months and before the construction phase starts, NIA evaluates IA viability.

### **Construction Phase**

Before construction starts, the Project Engineer (PE) orients both the NIA and IA skilled workers and the ICO/IDO mobilizes the different committees to participate in the construction activities. Following are the major institutional and technical activities under this phase: (1) evaluation of bids and awards on civil contracts; (2) canvassing and bidding for construction materials; (3) procurement and delivery of construction materials; (4) moving-in manpower and equipment; (5) construction of major irrigation facilities and canal structures. While construction is going on, both the IA and NIA conduct i) equity generation, recording and monitoring; and ii) cost and equity reconciliation; (6) after the construction, NIA-IA conducts i) an inventory of completed irrigation structures and facilities; ii) pre-O&M conference in order to reactivate the O&M committee and appoint O&M personnel; and iii) test-runs and verifies functionality of completed irrigation structures and facilities; (7) if there are some defective structures, NIA repairs defective canals, and other irrigation structures and facilities; (8) the NIA-IA also conducts final cost reconciliation, prepares the Final Statement of Chargeable Cost (FSCC); and formulates the repayment scheme and turnover of irrigation system to the Irrigators' Association (IA). Time duration in undertaking this phase depends on the extent of work to be done and the availability of funds. But normally, it takes one year to complete one communal irrigation system.

### **Turnover, Operation and Maintenance and Cost Recovery Phase**

According to the Memorandum Circular No. 22 series of 1988 (MC 22 s.1988), the turnover of a communal irrigation system to the Irrigators' Association is an activity where NIA gives the full responsibility to the IA in operation and maintenance of the irrigation systems. NIA, however, continues to develop and strengthen the capability of the IA to operate and maintain the completed and/or partially completed irrigation systems using the IA's own resources.

After the turnover of the irrigation systems, NIA conducts a System Management Training/Workshop (SMT/SMW) to the Irrigators' Association (IA). The System Management Training/Workshop aims at

formulating plans for the operation and maintenance of the irrigation system. This includes the proper and timely delivery of irrigation water to the service area, and proper selection of O&M personnel who will implement the plans. And at this stage, O&M policies formulated during the pre-O&M conference will be firmed-up during the IA Board of Directors' sectoral and general assembly meetings. The first cropping following the systems' turnover is where the formulated plans are implemented. Following are the activities undertaken in this phase: (1) implement/update system management and financial management plans; (2) continue education and training; (3) conduct regular IA meetings; (4) implement/update conflict management mechanisms; (5) issue water service bill and collect irrigation fee while IA pays amortization to NIA; (6) perform in-season monitoring and evaluation (the IA with the assistance of the Irrigation Technician (IT) should establish linkages/coordination with other government/private agencies and the IAs regarding O&M activities); (7) conduct the annual post-evaluation and planning session through the IA Board of Director's, sectoral and general assembly meetings; and (8) revise and amend IA Bylaws. After two cropping seasons, the ICO/IDO will be pulled out of the area.

In handing over the communal irrigation systems to the Irrigators' Association (IA), NIA adopts two schemes to facilitate immediate turnover and cost recovery. The first scheme is the 30 percent equity participation which could be availed of by any Irrigators' Association in place of the regular amortization of the chargeable cost under the following conditions (MC 27 s. 1991).<sup>9</sup>

- i. That the IA is willing and capable to raise within the construction/rehabilitation period its equity participation which is defined as the amount of money equivalent to 30 percent of the chargeable cost.<sup>10</sup>
- ii. That the money value of the IA's equity participation may come from (1) the cost of labor valued at NIA rates furnished by the IA without payment from NIA; (2) the labor from construction of diversion works, canals, and other works done by the IA on the project; (3) the cost of construction materials and supplies provided by the IA; (4) the cost of right-of-way for canals, diversion works, structures, or access roads negotiated and acquired by the IA and (5) cash contributed by the IA.

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<sup>9</sup>In other words, the repayment can begin during project construction in the form of equity contribution which may include labor participation, supplies, materials and cash.

<sup>10</sup>Chargeable costs include the costs of diversion works, canals, structures and terminal facilities, etc. These chargeable costs have been estimated to be 90 percent of the total project cost.



- iii. Where the IA agrees to contribute a portion of the wages of its members and authorizes the Provincial Irrigation Office to withhold the amount from the payroll of the IA members working on the project.
- iv. If, during the construction/rehabilitation period the required 30 percent equity participation is not met, then the IA shall be given a maximum grace period of one cropping season after project completion and turnover to raise the remaining amount.

It should be noted that at 30 percent equity, the loan is considered fully paid.

The second scheme is the amortization of the chargeable cost whose benefit has been availed of by most of the communal IAs. This is a long-term arrangement and the IA is required to put up an equity participation of not less than 10 percent of the chargeable cost during construction and rehabilitation. The duration/or period of amortization shall not exceed fifty years. The equity participation of the IA shall consist of the money value of the items mentioned under Scheme I.

The other provisions/arrangements stipulated in MC 27 s. 1991 are:

- i. If the Irrigators' Associations currently amortizing opt to convert from Scheme II to Scheme I (both communal and fully turned-over nationals), the IA should forward its intention through a Board Resolution addressed to the Regional Irrigation Manager (RIM) (Attention: The Provincial Irrigation Engineer and/or The Irrigation Superintendent). The other requirements are: (a) the IA Board Resolution shall be endorsed and submitted by the Provincial Irrigation Engineer and/or the Irrigation Superintendent (PIE/IS) to the RIM attaching a copy of the current status of amortization payment of the requesting IA which shall be duly certified by the Regional Accountant; (b) the equity of the requesting IA shall be 30 percent of the balance of the amortizable amount plus the back account, if any, and (c) the equity participation of the requesting IA shall be payable in cash within a maximum period of six months whose effectivity shall start from the date the IA receives the notice of the RIM approving the IA's request. Any unpaid amount within the designated period shall be subjected to a maximum interest of 1 percent per month to be settled by the IA within the following six months.
- ii. If Irrigators' Associations request for assistance from NIA for the rehabilitation/or improvement of their irrigation systems while they are currently amortizing the previous development cost incurred, the requesting IA could avail of the benefits of one or both schemes or of a combination of the two.

- iii. If the IAs request for the adjustment of the date of amortization payment it should coincide with their harvesting season. The responsibility for approval of the request is delegated to the RIM and a copy of the duly approved request will be sent to the office of the Assistant Administrator for Systems Operations and Equipment Management, [Attention: The Manager, Institutional Development Department (IDD)].

Upon completion of the payment of amortization and/or equity participation, a *Certificate of System Ownership* will be awarded to the Irrigators' Association.

## **TURNOVER EXPERIENCE OF NATIONAL IRRIGATION SYSTEMS**

With successful experience in CISs, in 1980, NIA piloted the Participatory Approach Program in the National Irrigation Systems. First, it was named as the Irrigation Community Organization Program (ICOP). The ICOP adopted the concept of fielding community organizers in the comunals. The ICOP pilot project yielded encouraging results such as: 1) organization of cohesive Irrigators' Associations capable of system maintenance; 2) reduced O&M costs through the reduction of O&M personnel; 3) farmers' partial or full management of the irrigation system; 4) more equitable distribution of water; and 5) effective resolution of internal conflicts. With this positive impact the program was expanded to cover more NISs.

But in 1983, with NIA's policy on system "viability," the agency started to reduce its O&M costs and find ways to increase the irrigation service fee collection (Jopillo and de los Reyes 1988). To effect implementation of the agency's policy on systems "viability," NIA programmed to turnover the operation and maintenance responsibilities to the Irrigators' Association. Just like in the communal irrigation systems, an Irrigators' Association has to undergo a development process before NIA turns over the O&M responsibilities to the IA. Once the Irrigators' Association is ready to assume O&M, the NIA representative negotiates with the IA as to what type of O&M contract the IA should enter into depending upon the level of the IA preparedness. The following are the different types and arrangements on systems' O&M contract: in Type I contract, the IA undertakes the routine maintenance works of a certain length of the irrigation canal systems; in Type II contract, the IA undertakes the systems operation and collection of irrigation service fee (ISF) from its members; in Type III contract, the IA assumes full management (O&M) of systems. Further, the IAs under Type I and Type II are given incentives for their participation in the O&M and irrigation service fee collection. Under Type III contract, the IA shall amortize the investment and rehabilitation costs of the whole or part of the system in not more than 50 years (MC 41 s. 1990).

The different types of contracts in systems' turnover in the National Irrigation Systems are being undertaken with the premise that the water users are organized and duly registered with the Securities and Exchange Commission (SEC). Awarding of what type of contracts also depends on the level of the associations' capacity and capability to undertake the responsibilities. Some of the obligations and incentives/or remunerations under each type of contract are given in Annex I.

In developing the Irrigators' Associations in the National Irrigation Systems, NIA has used different strategies: the Irrigation Community Organization Program (ICOP) using professional community organizers and (at present) the Farmer Irrigators' Organization Program (FIOP) using farmers as organizers. The FIOP organizing process is given in Annex II.

## **DEVELOPING AND SUSTAINING IRRIGATORS' ASSOCIATIONS' CAPACITY FOR IRRIGATION MANAGEMENT: THE ROLE OF TRAINING**

With the IAs' assumption of O&M in irrigation systems, NIA, through its IDP has recognized the necessity to provide *continuous interventions* geared toward the development and strengthening of the IAs' capacity to manage irrigation systems. These capacity-building program are envisioned to ensure a higher level of competence and commitment of the IAs in the execution of their responsibilities. Hence, the installation and institutionalization of IA training programs were considered to be major components of the IDP. These training programs are provided to augment the organization works performed by the community organizers.

The process of developing IA capabilities are developmental -- this means that the activities are normative and iterative in nature: and continuous for as long as the IA organization exists. Each learning activity is unique in itself and always results in a qualitative leap meaning although the activity is of the same nature, new and better learning is achieved thus resulting in an improvement over the past activities.

The capability-building programs are provided both formally and informally. The informal type of training is operationalized in venues like a planning meeting of the IA before the conduct of an O&M mobilization meeting or a Board of Directors' (BOD) meeting to formulate IA policies. The process is usually informal in the early stage of IA formation or during the organizing phase. The formal type of training takes place once a set of IA officers has been selected and once the IA has gained legal recognition. Several training methodologies are employed to attain the goals of the training. Many of these methods are of the experiential learning type of methodologies. These include the use of lectures, group-sharing, the small group task, case analysis, etc. In the implementation of the IA training program, NIA uses existing organizational units of the Central Office and Regional, Provincial and Irrigation Systems Offices. *Under*

each office, a core group is organized to attend to responsibilities related to the management of IA training programs.

The formal training package provided to the IAs include:

- i. The Basic Leadership Development Course (BLDC);
- ii. The Financial Management Systems' Training (FMST); and
- iii. The Systems Management Training/Workshop (SMT/SMW).

### **Basic Leadership Development Course**

The concept of leadership development is an essential component of the IDP and the turnover process. It seeks to develop and sustain the IA leaders' ability to spearhead and influence IA membership toward active participation in the O&M activities, membership expansion and strengthening as well as coordinating with other organizations where the IA does business with.

In both NISs and CISs, a four-day live-in formal training intervention of BLDC is given to the turnout service area leader and other IA officials soon after their election/selection to office. The BLDC for communal irrigation systems is conducted during the pre-construction stage while in the NISs this training is being currently given to IAs organized under Farmer Irrigators' Organization Program (FIOP) at the formative stage (Annex II).

The BLDC also aims at helping the participants to demonstrate basic and enhanced organizational and leadership skills which can be operationalized to develop appropriate attitudes which would ensure effective and efficient performance of the IAs' responsibilities stipulated in the O&M contracts with NIA. In other words, the BLDC is conceptualized upon the IAs' functions in the O&M contracts. It consists of the following modules:

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|--------|------|--|
| Module | I.   | An Overview of the Leadership Development; |
| Module | II.  | NIA's Institutional Development Program;   |
| Module | III. | The IA and Its Operations;                 |
| Module | IV.  | The IA Leaders (roles and functions);      |
| Module | V.   | The IA Leaders' Skills Area; and           |
| Module | VI.  | Action Planning.                           |

## **Systems' Management Training/Workshop (SMT/SMW)**

The IA management of O&M of irrigation systems requires certain knowledge and skills which will facilitate effective performance of the IAs' O&M obligations. It is recognized that training opportunities to facilitate knowledge and skills building on systems' management are imperative. Hence, the SMT/SMW.

The overall objective of the SMT/SMW is to provide the IAs with opportunities to acquire knowledge and demonstrate skills on systems' management, thus developing a proper attitude in the performance of their roles and functions. The four-day live-in training activity contains several modules:

- Module I. Overview of System's Management;
- Module II. Cropping Calendar and Pattern of Planting;
- Module III. Water Delivery and Distribution;
- Module IV. Maintenance and Repair;
- Module V. Collection of Irrigation Service Fee (ISF);
- Module VI. Water Crisis and Conflict Management; and
- Module VII. Re-entry Planning

## **Financial Management Systems Training (FMST)**

The involvement of organized farmers in irrigation development creates a condition in which the IA assumes responsibilities over irrigation system operation and maintenance. Thus, FMST is designed with the aim of institutionalization of the financial management system of the IA.

In general, FMST attempts to operationalize IA policies concerning IA fund generation and utilization. Installation of the IA financial management system can provide a strong foundation in attaining and sustaining entrepreneurial objectives or other income-generating enterprises which the IA may engage in, once it has reached a level of maturity.<sup>11</sup>

More specifically, the FMST addresses the following concerns:

- i. Development of the IAs' financial plans;
- ii. Maintenance of IAs' records on financial transactions;
- iii. Preparation of financial statements for presentation to the general assembly and for submission to the registration process;

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<sup>11</sup>The present trend is for NIA to assist the IAS in undertaking important/profitable non-water functions once they have demonstrated their capacity in successfully dealing with Irrigation Systems' Management (refer next section). Such IAs may form into cooperatives (without disturbing their primary functions or "the IA identity"). Accordingly, the FMST is being modified.

- iv. Assessment of the IAs' financial activities;
- v. Establishment of an adequate and effective system of internal control; and
- vi. On-the-spot and periodic audit of the IA funds, other assets and records.

Additionally, FMST covers such topics as budgeting/fund allocation, disbursement and project preparation, etc. The participants of FMST include IA Board of Directors, Treasurer and Auditor as well as the members of finance and audit and inventory committees.

## **NIA's ORGANIZATIONAL STRUCTURE TO SUPPORT INSTITUTIONAL DEVELOPMENT AND TURNOVER PROCESS**

Before 1986, several groups/divisions were functioning within NIA to support its Institutional Development Program. Some of them were project- specific. In 1986, all institutional groups in both communal and national irrigation systems were grouped into one department of the National Irrigation Administration known as the Institutional Development Department (IDD). The organizational chart of IDD is given in Annex III.

The functions of IDD are as follows:

- i. Develop programs and formulate policies, strategies and operational guidelines in the organization, development and provision of assistance services to Irrigators' Associations.
- ii. Formulate policies and procedures in preparing IAs to assume the operation and management of systems or parts thereof.
- iii. Formulate guidelines in the preparation and operationalization of agri-institutional development programs for irrigation projects.
- iv. Design and conduct appropriate training, seminars, workshops and similar undertakings to develop the capability of concerned staff in the management of institutional development programs.
- v. Design appropriate training and assistance programs for Irrigators' Associations to develop their functionality and enhance their organizational viability.

- vi. Develop guidelines in the monitoring and evaluation of agri-institutional development programs and the functionality and viability of Irrigators' Associations.
- vii. Coordinate with other agencies for the provision of support services to irrigation users.

At present, IDD has two divisions: the Irrigators' Organization Division (IOD) and the Irrigators' Assistance Division (IAD). The IOD has functional responsibility over the organization and training of Irrigators' Associations in both national and communal projects/systems. In order to operationalize its functional responsibility, there are three sections established under this division namely: 1) National Irrigation Projects/Systems Section (NISS); 2) Communal Irrigation Projects/Systems Section (CISS); and 3) Program Monitoring Section (PMS). The functional responsibilities of the three sections as well as the role of line institutions at regional, provincial and irrigation systems levels are given in Annex III.

## **PRESENT TRENDS**

This section describes briefly two important objectives (as observed by the authors) in NIA's continuing efforts toward institutional development and turnover of irrigation systems to IAs.

- i. The National Irrigation Administration plans to turnover all the National Irrigation Systems with service areas below 3,000 ha to IAs or federation of IAs. Full turnover means a complete devolution of the O&M functions. According to the NIA's plans this will be the third phase of a 3-phase program which is very much similar to the three types of contracts mentioned earlier in this report (and in Annex I). Phase I will be the IA development which includes the federation of IAs, while in phase II (namely the phase of "jointly NIA-IA management"), devolution of the O&M responsibilities to the IA will take place depending on the complexity of irrigation systems and the capability of IAs. Subsequently, the turnover would be affected based on laterals of irrigation systems when the federation of IAs would takeover O&M functions and NIA's role will be similar to a "wholesaler" at headgates, when finally, system-wide federation of IAs is established.
- ii. Since there is a great deal of interdependence between irrigation and the provision of other production-related support services, some of the innovative IAs are now enhancing their collective capacity to facilitate the acquisition of inputs such as fertilizer, credit and other services. Moreover, several of them are engaged in marketing and processing of their agricultural products. NIA facilitates such efforts and has also launched pilot projects to learn how it could help

individual IAs and IA federations to enhance their capacity in facilitating the supply of agri-support services to the farming community.

## SUMMARY

Several stages can be identified in the evolution of the process of irrigation systems' turnover in the Philippines. Prior to the governments' intervention, there existed indigenous irrigation societies that constructed and managed their own irrigation systems. The Irrigation Act of 1912 can be regarded as a notable step in government intervention. The Act authorized the Irrigation Division of the Bureau of Public Works to manage irrigation systems it had built. Another provision of the new law provided for the regulation of rights to public waters, including water used in national, communal and private irrigation systems. The Irrigation Act also formalized the concept of Irrigators' Association (IA) as a legal body authorized to manage a communal irrigation system. These associations were registered under the nation's Corporation Law with powers to manage their irrigation systems, to elect officials and to compel members to contribute to the cost of managing the irrigation systems in proportion to the benefits derived.

In 1963, a corporate agency, namely the National Irrigation Administration (NIA), was established with the mandate of development of irrigation systems and to provide timely, adequate and reliable delivery of irrigation services. NIA was confronted with the problem of inadequate funding to support and sustain efficient operation. The situation was aggravated due to farmers' hesitance to pay irrigation service fees, destruction of irrigation facilities in some cases and the governments' withdrawal of subsidy to NIA. Additionally, this has posed a challenge to NIA's survival as a viable corporation.

In response to this challenge, in the late 1970s, NIA launched its Institutional Development Program (or the participatory approach) which was aimed at the formation, development and sustenance of functional, cohesive and viable Irrigators' Associations (IAs) which are highly capable of managing partially or fully the operation and maintenance of irrigation systems.

Under NIA's Communal Irrigation Development Program, the agency constructs irrigation systems with the active participation of farmer beneficiaries and upon completion of this phase, the systems are turned over to IAs, subject to a cost-recovery arrangement. Farmers participate in all stages of communal irrigation development, that is, from project identification, feasibility studies, construction, etc., up to the O&M of the completed systems. This process has helped in developing the capacity of the IAs in efficient system management and in instilling the system of ownership among the farmers.

With the successful experience in the communal (small) systems, NIA applied the participatory management strategy employed in large-scale national systems as well. Upon the acquisition of a legal status, the IA can enter into a contract with NIA. Aside from this, the association has to prove that it is



capable of managing its affairs, particularly the system's maintenance and the collection of Irrigation Service Fees (ISF). As has been mentioned earlier there are three types of contracts governing the NIA-IA partnership in the management of National Irrigation Systems. Type I contract entitles the IA to undertake canal maintenance while Type II contract allows the association to collect ISF and retain a portion of the collection according to the NIA-IA incentive schedule. Type III contract stipulates that the IA amortizes the cost of construction. Such type of contract can be executed either on a *partial or total turnover of management*. The IA's contracting of irrigation systems management with NIA resulted in the operationalization of the NIA-IA partnership concept. The partnership requires certain responsibilities from both parties. NIA's current programs and future plans are aimed at achieving full turnover of Type III status in the majority of National Irrigation Systems. Once the system-wide federation of IAs is established the complete turnover will take place. This means a complete devolution of the O&M functions.

An important lesson that can be learned from the NIA-IA experience is that the "turnover" has been considered (not in isolation but) as an integral component of the Institutional Development Process through which the IAs gain the capacity to deal with the complex socio-technical issues associated with the agricultural production process in general, and, the irrigation systems management in particular. Once the recipient institution or the IA reaches this status, systems' turnover would naturally appear as the next logical step.

## The NIA-IA Obligations in the Three Types of O&M Contracts

### Type I Contract: Maintenance Contract

Under this contract, an Irrigators' Association (IA) undertakes routine maintenance works of a certain length of the irrigation canal systems. The following are an IA's obligations:

- i. IA undertakes grass cutting, clearing, desilting and reshaping slopes for the entire length of canals for at least once a month;
- ii. Fills up potholes and open cuts along canal embankments as well as drains accumulated water from depressed portions of canal embankments;
- iii. Undertakes minor repairs of irrigation facilities, which do not require equipment and construction materials;
- vi. Undertakes on a monthly basis, as the need requires, oiling and greasing of steel gates including turnout gates, particularly the lifting mechanisms;
- v. Protects and safeguards from destruction all irrigation facilities and structures;
- vi. Prevents any person from the construction of open cuts and/or installing additional turnouts without joint clearance from both NIA and the IA; and
- vii. Removes debris from canals and conveyance structures that restrict the normal flow of irrigation water.

In undertaking Type I contract an Irrigators' Association will be paid with P1,100 upon satisfactory maintenance, weeding, trimming canal embankments, reshaping and removal of debris of 3.5 km of unlined canals or 7 km for lined canals. Desilting activities undertaken will be paid for by volume of accomplishment as per agreement entered between NIA and IA.

## **NIA's Obligations in Type I Contract**

- i. Provides the IA with a list of facilities and structures for maintenance as contained in the inventory, jointly undertaken by both parties.
- ii. Undertakes repair/restoration works of facilities and structures jointly with the IA.
- iii. Provides the IA with regular supply of used oil and grease for the maintenance of irrigation facilities.
- iv. Develops and implements programs to build up the organizational capability of the IA, particularly in effectively implementing the maintenance activities.
- v. Conducts regular inspection of the facilities and structures under contract by the IA and provides necessary guidance, should there be deficiencies.
- vi. Assists the IA in the preparation of its policies and procedures in undertaking its maintenance responsibilities.

## **Type II Contract - Systems' Operation and ISF Collection**

### **IA's Obligations on Systems' Operations**

- i. IA formulates and firms up with NIA, an operations and maintenance plan one month before the start of the next cropping season and discusses monthly status of O&M plan implementation with NIA;
- ii. Disseminates information on water delivery and planting schedule to the irrigation water users within the IA contracted service area;
- iii. Delivers and distributes irrigation water equitably to the IA farmer-members;
- iv. Monitors the status of farming activities and submits to NIA weekly reports of irrigated and planted areas;

- v. Resolves a) conflicts arising from water distribution between and among IA members and b) other IA internal conflicts that may arise;
- vi. Informs NIA through its representative(s), problems and conflicts on operations beyond the IA's capacity to resolve; and
- vii. Attends meetings and conferences called by NIA to discuss major problems encountered and formulates solutions to them.

### **IA's Obligations in ISF Collection**

- i. Provides NIA before the start of each season an updated master list of farmer-member beneficiaries, should there be changes in the existing master list;
- ii. Formulates effective and workable policies to effect a systematic ISF collection scheme with the concurrence of the Irrigation Superintendent (IS);
- iii. Distributes promptly Irrigation Service Fee (ISF) bills to each of the farmer-member beneficiaries including members' back accounts;
- iv. Collects ISF (current and back accounts) from farmer-member beneficiaries and remits to NIA such collection every Friday. IA must obtain and use its own Official Receipts for ISF collection and for financial control purposes, duly countersigned by the IS;
- v. Assist NIA in the verification and assessment of farm lots requested for exemption from payment of ISF; and
- vi. Presents to IA members either through a general assembly or per turnout service area meeting, an update status of members' ISF payment, within one month of the end of the cropping period.

The incentives received by IA under Type II contract in all national irrigation systems (NIS) are as follows:

<u>Collection efficiency (in %)</u>	<u>Incentives to IA (in %)</u>
0 - 50	0
51 - 60	2
61 - 70	5
71 - 90	10
91 -100	15

### **NIA's Obligations in System Operation**

- i. To prepare plans and programs on water delivery schedules in consultation with the IA;
- ii. To provide the IA with all relevant training programs to enhance IA leaders'/members' capabilities to manage systems operations and ISF collection activities effectively and efficiently;
- iii. To provide technical assistance and recommendations based on submitted reports of the IAs to improve their management and technical activities;
- iv. Appraise IA on NIA's current policies relative to systems operations and ISF collection when the need arises.
- v. To undertake all rehabilitation works and repairs of major damages to the main/lateral canals and other appurtenant structures including the access/service roads;
- vi. To authorize IA to expand the service area of the system without sacrificing any portion of the programmed area;
- vii. To facilitate resolution of problems and conflicts beyond the IA's capacity to resolve;
- viii. To formulate with the IA systems an operations plan within one month before the start of the cropping season;

- ix. To assist in the preparation of plans/feasibility studies of projects IA may wish to venture in;
- x. To conduct regular audit of the IA's books of accounts;
- xi. To review and approve implementation plans for operations within one month after submission to NIA by IA;
- xii. To monitor IA's activities in the implementation of joint water delivery and planting schedules; and
- xiii. To allocate and deliver the adequate amount of water up to the lateral headgate for the Association's Contracted Area programmed for irrigation in a particular cropping season.

#### **NIA's Obligation in ISF Collection**

- i. To prepare Irrigation Service Fee (ISF) bills based on the verified list of irrigated planted area (LIPA) submitted by the IA President. The said LIPA must be duly approved by the Irrigation Superintendent;
- ii. To assess and verify farm lots requested for exemptions from payment of ISF;
- iii. To issue a NIA Official Receipt to IA for all collections remitted by the IA;
- iv. To apply the present discounting policies under a procedure to be worked out between NIA and IA; and
- v. To grant to the IA a collection incentive bonus as provided for in the contract.

#### **Type III Contract: Turnover of the Whole or Part of the Irrigation System**

In this type of contract, IA assumes full management of the system operations and maintenance; it will amortize the development cost incurred in the construction and rehabilitation of the whole or part of the system before the expiring of 50 years. Listed below are some of the obligations of both NIA and IA.

## Obligations of the Irrigators' Association

- i. Provides the best talents, skills and judgement in accordance with known accepted management practices, and exercises utmost care, diligence and efficiency in the discharge of its duties and tasks; works for and in the best interest of the farmers in general; and takes all reasonable steps to keep expenses to a minimum consistent with sound financial practices.
- ii. Undertakes and manages water allocation and distribution to the different rotational areas from the main lateral canal of the system. This includes water distribution from turnouts and its main farm ditches to the different supplementary farm ditches. This water distribution scheme to be adopted is based on the NIA-IA jointly approved cropping pattern.
- iii. Performs maintenance of the main and lateral canals and main/ supplementary farm ditches: cutting of grass, removal of silt and other materials that obstruct normal water flow in the canals. The maintenance will cover the entire length of the main canal and laterals including main and supplementary farm ditches within the system.
- iv. Undertakes repair works which are considered minor and within IA's capacity. Minor damages to canals will be repaired by the IA provided, however, that in case there is a need for materials, the same shall be supplied by NIA after the need has been verified. For damages to canal structures and other facilities, construction materials that the IA cannot provide shall be supplied by NIA while the labor will be provided by the IA. This provision by NIA of construction materials for repair shall be for a period of two years from the date of turnover of the system to the IA.
- v. Undertakes all maintenance and repair works of the terminal facilities.
- vi. Prepares the list of irrigated and planted areas through the rotational area leaders which shall be submitted by the IA President to NIA for preparation of bills.
- vii. Distributes bills for ISF to the farmer-beneficiaries through the rotational area leaders.
- viii. Collects irrigation service fees (ISF) from irrigation users at the rate of one and a half cavans.<sup>12</sup> of palay for the wet-season crop, and two cavans of palay for the dry-season crop, or its equivalent in cash based on the prevailing government-support price of palay. Collection shall be done by

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<sup>12</sup>Cavan = 50 kilograms

rotational area bill collectors who shall remit the same to the IA treasurer, who in turn, shall remit the same to NIA every Friday or any other day that may be agreed upon.

- ix. Resolves a conflicts between and among IA members arising from water distribution and allocation, organization management, and b) other IA internal conflicts that may arise.
- x. Informs NIA through its representative on problems and conflicts on operation and maintenance beyond the IA's capacity to resolve.
- xi. Attends meetings/conferences called by NIA to discuss major problems encountered and to formulate solutions to them.
- xii. Makes available to NIA for training all persons who shall be ultimately responsible for operation, maintenance and management of the irrigation system.
- xiii. Submits for approval to NIA all plans on the management of operation and maintenance of the system two months before the start of the cropping season and submits a) reports on these plans for implementation on specified periods and b) other reports that may be required by NIA from time to time.

#### **NIA's Obligations**

- i. Provides available managerial and technical training and development programs for all levels to the Irrigators' Association necessary in managing the operation and maintenance of the system and development of the IA toward its viability.
- ii. Appraises IA of current policies of the contracting agency and/or laws and decrees affecting NIA concerning irrigation and organization management.
- iii. Authorizes IA to expand service area of the system without sacrificing any portion of the programmed service areas.
- iv. Undertakes all rehabilitation works and repairs of major damages to the main and lateral/sub-lateral canals and other major appurtenant structures including the access and service roads, subject to repayment in accordance with the NIA policies.



- v. Provides IA necessary and available supplies, tools, equipment and vehicles and other resources based on the approved plans, provided, IA will shoulder the cost for such supplies and other resources including equipment rentals, in accordance with existing NIA policies.
- vi. Provides technical analysis and recommendation based on the submitted reports of IA to improve its management and technical activities.
- vii. Facilitates resolutions of problems and conflicts beyond IA's capacity of to resolve.
- viii. Facilitates resolutions of production/marketing-related problems presented by IA to NIA.
- ix. Reviews and approves implementation plans for operation within one month after submission to NIA by IA.

## FIO Organizing Process

In organizing irrigators' Associations and in facilitating the turnover process, NIA has used different types of Change Agents/Community Organizers or *catalysts* at different times. First, they hired the services of a specialized Nongovernmental Organization (NGO) namely, the Farms System Development Corporation (FSDC). Later, NIA used its own catalysts of different types; Irrigation Community Organizer (ICO), Irrigation Organization Worker (IOW), and Irrigation Development Officer (IDO). In 1983, NIA used farmers as organizers on a pilot basis in one system. In 1988, with the assistance of USAID and the World Bank, NIA expanded the use of farmers as organizers to cover all regions of the country. This is in progress at present. This organizing process has five major phases namely: (1) pre-organization; (2) turnout service area (TSA) organization; (3) IA organization and registration; (4) The NIA-IA contract formalization; and (5) operation and maintenance. Brief descriptions of the activities conducted in each phase of IA development are listed below.

### Pre-Organization Phase

In the pre-organization phase there are three major activities: (1) FIO identification and selection; (2) hiring and training of FIOs; and (3) orientation of FIOs at the Irrigation Systems Office. These activities are undertaken before the deployment of FIOs in the area of assignment. The criteria of selection of FIOs are that they (1) must not be more than 60 years old; (2) must be residents of the area where they will be deployed; (3) must be physically fit. Training and orientation include such topics as (1) Training Program Orientation; (2) History, Function and Organization of NIS; and (3) the NIA-IA Partnership Strengthening Program.

### Turnout Service Area Organization

The turnout service area organization phase has three major activities: (1) integration and social investigation; (2) core group and committee formation and (3) TSA formation. While these activities are being undertaken, technical activities are also being done simultaneously in preparation for the implementation of minor repair works. The technical activities are: (1) The NIA-IA walk-thrus to the systems identifying nonfunctional structures and facilities; (2) prioritization of identified nonfunctional

structures and facilities to be rehabilitated; (3) preparation of program of work (POW); (4) submission of POW to the Regional Irrigation Office and then to the Central Office; and (5) presentation of the approved of POW to TSAs and IA members.

### **IA Organization and Registration Phase**

This phase is being undertaken with technical activities while the IA is in the formative stage of development. The activities under this phase are: (1) the continuous formulation, revision and dissemination of Articles of Incorporation (AOI) and bylaws; (2) preparatory activities for conducting Basic Leadership and ad hoc council for TSA chairmen; (4) IA formation and ratification of IA bylaws; (5) discussion and dissemination of procedures and policies on NIA-IA contracting; (6) preparation and submission of IA SEC registration documents to the Irrigation Systems Office and up to the Securities and Exchange Commission (SEC); (7) processing and approval of SEC registration papers; (8) conduct of system management training/workshops (SMT/SMW) to IAs and (9) the implementation of minor repairs.

### **NIA-IA Contract Formalization**

Before the Irrigators' Association (IA) could enter into any of the three types of contracts with the National Irrigation Administration, the IA has to be registered with the Securities and Exchange Commission (SEC).

The three types of contracts are: Type I, Type II and Type III. Type I is a maintenance contract. Under this type of contract, the IA undertakes the routine maintenance works of a certain length of the irrigation canal systems. Upon accomplishing maintenance work such as weeding, trimming of canal embankments, shaping and removal of debris, the association will receive a remuneration amounting to P 1,100 for work on 3.5 km of unlined canals or 7 km of lined canals. Type II contract covers systems' operation and ISF collection. In this type of contract the IA undertakes systems' operation and maintenance and collection of Irrigation Service Fee (ISF) of its members. Incentives given to the IA for assisting NIA in systems' operation and in the collection of Irrigation Service Fee (ISF) in all national irrigation systems are as follows:

<u>Collection efficiency</u> (in %)	<u>Incentives to IA</u> (in %)
0 - 50	0
51 - 60	2
61 - 70	5
71 - 90	10
91 - 100	15

And Type III contract is the turnover of the whole or part of the irrigation system. With this contract, the Irrigators' Association assumes full management of the systems' operation and maintenance. The Irrigators' Association amortizes the development costs incurred during the construction/or rehabilitation of the irrigation system or part of the system.

Granting of what type of contract the IA has to undertake depends mainly on the IA's level of capacity/capability to assume operation and maintenance activities as well as responsibilities.

### **Operation and Maintenance Phase**

The activities lined up are only applicable to National Irrigation Systems (NIS) under Type III contract pattern after the Communal Irrigation Systems (CIS). Following is a brief description of the suggested O&M activities with the assumption that (1) the system has undergone a system management training/workshop; and (2) NIS must be on Type III contract:

- i. After System Management Workshop/System Management Training, FIO helps the IA officers to call an orientation and organizational meeting regarding operation and maintenance.
- ii. Election of O&M officers and formation/or reactivation of committees that will be responsible in the implementation of daily activities connected to O&M in accordance with the IA bylaws.
- iii. The FIO assists TSA leaders and membership committees in updating the membership of the Irrigators' Association (IA).

- iv. The FIOS/IDO<sup>13</sup> assists FIO, TSA leaders and IA bylaws committee in revision and amendment of bylaws. Any revision and amendment made should be presented and approved by the members in a general assembly meeting.
- v. During the first cropping season, the following O&M activities should be done by the IA with the assistance of the FIO, FIOS and IDO:
  - a. Implement/update the system management plan;
  - b. Implement/update the financial management plan;
  - c. Continue/or re-echo education and training;
  - d. Conduct regular IA meetings such as TSA leaders' meeting, Board of Directors' meeting and IA officers' meeting;
  - e. Implement/update water distribution plan and cropping calendar;
  - f. Implement/update conflict management plan;
  - g. Prepare a list of irrigated and planted areas/issuance of water service bill;
  - h. Collect Irrigation Service Fee;
  - j. The IA with the assistance of the NIA personnel should establish linkages/coordination with other government and private agencies and other adjacent IAs regarding O&M; and
  - k. In-season monitoring and evaluation.

After the cropping season, the NIA personnel together with FIO and IA leaders conduct evaluation and planning sessions regarding the implementation of plans and activities on operation and maintenance through TSA/BOD and general assembly meetings. And if there are changes and revisions made on the plans and activities, they should be incorporated/or implemented in the next cropping season. In the next cropping season activities 9.5.1 to 9.5.10 should be followed and after seasonal/annual evaluation and planning sessions through TSA/BOD and general assembly meetings, the IA will decide if they would want the FIO to be their Board of Adviser (BOA).

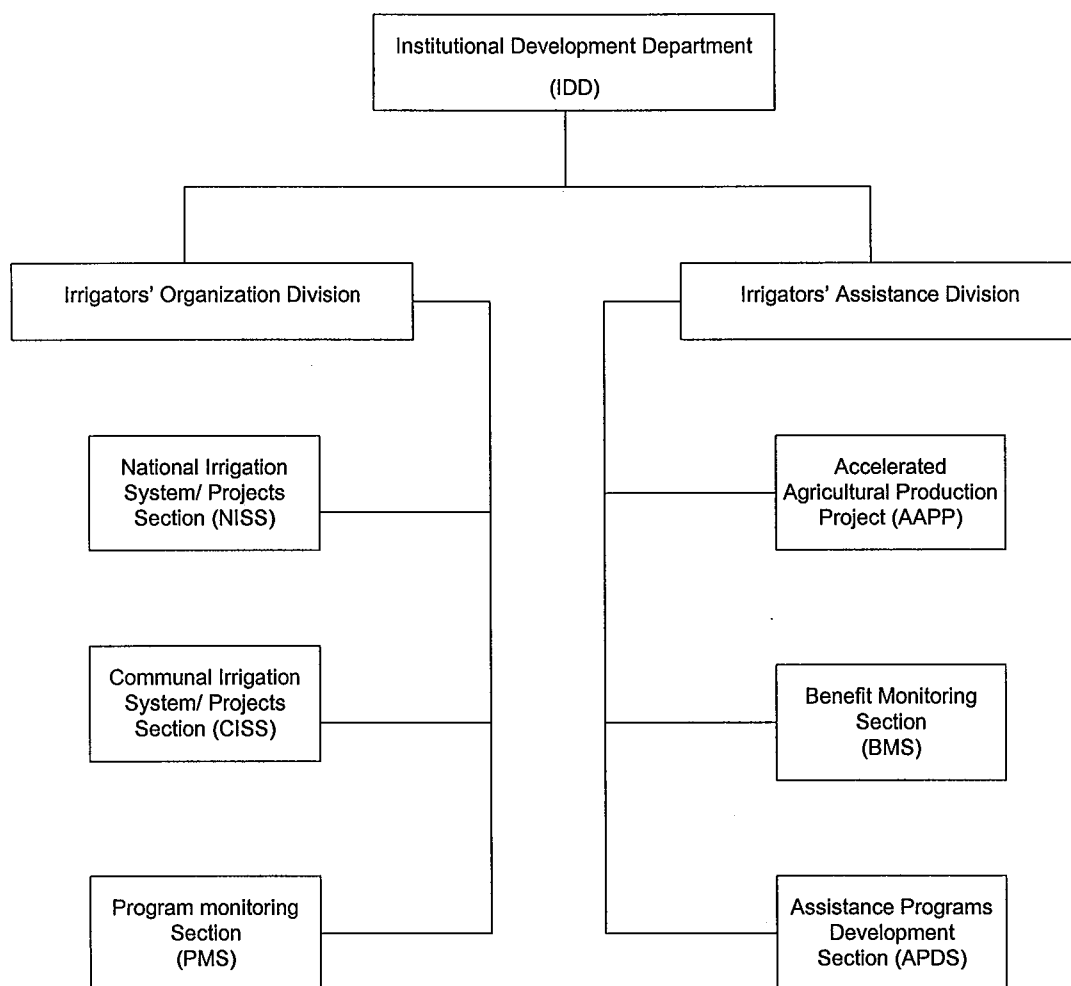
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<sup>13</sup>FIOS is a supervisor of the FIO while IDO is a technical adviser of the Irrigation Superintendent and at the same time a supervisor of the FIOs.

**NIA's Organizational Structure  
to Support Institutional Development Program (IDP)**

The organizational chart of the Institutional Development Department is given in Figure 3 (P 96) while the roles and functions of its divisions are indicated below.

*Figure 3. Organizational setup of the Institutional Development Department (IDD) of NIA.*



### **National Irrigation Projects/Systems Section**

- i. Development of IDP for National Irrigation Systems and projects.
- ii. Development and implementation of training programs and workshops to develop and sustain capability of regional and other field staff in the NIA-IDP implementation.
- iii. Development of policies and guidelines on IDP in NIS.
- iv. Monitoring and evaluation of IDP in NIS.
- v. Conduct of periodic regional visits to validate accomplishments and provide assistance to regional offices.

### **Communal Irrigation Projects/Systems Section**

- i. Development of IDP for Communal Irrigation Systems.
- ii. Development and implementation of training programs and workshops to develop and sustain capability of regional and other field staff in the CIS-IDP implementation.
- iii. Development of policies and guidelines on IDP in CIS.
- iv. Monitoring and evaluation of IDP in CIS.
- v. Conduct of periodic regional visits to validate accomplishments and provide assistance to regional offices.

### **Program Monitoring Section**

- i. Development of programs relative to the overall function of IDP.
- ii. Assessment of the overall programs on institutional development programs (IDP).
- iii. Preparation of overall IDP reports/status for management.

- iv. Review, evaluate and processing of registration papers of IAs to the Securities and Exchange Commission (SEC).
- v. Follow-up water permit applications of IAs to the National Water Resources Board (NWRB).
- vi. Maintain a record of registered IAs.
- vii. Process, monitor and evaluate financial releases for IDP.

The Irrigators' Assistance Division complements the efforts on the organizational aspects of Irrigators' Association with the provision of assistance services to IAs. It has three sections: 1) Assistance Programs Development Section (APDS); 2) Benefit Monitoring Section (BMS); and 3) Accelerated Agricultural Production Project (AAPP). Below are the functional responsibilities of the three sections.

#### **Assistance Programs Development Section (APDS)**

- i. Formulate policies for the guidance of field units in entering into linkages/arrangements with other agencies in the provision of support services to IAS.
- ii. Explore areas of collaboration with other agencies in the provision of assistance services to irrigation water users.
- iii. Review proposed tie-ups with other agencies relative to agricultural support services to organized IAs.
- iv. Monitor and evaluate the implementation of assistance programs.
- v. Provide periodic technical assistance to regional units in the implementation of assistance programs.
- vi. Maintain close coordination with cooperating agencies in the implementation of assistance programs.
- vii. Prepare management reports on implementation assistance programs.



- viii. Develop procedures and guidelines in the monitoring of the NIA-IA contract performance.
- ix. In collaboration with other organization units, formulate policies on the terms and conditions of the NIA-IA under all stages.

#### **Benefit Monitoring Section (BMS)**

- i. Formulate a framework and guidelines in the monitoring and evaluation of benefits accruing from the construction of irrigation projects.
- ii. Conduct orientation trainings to field units in the implementation of project benefit and evaluation.
- iii. Provide periodic technical assistance to field units in the implementation of project benefit monitoring and evaluation.
- iv. Maintain a periodic profile of development indicators in irrigation projects.
- v. Develop guidelines and systems for the conduct of project inventory and preparation of project completion report of completed irrigation projects relative to agri-institutional development.
- vi. Review project completion reports relative to agri-institutional development.

#### **Accelerated Agricultural Production Project (AAPP)**

- i. Supervises the planning and monitoring of AAPP (minor repairs and institutional activities) in regions V, VI, and X.
- ii. Do the same functions as those of APDS and BMS in regions V, VI and X.
- iii. The AAPP is a special project covering only three regions.

**Some Responsibilities of the Provincial Irrigation Offices (PIOs) and Irrigation Systems Offices (ISOs)<sup>14</sup> relevant to IA development are:**

- i. To conduct regular audit of books of account and other financial records of the IAs;
- ii. To facilitate the timely preparation and submission by the IAs of annual SEC requirements;
- iii. To ensure that smooth BOD meetings of IAs are held regularly to discuss important issues and concerns as well as to formulate appropriate solutions thereto for ratification of the general assembly if necessary and to ensure that duly audited monthly status report is rendered by the IA treasurer.
- iv. To require the IA treasurer to circularize an audited IA financial statement to the general membership at least every quarter;
- v. To closely monitor holding of regular general assembly meetings and elections and all other provisions indicated in the IA set of bylaws;
- vi. To require the IAs to attend to all obligations on the terms and conditions stipulated in the MOA or O&M contracts; and
- vii. To initiate periodic meetings/conferences of IA presidents and O&M staff on the planning, implementation and evaluation of O&M activities and performances.

The Regional Irrigation Offices (RIO) are responsible to the NIA Administrator for the compliance by both the PIOs and ISOs to the above provisions. Besides, it is an inherent responsibility and duty of the Regional Irrigation Manager (RIM) to supervise and monitor both.'

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<sup>14</sup>The Provincial Irrigation Office (PIO) is the organizational unit of the NIA at the provincial level responsible for Communal Irrigation Systems while the Irrigation Systems Office (ISO) is the organization at the systems level responsible for O&M (jointly with the respective IA) of a given National Irrigation System (NIS).