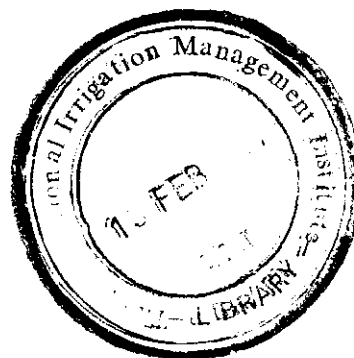


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# Farmers Organizing Farmers

*A Methodological Study of Farmer Irrigators' Organization  
Program in the Philippines*



**IIIMI**

INTERNATIONAL IRRIGATION MANAGEMENT INSTITUTE

H 19946 C1

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*Cover photograph:* Farmers organizing farmers.

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## **Acronyms and Abbreviations**

<b>AAPP</b>	-	<b>Accelerated Agricultural Production Project</b>
<b>BLDC</b>	-	<b>Basic Leadership Development Course</b>
<b>BOD</b>	-	<b>Board of Directors</b>
<b>CRIS</b>	-	<b>Cagaycay River Irrigation System</b>
<b>FIO</b>	-	<b>Farmer Irrigator Organizer</b>
<b>FIOP</b>	-	<b>Farmer Irrigators' Organization Program</b>
<b>FIOS</b>	-	<b>Farmer Irrigator Organizer Supervisor</b>
<b>FMST</b>	-	<b>Financial Management System Training</b>
<b>PSDC</b>	-	<b>Farm System Development Corporation</b>
<b>IA</b>	-	<b>Irrigators' Association</b>
<b>IALIC</b>	-	<b>Irrigators' Association Leadership Installation Course</b>
<b>ICO</b>	-	<b>Irrigation Community Organizer</b>
<b>ICOP</b>	-	<b>Irrigation Community Organization Program</b>
<b>IDO</b>	-	<b>Institutional Development Officer</b>
<b>IOW</b>	-	<b>Irrigators' Organization Worker</b>
<b>IOSP</b>	-	<b>Irrigation Organization Support Project</b>
<b>IPC</b>	-	<b>Institute of Philippine Culture</b>
<b>IS</b>	-	<b>Irrigation Superintendent</b>
<b>ISF</b>	-	<b>Irrigation Service Fee</b>
<b>JET</b>	-	<b>Job Enrichment Training</b>
<b>JRIS</b>	-	<b>Jalaur River Irrigation System</b>
<b>NGO</b>	-	<b>Nongovernment Organization</b>
<b>NIA</b>	-	<b>National Irrigation Administration</b>
<b>NIS</b>	-	<b>National Irrigation System</b>
<b>O&amp;M</b>	-	<b>Operation and Maintenance</b>
<b>PD</b>	-	<b>Process Documentor</b>
<b>PDR</b>	-	<b>Process Documentation Research</b>
<b>PRIS</b>	-	<b>Pulangui River Irrigation System</b>
<b>RAC</b>	-	<b>Research Advisory Committee</b>
<b>RIDD</b>	-	<b>Regional Institutional Development Division</b>
<b>SEC</b>	-	<b>Securities and Exchange Commission</b>
<b>SMT</b>	-	<b>System Management Training</b>
<b>SRIS</b>	-	<b>Suague River Irrigation System</b>
<b>TSA</b>	-	<b>Turnout Service Area</b>
<b>TSAL</b>	-	<b>Turnout Service Area Leader</b>
<b>UPRIIS</b>	-	<b>Upper Pampanga River Integrated Irrigation System</b>

**USAID - United States Agency for International Development**  
**WRFT - Water Resource Facilities Technician**



## Foreword

THE OBJECTIVE OF this research paper is to examine the validity and utility of a comprehensive research methodology in assessing a participatory organizing process of irrigation management transfer. To achieve this objective, the paper evaluates the methodologies employed and the results of research conducted by the International Irrigation Management Institute (IIMI), the National Irrigation Administration (NIA) of the Philippines, and collaborating universities in the Philippines to assess the Farmer Irrigators' Organization Program (FIOP) countrywide. Three research methodologies were used: (1) Process Documentation Research (PDR); (2) Validation Workshops; and (3) Validation Questionnaire Surveys. The research program was financed by the United States Agency for International Development (USAID) under the Accelerated Agricultural Production Program (AAPP).

AAPP's overall strategy was to build a core of sustainable irrigation systems, generate adequate farmer income and support irrigators' associations. It was expected that with such a set of viable systems, the irrigation agency, NIA, would have the capability to move these systems to higher levels of efficiency, increased productivity and financial sustainability. Specifically, the objectives of AAPP in large irrigation systems included: (a) organizing irrigators' associations using farmers as organizers (Farmers Irrigators' Organizations Program, FIOP), (b) supporting associations in minor repairs of irrigation systems as an entry point for organizing work, (c) strengthening associations' capacity in system operation and maintenance (O&M), and enhancing NIA's capacity to support associations in carrying out O&M responsibilities. In the past, NIA had used several strategies in developing irrigators' associations. At first, NIA hired the services of a specialized nongovernmental organization, the Farm Systems Development Corporation. Later, however, NIA used its own organizers of different types: the irrigation community organizer, irrigation organization worker and Institutional Development Officer (IDO). In 1983, NIA started using *farmers as organizers*, on a pilot basis, in national irrigation systems. In 1988, with the USAID assisted AAPP and the World Bank-assisted Irrigation Operations Support Program (IOSP), NIA expanded the use of farmers as organizers nationwide. At present, FIOP is being used nationwide as a strategy.

As a component of its research program, IIMI designed and managed a Process Documentation Research (PDR) activity under FIOP in the three regions covered by AAPP. The PDR was carried out by: (a) Ateneo de Naga University in Region V; (b) Central Philippines University in Region VI; and (c) Xavier University in Region X, in 1990. The methodology of the PDR was adopted from the considerable experience of the Institute of Philippines Culture which also provided the initial technical assistance and training to the collaborating university researchers.

Having synthesized and consolidated 48 monthly reports generated from 4 PDR sites, PDR was completed in early 1991. PDR, which was confined to 4 sites in 3 irrigation systems (in 3 regions) used a strong *feedback and action-research mode*. As in a video tape it disclosed an in-depth process of FIOP in a continuous fashion. However, due to the very small sample size, it was not quite certain as to what extent the PDR findings would be applicable to the vast areas covered by the FIOP outside the 4 PDR sites. Hence, researchers designed a validation process comprising validation workshops and a questionnaire survey to address the validity of PDR findings in areas not covered by PDR, and based on this validation, to explore to what extent one could generalize recommendations. This was important since, FIOP covers all the regions of the country and the implementing agency, NIA, was looking for a review of FIOP covering all areas of its implementation. Therefore, the study was aimed at developing and testing a research methodology combining process documentation, workshop and questionnaire surveys. It was hypothesized that the 3 methods would be complementary one another in assessing a participatory organizing process.

The FIOP review commenced with PDR, which is a form of participant observation. The trained researchers, while living in selected study sites, recorded the process after observing the behavior of "actors" involved: farmers, farmer leaders, Farmer Irrigator Organizers (FIOs), FIO supervisor and other NIA staff at different levels.

Consequently, 3 validation workshops were conducted in the 3 regions covered by AAPP, involving representatives from PDR as well as non-PDR areas. Finally, questionnaire surveys were carried out in 5 other regions. In contrast to PDR, which focused on observing human behavior, the workshops and questionnaire surveys depended on the expressions and perceptions of the respondents. However, the area covered and the number of respondents were much higher than those of the PDR.

Based on the results of the 3 research methods employed, it is concluded that the methods are complementary to one another. The PDR activity has been conducted over a period of one year and provided an in-depth understanding of the FIOP process on site. The PDR proved to be beneficial as a mechanism for obtaining continuous feedback. The NIA, university researchers and IIMI worked as a team in reviewing PDR findings at monthly meetings held at regional level. Prior to these meetings, the "issues" contained in the reports were discussed with NIA officials at irrigation system level.

The workshops and the questionnaire survey, on the other hand, were useful in "validating" the PDR findings. Because of the large sample size and the area covered, the analyst could get a better picture of FIOP countrywide. The issues validated through workshops and questionnaire surveys originated from PDR. Thus the validation process was "guided" by the PDR results and was confined to the key issues that emerged from the PDR activity. Hence the validation was a quick process.

**C. M. Wijayaratna**

*Coordinator, AAPP Research Program and  
Head, IIMI-Philippines Program (1990-92)*

## **PART I**

### **INTRODUCTION AND METHODOLOGY**

## CHAPTER 1

### Introduction

THE ESTABLISHMENT OF the National Irrigation Administration (NIA) in the Philippines in March 1964 has been considered as a milestone in the national efforts to boost agricultural production through improvement of the irrigation infrastructure.

Its work primarily involves two types of irrigation systems: *nationals*, owned by the government but operated and maintained jointly by the farmers and the NIA, and generally serving over 1,000 hectares; *communals*, owned, operated and maintained by the farmers, and generally serving less than 1,000 hectares.

During its first decade of operation, the irrigation agency (NIA) limited its assistance primarily to engineering and construction of irrigation systems. But in 1974, upon implementation of Presidential Decree No. 552, NIA began to recover the cost of construction from the irrigation beneficiaries. Aside from the recovery of the cost of construction, the decree also authorized the irrigation agency to develop joint management of irrigation systems with the irrigators' associations. Thus, developing irrigators' associations was considered to be a prerequisite for the realization of NIA's objectives. Hence, late in the 1970s, a program was implemented, which employed farmer participation in all aspects of irrigation system development and management.

In the development of irrigators' associations, NIA used several strategies with different types of change agents. At first, it hired the services of a specialized nongovernmental organization, namely, the Farm Systems Development Corporation (FSDC). Later, however, NIA used its own organizers of different types: the irrigation community organizer (ICO), the irrigation organization worker (IOW), and the institutional development officer (IDO). In 1983, NIA started using farmers as organizers on a pilot basis in one national irrigation system. In 1988, with the USAID-assisted AAPP and World Bank-assisted IOSP, NIA expanded nationwide the use of farmers as organizers. This became known as the Farmer Irrigators' Organization Program (FIOP). At present, FIOP is being used as a strategy to organize irrigators' associations (IAs) in national irrigation systems throughout the country.

NIA wanted to systematically study the implementation of FIOP to ensure that the program is proceeding satisfactorily. Although there is regular monitoring of program achievements, NIA wanted regular reports of implementation issues and constraints, and it decided to start a program of action-research to study the process of FIOP implementation. This led to the forging of a cooperative agreement with USAID in Manila under which the International Irrigation Management Institute (IIMI), in collaboration with local universities and NIA field offices, developed and managed the research project.

The objective of the study was to describe briefly the methodologies and results of research conducted to examine the organizing process and management of FIOP, which were being implemented by NIA. Three research methodologies were used: (1) Process Documentation Research (PDR); (2) Validation Workshops; and (3) Validation Questionnaire Surveys. PDR, which was confined to 4 sites in 3 irrigation systems (in 3 regions), used a strong *feedback and action-research mode*. It disclosed an in-depth process of FIOP in a continuous fashion. However, due to the very small sample size, it was not quite certain as to what extent the PDR findings would be applicable to the vast areas covered by FIOP outside the 4 PDR sites. Hence, IIMI researchers designed a validation process comprising validation workshops and a questionnaire survey *to address* the validity of PDR findings in areas not covered by PDR, and based on this validation, *to explore* to what extent one could *generalize recommendations*. This was important since FIOP covers all the regions of the country. Therefore, the study was aimed at *developing and testing a research methodology* combining process documentation, workshops and questionnaire surveys. It was hypothesized that the 3 methods would be complementary to one another in assessing a participatory organizing process.

The study report is organized in 2 parts with an introduction and methodology contained in Part I. Part I also includes a brief account of the FIOP process. Part II, on the other hand, provides an analysis and findings of the study related to the FIOP organizing process and management. It also provides a summary and the conclusion of the study.

The following sections of this chapter discuss the different strategies adopted by NIA in implementing its participatory management program.

## **NIA'S STRATEGIES TOWARD INSTITUTIONAL DEVELOPMENT**

### **Launching of the Participatory Approach Program Employing Professional Organizers**

In 1975, a year after Presidential Decree 552 was issued, NIA entered into a contract with the Farm System Development Corporation (FSDC), a nongovernmental organization, to organize farmers in communal irrigation systems. It was expected that the agreement with FSDC would fulfill NIA's need for the formation of strong and viable farmers' associations in communal systems and enable it to concentrate on the physical construction of irrigation systems. However, due to coordination problems and the strategic importance of institutional development to NIA, it decided later to integrate both its technical and institutional aspects. In this connection, it set up, in 1976, two pilot projects in Laur, Nueva Ecija with funding support from the Ford Foundation. The capability of the irrigators' associations is developed by actively involving them in planning and construction activities like participation in surveys, obtaining rights-of-way, acquisition of water permits and construction of physical facilities. This became known as the Participatory Approach Program in irrigation development.

The development and turnover program of NIA's communal irrigation systems aimed at organizing water users into irrigators' associations that could responsibly operate, maintain, and eventually own the irrigation systems. To implement this program successfully, NIA followed four phases in the development of communal irrigation systems: (1) identification, investigation and selection phase; (2) preconstruction phase; (3) construction phase; and (4) operation and maintenance phase. The different phases are designed carefully to prepare the water users for their roles and responsibilities in the operation and maintenance of systems upon project completion and turnover to the irrigators' associations. There are two major components in NIA's communal irrigation development and turnover program: the physical component and the institutional component.

Because of the encouraging results in the two pilot areas and two more pilot projects established three years later in Camarines Sur, NIA resolved to expand the "participatory approach" to include other communal irrigation projects and systems in the country. By 1983, the participatory program had become the standard operating procedure in the development of all communal irrigation systems in the Philippines.

### **The Irrigation Community Organization Program**

In 1980, NIA piloted the Irrigation Community Organization Program (ICOP) in national (large) irrigation systems. The ICOP concept was similar to the participatory approach applied in the communal irrigation systems. However, circumstances in national irrigation systems differ from those in the communal irrigation systems since those in the first category are beset with problems of high operation and maintenance (O&M) costs and low irrigation service fee (ISF) collection rates. Despite these problems, however, ICOP pilot projects yielded significant results, including: (1) organization of cohesive irrigators' associations capable of system maintenance; (2) reduced O&M cost through reduction of O&M personnel; (3) partial or full management of the irrigation system by farmers; (4) equitable water distribution; and (5) effective resolution of internal conflicts.

With these positive results, the program was expanded nationwide but first mostly to "marginal" systems. Since then, this program has been adopted to become part of NIA's program in implementing all national irrigation system projects (ICOP Status Report 1983).

### **Farmer Irrigators' Organization Program (FIOP)**

During ICOP, NIA was able to test a new approach to organizing water users' associations—the Farmer Irrigators' Organization Program (FIOP). At present, this is the basic strategy being used by NIA to organize water users in all national irrigation systems. FIOP can be considered an innovation of NIA's organizing efforts because it differs from traditional approaches in which organizers were not farmers. FIOP used farmers as organizers and this approach was adopted by NIA on the following assumptions:

1. Cost reduction in organizing could be achieved without sacrificing project effectiveness.
2. The use of farmers as organizers directly develops the organizing capabilities among members of the irrigation community.
3. Selecting farmer organizers who are trusted and respected by the majority of farmers in the irrigation community has advantages over using external organizers since organizing, contact building and leader identification are easier due to their knowledge of and experience with the local irrigation community.
4. The project hastens development of farmers' self-reliance in organizational activities due to the increased level of local organizing manpower and a much reduced deployment area.
5. FIOP also upholds the NIA's participatory approach to irrigation development (FIOP Project Proposal 1983).

From July 1987, NIA's previous institutional effort to expand FIOP was continued with the USAID-supported AAPP and the World Bank-assisted IOSP. This program was intended not only to increase the adequacy and reliability of the water delivery at farm level but also to expand organizing efforts through the use of farmers as organizers (Ehera and Laitos 1988).

### ***AAPP-FIOP Strategy and Objectives***

AAPP's overall program strategy was to build a core of sustainable and stable irrigation systems, to generate income and to support irrigators' organizations on a continuing basis. With this core set of viable systems, the irrigation agency (NIA) would have the capability to move these systems to higher levels of efficiency, increased productivity and financial sustainability.

Specifically, the objectives of the program in the large irrigation systems included the following: (1) organizing irrigators' associations through the use of farmers as organizers; (2) supporting farmer organizers by making minor repairs to irrigation facilities as the entry point for irrigation organizing work; (3) strengthening the capacity of local irrigators' organizations for planning, repairing, operating and maintaining their irrigation systems; and (4) enhancing NIA's capacity to support irrigators' organizations in carrying out their operation and maintenance responsibilities.

***Key Features of FIOP***

FIOP has four key features:

1. Local farmers are identified, selected, trained and utilized as farmer organizers and they become an indigenous force in the irrigation organization.
2. The farmer organizer will organize farmers within a unit/division in an irrigation community to simplify the relations between the irrigation agency and farmers irrigation organization in managing irrigation water.
3. The professional organizer will assist farmer organizers in institutional and water management tasks.
4. The farmer organizer and the irrigation organizations will actively participate in any decision making and in long-term operation and maintenance of systems.



## **CHAPTER 2**

### **The Organizing Process of FIOP**

THE ORGANIZING PROCESS has five major phases: (1) pre-organization; (2) turnout service area (TSA) organization; (3) IA organization and registration; (4) NIA-IA contract formalization; and (5) operation and maintenance (see figure 1, page 143). The following are brief descriptions of activities conducted in each phase of IA development.

#### **PRE-ORGANIZATION PHASE**

There are three major activities of this phase:

1. Farmer Irrigator Organizer (FIO) identification and selection
2. Hiring and training of FIOs
3. Orientation of FIOs at the irrigation systems office

These activities are undertaken before the FIO deployment in the area of assignment. The criteria of selection of FIOs include the following qualities:

- no more than 60 years of age
- a resident of the area where he will be deployed
- physically fit

Training and orientation include topics such as:

- training program orientation
- history, function and organization of NIS
- NIA-IA partnership strengthening

## **TURNOUT SERVICE AREA ORGANIZATION**

This phase has three major activities:

1. Integration and social investigation
2. Core-group foundation and committee formation
3. TSA formation

While these activities are being undertaken, technical activities are being carried out simultaneously in preparation for the implementation of minor repair works. The technical activities usually include:

- walk-throughs of the systems conducted by NIA-IA and identification of nonfunctional structures and facilities
- prioritization of identified nonfunctional structures and facilities to be rehabilitated
- preparation of a program of work (POW)
- submission of the POW to the regional irrigation office and then to the central office
- presentation of the approved POW to TSAs and IA members

## **IA ORGANIZATION AND REGISTRATION**

This phase is undertaken together with technical activities such as minor repairs while the IA is in the formative stage of development. The activities under this phase are:

- continuous formulation, revision and dissemination of Articles of Incorporation and Bylaws
- preparatory activities for conducting the Basic Leadership Development Course, Irrigators' Association Leadership Installation Course, and Financial Management System Training
- TSA consolidation and formation of an ad-hoc council for TSA chairmen
- IA formation and ratification of bylaws
- discussion and dissemination of procedures and policies of NIA-IA contracting

- preparation and submission of IA's Securities and Exchange Commission (SEC) registration documents to the Irrigation System Office and to the SEC
- processing and approval of registration papers
- system management training/workshops for irrigators' associations
- 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, it has to be registered with the Securities and Exchange Commission. Type I contract is for maintenance and under it, the IA undertakes the routine maintenance works of a certain length of irrigation canal. Upon accomplishing maintenance work such as weeding, trimming of canal embankments, shaping and removal of debris, the association will receive a remuneration amounting to ₱1,100 (\$44.00) for every 3.5 km of unlined canal or 7 km of lined canal. Type II contract covers system's operation and irrigation service fee (ISF) collection. Under this type of contract, the IA undertakes systems operation and maintenance and the collection of ISF from its members. Incentives given to IAs for assisting NIA in systems' operation and in the collection of the ISF in all national irrigation systems are as follows:

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

Type III contract includes the turnover of all or part of the irrigation system. With this contract, the IA assumes full management of the system's operation and maintenance. However, it amortizes the development costs incurred during the construction or rehabilitation of the irrigation system or part of the system.

The type of contract an IA enters into depends mainly on its level of capability to assume operation and maintenance activities as well as responsibilities.

## Operation and Maintenance

As shown in figure 1, the activities lined up are only applicable to national irrigation systems under Type III contract, patterned after the communal irrigation systems. Following is a brief description of the suggested O&M activities, based on the assumptions that the system has undergone system management training, a workshop has been conducted, and NIS is on a Type III contract.

- After the System Management Workshop/System Management Training, FIO helps IA officers to call an orientation and organizational meeting regarding O&M.
- Election of O&M officers and formation/or reactivation of committees that will be responsible for the implementation of daily activities connected to O&M in accordance with IA bylaws.
- FIO assists TSA leaders and membership committee in updating the membership of IA.
- The Farmer Irrigation Organizers Supervisor (FIOS)/Institutional Development Officer (IDO)<sup>1</sup> assists FIO, TSA leaders and IA Bylaws Committee in the revision and/or amendment of the bylaws. Any revision or amendment made should be presented to and approved by the members at a general assembly meeting.
- During the first cropping season, the following O&M activities should be carried out by IA with the assistance of FIO, FIOS and IDO:
  - \* implementing/updating system management plan
  - \* implementing/updating financial management plan
  - \* continuing/repeating education and trainings
  - \* conducting regular IA meetings, such as TSA Leaders' meeting, Board of Directors' meeting and IA officers' meeting
  - \* implementing/updating water distribution plan and cropping calendar
  - \* implementing/updating conflict management plan

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<sup>1</sup>FIOS is a supervisor of the FIOs while IDO is a Technical Adviser of the Irrigation Superintendent and at the same time a supervisor of the FIOs.

- \* preparation of list of irrigated and planted areas and issuance of water service bill
- \* irrigation service fee collection
- \* IA, with the assistance of NIA personnel, establishing coordinating linkages regarding O&M with other government and private agencies and other adjacent IAs
- \* in-season monitoring and evaluation

After the cropping season, NIA personnel together with FIO and IA leaders conduct evaluation and planning sessions regarding the implementation of plans and activities for O&M through Turnout Service Area/Board of Directors' meetings and general assembly meetings. And, if there are changes and revisions made in the plans and activities, these should be incorporated into the next cropping season during which the activities listed above should also be implemented. After seasonal and annual evaluations and planning sessions in the TSA/BOD meetings and general assembly meetings, the IA will decide if it would want the FIO to be its Board Adviser.

## CHAPTER 3

### Conceptual Framework and Methodology

AS A COMPONENT of its research program, IIMI designed and managed a process documentation research (PDR) activity in 3 selected national irrigation systems in the 3 regions covered by the Accelerated Agricultural Production Program (AAPP). The process documentation research was carried out by the Ateneo de Naga University, the Central Philippine University, and the Xavier University from July 1989 to July 1990. The methodology of PDR was adapted from the considerable experience of the Institute of Philippine Culture (IPC) in this area of research which also provided the initial technical assistance and training to the 3 project leaders, 1 assistant project leader and 8 process documenters.

#### ACTION RESEARCH AND PROCESS DOCUMENTATION

Research is a process of systematic observation and data collection. Through systematic analysis of information, research leads to verifiable and comprehensive understanding of some situation or event. Research looks for patterns and relationships that may not be obvious to the naked eye.

Research is different from everyday observation. Casual observations are usually neither systematic nor verifiable and sometimes provide only superficial explanations. Research is not the same as the routine information gathering that is performed unconsciously everyday. Research is much more.

Action research is a special type of research dedicated to "learning through action." One explicitly accepts that there is a lack of knowledge about certain implementation issues and this is where research proves very valuable. The researcher joins with the irrigation staff implementing a program and closely monitors and refines the program as implementation continues. Thus, the staff rapidly obtains the needed information and can make appropriate changes.

Action research in irrigation, therefore, should develop better ways of managing systems; not simply studying and understanding irrigation systems. The special characteristic of action research is that the researcher works closely with the program staff and provides regular feedback so that mid-course adjustments can be made in the program.

Process documentation is a form of action research that NIA used during the first year of FIOP implementation. It involves many of the methods employed in participant observation, although process documentation and participant observation may have different objectives.

Filipino researchers pioneered process documentation research in the 1970s while studying farmer participation in NIA irrigation systems (Illo and Volante 1984; Jopillo 1985; Laitos 1989; de los Reyes 1989; Veneracion 1989). Process documentation provides a systematic recording of field-level activities, interactions, and concerns of farmers and agency personnel implementing an irrigation development program. It is a means of understanding the process of field activities so that implementation can be improved. Process documentation is not a tool for solving an agency's site-specific problems. It is not a traditional monitoring device for measuring a project's progress. Process documentation may even be unnecessary in a project when most development tasks are finished and new field-level techniques and guidelines are being institutionalized. Process documentation is a tool to develop a systematic view of field experiences. It is a way to gather detailed and timely data about field-level project implementation.

### DEVELOPMENT OF PROCESS DOCUMENTATION WITHIN NIA

In 1976, NIA began implementing the participatory approach in two pilot sites in small communal irrigation systems. Two years later, NIA and social science researchers met in a workshop to discuss the experiences and results of these initial efforts.

Social science researchers had already conducted a baseline survey and interim monitoring study of the two sites, using a traditional pretest-posttest design. This impact study, however, did not provide NIA vital information about the new approach—the specific decisions taken in each participatory activity and farmers' roles in the participatory process. NIA needed a research tool that would focus on the *process* of the project as it unfolded.

NIA officials soon realized that they were not testing a known approach, but developing a new one. In fact, the two pilot sites were not experimental tests of the participatory process, but actual learning laboratories where the participatory approach was being developed. If NIA was to learn about implementing this new approach, the research should not focus on outcomes but on the *process*. Process documentation was the research method developed to study the process.

Process documentation, therefore, was not developed as an end in itself. It was developed as a tool, a social science method, to help organizations learn from their own experiences.

NIA also used process documentation to address certain deficiencies in traditional development planning. Usually, a planning document controls project implementation since it assumes that the implementing agency knows how to employ a new strategy. Irrigation development in the real world, however, faces uncertainty, changing economic and political environments, and unpredictable costs. Where knowledge is severely limited, traditional development planning calls for behaving as if knowledge were nearly perfect.

Development planners using a "learning process," however, candidly admit that their knowledge is imperfect and instead focus on a process by which programs and organizations are developed concurrently (Korten 1980). Development programs, therefore, are not designed or implemented so much as they emerge from a learning process. Practitioners of

the learning process realize they do not know everything in advance, but they must learn and adjust as the development program evolves.

Process documentation proved useful to NIA because the agency adopted a learning-process approach. NIA did not want field-level information filtered and cleansed before reaching them. They possessed a learning orientation and actively sought out accurate and timely information concerning field implementation.

Formally introduced late in the 1970s in one of the two original pilot irrigation sites, process documentation was later expanded to cover other sites as NIA implemented the participatory approach in other regions.

## **RESEARCH METHODS: PARTICIPANT OBSERVATION**

Process documentation focuses on the actual processes that take place in development, rather than the outcomes, as it systematically and dispassionately helps agencies examine their own field-level experiences. As an action-research method, therefore, it relies very heavily on participant observation techniques, which stress social processes.

Through participant observation, a researcher not only observes irrigation behavior, but also experiences it. While a participant observer may be studying conveyance losses, he also observes the canal and may even help maintain the earthen canal along with farmers and officials. The participant observer not only asks farmers how their local organizations work but s/he actually attends their meetings.

In both participant observation and process documentation, trained researchers live in a particular social setting, such as an irrigation system, for an extended time. In an agricultural setting, a researcher may stay for at least one or two cropping seasons and, while experiencing life in the community, s/he gathers relevant data.

Using participant observation, the researcher usually gathers information by observing the actions of others, without using questionnaires. The data gathered are used to describe the system and the researcher rarely uses quantitative measures.

While studying an irrigation system (or its associated community), the participant observer tries not to affect or alter that system. The observer tries to preserve natural social behavior so that a true picture of the irrigation system emerges. Usually, however, the observer either unintentionally modifies or changes the system by virtue of his or her presence, or the system influences him or her.

Participant observation accomplishes at least three purposes. It is a way to: (1) capture and observe farmer behavior and actions as they actually happen, similar to a "video tape" of the activities happening within an irrigation system (not just as if it were one photograph); (2) obtain a more thorough description of social life on the irrigation system; and (3) explore and discover things about the irrigation system that were previously unknown.

When using participant observation techniques, the researcher must choose whether to work systematically or unsystematically. With systematic participant observation, the researcher develops categories for the data (for instance, water distribution, system maintenance, conflict management) and then collects the data, based on the predetermined



categories. In systematic participant observation, the researcher does not observe the irrigation system randomly; s/he studies the system with certain important categories in mind. Most process documentation uses systematic participant observation.

In unsystematic participant observation, the researcher does not commit himself or herself to a particular design until s/he knows something about the social environment. If s/he first develops predetermined categories, something important and unique to this one irrigation system could be missed. For example, a system's O&M may be severely constrained by an administrative problem in the capital city. If this constraint was not included as a predetermined category, there is a chance that the researcher would miss investigating this important aspect of the irrigation system.

## RESEARCH METHODS: PROCESS DOCUMENTATION

Process documentation uses many participant observation tactics and strategies, not for arcane research purposes but as a tool for providing village-level implementation data to the implementers. Process documentation's explicit utilitarian bias sets it apart from other research methods. It does not value research per se since research is valuable only insofar as it can help project implementation.

Process documentation provides a "window" for implementers to objectively view field-level experiences and processes. It is also able to answer frequently asked questions such as the following: What types of activities and tasks were undertaken? How were they carried out? What issues and problems emerged from these activities? What were the constraints and how were they managed?

Process documenters first need to be fully trained in participant observation methods. They are then required to reside in the community within the service area of the irrigation system and obtain data through observation and questions. They attend and observe project-specific activities and village irrigation activities. They also use interviews to clarify, refine, and check the accuracy of their observations. However, they must remain passive observers and should refrain from intervening in the irrigation activities of either the farmers or agency personnel. In this regard, they are different from participant observers, who might actually participate in irrigation activities.

The process documenter will usually record his or her observations by taking notes, although it is impossible and impractical for him or her to take notes on everything. It is more important that s/he consider the purpose of the study, and then carefully observe the significant aspects of the irrigation system which are defined by the purpose.

The most useful tool for a process documenter is a field diary. The documenter uses a field diary to record his or her observations and thoughts in an orderly fashion. Recording observations and impressions enables a researcher to pick up clues about how the system is operating. Without the diary, the researcher might forget important details about the irrigation system.

A field diary should help the investigator understand the irrigation systems' physical and social setting. It should describe who, what, why, where, when, and how. *Who* refers to the

people or system being studied. *What* concerns the information gathered. *Why, where, when,* and *how* provide important details about the observations.

There is no special format in writing a field diary but entries should be written daily in chronological order so information is not forgotten or changed because of forgetfulness. Information for diaries can be written into notebooks or recorded on tapes. The critical concern is that observations are recorded in a diary regularly.

Diary content should be organized into two categories: observations and impressions. Observations should be objective; the documenter should only write down what s/he actually saw or heard. Observations include descriptions of the physical setting (climate, geographic area and resources), the demographic setting (concentration, movement, and general characteristics of the people), and the organizational setting (the different social levels in the system, the communication network, and the degree of complexity in the social system).

The researcher also observes individuals, small groups, clans, families, ethnic groups, villages, and government organizations. Observations can be made of situations and human actions, including actions between farmers, between farmers and government agencies, and between different government agencies.

Observations can also focus on the process documentation itself. This involves evaluating the research being implemented, how the thinking about the problem is progressing, and how data collection and analysis are being conducted. Again, the interaction of people is observed.

The subjective impressions of the documenter make up the second category in a field diary. Impressions should be clearly differentiated from observations. If, for instance, the researcher observes a bitter argument between two farmers about water distribution in a canal, s/he should write down what was actually seen and then write down his or her own impressions of the event. Impressions are important because they help the researcher evaluate and give meaning to the observations. Thus, impressions should be recorded for all observations. As a result of recording impressions, new ideas may emerge that may lead to a better understanding of the irrigation system.

Process documentation is also expressly designed so that the results and findings can be used by project implementers. These findings should also be reported regularly to program implementers for learning and potential quick program adjustment.

The results of the process documentation are best prepared on a monthly basis and regularly reported to the project implementers. Copies of the monthly draft reports should first be shown to agency field personnel for their review and comments.

The monthly report should not judge or evaluate the ways in which the project is being accomplished, but rather it should provide a descriptive or narrative picture of field activities of various project participants. Thus, the monthly process documentation report should not contain a section that evaluates the project's progress or a section that recommends steps to be taken in project management. The report should describe what is happening in the field, including "why" and the "how," without making assessments.

The process documenters, therefore, must consciously avoid evaluative terms. S/he must produce a "no judgement" report. To remain an effective tool for learning, process documentation must never be used to evaluate project/system staff performance.

Although the process documenter's field notes may be in the form of a diary or chronology, the report for project managers should not be a diary or chronology. To assist project implementors, the reports should stress relevant groupings or topics.

### **ADVANTAGES OF PROCESS DOCUMENTATION RESEARCH**

There are a number of advantages in using process documentation during project implementation.

1. Process documentation can be particularly useful when a government agency is experimenting with new or different development processes. A traditional pretest/posttest evaluation can help implementers determine a project's impact, but it cannot describe the actual processes that took place to produce that impact. Process documentation can provide implementers detailed information on those new processes by focusing on the "how" and "why" of the development project. It, therefore, has a specific utilitarian value for implementers. If properly conducted, it provides a detailed description of how a development program has been implemented.
2. A process documenter can gain a deep, complete, and detailed understanding of an irrigation system. Intensive (versus extensive) research in process documentation can produce rich qualitative information about the system's strengths and weaknesses.
3. The process documenter studies an irrigation system in its natural setting; there is nothing artificial about the study or the results. Process documentation puts the researcher and the implementing agency in close touch with the irrigation system and increases the understanding of irrigation activities. The documenter does not just ask farmers and officials about their irrigation behavior; s/he actually observes the behavior. Because the field data are so closely tied to the observations, the internal validity (are we measuring what we really want to measure?) of process documentation can be very high. We can increase the accuracy of our data when we use observation instead of speculation.
4. The irrigation system's natural setting and unique social environment should not be a stumbling block to understanding the system. With other analytical techniques, the social setting of an irrigation system may not be understood sufficiently to make conclusions about peoples' actions. With process documentation, the social context is the door to intensive research.
5. The documenter can check the accuracy of people's statements. S/he can observe what has happened and compare it with what people say had actually happened. For example, if many irrigators claim that their irrigation system is plagued by extremely

poor maintenance, the documenter can observe if that is true. One can then determine if human actions correspond to these spoken descriptions.

6. The researcher can discover important implementation issues and variables that were not known at the beginning of the project. Process documentation gives the researcher the chance to discover what irrigation behaviors are important, and what are not.
7. The documenter gets the opportunity to know people so that s/he can freely discuss sensitive issues with them. If a conflict or family feud is affecting the irrigation system, it is a complicated and sensitive subject; process documentation is a good method for studying such conflicts.

### **DISADVANTAGES OF PROCESS DOCUMENTATION RESEARCH**

Some disadvantages or difficulties of using process documentation are discussed below.

1. The documenter does not know whether the results are representative of irrigation systems in other parts of the region, country or world. Because s/he can only view the system from his or her own perspective and cannot be everywhere at the same time, the documenter runs the risk that his or her results cannot be accurately repeated. Since the research in process documentation is intensive, a very good description of an irrigation system can be obtained, but only of one particular irrigation system. This means that the external validity (ability to generalize to other systems) of process documentation may not be adequate since there is no random sampling. The "sample" is small (only one irrigation system) and the observations within the system can be biased.
2. It is probable that the process documenter affects the irrigation system simply by living in it and observing it. There is no way he could possibly know if the people in the system would act differently if s/he was not present. His or her mere presence could have disturbed the normal character of the irrigation system and people may not have acted the way they normally do. Observer influence on the irrigation system is a prime source of bias and unreliable data.
3. The way people act in an irrigation system may not present a true picture of what is important in the system. The society may force people to behave in a certain way, even though behavior may not correspond to people's true attitudes and feelings. A group of farmers may cooperate with one another once a year to clean a field channel, but they may dislike each other intensely because they belong to different ethnic groups. Process documentation is not a good technique for studying people whose feelings and actions are severely affected by the society. Moreover, since the

process documenter must define his or her role in some specific way, it is likely that s/he will not be able to penetrate or understand some parts of the social environment.

4. The relationship between the process documenter and the project staff can lead to misunderstandings. Although process documentation is not meant to evaluate agency personnel, some people could mistakenly think of the researchers as "spies." If such attitude exists, process documentation could be rendered useless. It is, therefore, all the more essential that process documentation must never be used to evaluate staff performance and no sanctions should be invoked due to process documentation reports.
5. Process documentation can easily become too unsystematic—composed only of the documenter's impressions and anecdotes. An extremely unsystematic process documentation does not give precise descriptive accounts of large populations, and any conclusion drawn can only suggest explanations.
6. The process documenters may have a tendency to collect too much data. This could result in massive monthly reports, 50 pages or more, that no one has the time or the interest to read. The burden is on the process documenter trainers to stress the importance of short, concise monthly reports, that agency personnel will read. Organizing the report under irrigation topics, rather than as a straight narrative report, will assist the reader.
7. Since the observations are only from the perspective of the documenter, all the observations are filtered through his or her eyes and mind. The biases each researcher takes into the field can influence interpretations of the observed data. In addition, the documenter could become too deeply involved so that his or her ability to be objective is affected.
8. Although a degree in the social sciences is not a prerequisite, the process documenter should truly be a "social scientist," in the best sense of that term, and not simply a casual observer and documenter of human behavior. Without comprehensive and extensive training, it could be difficult to employ agency personnel as process documenters.
9. Process documentation can be time- and energy-consuming, and very expensive. It takes time and patience. By its very nature, it cannot be carried out in one or two months and this adds to the cost. Agency personnel should be prepared for the time and money involved.
10. Simply "doing" process documentation will not necessarily help an irrigation agency, especially if its staff is not receptive to the study. There must be an audience within the agency who has the skills, interest, and authority to put it to use. To ensure that process documentation is not simply an exercise in futility, the researcher and

agency personnel must make sure that people in the agency are prepared to act on the initial observations.

## **FIOP AND PROCESS DOCUMENTATION RESEARCH**

When NIA staff began discussing FIOP, they planned a specific process documentation research component. However, fearing potential bias if NIA conducted its own research, the agency asked IIMI to manage the overall research program.

NIA first selected three FIOP irrigation systems located in the three major geographical regions of the Philippines—Luzon, Visayas, and Mindanao. These three systems would be the process documentation study sites and, within each system, NIA selected irrigated areas to be organized into irrigators' associations.

Later, with NIA's concurrence, IIMI contracted three Philippine universities (the Ateneo de Naga University, the Central Philippines University, and the Xavier University) in these regions to conduct process documentation research. Although two of the three universities had previous process documentation experience, IIMI hired IPC (the Institute of Philippine Culture) at the Ateneo de Manila University to train the process documentation teams. (IPC was one of the original implementors of process documentation in the 1970s.)

After training, four process documentation teams (a large irrigation system in the Visayas used two teams) were posted in the three irrigation systems, focusing on four areas to be organized into irrigators' associations. The researchers lived at these sites for an entire year, from August 1989 to July 1990. IIMI scientists visited the selected research sites frequently and provided technical assistance.

The three irrigation systems selected for PDR were:

1. The Jalaur Suague River Irrigation System (JSRIS), Iloilo, Region 6 (For convenience the two PDR sites are denoted as JRIS and SRIS)
2. The Cagaycay River Irrigation System (CRIS), Region V
3. The Pulangui River Irrigation System (PRIS), Region X

During the one-year period, the process documentation teams tried to coordinate their activities and findings with NIA authorities, which took place at three levels, given below.

### **Irrigation System Level**

The research teams first initiated a review-session process with the NIA's system personnel, including the Irrigation Superintendent. These sessions aimed to validate the monthly draft reports and assure field personnel that they were accurate. These review sessions were instrumental in (a) creating awareness among office personnel (especially the Irrigation

Superintendent) about FIOP implementation problems and issues; (b) helping office personnel to formulate strategies and procedures to solve problems and improve FIOP; and (c) enhancing a harmonious relationship between NIA system office personnel and the research team.

### **NIA Regional Office Level**

The research teams also facilitated the creation of working committees. Following the systems-level review sessions, a regional core group composed of the Regional Irrigation Manager, Chief of Operation and Maintenance, Chief of the Institutional Development Division, PDR Team, IIMI Scientist and NIA Central Office Representative met to discuss monthly PDR results and findings. Discussions focused usually on FIOP implementation and field-related problems that are not solved during the meetings at the system level. The regional core group used the PDR as a tool in developing and formulating policies and guidelines to further improve the FIOP implementation.

### **NIA Central Office Level**

Monthly PDR reports were discussed at the Research Advisory Committee Meeting,<sup>1</sup> and at small committee meetings of IIMI, IPC and USAID advisers to address key issues arising at the field level in FIOP implementation such as its organizing process and management.

FIOP process documentation research was affected by three unique circumstances. First, although FIOP began in January 1989, bureaucratic delays forced the postponement of process documentation until August 1989, a lapse of seven months. The researchers, therefore, were unable to actually observe and document the first seven months of FIOP. Instead, they had to conduct a "retrospective process analysis" and rely on interviews of farmers and NIA officials to reconstruct the crucial early phases of FIOP.

Second, despite process documentation training, the first two or three months of process documentation reports were mere diaries or chronologies of events. Although useful, these reports were too lengthy and impractical for busy project implementers. Moreover, the reports focused almost exclusively on FIOP's organizing process and institutional aspects and failed to describe the relationship between FIOP and irrigation activities. While the monthly process documentation reports gradually changed in length and content, it was not until the sixth or seventh month that NIA, IIMI, the universities, and the researchers firmly established the three major topics that each report should cover:

#### **1. The FIOP organizing process**

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<sup>1</sup>At the initial stage, a small committee with members from IIMI, IPC and USAID addressed key issues in FIOP implementation such as the program organizing process and management.

## 2. NIA field-level management of FIOP

## 3. FIOP's impact on systems O&M

Following this development, succeeding process documentation reports were consistently shorter and more relevant than the reports of the first few months.

Third, the FIOP process documentation differed significantly from the original process documentation research that NIA used in the 1970s. In the earlier research, NIA was implementing new processes and strategies in only one or two pilot irrigation systems in the Philippines. Thus, NIA could use the process documentation findings to make relatively easy program adjustments in the one or two pilot systems.

Under FIOP, NIA was implementing new processes and strategies in scores of irrigation systems, simultaneously, throughout the Philippines. It was, therefore, difficult to enact immediate program changes in a large number of systems.

In the earlier process documentation, the research was used not as an experimental test, but as a true learning laboratory. Because NIA implemented FIOP in a number of systems simultaneously, the process documentation research was more of a pragmatic management and implementation tool than a learning laboratory.

## VALIDATION PROCESS

Process Documentation Research (PDR) is a qualitative research method using trained people to observe and question but not to interfere.

As discussed above, however, PDR has its limitations. In FIOP, the number of PDR sites was very small—only 4 sites in 3 selected irrigation systems—whereas FIOP covered more than 50 systems nationwide. It is therefore difficult to generalize PDR findings.

To overcome these limitations, a *validation process* was formulated. The methodologies included: 1) a series of validation workshops in the three process documentation regions involving a cross section of FIOP participants from PDR, non-PDR and non-FIOP systems; 2) a questionnaire survey involving non-process documentation regions; and 3) a review of available records.

### Validation Workshops

Since the AAPP irrigation research activities were confined to three regions, first there was a need to check whether the findings in the three PDR-covered national irrigation systems were similar to the experiences in systems not covered by the research in the three regions. For instance, NIA wanted to know if there are differences between planned activities of FIOP implementation and actual activities that took place in the field. Hence, in October 1990, a series of validation workshops were conducted in the three regions covered by AAPP where the 12 monthly reports were consolidated and presented for validation.



The objectives of the validation workshops were: (1) to find out whether the PDR findings are applicable to non-PDR areas; (2) to know the status of FIOP implementation in both PDR and non-PDR areas and systems; (3) to identify issues and problems, and strong as well as weak aspects of the FIOP emerging from PDR and non-PDR areas and systems; and (4) to come up with plans in PDR and non-PDR areas. Besides these objectives, the workshops also provided the opportunity for the FIOs and NIA field staff to interact with senior officials of the NIA central office.

A minimum of two participants from a cross section of IA members, Farmer Irrigator Organizers (FIOs), Turnout Service Area Leaders (TSAL), Institutional Development Officers (IDOs), Farmer Irrigator Organizer Supervisors (FIOSs) and Irrigation Superintendents (ISs) were selected from systems in both PDR and non-PDR areas. NIA regional staff as well as central office staff and those concerned in the regional universities undertaking the PDR were also invited.

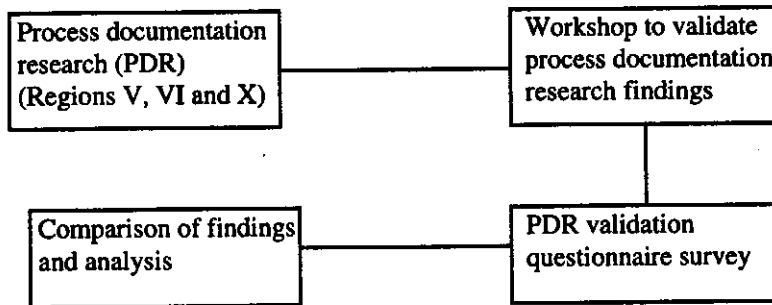
After the series of validation workshops, IIMI and the Research Advisory Committee (RAC) decided to conduct a questionnaire survey to verify the validation workshop findings. This was deemed necessary since FIOP was a nationwide activity covering 12 regions.

### **Validation Questionnaire Survey**

It is difficult to conduct validation workshops on a nationwide basis because they are costly and time-consuming. Moreover, despite the merits of the workshop method of validation, it has some weaknesses as well. For example, lower-level officials of NIA may not feel free to critically evaluate the roles of higher-level officials in a workshop situation. Because of these weaknesses and, especially, because FIOP covers a wide area, it was decided that a questionnaire survey should be conducted. And, in order to optimize the use of available resources, the survey was conducted in a random sample of five non-AAPP regions (including the Upper Pampanga River Integrated Irrigation System [UPRIIS]) not covered by PDR. Five systems were randomly selected from the five regions and systematic sampling was done to select target groups or respondents from the selected systems.

In the selection, the five national irrigation systems were subjected to criteria set by the researchers: (1) the systems should not be from the AAPP regions; (2) the systems should have been implementing NIA's FIOP since 1989; and (3) the systems must have an IA undertaking O&M or a Type III contract with NIA. The national irrigation systems selected as samples are: (1) Lower Agno RIS, Pangasinan, Region I; (2) Zone 2, District IV, UPRIIS, Nueva Ecija, Region III; (3) BSTG-MP, Tacloban City, Region VII; (4) Labangan RIS, Zamboanga, Region IX; and (5) Banga RIS, South Cotabato, Region XI.

The sequence of activities in the validation process is shown in Figure 2.

*Figure 2. Process Documentation Research validation process.*

Different questionnaires were prepared for different categories of FIOP actors or participants such as IA members, Turnout Service Area Leaders (TSAL), IA leaders, Farmer Irrigator Organizers (FIOs), Institutional Development Officers (IODs), Farmer Irrigator Organizer Supervisors (FIOs), the Irrigation Superintendents (ISs) and the Regional Institutional Development Division staff members. Tables 1 and 2 present the classification and number of farmer and NIA staff respondents in the five selected national irrigation systems where questionnaire surveys were conducted.

The subjects of the validation questionnaires were derived from the findings of process documentation research (PDR) and validation workshops. Eight sets of questionnaires were prepared for the different categories of FIOP actors or implementers for both the NIA staff members and IA members. Four sets were for the regional institutional development division (RIDD) staff and the irrigation systems' office staff members such as the Irrigation Superintendent, Institutional Development Officer and Farmer Irrigator Organizer Supervisor or Watermaster. The other four sets were prepared for the IA members, Turnout Service Area Leaders (TSAL), IA leaders, and Farmer Irrigator Organizers (FIOs).

Both primary and secondary data were collected for this study. Secondary data were acquired from the NIA offices and personnel while primary data were gathered through a structured questionnaire administered in the selected irrigation systems. Figure 3 illustrates the analytical framework of the study, which identifies the variables and/or factors for assessment and analysis. The questionnaire consisted of five main parts: (1) FIOP organizing process, (2) operations and maintenance, (3) FIOP's relationship to O&M, (4) FIOP management, and (5) the "personal profile." The different parts of the questionnaire represent the different organizing phases and activities of FIOP.

Table 1. Classification and number of farmer respondents.

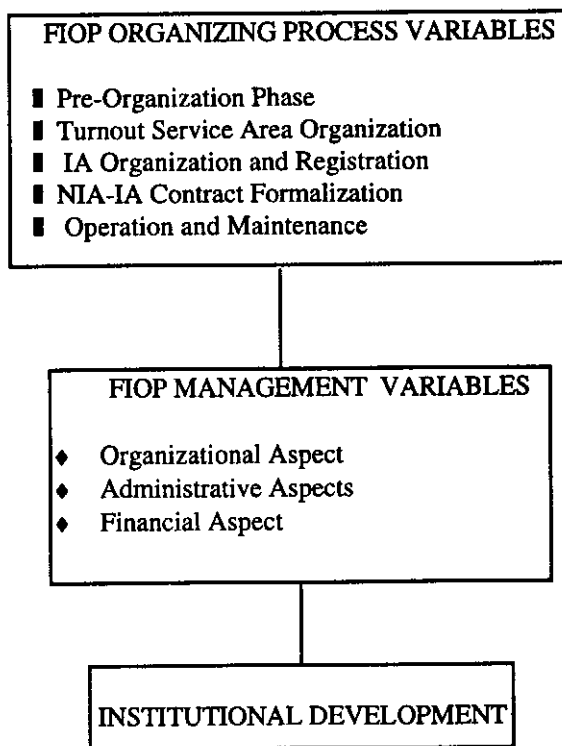
Name of system (NIS)	Categories of farmer respondents				Total
	IA	TSA	IA leaders	FIOs	
1. Lower Agno	37	12	5	11	65
2. UPRIS	34	10	15	16	75
3. BSTG-MP RIS	17	11	5	10	43
4. Labangan RIS	8	6	6	4	24
5. Banga RIS	21	6	4	5	36
Total	117	45	35	46	243

Source of data: System Management Department, National Irrigation Administration.

Table 2. Classification and number of NIA respondents.

Name of system (NIS)	Categories of NIA respondents				Total
	IDO	FIOS	IS	RIDD staff members	
1. Lower Agno	1	2	1	3	7
2. UPRIS	2	3	1	3	9
3. BSTG-MP RIS	1	2	1	3	7
4. Labangan RIS	1	2	1	2	6
5. Banga RIS	1	2	1	3	7
Total	6	11	5	14	36

Source of data: System Management Department, National Irrigation Administration.

*Figure 3. Analytical framework.*

In Part I of the questionnaire, which is about the FIOP organizing process, the following questions were asked: (a) Who did the activity? (b) How was the activity conducted? (c) When and for how long was the activity conducted? (d) What are the problems and issues encountered in conducting the activity? and (e) What are the suggested recommendations concerning these problems and issues?

Questions in Part II focused on the different O&M related activities, namely: (1) water distribution; (2) system maintenance; (3) ISF collection; (4) minor repairs; (5) NIA-IA meetings; and (6) IA training conducted by NIA. Just like the first part of the questionnaire, the second part structured by asking for the four W's (what, when, who, where) and how the activities were conducted and the problems and issues encountered in conducting the different activities in O&M.

In Part III of the questionnaire, which dealt with the FIOP's relationship to O&M, the questions were structured to find out the impact of FIOP on the IAs and the implementation of different O&M-related activities as previously mentioned. The questions focused on the changes and improvements of FIOP and IAs as well as on O&M, so that the answers to the following will become clear: (1) Has FIOP improved the water distribution, ISF collection and system maintenance? (2) Did IA trainings bring about some significant changes and improvements in the associations' leadership style and in the IA as a whole? (3) Did minor

repairs improve water distribution and how many farmers participated in the minor repairs? (4) Did FIOP increase the attendance at NIA-IA meetings?

In Part IV of the questionnaire, which is about the FIOP management, the questions were about the organizational, administrative and financial aspects of FIOP implementation. Some of the particular questions raised were: (1) Who undertook the management of FIOP implementation from NIA central office to field offices? (2) Who did FIO supervision? (3) Who conducted the different training activities? When were the training activities conducted? What type of training was conducted and how was it conducted? (4) Did the delay in release of funds for minor repairs affect FIOP implementation?

Part V, which was the final part, dealt with the personal profile of the respondents. This covered the socioeconomic statuses of the respondents.

The questionnaire was administered by trained interviewers from the respective irrigation systems using the respondents' own dialect. The interviewers were graduates of social science, agriculture or other related courses with skills in interviewing. The number of interviewers hired depended on the number of respondents in a particular system.

Questionnaires for both the NIA and IA respondents were pretested in the BUSPAN River Irrigation System in Bulacan. The questionnaire survey lasted three months and covered five national irrigation system (NIS) selected through systematic random sampling. Proponents of this study requested the list of IA members from the NIA regional office, TSA Leaders, IA leaders and FIOs of the national irrigation systems selected. Through systematic random sampling, farmer respondents of different categories were selected and their lists were sent back to the respective NIA regional offices to request their attendance at scheduled interviews. A three-day interview was allotted for each system with the first day devoted to farmers' orientation and simple discussions with NIA personnel as well as preparation for the next two days' activities. The second and the third days were apportioned to the actual interview of the farmer respondents.

Data were first gathered at the Upper Pampanga River Integrated Irrigation System (UPRIIS) in Nueva Ecija. Through the help of NIA personnel, three groups were organized and sent to the different hydrological boundaries of the irrigation system, namely, upstream, midstream and downstream. Before the members of each group dispersed to their assigned places, questionnaires for NIA personnel were left for them to acknowledge.

The same procedure was followed at Lower Agno, BSTG-MP, Banga and Labangan River Irrigation Systems.

Data collected were analyzed through the use of simple descriptive statistics, mainly, frequency counts, ranking and percentages. The results were easily communicated to non-researchers.

## **PART II**

### **RESULTS OF THE THREE RESEARCH METHODOLOGIES A COMPARATIVE ANALYSIS**

*This part discusses the analysis of findings of the study based on three types of methodologies used to examine the organizing process and management of the Farmer Irrigators Organization Program (FIOP). The FIOP organizing process described in this study includes the activities of both farmer organizers and NIA technical staff in the different phases of irrigation development of the FIOP. There are five major phases in the organizing process: (1) pre-organization; (2) TSA organization; (3) IA organization and registration; (4) NIA-IA contract formalization; and (5) operation and maintenance (figure 1).*

*A brief description of the activities conducted in each phase of IA development is given in Chapter 2. This part is organized into six chapters, Chapters 4 to 9. Chapter 4 deals with the pre-organization phase in FIOP, which is discussed in three sections: Sections on FIO identification and selection, on FIO predeployment training and on FIO deployment. Chapters 5, 6 and 7 are devoted to turnout service area (TSA) organization, IA organization, registration, and NIA-IA contracts, and operation and maintenance, respectively. Chapter 8 discusses the Farmer Irrigators Organization Program management. And finally, Chapter 9 summarizes the findings of three research methods used to examine the organizing process and management of FIOP and provides some conclusions.*

## CHAPTER 4

### Pre-Organization Phase

IN THIS PHASE, there are three major activities: (1) FIO identification; (2) hiring and training of FIOs; and (3) FIO deployment.

#### FIO IDENTIFICATION/SELECTION

*The use of local farmers to act as organizers in the implementation of the program is a strategic approach in generating cooperation among other farmers in the service area and sustaining the program.*

The basic personnel requirement for the implementation of the FIOP would be the farmer leaders within the service areas who would be the Farmer Irrigator Organizers (FIOs). They would compose the core group of people instrumental in making the program work. Inherent in the organization of farmers into an IA is the proper selection of organizers who could carry out the tasks effectively. The approach used in this program called for the utilization of farmer leaders as FIOs who would be in a better position to organize the farmers and interact with them at the same level. The role of the FIO is very vital since s/he will be primarily concerned with organizing the IA, building its capability and that of the farmers, and preparing the necessary reports.

The utilization of the FIOs is a mechanism employed by the National Irrigation Administration (NIA) in responding to the participatory approach in organizing farmers into an association. In this way, the farmers who are the main beneficiaries of the IA can appreciate the program better, see its importance vis-à-vis their own productivity, and work for its effective implementation. Under the supervision of the Watermasters (WMs), the FIOs are expected to organize an IA within the Watermaster Division. The IAs, together with the farmer members would actively participate in the decision making of minor repairs and system operation and maintenance.

*A set of criteria was drawn up to serve as a basis for choosing the FIOs (table 3).*

Foremost among the criteria used in the three PDR areas are the *capability of the applicant to lead and organize the farmers and the availability of time* for the potential FIO to devote to the program. Another major factor considered is the residency of the applicant.

Table 3. Recruitment of FIOs in the documentation areas.

DESCRIPTION	REGION 5	REGION 6		REGION 10
	Kilusang Patubigan ng Lateral B CRIS	Div. 3-Suague River Irrigation System SRIS-ILOILO	Div. 6-Jalaur River Irrigation System JRIS-ILOILO	Div. 4-Pulangui River Irrigation System PRIS
Criteria used for selection of FIOs.	Literate Not holding any political position Respected in the area Physically fit Resident of the area	Not more than 50 years old Landholding do not exceed 1.5 has. Good PR with farmers Respected in the area Resident of the area Not an elected official Residence located near the turnout	Farmer in the area s/he represents Literate Not holding any political position Physically/mentally fit Knowledgeable about the area and people Have enough time and willing to spend it for FIOP	Residency Educational attainment Belong to middle class Experience Communication skills Good payor Time availability Must not hold a position higher than barangay captain
Recruitment period	Recruitment began in November 1988 ISO employees disseminated the need of FIOS thru word-of-mouth Social investigation conducted among 39 applicants by IOW/s and Ms4 FIOs were hired	FIOs and IOW scouted for potential FIOs in October 1988 7 FIOs were finally chosen from 19 potential candidates after Supervisory Training Final selection was delegated to FIOs instead of IS due to lack of time; Moreover, the IS believed that FIOs knew the ability of the FIO candidate	Selection done on Sept-Oct 1988 Collateral interviews conducted on 5 FIOs to know more about their background and capability	WRFT identified potential FIOs in November 1988 7 FIOs were selected from candidates by a group of interviewers

Note : CRIS = Cagaycay River Irrigation System. SRIS = Suague River Irrigation System.  
JRIS = Jalaur River Irrigation System. PRIS = Pulangui River Irrigation System.



*S/he should be a resident/farmer in the area s/he is serving. If so, s/he would be knowledgeable enough of his or her environs and be more responsive to the needs of the farmer members. It is not only enough that s/he be a resident but also be a well-respected leader not holding any political position higher than a barangay captain. Other factors considered for selection are, educational attainment and training undergone by the applicant, ability to pay/status of living, skills in oral/written communication and age.*

***The process of selection of FIOs in the implementation of FIOP was an initial step undertaken in three provinces, namely, Camarines Sur, Iloilo and Bukidnon, during the last quarter of 1988.***

In Bicol, an employee of the Irrigation System Office (ISO) publicized the need for FIOs through word-of-mouth. After receiving applications from 39 farmers, the Watermasters did a social investigation of each of the applications with emphasis on the applicant's leadership capability, moral character and community standing. Guided by the criteria mentioned, interviews with applicants were held by a panel composed of the RIDD chief, Irrigation Superintendent and Personnel Officer of the Regional Office. While the social investigation was initially used in identifying potential FIOs in Bicol, the Water Resource Facilities Technician (WRFT) played a key role in selecting 7 FIOs from 20 applicants from 5 areas of the province. The final selection was done by an interview panel that included the Irrigation Superintendent (IS), Assistant Irrigation Superintendent (AIS), Irrigators' Organization Worker (IOW), Zone Engineers and the Water Resource Facilities Technician (WRFT). Suggestions made by the local farmers and the criteria cited above were taken into account in the selection of FIOs. There were twenty (20) applicants for the position in which seven (7) FIOs were to be selected.

Meanwhile, in Iloilo, potential FIOs for the division were identified three months before the field implementation of the program. Altogether nineteen potential candidates were identified by the Superintendent, the Irrigators Organization Worker (IOW) and the Watermaster (WM) of the Division. Those willing to be organizers and have ample time to be actively involved in the program were interviewed, and the comments and views of other farmers with regard to the applicants greatly influenced the selection of the FIOs.

***A prevailing constraint encountered in the three provinces was the limited time allotted for FIO selection.***

The period given for selection was only two weeks. As such, during the course of the recruitment period in Iloilo, the Irrigation Superintendent (IS), who was supposed to choose the Farmer Irrigator Organizers after interviewing them, entrusted the final selection to the Farmer Irrigator Organizer Supervisor (FIOS). The IS relied heavily on the FIOS who knew more about the capacity of the FIO candidates. There were some disadvantages in this kind of recruitment. For one, the choice that was made hastily resulted in hiring some FIOs who lacked the necessary skills in organizing, training or reporting. Although they were given training, still, there were a number of FIOs who lacked the ability to lead or organize farmers. Had there been enough time for the selection, more qualified farmers could have been considered for the position. The limited period in recruitment was attributed to the preparations done to conduct an eight-day training seminar for the WMs (who are the FIOs).

This caused the temporary suspension of recruitment. A week after the training, the FIOs were required to submit lists of FIOs in their areas. Consequently, they had to rush the selection of FIOs.

Later, the FIOs confirmed that some of the FIOs experienced difficulties in carrying out the activities related to organization, resulting in their ineffectiveness. There were even instances where the FIOs relied on their supervisors to conduct meetings. The experience gathered from the documentation areas showed that there should be adequate time for screening the candidates to select the potential FIOs.

**While the limited period was a constraint, the interviews with other farmers on the capacity of the FIO candidates and social investigation facilitated the selection process.**

In the 3 provinces, collateral interviews, i.e., gathering of relevant information regarding the capability of a candidate from co-farmers, served the purpose of validating and confirming information that facilitated the selection. The process involved the cross-checking of the perceptions of other farmers with respect to the ability of the candidates. A similar process was used by the project management staff to determine who among the applicants would be more acceptable to the farmers as leader in the division area.

In summary, both Process Documentation Research and the validation workshops conducted later found out that: (1) the time allotted to FIO identification and selection is not adequate for NIA personnel to screen the applicants thoroughly in accordance with criteria set by the National Irrigation Administration; and (2) the FIOs were identified and selected by them alone. Moreover, the result of the questionnaire survey revealed that 64 percent of farmers and 57 percent of NIA respondents said that the time given to them to select and identify FIOs was not sufficient. In this activity, some of the criteria set by the NIA were not followed in certain irrigation systems. These criteria are: (1) applicant must be literate; (2) s/he must belong to the middle class; and (3) s/he must be residing within his or her area of assignment (table 3). Because of the failure to strictly follow the above criteria, it was noted that: (a) 9 of the 12 FIOs selected in Region X were reluctant to accept the responsibilities after realizing that the work of the FIO was not easy; (b) One of the 12 FIOs selected in Region VI had a speech defect; (c) Three of the 12 selected FIOs in Region VI were hesitant to speak/preside at meetings because they felt "inferior" to TSA Leaders who are high school and college graduates; and (d) 9 FIOs selected in Regions V, VI and X, in both AAPP and non-AAPP areas, were not residents of the locality and/or their farms were far from the their areas of assignment.

It can be concluded that this particular activity has been a problem in Regions V, VI and X. However, the NIA may consider revision and improvement of the criteria in the identification and selection of FIOs and enforce the implementation of the said criteria.

## TRAINING OF FIOs

### Conduct of Predeployment Training

Providing training to the FIOs was a prerequisite for fielding them in their service areas.

The National Irrigation Administration considered it vital that FIOs be equipped with the necessary know-how on organizational tasks prior to their fielding in their assigned divisions. The predeployment training conducted in December 1988 in their respective provinces prepared the FIOs for their assigned

work. The 6 to 7 day training made use of lectures, discussions and workshops as methodologies with modules on the following: (1) program orientation, (2) background information on the national irrigation system, (3) working relationship between the National Irrigation Administration and Irrigators' Associations, (4) tasks and skills of the FIO, (5) management and monitoring of the FIO, and (6) developing entry plans. The trainees also underwent interaction with farmers in social investigation, groundworking techniques and organizational tactics.

In Bicol, predeployment training was conducted during 7-13 December 1988 at the Regional Training Center in Iriga City.

The predeployment training in Iloilo was held during 4-10 December 1988 at the NIA Training Center and was facilitated and conducted by the IOWs and the FIOS, respectively. It was specifically designed to prepare the FIOs in the field of organizing. Also, some of the FIOs and IA officers from Region III, which is another project area, were invited to share their experiences as organizers.

In Bukidnon, the same type of training was conducted among the FIOs for 6 days in Valencia. Just as in the other two provinces, the FIOs in Region III acted as resource persons during the training conducted during 17-23 December 1988.

In the questionnaire survey, 68 percent of NIA respondents and 54 percent of farmer respondents said that some FIOs were either absent or sent proxies to attend the predeployment training. The FIOs themselves gave various reasons for not attending. Some said that they are willing to attend and participate, but they first had to attend to their daily needs. During the validation workshop conducted in AAPP and non-AAPP regions, all fourteen FIOs who attended the workshop said that the venues of the predeployment training were not conducive to learning and the large number of participants was unmanageable.

To avoid problems such as the tendency to send proxies and absenteeism, NIA might consider conducting this kind of training program during the lean months of farming activities. And, in the selection of FIOs; their socioeconomic status and involvement in household and other activities may be given due consideration so that the performance of FIO work will not affect their daily subsistence activities and vice versa. However, economically well-off farmers are often found dominating the leadership of an IA and they use their positions to obtain irrigation privileges to their own advantage and the management of the irrigation system suffers (de los Reyes 1982). Some other studies have shown that the economically well-off individuals serve important roles in linking the irrigation system to outside groups and institutions, particularly, in obtaining financial support to improve the irrigation system (Coward 1974; Svendsen and Lopez 1979).

***Contracting Farmers to be FIOs***

After the training, the FIOs were assigned their tasks and the TSAs to be put under each FIO were identified. Moreover, the Superintendent provided each FIO with a list of farmers in his area, and other information such as lot number, status of tenure and landholding, which are needed for social investigations. The FIOs prepared the documents necessary to facilitate the agreement with NIA and a contract was signed between NIA and the FIOs. The contract stipulated the extent of work expected from the FIOs and the obligation of NIA in the performance of their duties. The FIOs were expected to produce the following outputs:

- the socio-physical profile of the area and a list of dysfunctional irrigation facilities
- identification of the needs of the farmers in the area
- a list of potential leaders who could administer the system's operations and maintenance
- establishment of linkages with NIA
- assistance to farmer leaders in organizing the IA to ensure that the IA performs its tasks efficiently
- preparation of reports and attendance at meetings called by NIA

**Job Enrichment Training**

In the case of Camarines Sur, job enrichment training was conducted after the FIOs were recruited. During the first job enrichment training, which was conducted eight months after the predeployment training, most of the topics covered the development of an effective association. Topics on team building, leadership capability and techniques of organizing were emphasized. Also, an assessment of the program and reentry planning were included. The second job enrichment training allowed the participants to assess the status of the IA organization and the first training. Based on the assessment of the training, a comprehensive field exposure, incorporated in the module, was deemed necessary. A field-testing of the skills they acquired during the training should help the trainees to have a "real feel" of the situation in the outside world, anticipate problems and devise solutions for them.

**Supervisory Training**

Supervisory training was provided for the FIOs and IOWs in Iloilo, during which their new roles under the program were identified and clarified and simulations of program planning, monitoring, evaluation and supervisory techniques were conducted.

The supervisory training was provided during the last quarter of 1988, which coincided with the recruitment period of the FIOs. Consequently, the selection process of the FIOs was disrupted, as discussed earlier.

### **Leadership Training**

Another major training component implemented in Iloilo was the Irrigators Association Leadership and Implementation Conference (IALIC) conducted in January 1990 at the NIA Regional Training Center. This was a form of leadership training for the IA leaders. During IALIC, the IA officers were elected, installed, and provided training on appreciation of values, organizing and organization leadership.

IALIC replaces the Basic Leadership Development Conference (BLDC) and provides training on a broader range of topics. In addition to leadership courses, IALIC offered training on the election and installation of IA officers, the TSA planning process, IA levels and ratification of constitutions and bylaws.

The preparation for the conference included the design of the training module. The core group was divided into three sections, Installation, BLDC (Basic Leadership Development Courses) and Planning. Each of the groups prepared a plan for IALIC and an instructional plan, which were presented to the core group to serve as a basis for the training design.

The FIOs and the Superintendent were given assignments of topics for discussion during the conference. Before the conference, the participants were asked to compile a pretraining knowledge inventory to measure their knowledge on the topics and activities of IALIC. Group dynamics were introduced for rapport and fellowship.

The topics discussed were classified as follows:

1. Organizational aspect of IA
2. Institutional development of NIA
3. Strengthening and sustaining of IA

An important feature of the conference was the farmer-NIA management interaction. A NIA representative met the participants, answered their queries and listened to their comments and suggestions. The interaction gave the farmers a chance to voice their problems which were not unattended to by the NIA.

Feedback from the participants obtained during the training course revealed that they favorably assessed their experience during the conference. The FIOs agreed that the Conference promoted participation and cooperation. They were able to learn how to deal with their fellow farmers, how to work systematically, and become aware of their functions and responsibilities. Some of the participants disclosed that the topics discussed were too technical. The medium of communication should have been in vernacular for easier comprehension. The TSA chairmen who attended the conferences would report on the IALIC proceedings at TSA meetings.

During the conference, the FIOs aired their apprehension regarding the status of their contract with NIA, which expired in December 1989. The Regional Irrigation Manager

remarked that their contract would be extended for three months. With the expiration of their contract, FIOP activities slackened and the organizers were hesitant to go into groundworking activities as they were uncertain of their status. On the last day of the conference, they were given a renewal of the contract.

In Bukidnon and Bicol, the Basic Leadership and Development Council (BLDC) training was conducted. This was a major step in developing the skills and knowledge required by the leaders to perform their tasks effectively. The six-day BLDC seminar was conducted in November 1989 in Bicol. The topics covered were:

1. Formation of the IA
2. Leadership ability
3. NIA-IA contracting
4. Planning and Management Interaction

The training sessions included lectures, discussions, workshops and question/answer sessions. Table 4 summarizes the major types of training, their objectives and contents.

## **FIO DEPLOYMENT**

According to the FIOP plan, one FIO should cover an average area of about 100 hectares only. However, it was found that in the areas covered by this study, the average area under an FIO was 175 hectares. This represents an average of 3 turnout service areas (TSAs). In PDR areas, FIOs in region V were deployed to cover 3 TSAs per FIO; in region VI, 12 FIOs were deployed in 31 TSAs and in region X, 12 FIOs were deployed in 24 TSAs with an average of two TSAs per FIO.

In the validation workshops, out of 30 farmer participants 17 said that 2 to 3 TSAs were assigned to one FIO. And 21 out of 27 NIA participants said that FIOs were deployed at an average of 3 TSAs per FIO.

In the questionnaire surveys 48 percent of NIA respondents said that the average deployment area per FIO was 3 TSAs, while 12 percent of the NIA respondents said that they have given an average area of 2 TSAs per FIO. And, 52 percent of farmer respondents said that FIOs were deployed at an average of 3 TSAs per FIO and only 8 percent of farmer respondents said that FIOs were deployed at more than 3 TSAs per FIO.

FIOs encountered difficulties such as: (1) integration (when the FIO works at becoming a part of the community) and social investigation. The ₱ 500 per month given by NIA to an FIO as an incentive is not enough to cover traveling expenses during investigation and (2) with only two weeks allotted to integration and social investigation, FIOs had a hard time attaining the expected outputs.

In giving assignments to the FIOs, the irrigation agency might consider: (1) the socioeconomic status of the FIO, as mentioned earlier; (2) the ability of the FIO to interact with his or her peers, although s/he is from the area; and (3) the number of farmer beneficiaries per TSA and the extent of area of assignment per FIO.

Table 4. Trainings conducted under FIOP in the documentation areas.

TYPE OF TRAINING	OBJECTIVE/CONTENT	DATE CONDUCTED
FIO predeployment training	* To prepare FIOs for organizing tasks. <ul style="list-style-type: none"> <li><input type="checkbox"/> Orientation</li> <li><input type="checkbox"/> National Irrigation System</li> <li><input type="checkbox"/> NIA-IA enhancement relationship program</li> <li><input type="checkbox"/> Knowledge/Ability of FIO</li> <li><input type="checkbox"/> Program management and monitoring</li> <li><input type="checkbox"/> Making plans/interaction with management</li> </ul>	5-10 December 1988, Iloilo 17-23 December 1988, Bukidnon  7-13 December 1988, Iriga City
FIOS/IOW Supervisory Training	* Identify and clarify new function of FIOs and IOWs. <ul style="list-style-type: none"> <li><input type="checkbox"/> Review and planning process with FIOs</li> <li><input type="checkbox"/> Program monitoring</li> <li><input type="checkbox"/> Evaluation/Supervisory techniques</li> </ul>	
Job Enrichment Training (JET) for FIOs	<ul style="list-style-type: none"> <li><input type="checkbox"/> Program assessment</li> <li><input type="checkbox"/> TSA formation</li> <li><input type="checkbox"/> IA formation</li> <li><input type="checkbox"/> Leadership inputs</li> <li><input type="checkbox"/> Making committee work</li> <li><input type="checkbox"/> Team building</li> <li><input type="checkbox"/> Reporting/reentry plans</li> </ul>	15-19 August 1989, JET I, Iriga City 3 January-2 February 1990, JET II, Iriga City
Financial Management/Supervisory Training for TSALs		6-9 February 1990, Iriga City

## **CHAPTER 5**

### **Turnout Service Area Organization**

**THIS PHASE COMPRISES** three major activities: (1) integration and social investigation; (2) core group and committee formation; and (3) turnout service area (TSA) formation. These activities are undertaken simultaneously with the technical activities in preparation for the implementation of minor repair works. However, in this chapter, the discussion of the findings will be focused on the FIO activities.

The objective of the program is to assist the farmers in developing a workable irrigators' association by making the farmers actively involved in the organizing process, planning and decision making of the system structures in their area. Making the farmers a part of the method of organizing is the vital component of the FIO's task. Eliciting maximum participation from the farmers was quite a task given the scenario of a widely dispersed farmer residences, wide coverage of the service area and inadequate transportation services. With the advent of the FIOP, the idea was to organize the farmers in an area of approximately 100 hectares into a TSA group. In this way, it would be easier for the FIOs to coordinate and monitor FIOP activities. The use of the TSA approach was one way of achieving a wider participation among the farmers in the area. By leading in the organization of TSAs in their assigned area, the FIOs had to undertake a number of activities relative to the organization which included community integration and social investigation.

#### **INTEGRATION AND SOCIAL INVESTIGATION**

In the process of integration and investigation, the FIO: 1) introduces himself or herself and the Farmer Irrigator Organizers Program (FIOP) to the community; 2) validates the list of IA members of a TSA and the lot area, lot number and tenurial status of lots of IA members; 3) inspects the farm lots of individual farmer members within his or her area; 4) monitors farming activities and asks farmers about their irrigation-related problems and issues; and 5) identifies potential leaders.

These processes are described in detail in the following paragraphs.



## Community Integration

*The process of integration undertaken by FIOs within the community was valuable in making the farmers organize themselves into an association.* Primary to the activities relative to TSA organization was the integration of the FIOs into the community. Immediately after the predeployment training and signing of a contract with NIA, the FIOs started their work on integration in January 1989. The procedures undertaken in the three provinces were similar. Not many difficulties were experienced by the FIOs in the three areas during their field visits to the community. The initial step in the integration process was the introduction of the FIOP program to the residents of the area through a house-to-house visit by the FIOs with the assistance of the IOWs and FIOS. The visit provided the organizers an opportunity to familiarize themselves with the farmers in the community and establish contact with farmer leaders who would be the medium in the effective implementation of the program. Likewise, during the visits, the FIOs imparted to the residents the importance of establishing an IA and the role of the FIO and the farmers, as well, in the organizational process. The output of integration should be a 90 percent acceptance of FIOP by the farming community.

*Groundworking activities in the community provided an opportunity for the FIOs to establish an association.* At this stage, the FIOs and the NIA field personnel went around the service area to explain the rationale of the program. The farmers had numerous queries regarding the program necessitating the farmer organizers to intensify their groundworking activities during the first quarter of 1989 in all the three provinces. During the intervention stage, the FIOs started inviting farmers to attend the initial turnout service area (TSA) meetings.

In Bukidnon, the groundworking activities were conducted with the assistance of the WM and the IOW. The FIOs contacted the farmers through a house-to-house information drive. Each of the FIOs held a general assembly attended by the WM and the IOW. During this session, the organizers explained to the farmers the role of the program and the need to divide them into TSA groups. After the groups were organized, the FIOs conducted meetings with TSA groups and elected the office bearers for each group: TSA Leader, Assistant TSA Leader, Secretary, Treasurer and Auditor. Further, four working committees were formed: Service, Finance, Audit and Inventory.

In Iloilo, the FIOs reviewed and familiarized themselves with the strategies involved in organizing before they made house-to-house visits in the service area. In the process of integration, the farmer organizers informed the farmers in their area of coverage about the program, even going to the rice fields when the farmers were busy in their farm activities. This activity of introducing the program and interacting with the farmers was the initial step in the organizing process. Some of the FIOs in the province conducted a social investigation before undertaking integration. It would be worth mentioning that most of the farmers who were invited to attend meetings promised to come. But there was poor attendance at some TSA meetings and in Iloilo, and TSA meetings were often postponed. There was lack of consultation with the farmers regarding the scheduling of TSA meetings. More coordination is necessary in scheduling TSA meetings.

In Camarines Sur, the FIO integration took place during the 2 weeks after the predeployment training and contract signing. The FIOs made house-to-house visits, introducing the program and discussing its importance as well as the role of the FIO in the organizational process. The FIOs made use of every opportunity to communicate with farmers—be it in the church, market place, farm or even at a wedding.

***Farmers Manifested Varied Reactions to the Program.*** The responses of the farmers to the program in the three provinces were varied. It could not be discounted that there were some negative reactions toward the program due to the failures of NIA in their previous projects. There were those who did not believe in the program and cited the other government programs in their area that were failures. This made some of the farmers to be hesitant in accepting the project, during the initial stage.

Thus, during the integration of the organizers the farmers were able to express their sentiments over the inefficiency of NIA services. In Iloilo, the FIOs had difficulty in convincing farmers to participate in the program as they reasoned that such a project would not succeed. Other farmers even took advantage of the meetings with FIOs to air their grievances against the NIA over water shortages, flooding, etc. According to the FIOs, the farmers who were not willing to cooperate were just using the inefficiency of NIA in addressing irrigation-related problems as a scapegoat. In Bukidnon, some of the farmers who belong to the higher social strata developed a "wait and see" attitude, while others expressed doubts. Some of the FIOs were disappointed over the kind of reaction they received from the farmers. Another factor that contributed to the difficulty of farmer organizers in dealing with negative farmer reactions was their insufficient knowledge of the program. Often, the FIOs and IOWs had to answer complex queries of farmers on the program, which the FIOs could not handle.

In the province of Bukidnon, the caretakers were allowed to attend the TSA meetings on behalf of their landowners, thus achieving a good attendance.

***The farmer organizers resorted to different tactics in order to convince farmers to believe in the program.*** Convincing the farmers to attend the initial TSA meeting was quite a task. To create an interest in the farmers toward the program, the FIOs in the three documentation areas emphasized the distinct feature of the program, i.e., the participatory approach. Under this approach, the main beneficiaries were actively involved in the implementation. The farmers were organized by co-farmers who had been selected and trained in the process of organizing. Further, the problems faced by the farmers could easily be resolved with their direct participation in the irrigation-related activities. The farmers were expected to be involved in minor repairs and rehabilitation of the irrigation system.

In Bukidnon, the FIOs cited not only the advantages of the organization, but also the benefits that the farmers could gain, like post-harvest facilities such as solar driers. During the house-to-house visits undertaken by the FIOs during their integration into the community the FIOs introduced FIOP as the program which would possibly provide them with new structures of turnouts and farm ditches. Despite such tactics by the organizers, many of the

farmers in the area still adopted a "wait and see" attitude. The farmers were claiming disbelief over the program, pointing out that the initiators were good only at the beginning.

Two of the FIOs in Bukidnon, who were leaders of the existing Irrigators' Association, called on the officers of that association for a meeting and encouraged them to assist in their groundworking activities. These officers were considered as the potential leaders for the program. During their subsequent work, the FIOs received a good reception among the farmers. For instance, one FIO was able to contact 90 percent of the farmers in his area, while the other FIO was able to contact 85 percent of the farmers in the documentation area.

### **Social Investigation**

Social investigation paved the way for acquiring an update on the irrigator service areas in the system for the purpose of monitoring and, at the same time, helping the FIOs identify their farmers so that they could easily be gathered for meetings.

Corollary to the integration of the FIOs was a social investigation of the farmers present in the area, and their farm lots (area, the number of lots and status of tenure), and functional/dysfunctional facilities with the assistance of the identified potential leaders.

#### ***Validation of Data on Farmers***

The social investigation began with the validating of the list of farmers and the areas, lot numbers and status of tenure of their lots.

A master list containing the names of the farmers in their areas with the data to be validated was provided to the FIOs in the three documentation areas. In the provinces of Camarines Sur and Bukidnon, the ISO assigned definite turnout service areas (TSAs) to the FIOs and gave them an area map with the data to be validated. In the course of the social investigation in the three documentation areas, the FIOs detected inaccuracies of the data in the master list. For example, the name of the farmer owner was still listed as owner after the lot was sold. After a thorough validation, these discrepancies were corrected. The social investigation went on till March in the provinces of Camarines Sur and Bukidnon. In Iloilo, the data validation was not completed until July.

#### ***Validation of the List of Dysfunctional/Functional Facilities***

The process involved inspection of the laterals and main and supplementary farm ditches. Problems of irrigation-related facilities were considered and the list of dysfunctional facilities was submitted to the Irrigation Superintendent Office (ISO). The list of minor repairs to be done was submitted to the engineer for inclusion in the second year program of AAPP Program of Works (POW). The FIOs inspected the area by using the map provided to them during the training. Since the organizers were residents of the area, they did not encounter much difficulty in listing turnouts that had to be repaired or reconstructed. Moreover, they were assisted by the identified potential leaders (IPLs). Later, some of these were legalized while the others were demolished for new construction.

### ***Irrigation-Related Problems***

Identifying irrigation-related problems was an important factor in getting the farmers involved and organized into an association.

The main issues raised by the farmers were:

- desilting and repair of canals
- construction of new turnouts and a multipurpose pavement
- repairing of main and supplementary farm ditches
- landforming
- controlling of thresher crossing

Meanwhile, in Camarines Sur, the farmers affected by the dysfunctional facilities were asked to sign a form which was submitted to the ISO. The ISO staff together with the FIOs and farmers inspected these dysfunctional facilities for validation.

The results and findings discussed above are summarized below:

1. In the process documentation areas (Regions V, VI and X), it was found that at the *early stage* of FIOP implementation some farmers were hesitant to join the FIOP for various reasons: previous experience of failures in similar efforts of rural organizations; poor services of NIA; and lack of "free time" due to work to earn the daily subsistence.
2. In Region V, where validation workshops were conducted, NIA said that during the integration and social investigation, the information regarding FIOP was well disseminated to the farmer beneficiaries. But farmers responded negatively due to: (1) NIA's poor service; (2) the "dole-out"<sup>3</sup> mentality; and (3) farmers' disappointment with previous government programs.
3. In region VI, the integration of FIOs into the community and the social investigation carried out by them were found to be ineffective since FIOs could hardly explain the program and 1 out of 12 FIOs selected had a speech defect and 3 out of 12 were hesitant to speak and preside at meetings. While a speech defect does not necessarily

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<sup>3</sup>Before Presidential Decree No. 552 was introduced (1974), government assistance for irrigation development was free, farmer beneficiaries were not obliged to pay back the cost of construction, etc.

disqualify one from becoming an FIO, it is a disability that reduces the effectiveness of communicating.

4. In Region X, during integration and social investigation, FIOs were persistent enough to convince farmers to participate in the FIOP. However, farmers in this area were, at first, reluctant to join the program due to reasons similar to those in Region V.
5. Similarly, 65 percent of the 243 farmer respondents in the five regions where the questionnaire survey was conducted said that, at first, they were reluctant to participate in any activities of the FIOP due to the poor NIA service and bad experiences with other associations under previous government programs. And, out of 36 NIA respondents, 75 percent said that at the initial stage of the FIOP implementation, they could hardly get farmer participation for the to same reason.

It is evident that NIA had a hard time soliciting farmer participation due to: (1) NIA's poor service, and (2) bad experiences with similar efforts of rural organizations, under previous government programs. These problems can be overcome by reorienting NIA's program and by giving FIOs sufficient time to do the reorientation. NIA personnel may also assist FIOs by showing concern and commitment and acting immediately to fulfill farmers' needs.

### **CORE GROUP AND COMMITTEE FORMATION**

The formation of a core group of very active farmers is in line with the principle of participatory development. These core groups are formed to ensure a strong foundation for the association. Normally, a core group consists of five to ten key leaders in a turnout service area (TSA). Its members are drawn from the farmers within the turnout service area.

The committees are formed to accomplish specific tasks. Just like the core groups, committees are formed to decentralize decision making and delegate responsibilities, especially to second-line leaders. The farmers in the area expressed varied reactions to the program which caused difficulty in establishing TSAs on the part of the farmer organizers. The FIOs received various reactions from the farmers regarding the program. Many farmers expressed negative reactions to the NIA program causing difficulties to the FIOs in convincing farmers who were willing to cooperate with the organizers.

The cause of farmers' negative reactions toward the program was their dissatisfaction over the way NIA was servicing their irrigation needs. Farmers complained about the dysfunctional structures in their area and the poor drainage that would cause flooding during the wet season and water shortage during the dry season.

These complaints were used as an excuse by the farmers for not cooperating with the FIO. Some farmers would not join the program unless they were assured of its success. There was skepticism among the farmers regarding government-sponsored programs. The small

farmers, in particular, said that they were at the mercy of the farmers with "better connections" who were usually given a better service than those who do not have the right connection. Hence, to attend the interest of the target clientele, the organizers explained the distinct feature of the program, its participative nature, under which the farmer members would be formally organized by the farmers themselves and get actively involved in minor repair and rehabilitation of the irrigation system. Problems of irrigation could be easily dealt with due to the direct participation of the farmers in irrigation-related activities.

### **Identification of Potential Leaders**

As mentioned earlier, potential TSA Leaders were identified and a schedule for TSA meetings was determined during the social investigation.

The identification of potential leaders was critical to fully realize the objective of the program. It was an essential feature in the formation of a core group. To facilitate the selection of potential leaders, a set of criteria was drawn up. Among the criteria essential for a candidate were that s/he: (1) must be a resident of the area; (2) must have time to devote to the work involve; (3) belongs to the middle class; and (4) holds a position not higher than that of barangay captain.

The potential leaders were considered as the nucleus of the TSA core group. The identified potential leaders (IPLs) have a greater chance of being elected as TSA officers. If the IPLs are chosen, the ad-hoc committee ceases to operate, giving the opportunity for the leaders to display their interest and skills. The IPLs were expected to help the FIOs disseminate information about the TSA meetings and TSA organization.

The formation of a core group consisting of four to five members was one way of distinguishing those who possess the qualities of an officer. Aided by the core group members, each of the FIOs held a general assembly attended by the watermaster and the IOW for the formation of the TSA. The core group members were instrumental in getting in touch with the landowners and requesting their caretakers to attend the meeting in the absence of the landowners. Members of four working committees and TSA officers were elected at this meeting. This set of officers will also be the ones selected as the IA officers. When all the groundworking activities relative to turnout service area organization had been effected and the FIOs had identified the potential leaders an initial TSA meeting was held. At this meeting, a core group consisting of five to ten members was established. The FIOs went from house to house convincing the farmers to attend the initial TSA meeting so they could get organized into TSA groups and identify their leaders in order to facilitate the formation of a core group.

The core group formation provided an opportunity for the FIOs to observe farmers who have the initiative and leadership capability to act as TSA officers. The core group formation in the three provinces was done during the months of February to March 1989.

### **Committee Formation**

Parallel to the formation of the core group is the election of members of the committees that were formed in every TSA. In Camarines Sur, Bukidnon had a membership committee, a right-of-way committee and a walk-through committee on bylaws, membership and SEC registration. Members of each of the committees were elected during the farmers' meeting. A committee is headed by a chairman with one or several members under him. The members and head of these committee compose the TSA core group. The membership committee informs farmers of the procedures of membership while the walk-through committee is responsible for disseminating information to the farmers. The right-of-way committee negotiates for the right-of-way.

The findings of process documentation research and validation workshops have revealed that poor attendance at meetings caused a delay in the formation of core groups and committees. Also the time given to form core groups and committees was not adequate.

Results of the questionnaire surveys show that 76 percent of NIA respondents believe that poor attendance caused the delay in core group and committee formation and that the time allotted for this activity was not adequate. Of the farmer respondents, 66 percent said there was no quorum for meetings, thus causing further the delays in undertaking this activity. The study revealed that during core group and committee formation, the average attendance was 46.5 percent of the total membership per Irrigators' Association (IA).

### **TURNOUT SERVICE AREA FORMATION**

After the setting up of the core group and committees, turnout service areas (TSAs) were formed based on the same concept and purpose as for, core group formation.

#### **Organizing TSA Meetings**

Once the potential leaders were identified, the core group started to work on arranging the TSA meetings within the area. The farmer organizer was guided by the FIOS and IOW in handling the meetings. FIOs in other areas were also present to observe the conduct of the meetings. There were various types of meetings. The supervisory meeting was attended by the FIOs and the ISO staff and it was easier to convene. The NIA-IA meeting was attended by the ISO staff and the farmer leaders. At the farm level, there were a Board of Directors' meeting with the TSA Leaders in attendance, a TSA meeting at which the farmers in each TSA participated, and planning meetings attended by only one or two officers, the farmer leaders and the IOW.

The participation of farmers at meetings and the conduct of meetings in the documentation areas vary with the irrigation problems prevalent in the area. In Bukidnon, for instance, there were some TSAs which did not have a single meeting during the documentation period because they had no problems of water supply or canal maintenance. In

Camarines Sur, meetings were canceled by circumstances like weddings, fiestas, sickness of the leader, and bad weather, among others.

Some measures taken by the farmer organizers to improve attendance were:

- TSA Leaders asked farmer leaders to sign a form indicating that they had received the notice of the meeting and had informed the farmers.
- Use of chapel bells or public address systems to call farmers before the start of the meeting.

Recommendations made (and implemented) to improve attendance were:

- holding meetings at strategic places
- continuing the notice distribution campaign (by farmer leaders and ISO staff)
- inviting representatives from public/private sector to act as resource persons during the meetings
- identifying urgent issues that are relevant to farmers
- involving secondary leaders in planning meetings

By the end of March, core groups were established in all the TSAs with two committees in every TSA, the rehabilitation committee and the membership committee.

Each TSA has its own set of officers elected at meetings where preference was shown by the raising of hands. In Camarines Sur, the office bearers were a TSA Leader (TSAL), Secretary, Treasurer and Supplementary Farm Ditch Leader (SFDL). The TSALs automatically comprise the Board of Directors (BOD). Since it is a SEC requirement that the BOD has an odd number of members, an additional TSA was formed and a TSAL was appointed.

The study (process documentation research and validation workshops), revealed that just like in core group and committee formation, the election procedure used in TSA formation was mere hand-raising and that farmer leaders were reluctant to accept responsibilities and poor attendance delayed the formation of TSAs.

The findings of the questionnaire survey conducted in five systems outside the Accelerated Agricultural Production Program areas are:

1. Out of the 243 respondents from the different categories of farmer respondents (IA members, IA leaders, TSA leaders and FIOs), 139 or 57 percent said that the election procedure used in organizing TSAs was "mere hand-raising."



2. Out of the 243 farmer respondents 137 or 56 percent said that the TSAs were organized by the Farmer Irrigator Organizers (FIOs).
3. Out of the 243 farmer respondents 88 or 36 percent revealed that the main problem encountered during TSA organization was poor attendance, which resulted in the delay of TSA organization. Moreover, the study found that the remaining 64 percent was divided in reporting other problems contributing to delayed TSA organization: (1) 22 percent of the 243 farmer respondents said that they were not satisfied with irrigation services; (2) 14 percent said that the timing of TSA organization was in conflict with their farming activities; (3) 16 percent said that the information regarding TSA organization was not well disseminated; (4) 12 percent said that they did not attend TSA organization meetings because of interpersonal conflicts with their IA leaders.

The number one problem encountered in conducting TSA organization was *poor attendance*. This has also caused delays in succeeding activities. In the future, NIA might have to revise the time allotted for the different activities to come up with a more realistic timetable and it may even study the possibility of further delegating decision making to the leaders to minimize the need for frequent meetings. The agency could also study ways of improving its information dissemination regarding the program as well as its ways of motivating the farmers to attend organizational meetings and other important activities. The Development Process of TSA Organizations is summarized in table 5.

Table 5. Development process of Turnout Service Area (TSA) organization in the documentation areas.

PROCESS	REGION V Kilusang Paubigan ng Lateral B	REGION VI Div. 6-Jalaur River Irrigation System	REGION VII Div. 3-Suague River Irrigation System	REGION X Div. 4-Pulangui River Irrigation System
Community Integration	FIOs conducted house-to-house visits or made farmer-to-farmer contacts introducing FIOF, its importance and role of FIOs  Started in January 1989	Started during 2nd week of January 1989  2 of the 7 FIOs went on with social investigation before integration activity  Visited farmers at house/farms	Started during 1st week of January 1989  FIOF introduced to farmers; farmers invited to attend organizational meetings	Started making farmer-to-farmer contacts, introducing the FIOF  Selling point in FIOF introduction was the possibility of getting post-harvest facilities
Social investigation	Conducted till April  Identified potential leaders contacted and briefed on FIOF  Listed functional and dysfunctional facilities  IPLs assist FIOs in inspecting facilities in consultation with farmers	5 of the FIOs started in February 1989 and 2 FIOs started in January 189  Validated list of farmers in each TSA, lot area, number, and tenure  Data validation completed by July  Social investigation lasted till March	FIOs simultaneously carried out social investigation and integration  Validation of data on lot area, number, tenure  Identified functional and dysfunctional facilities on last week of January 1989  Identified irrigation-related problems	Validated farmers' list at end of January 89  Identified potential leaders  Inspected functional and dysfunctional facilities  IPLs assisted FIOs to validate farmers list
Core Group Formation	Held farmers' meeting  Elected members of committees on: - membership - walk-through - right-of-way	TSA meeting scheduled and core groups of 5-10 members formed  TSA core groups formed with the aid of FIOs/IOWs  FIOs attended other TSA meetings to learn lessons from other divisions	TSA core group of 5-10 formed while scheduling TSA meeting during February-March 1989  FIOs took on the responsibility of information dissemination and ground working without the aid of IPLs	Core group members assisted in calling farmers consultation meeting  Higher degree of farmer mobilization as shown by percent of farmer attendance
Formation of TSA	Conducted organizational meetings from May to July 1989  14 TSAs organized and an additional TSA formed in August 1989 as SEC requires an odd number of BOD members	Farmers elected TSA officers during March-May  FIOF activities lagged after election due to farming activities	Election of TSA Leaders from February to August 1989  TSA elections were conducted with IOW/FIOS assistance	55 TSAs formed  Period of formation of TSA was April to June 1989  All TSAs formed 4 committees each with a total of 288 core group members out of 350

## **CHAPTER 6**

### **IA Organization, Registration, and NIA-IA Contracts**

IN THIS PHASE, the turnout service areas (TSAs) will be consolidated and formally organized into Irrigators' Associations (IA). After these IAs are organized, each will be registered with the Securities and Exchange Commission (SEC). This phase has three major activities: (1) TSA consolidation/Ad-Hoc Council of TSA chairmen; (2) IA formalization and (3) SEC registration. It could be noted from the FIOP flowchart that these are conducted simultaneously with the technical activities although the discussion of results and findings are focused on the three major activities.

#### **TSA CONSOLIDATION/AD-HOC COUNCIL OF TSA CHAIRMEN**

The formation of ad-hoc council of potential leaders (ACPL) in the 3 documentation areas was considered as a prerequisite in reviewing the constitution and bylaws.

The establishment of the ad-hoc committee that would review and formulate the constitution and bylaws is part and parcel to the organization of the IA. In so doing, the ACPL was formed, composed of all the TSA officers—chairman, secretary, treasurer and a leader from each supplementary farm ditch (SFD). This is a temporary setup to enable the formation of the IA. The ACPL functions to maximize collective leadership, facilitates jobs through the committees, implements IA activities with members and transforms the farmers into a solid association. These leaders exerted their effort in maximizing a collective leadership. The ACPL meeting was a pre-organizational meeting where the farmers exercise their leadership potentials. Holding such meetings was an indication of the organizing task of the FIOs, and at the same time, a venue to show the potential of FIOs in organizational management.

The composition of the ACPL in Iloilo was extended to include the FIOs, which should not be the case. This discrepancy was noted by the USAID consultant and he emphasized that the composition should be limited only to TSA chairmen.

Thus, a reelection was held to reconstitute the ACPL. At this phase of forming the IA in Iloilo, the FIOs and NIA field staff wanted to modify the FIOP strategy in IA formation, pointing out the need to catch up with the delayed organizing activities caused by the postponement of meetings. The basic rationale for the formation of the ACPL was the formulation of the bylaws.

In Division VI-Iloilo, the initial activity of the ACPL focused mainly on the review of the prototype constitution and bylaws. Together with the FIOs and IOW, the ACPL members met to review the prototype Constitution and Bylaws (CBL) given by NIA. When the review of the first prototype CBL was effected, there were various revisions. After some deliberation, changes were made in the prototype such as deletion of the phrase "competent authority in Section 2 of Article 1.11" which may sound vague and misleading to the farmers. Aside from this, the group had also decided on the P20 membership fee and the P10 annual due (blank spaces were left on the prototype copy to fill in the necessary information subject to the decision of the ACPL). Likewise, they had also decided upon the official name of the IA. Among the other modifications in the document were changes in the terms, inclusion of the identified and formed committees, clarification of the functions of the committee members, dates of meetings and election and the procedures for resolving the problems.

The areas of Bukidnon and Bicol underwent the same process of formalizing the IA. Subsequent activities relative to IA formation were carried out after having gone through the identification of ACPL. As such, the conduct of ACPL meeting was realized. Though the ACPL meetings were considered as pre-organizational activities, these are where the farmer leaders exercised their leadership potential. Further, this indicated the skills of the FIO in organizing. In Bukidnon, it was during the ACPL meeting conducted in September 1989 that the committees on the ratification of bylaws, membership application and SEC registration were drawn up. The members of the working groups involved in forming the Irrigators' Association were the WM, IOW, FIOs and the 3 committees. The functions of each committee were described during the Supervisory Meeting. Members for each committee were composed of all the TSA chairmen with the selection done by the temporary presiding officer and not through nomination.

Meanwhile, in Bicol, the FIOs and IOWs planned the activities for the first ACPL convention conducted in August 1989. The ACPL was composed of all the TSA officers. The participants to this convention were divided into four groups to discuss separate sections of the CBL prototype.

### **Ratification of Constitution and Bylaws**

The drafting and ratification of the constitution and bylaws (CBL) was the primary agenda of the ACPL meeting.

The process of ratifying bylaws was essential in formalizing the association since the CBL served as the bible of the members. Ratification of bylaws started off in the ACPL meeting attended by the TSA chairmen. The farmers in the individual TSAs ratified the bylaws with the new provision. During the succeeding ACPL meetings, the TSA chairmen ratified the bylaws. Each of the documentation areas had varying experiences of ratifying the CBL.

### *ILOILO*

In Division III-Iloilo, the prototype CBL had already been presented prior to the formation of the ACPL. Joint meetings of all the TSAs in every FIO area were called on to review the prototype CBL. During the review session, a presiding officer would read and explain the articles in the CBL, after which, comments and suggestions from the farmers were gathered. But even before the review could be finished the USAID consultant noted the method by which the CBL prototype was done. It was emphasized that the CBL must be reviewed and revised by the ACPL and would be presented only to the TSAs for comments, before it is finalized and presented for ratification during IALIC.

Studying the experience in Iloilo, Division III did away with the formation of the ACPL in reviewing the CBL and presented it directly to the farmers. In the case of Division VI, an ACPL was formed to review the CBL during a barangay assembly. However, the composition of the ACPL was not done based on the suggested FIOP strategy. Thus, a reconstitution of ACPL membership and repetition of the CBL review process took place. These consequences impeded the organization of IA and timely implementation of the program. To speed-up the organizing activities in the province, the CBL was presented during joint TSA meetings. Hence, the conduct of the IALIC was on schedule. Such was not the case in Division VI since there were some instances when the presentation was done per TSA, thus, causing further delay in the conduct of the IALIC.

Also, the recommended strategy was deviated in Iloilo because of the apprehension of the FIOs that some members of the ACPL may be incapable of presenting the CBL (which was written in English). The IOW assured that a prototype CBL written in the national language would be provided. It has to be noted that the formation of the ACPL was premised on the fact that they would handle the review and revision of the prototype CBL. Involving the FIOs in this endeavor defeats the very purpose of creating the ACPL. Such an aberration happened only in Iloilo.

After completion of the first CBL prototype, it was presented jointly by FIO1 and FIO4 to the TSA in Dawis Norte, Iloilo. The number of farmers who participated comprise only one-fourth of the expected number of farmers in the area and its peripheral barangays. Prior to the start of the presentation, each participant was provided with a copy of the CBL prototype.

Also, they were encouraged to raise comments, ask questions or put forward suggestions after the presentation. But nobody raised any comments after the articles in the CBL were run through by the IOW.

The review of the prototype should be undertaken by the TSA chairman and the FIO is to assist only as the facilitator should the chairman encounter any difficulties. Since this was not the case in the midst of the CBL presentation, activities relative to CBL review were held in abeyance, prompting the presentation to be revised. Another factor that contributed to the repetition in the process of reviewing the CBL was the release of a lightly revised version from the NIA central office. Consequently, the review of the new version of the prototype was the main agenda in the meeting of the new set of ACPL. With the introduction of a slightly revised CBL prototype, only those portions which had been modified were reviewed. Based on this account, there was a big difference in the strategy employed in Iloilo.

### **BUKIDNON**

The process of drafting the bylaws in Bukidnon commenced at the first ACPL meeting when the TSA leaders discussed the provisions of the prototype CBL. This was also discussed among the farmers during the individual TSA meeting. In the first ACPL meeting, the membership to the association was discussed and it was agreed that the tenants could be members provided they were given authorization by the landowners. The group had also decided on the amount of membership fee and annual dues computed on a per hectare basis. The comments and suggestions were presented for discussion to the leaders in the second ACPL meeting. The process ended when the bylaws were finally ratified by farmers during the second series of TSA meetings. In the individual TSA meetings, the presiding officer requested the body to disseminate the results of the meeting to the responsible group of farmers. Unlike in the other areas, the created committee on the ratification of bylaws was responsible for discussing the bylaws with each TSA.

During the ACPL convention, the group went through the selection of the CBL prototype. The output for this session was a draft of the bylaws disseminated to the farmers during the consultation meetings. The endorsement of the official IA name was also in the agenda of this meeting. A group reporter presented the output, after which, clarification and discussion were entertained after each report. Giving a name to the IA is the first provision of the bylaws. It was considered as the symbol of unity which fosters cooperation among the farmers. A participant of the ACPL convention said that the participants should have been provided with a copy of the prototype bylaws a day before the convention schedule. In this way, they would be able to participate fully in the discussion. It was found that the copy of bylaws distributed to the IA leaders was not the one drafted during the first ACPL meeting.

The facilitator even utilized a different set of bylaws from the one distributed to the participants.

### **CAMARINES SUR**

During the ACPL meeting, the IA bylaws disseminated earlier during TSA consultation meetings were discussed and drafted. Comments and suggestions of farmers were noted down during consultation meetings to be reviewed and consolidated in the second ACPL meeting. It was in this meeting where the IA bylaws were finalized.

*In the process of discussion, not enough copies were provided to the participants for review.* During the process of finalizing the bylaws, not many copies of the prototype were made available. Thus, the facilitator would just read the bylaws aloud, section by section in order to solicit farmers' comments. It was suggested that each member be provided with a copy. However, there was a problem in reproduction due to lack of funds. The IA leaders did not heed the suggestion put forward by the ISO staff for farmers to coordinate with them for reproduction.

The farmers even argued that the consultation was done hurriedly. Moreover, there was a poor attendance of farmers which signified that only a few of them were aware of the bylaws. Thus the organizers had to postpone the farmers' meetings every now and then due to poor attendance. Such a meeting was purposely called in so that the bylaws could be disseminated to the farmers for their comments. The comments were then incorporated as finalized bylaws during the next ACPL meeting.

The findings of the three methodologies conducted are as follows:

1. In the process documentation research (PDR) conducted in Regions V, VI and X, it was revealed that the TSA consolidation/ad-hoc council of TSA chairmen was not done as scheduled due to poor attendance/or lack of a quorum which led to several postponements of scheduled meetings.
2. From the PDR validation workshop, the following findings were drawn from both NIA personnel and farmer participants: (1) delayed production of prototype Bylaws and Articles of Incorporation because farmers lack knowledge in drafting them; (2) farmers claimed that the time given to draft/review the Bylaws and Articles of Incorporation was not sufficient; and (3) TSA consolidation was delayed due to poor attendance in meetings, which caused several postponements of this activity.
3. Results from the questionnaire survey conducted showed that 72 percent of NIA respondents attributed the delay in TSA consolidation, poor attendance and

insufficient knowledge to draft and revise the IA Bylaws and Articles of Incorporation while 68 percent of farmer respondents said poor attendance caused the delay in undertaking this.

## **IA FORMATION**

Parallel to the drafting and ratification of the bylaws was the election of IA officers. It was only after the CBL ratified, IA officers elected, committees formed and members chosen would the IA serve its function to the fullest. For instance, in Camarines Sur, the second ACPL meeting was also used as the venue for electing the IA officers, forming the committees, choosing the committee members and discussing membership campaigns. Membership forms were provided to FIOs and TSALs for distribution to other farmers. These membership forms together with P10 membership fees were either collected by TSALs during their rounds or submitted by farmers during the meetings.

It was during the Irrigators Association Leadership Installation Conference (IALIC) in October 1989 that the MAKAPIMA IA was formally organized in Bukidnon. Likewise, the officers and members of the four working committees were elected by secret vote. The working committees were:

- membership/education
- finance
- service
- audit

Just like in Camarines Sur, the CBL was ratified during the IALIC in Iloilo. Since this had already been passed on a review process, its ratification did not take much time. Likewise, the IA officers were elected during this same session. But before the election, the following set of requirements was formulated to guide in choosing the leaders:

- primary source of income is farming
- should belong to poor or middle class family
- should be resident of irrigation community (if non-resident, must have available time)



- should not hold an elective position higher than a barangay chairman
- should have good record in the community

Immediately after the election, the IA committees were formed; the chairman and members were selected. The standing committees of the IA were:

- service
- education and training
- finance
- audit and inventory

Each IA officers was designated as chairman of each committee while the members of the Board acted as the committee members. They also discussed the SEC registration papers and assigned the persons to prepare such documents.

To facilitate SEC registration, necessary documents containing the (1) IA Bylaws, and (2) Articles of Incorporation had to be prepared for filing. Further, the Articles of Incorporation consisted of the following documents:

- letter of undertaking
- objectives of IA
- first organizational and board of directors' meetings
- sworn statement of treasure certifying the presence of IA capital
- list of present members
- general information sheet

Having prepared the necessary documents for registration, the IOW submitted these to the Securities and Exchange Commission (SEC) office.

As exhaustively discussed above, IA formation is the activity where the IA officers are elected normally through secret ballot, viva voce or hand-raising. And simultaneously with this activity is the ratification of the IA Bylaws and Articles of Incorporation.

The findings of the study related to this activity are summarized below.

In the process documentation research (PDR) it was found that the above two activities were not done in accordance with the planned schedule due to the previous problematic activities that caused delays.

In the PDR validation workshop in Region V, NIA staff said that upon termination of their incentive, FIOs became less-active. Farmers in the same region disclosed that their elected leaders were not active due to their reluctance to accept the responsibilities. In Region VI, NIA staff reported a delay in the reproduction of the Bylaws and Articles of Incorporation (AOI) by the IA and also observed that the farmer leaders could not explain well either the Bylaws or the AOI. On the other hand, farmers complained that (1) the time given to them by NIA was not sufficient to reproduce the Bylaws and AOI, and (2) they do not have a legal adviser to assist in the finalization of the Bylaws and AOI. In Region X, NIA staff complained that not all the elected officers are willing to serve the IA. Farmer participants in the workshop disclosed that their colleagues are not willing to attend meetings.

Out of 36 NIA respondents, 68 percent said that IA formation was dependent on other organizing activities. Since previous activities were delayed, it follows that the succeeding activities could not be done as scheduled. Out of the 243 farmer respondents 63 percent said that the delay in IA formation was due to the problems encountered in previous activities. Among the remaining 37 percent of the farmer respondents 16 percent said that IA formation was in conflict with their farming activities, 15 percent said that they did not attend IA formation because they are dissatisfied with irrigation services, 4 percent said they were not able to attend the IA formation because the information was not well disseminated while 2 percent said they did not attend the IA formation because they have inter-personal conflicts with the IA leaders.

## **IA REGISTRATION WITH THE SECURITIES AND EXCHANGE COMMISSION (SEC)**

Prior to the operationalization of the IA it has to be legally recognized and registered with the Security and Exchange Commission. It was emphasized among the farmers that the SEC registration would allow the IA to acquire a legal personality. The SEC registration was discussed during the Job Enrichment Training; the membership campaign was further discussed and the deadline for application was set.

### ***Process of Registration***

Each of the provinces underwent varied experience in undertaking the activities relevant to the registration. In the case of Bukidnon it took almost 6 months to complete the papers and have it registered with SEC. The IA was formally organized in November 1989 but was registered in May 1990. A longer time was spent in collecting the membership application forms from the farmers before it managed to submit the necessary documents to the SEC office in March 1990. Most of the TSAs did not submit the forms to the IA on time, hence, the submission of the documents to the SEC was delayed. The application of the IA with SEC was finally approved in May 1990. Further, the delay in the registration was another case of disalignment between the IA and the Pulangai River Irrigation System Office which affected the activity of NIA-IA contracting.

On the other hand, in Bicol Region, the roster of members subject for completion and solicitation of signatures was routed back and forth for the two months November and December 1989. When the papers had been submitted to the SEC office for registration in March 1990, the regional office noticed some inconsistencies prompting the return of the papers to IA for correction. This only showed the absence of a clear-cut policy on SEC registration format and procedure. Due to the long delay in processing the IA registration, it created repercussions on the attitude of IA officers toward IA activities. The TSA Leaders were unable to convene meetings while the process of registration was ongoing. Holding a meeting might result in an IA being held liable for illegal assembly. Likewise, the contract between NIA and IA could not be effected. Thus, the Irrigation Systems Office and the Regional Office supervisors agreed to send follow-up communication to the central office and designate somebody to follow through the status of processing the registration papers in Manila.

Meantime, in Iloilo, the IA in Division-6 acquired legal status in March 1990. The registration papers were submitted to SEC in February 1990. In the meantime, Division 3 in Iloilo obtained its legal status in January 1990 after submitting the requirements in December 1989. The preparation of the requirements was quite a task. The IA secretary had to go to and fro to complete the documents required by the SEC.

The advantages of SEC registration include the following: (1) the IA can enter into contracts with the National Irrigation Administration (NIA) and other government agencies and private entities; (2) it helps in negotiating loans or assistance coming from any reputable lending institution; and (3) it is a prerequisite in acquiring rights to draw water from a river in the form of water permits. The details of the process in SEC registration are described in the NIA-IIIMI FIOP Manual (1993). Hereunder, however, is a brief review of study findings regarding SEC registration:

In the PDR, results of the validation workshop as well as the validation questionnaire survey showed that the SEC registration process takes eight months to one year, thus, affecting other programmed activities of the IA. In fact, because of the delay, the IA cannot

sign the NIA-IA O&M contract since it did not have the legal authority to enter into contracts with the NIA and other institutions.

Of the 243 farmer respondents from the different categories such as IA members, IA leaders, TSA Leaders and FIO, 24 or 10 percent said that the processing of SEC registration was delayed; 7 or 3 percent said that the lack of IA funds became a problem thus delaying the preparation and submission of the SEC registration paper; 34 percent said that they encountered difficulty in the accomplishment of SEC registration requirement because there were no clear guidelines in accomplishing SEC registration forms, while 23 percent said that the delay in the submission of SEC requirements to NIA was due to poor attendance in meetings where farmers are needed to accomplish SEC requirements (i.e., farmers' signatures are needed to signify membership in the IA). Some 155 farmer respondents said nothing about SEC registration problems and issues.

Out of the 36 NIA respondents from different categories such as the Institutional Development Officer (IDO), Farmer Irrigators' Organizing Supervisor (FIOS), Irrigation Superintendent (IS) and Regional Institutional Development Division (RIDDD), 13 or 36 percent responded that the processing of SEC registration papers was delayed and only one said that this delay was due to lack of funds; 15 percent said that poor attendance also affected and/ or delayed the accomplishment of SEC requirement (i.e., in soliciting farmers' signature to affirm membership in the IA). About 7 percent of NIA respondents did not answer the questionnaire in this area of concern.

A summary of the process of IA formation in the four irrigation systems included for PDR is given in table 6.

***The effectiveness of IA functions would be realized with the full participation of the farmers within the TSA.*** When the IA acquired legal status, it resumed its activities to strengthen itself by further campaigning for membership. A large number of farmers were still not members of the association.

It was expected that the legalization and formalization of IA would drive the farmers in joining the IA. However, the efforts initiated by the IA in increasing its membership proved quite discouraging. For one, the long drought that affected the whole province of Iloilo in 1989 resulting in crop failure due to water shortage was a contributory factor. This drought discouraged the farmers in joining the association making it more difficult for the organizers to implement the FIOP.

During the supervisory meeting it was decided that the campaign for IA membership be intensified. Hence, the TSA Leader, assisted with the other IA officers, intensified the membership campaign by distributing application forms to potential members and collected fees. Still the number of members did not increase much as expected. In Iloilo, only 125 members or 37 percent of the potential members joined the IA in Division 6. In Division 3 out of 310 farmers 299 were members of the association. Meanwhile, in Bukidnon, out of 537 farmers, there were 350 farmers belonging to the IA or 65 percent are beneficiaries of the

Table 6. Formation of Irrigators' Associations.

REGION V	REGION VI	REGION X	
Kilusang Paubigan ng Lateral B	Div. 6-Jalaur River Irrigation System	Div. 3-Suague River Irrigation System	Div. 4-Pulangi River Irrigation System
Election of TSA officers through hand-raising	Election on second day of IALIC	Election presided by FIO with FIOS/OW	Election of TSA officers by hand-raising
Officers elected were: TSAL/Chairman Secretary-Treasurer SFDL	* Officers: Chairman Vice-Chairman Secretary	Officers: TSA President Vice-President Secretary	Officers elected: TSA leader Secretary-Treasurer SFDL
Formation of 14 TSA	Treasurer Auditor	Treasurer Auditor	Formation of 55 TSAs
Additional TSA added in August 1989 as a SEC requirement that the BOD membership have an odd number	* Criteria presented prior to election of officers:	80 core group members	* 288 core members out of 350 farmer members (*100 officers and the rest were committee members)
167 members out of 600 farmers	125 members	Committees: Service Membership Finance Audit/Inventory	Total number of farmers:537
* Committees formed: Membership Walk-through Right-of-way	Committees Service		Committees:
The head and members of there committees form the TSA core group	Education/Training Finance Audit/Inventory		Ratification of bylaws Membership SEC registration

association. The focus of the subsequent TSA meetings was on the membership campaign. There were a few suggestion to address the problem on membership:

- mass membership
- implementation of minor repairs
- attendance of the TSA chairman at other TSA meetings to demonstrate cooperation and cohesiveness

As the farm activities progressed, the farmers were unable to attend the meetings. It would just be natural for the farmers to prioritize their activities in the farm, especially, when water was abundant in the canal. It should also be noted that the IA membership should at least be 70 percent of the total number of farmers in the area to enable the IA to enter into a contract with NIA. In Division III-Iloilo, the IA membership had reached about 100 percent by the time it was ready for SEC registration, unlike in Division 6 where the membership was only 37 percent of the total number of farmers in the area.

As reported by the FIOs and farmer leaders in Camarines Sur, the following were some scenarios that contributed to a low degree of farmer participation.

1. The farmers at the tail end of the canals were hesitant to join the IA since they do not get a sufficient water service. Nevertheless, the FIOs and farmer leaders explained that it is through an organized IA that the issue of insufficient irrigation system can be carefully addressed.
2. There were temporary cultivators in the area who were reluctant to be IA members. IA membership was concentrated only on farmers with problem-free landholding status.
3. Some of the farmers were big landowners whose membership was not given much emphasis.
4. Fear prevailed among farmers that FIOP was just another "project," thus, farmers would rather wait-and-see prior to IA application. The implementors tried to explain the distinct characteristics of FIOP from other previous government projects.

***Farmers' participation is crucial in TSA meeting, canal maintenance and water distribution in the area.*** To attain a good distribution system in the area, the participation of farmers played a vital role. In some TSAs, an incentive scheme was devised, such as in

Bukidnon, whereby incentives were provided during canal maintenance; penalties were also imposed so as to increase participation.

*There were factors that manifested varied results akin to membership such as the number of farmers in the area, size of the farms and the effort exerted by the IOW and FIOS in monitoring the project activities.* As mentioned earlier, a few farmers in Bicol joined the association—around 28 percent. Aside from the reasons mentioned earlier, the farmers in the said province were reluctant in joining the IA due to the following:

- farmers not getting sufficient irrigation service, especially in the tail end of the canal
- the rule that temporary cultivators cannot be members
- difficulty in contracting big landowners though this was not given much emphasis
- the futility of the "wait-and-see" attitude of farmers because the FIOP dwindles after a short time

Contrary to Bicol, the farmers in Bukidnon showed a higher degree of participation to the program which is 65 percent of the total number of farmers in the area. Farmer participation was enhanced by an efficient water delivery and incentive system. But just like in the other areas, the issue of poor attendance to meetings was also experienced. There were some farmers in Bukidnon who did not attend meetings because they were not sure whether the payment was made to the treasurer or not.

Some lessons were derived from the account that happened in these documentation areas. *Foremost of these was the importance of the support and participation of NIA in interacting with the farmers and monitoring the activities of the association.* The continuous presence of the IOW and other NIA personnel in assisting the TSA Leaders helped the FIOs in organizing and reduced some problems, and provided encouragement among the farmers. In Division III-Iloilo, for instance, the active participation of these personnel served as an avenue for the rapid organization of the IA unlike in Division 6 which was quite slow in organizing due to lack of ardor among some of the NIA personnel. The presence of these personnel allowed the farmers to directly address their problems and for the agency to respond immediately. This kind of support was evident during the IALIC session whereby the IA-NIA management had an interaction session which was greatly appreciated by the farmers. Likewise, during TSA meetings, an open communication between NIA and farmers prevented the creation of conflicts, especially when water problems arose during critical months. The farmers would definitely blame NIA personnel for lack of water but with the presence of these personnel who explained the situation, the farmers were prevented from

creating conflicts in the end. With such kind of support from NIA, the farmers would be encouraged to participate actively in the program.

***The absence of clear guidelines in the organizing process paved the way for the repetition of some inconsistent activities.*** The organizers had no clear understanding of the guidelines.

It was not quite clear for the project implementors whether or not they could deviate from the process. The guidelines for organizing activities should be made clear enough so the implementors could have a basis for reference during project implementation. The field personnel and the farmers suggested that they be given some leeway to try other workable strategies suited to their area.

***If the program is not to suffer the TSAL should devote sufficient time for IA activities.***

There were some TSA Leaders who did not have enough time to devote to implementing the program. Some of the TSA Leaders were often absent during the IA activities, particularly in Iloilo. There was a leader in Iloilo who even resigned from his post due to his business commitments. In some areas, the TSA Leaders had some health problems. During the selection of TSA Leaders, the chosen ones should guarantee that they would devote much time for IA activities. The implementation of IA activities within the TSA cannot be effected if the TSA Leader has limited time in organizing the farmers into an association.

## **NIA-IA CONTRACT FORMALIZATION**

Upon the acquisition of a legal personality, the association can enter into a contract with the NIA. The association has also to prove that it is capable of managing its affairs, particularly, the system's maintenance and the collection of ISF.

***One benefit of entering into a contract with NIA is the ability of the TSAs to form IAs.*** The basic requirements in securing an O&M contract with NIA were SEC registration and the resolution from IA authorizing the IA president to sign the contract on its behalf. The different types of contract that can be entered into by the IA with NIA were explicitly explained by the IS during the meeting. In Iloilo, the BOD meeting was used as a forum for explaining the details of each type of contract.

Prior to entering into the contract, the IA should decide whether it would agree to the terms and conditions of the contract such as the remuneration, equipment and facilities. Otherwise, it has to specify its demands and conditions for NIA's consideration. During the IALIC meeting conducted in Iloilo, the IS explained to the BOD the types of contracts by which the IA could engaged in. This was again explained by the IOW during the BOD meeting.



The IOW advised the creation of a committee to study the terms and conditions in the contract, prepare a contract proposal for review and approval of BOD, prior to presentation to the TSA for finalization. The IA is free to decide on the working arrangements it wants as long as it performs what is stipulated in the contract.

### **IAs in the Documentation Areas**

The Iloilo IA decided to enter into a Type I contract with NIA during the second semester of 1990. To have a glimpse of contracting experiences, the BOD visited an IA with existing contracts with NIA. It was also learned by the FIOs that the lateral to be covered by the contract measured about 8.2 km which was quite long. Hence, the IA president suggested that the remuneration of ditchtender be increased from the present rate of P2,000.00. Before finalizing the contract, an ocular inspection was conducted for familiarization of the area. During the preparation of the contract, the farmers were given a chance to look at the contract and it was proposed that the contract payment between the TSA and the IA be based on the ditchtender's salary. This was made into a resolution by the BOD for NIA management to study.

However, there were still some BODs that were reluctant to enter into a Type I contract due to low rate of maintenance. The IS informed them that the decision to increase the rate was with the top management and not with the regional office. The IS encouraged them to request for an increase in the maintenance rate. Incidentally, the IA had a chance to witness another IA with an existing Type I contract with NIA and whose details were clarified. The terms and conditions were finalized in August 1990 after passing a resolution authorizing the IA president to negotiate a Type I contract. Preparation of the contract was started in April 1990 and finalized by August 1990.

On the other hand, in Bukidnon, not much time was spent in the preparation for contract negotiation vis-a-vis Iloilo experience, which lasted for over 3 months. The IA decided to enter into Type I and Type II contracts with NIA. Prior to coming up with the decision, the panel of negotiators met to discuss what type of contract it should undertake. Thus it was decided during their meeting that Type I and II contracts would be taken with the revenue shared between IA and TSA at an agreed percentage. Terms and conditions of contracts are summarized in table 7.

Camarines Sur started its contracts much earlier than in the two previous areas, i.e., on the first semester of 1990. Preparation of Type I and II contract negotiation lasted two months. Before the finalization of the contract in April 1990, TSA consultation and BOD meetings were conducted.

*Table 7. Contracts entered into by the IA in the documentation areas.*

AREA	TYPE OF CONTRACT	TERMS AND CONDITIONS
Camarines Sur	Type I	Ask NIA for 1,500/3 km of canal maintenance
	Type II	18% share for ISF collection
Bukidnon	Type I	Canal maintenance of 0.31 centavos per meter
	Type II	Incentive to be given for 50% ISF collection and rate gradually increased to 100% collection  25% incentive for accounts collection made before contract signing  2% incentive for old accounts for collection made after contract signing
Iloilo	Type I	Maintenance rate is equal to ditchtender's rate

The procedures for contracting involved the following steps:

- formation of a panel of negotiators tasked with studying what type of contract to undertake
- presentation of proposal to the BOD to decide on the type of contract and the procedures to follow
- presentation of contract and procedures to the Irrigation Superintendent who will discuss with the panel the various conditions involved
- formation of a group by the IS to come up with conditions from NIA

- presentation of NIA conditions to IA: if agreeable, proposal to be finalized and contract signed; if not, maintaining the status quo till a compromise is reached
- submission of contract to the regional office for approval

As mentioned earlier in this chapter, there are three types of O&M contracts between IAs and NIA, namely: (1) Type I contract where IA undertakes the routine maintenance works of a certain length of irrigation canal system; (2) Type II contract where the IA undertakes the system's O&M and collection of ISF from its members; and (3) Type III or the turnover of the whole or part of the irrigation system. Under this particular type of contract, the IA assumes full responsibility for the O&M of an area, usually less than 1,000 hectares and it will amortize the investment and rehabilitation cost of a part of the system or the entire system within 50 years.

In granting any of the three types of O&M contracts, a 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. Summary findings on NIA-IA contract formalization from the study conducted are given below.

#### **Process Documentation Research Findings**

- In Region V, within the duration of the process documentation research (July 1989-July 1990), the IA did not realize NIA-IA contracting because the registration with SEC was delayed.
- In Region VI, the IAs covered by the PDR already had a contract with NIA; however, they suggested an increase in the remuneration for clearing contracts and also an increase in the percentage of their share for ISF collection.
- Just like in Region V, the IA in Region X did not have any contract with NIA within the one-year span of PDR which took place from July 1989 to July 1990. But the IA did not lose hope and had created a panel of negotiators to be in charge of negotiating with NIA regarding NIA-IA O&M contract.

#### **Research Validation Workshop Findings**

- In Region V, the IA confirmed that it was not able to sign any O&M contract due to the delayed approval of its registration with the Securities and Exchange Commission.

- In Region VI, NIA participants said the farmers were reluctant to sign any O&M contract due to the low rate of remuneration given by the NIA. They requested NIA to increase the remuneration on maintenance contract and their share on ISF collection.
- In Region X, SEC registration was also delayed, but the IA is hopeful of eventually getting a contract and has created a seven-man committee to be in charge of the NIA-IA contract negotiation and formalization.

#### **Validation Questionnaire Survey**

- Some 88 percent and 96 percent of NIA and farmer respondents, respectively, said that because SEC registration of IAs was delayed, they have not signed any O&M contract. However, these IAs were involved in ISF collection and maintenance activities.

## **CHAPTER 7**

### **Operation and Maintenance**

OPERATING AND MAINTAINING the system prior to the implementation of the program, were the responsibility of the agency. With the introduction of the FIOP, the IA officers became partners of NIA in maintaining the system. The IA officers together with the TSA Leaders were expected to participate in the water distribution, scheduling and implementation, ISF collection and minor repairs. The association which may enter into a maintenance contract with NIA would be responsible for undertaking routine maintenance jobs. The association, on the other hand, could sub-contact the work to a group of farmers or hire a group for the job. But the job could not be assigned to an individual person or a farmer.

The vital components involved in the O&M activities include the following:

- water distribution
- maintenance of canals
- minor repairs
- collection of ISF
- meetings of NIA-IA
- trainings of IA

Although these activities were the concern of the Irrigation Systems Office (ISO) the farmers had to be informed of them earlier in preparation for their tasks once the contract with NIA materializes. The ISO prepared the cropping calendar, water distribution schedules and solution for irrigation-related problems. The farmers too participate in water distribution activities and in finding solutions to irrigation-related problems which were often discussed in meetings. The FIOs assist the WM and FIOS in information dissemination on the water distribution schedule to TSA Leaders. The TSA Leaders monitor water distribution in their respective work areas and report any problem to the WM through the FIOs.

## WATER DELIVERY AND DISTRIBUTION

Foremost among the O&M activities was water delivery and distribution. This is a NIA-IA joint activity conducted to ensure an equitable supply of irrigation water to all farmer beneficiaries with the aid of the water distribution plan and cropping calendar which the NIA and the IA formulated. The ISO administered the distribution of water, prepared the annual cropping calendar, and schedule for water distribution, and resolved any irrigation-related problems that emerged. With the assistance of the Ditchtenders, the Water Master (WM) took charge of the water delivery and distribution. Prior to the implementation of the program, the farmers would have to contact the WM if they wanted to avail of the irrigation water. The WM opened the turnout gate or asked the Ditchtender to do the job. With the introduction of the program, the FIOs who became the Board of Organizers, assist the WM in the delivery and distribution. Thus, these farmers contacted the FIO directly to request for the opening of the turnout gate. The farmers were expected to participate in the water distribution activities, as well as, addressing irrigation-related problems in the area. During the meetings handled by the FIOs, TSA Leaders and IA officers discussed and planned solutions to distribution schedules. The Watermaster is responsible for disseminating the water distribution schedule to the TSA Leaders. In turn, these leaders monitor the water distribution in their TSAs and report any abnormalities to the WM through the FIOs.

*Water distribution seemed to be a perennial problem in the documentation areas particularly during the dry season when there is a shortage of water, scarce rainfall or low river discharge.*

### *Occurrence of Illegal Checks*

In Camarines Sur, water distribution was not quite a problem during the wet season since all the sectors could simultaneously engage in rice cultivation. Water management problems began during the dry season. A cropping calendar was followed during the dry season. The schedule mandated that upstream farms be irrigated from March to June; and the mid- and downstream farms be irrigated from June to October. Consequently, a water distribution schedule was also implemented during the dry season. The ISO enforced a schedule of water distribution in the following areas:

- Saturday/Sunday - Upstream farms
- Monday/Tuesday - Kilusang Patubigan Ng Lateral B (KPLB) (documentation area)
- Wednesday - Laterals D, D1, Tambangan

- Thursday - Lateral E, Sta. Cruz
- Friday - Palale and Tuminawag

The Ditchtenders were responsible for guarding the turnouts and canals within their respective sections. They ensured that water was delivered smoothly by inspecting illegal checks and canal obstructions. It was found that the farmers at the tail-end portions constructed illegal checks in the canals to divert water flow to their farms. These obstructed the water distribution to the other intended sectors.

Though the ISO immediately removed illegal waterchecks, the errant farmers put these back once the ditchtenders left the area. It was hypothesized that the farmers who made illegal checks were undisciplined farmers who do not respect their leaders. The superintendent recognized the need to identify these farmers and to let them undergo a thorough education in irrigation.

Based on the views of the farmers and as expressed during the meetings in Camarines Sur, the tail-end portion may not really form part of the service area; hence water does not reach that portion. Also, the conversion of abaca farmlands in the upper section into rice farms caused scarcity of water. On top of this, the absence of staff to monitor the water distribution during weekends added to water shortage problem. It was suggested by the farmers that a reservoir be built in the upstream portion and water pumps installed. The ISO staff responded that the construction of a reservoir or water pump was not yet feasible. Further, the tail-end portions were really part of the service area, which ran counter to the perception of the farmers.

The implementation of the rehabilitation work under the FIOP further added to the difficult situation of managing water distribution. The implementation of minor repairs interrupted the water distribution schedule temporarily. The ISO also explained that once the rehabilitation is finished, the waterflow would return to its normal condition.

Such problems on illegal checking were not only experienced in Camarines Sur, but in the other two documentation areas. Problems on water distribution in SRIS-Iloilo increased at the start of the 2nd cropping season—around October 1989 which also marked the onset of early summer. Consequently, the water in the dam was reduced to a very low level. The ISO had anticipated these water distribution problems. The FIOs and TSA Leaders relayed these problems to NIA which made its responses known to the farmers through the FIOs or TSA Leaders. As the second cropping season progressed, water-shortage problems escalated. The farmers started complaining and in their desire to save their crops, some farmers practiced illegal checking. To take away some degree of tension, the TSA Leaders and FIOs explained the situation and how the ISO could find solutions for it. A mayor even suggested to allow farmers to pump water from the canals. However, there were some farmers who did not own pumps; thus, controlled flushing was used wherein banana stalks served as checks. Back in JRIS-Iloilo, water distribution problems arose in November 1989 when some farmers constructed unauthorized checks to divert water to their farms due to insufficient water in the

canal. As a result, the downstream portions reached its supply of irrigation water two days later than scheduled. With the arrival of rain in May, the volume of water in the dam increased. Water flowed continuously from the dam to the downstream even if the distribution plan was not yet implemented at that time. However, there were some TSAs which were not able to avail of adequate water due to high demand brought about by the occurrence of the long dry spell in the previous months. To resolve such cases, proper coordination was done among the TSAs to ensure that each area receive its due share.

Even with the installation of a new turnout structure in Bukidnon, there were still some farmers who did illegal checking and water diversion. The FIOs decided to monitor water distribution and took out illegal checks and debris obstructing the canals. Aside from this, the TSA officers were given authority to reprimand those who were caught in illegal checking. The FIO asked the farmers to close the turnout if the water was no longer needed. Even if the water supply was considered sufficient, there were still some farmers who practiced illegal checking.

A water cut-off due to canal repair was also experienced by the farmers for two months from March to May 1989. This water cut-off brought about complaints from the farmers regarding water supply. Some farmers were not able to plant on the scheduled cropping calendar. Aside from this, the damaged lock of the headgate was removed.

### ***Scarcity of Rainfall***

Another major cause of water shortage was the scarcity of rainfall. In both the provinces of Bukidnon and Iloilo, the absence of enough rain aggravated the problem of water distribution. The water crisis caused much crop damage. Some of the crops produced good grains, others never reached maturity, while there were crops that died.

The cause of the problem in Bukidnon was not only the scarce rainfall but the varying needs of the farmers since the cropping calendar was not strictly followed. Another major issue prevalent in the province was uneven distribution of water. It should be noted that there were areas which had no drainage while there was an oversupply in other areas. However, stealing water was rampant. This was the case in the documentation area since it was located in the farther end of the Pulangi River Irrigation System. Thus it received water only after upstream and new areas had received water. Problems in water management occurred especially during the dry season. As the drought began during the early part of 1990, water supply problems worsened. This called for the creation of a monitoring team that tried to solve such problems. In the same manner, the cropping pattern in every TSA was another factor that affected the water supply problem. Most of the farmers within the TSAs had different schedules of preparation, planting and harvesting. It would be better if the farmers in one area have a uniform cropping pattern.



### ***Expiration of FIO Contract***

Another factor that contributed to the problem in water distribution was the expiration of the contract of the FIOs toward the end of the year. FIOP activities slackened and therefore problems in water distribution were not formally discussed despite being heavily experienced in the field. It was only after the renewal of the contract of the FIOs that the water distribution-related issues were discussed during the meetings.

### ***What were the actions taken to resolve the abovementioned problems?***

With the emergence of these problems in the three areas, various solutions were formulated depending on the case situations. To address the issue of water distribution, a schedule and cropping calendar were drawn up to ease problems and conflict among the farmers in the area.

## **BUKIDNON**

At the start of the program, a water delivery schedule was implemented. With the use of this schedule, the FIO monitored the status of distribution in his area. Hence, the farmers, initially, depended on the FIO.

The FIO supervised the use of water by his farmers and removed the illegal checking and obstructions in the drainage. For each TSA a different set of weekly schedules was implemented. During the period when the water level was low, the schedule was rearranged depending on whether the area was downstream or upstream. Likewise, a new cropping calendar was implemented. The majority of the farmers reported that with the use of the new calendar, there had been equity in water distribution, few illegal checkings, lesser conflict among the farmers and emergence of new planted areas. However, the calendar had a long cut-off period preventing the farmers from having a third cropping season.

To facilitate the repair of the canal, a water cut-off was scheduled for the first half of 1990, as announced in the TSA conference. But, prior to this, there had already been numerous complaints from the farmers regarding water shortage caused by scarce rainfall, rampant illegal checks and removal of the damaged lock of the headgate. It was resolved in a Board of Directors' meeting that to avoid further conflict among the farmers certain measures should be taken. Subsequent measures taken were the following:

- a. The Watermaster prepared another water distribution schedule through checking the water flow in other divisions and removing illegal checks or debris that blocked the water flow in the canal.

- b. The Watermasters also identified areas with deficient water by demarkating the water level to have equal water distribution.
- c. The TSA Leaders were given the power to sanction the farmers practicing illegal checking.
- d. A monitoring team was created which helped reduce the brewing up of conflicts among the farmers. The task of the team was to assist in removing the illegal checks and promoting equity in water distribution. The team also monitored the waterflow in all the TSAs and reported areas with insufficient water supply.

### ***ILOILO***

Meantime in SRIS-Iloilo, the strategy of a one-day/one-way water distribution schedule was implemented wherein each division starting from the upstream received water for one whole day. The farmers in the elevated areas were advised to use pumps while irrigating their fields. Aside from this, the BOD prepared a water distribution delivery (WDD) plan beneficial to the farmers in the next cropping season and encouraged non-IA members to join the IA. Moreover, the farthest portion in the division received the first delivery of water before the upstream portion was checked so as not to hamper the water flow in the laterals.

In JRIS-Iloilo, the WDD plan was implemented though it could not be discounted that there would be some disruption to the implementation. Discontentment among the farmers lingered on because there was still a water shortage. A number of farmers noted that when irrigation water reached their area, it was not anymore useful since they had already harvested their crop and were in the hard dough stage, i.e., two weeks before harvest or else, the crops wilted due to lack of water. In some cases, while water was continuously flowing to upstream portions, the turnouts of other areas remained closed. There was even a comment from one FIO who suggested that the program would fail, if the situation did not get better. But, at least, every farmer could avail of irrigation water, unlike before the implementation of FIOP. The Irrigation Superintendent added that each farmer divided water among themselves and contributed what they could to address the water crisis. The IA activities were affected contributing to the failure of water to reach some portions during the critical months. Those farmers whose crops failed were thus discouraged to join the association.

Nevertheless, the distribution plan was proved to work out smoothly. However, due to insufficient water in the canal, certain farmers had constructed unauthorized checks to direct water to their farms. The Superintendent advised the organizers to convince farmers to cooperate with the distribution plan. Aside from this, there was constant monitoring of water

distribution by the FIOs, especially at night. But the disruption of water could not be avoided. During the implementation of the plan, water failed to reach some portions in the documentation area, particularly the downstream areas.

As mentioned earlier, the distribution plan did not prove futile. The Ditchtender noted that without it, water could not have reached the area at all. A farmer confirmed that the water situation had improved a little with the use of the water delivery plan. The farmers were advised to divide among themselves whatever water they could avail of. Nothing could be done regarding water shortage, at this point in time. The water situation improved with the onset of rains. However, farmers still complained that by the time the water reached the area, it was not needed anymore since they were already harvesting their crop or the crop had wilted. Consequently, the IA activities during these critical months were affected. The failure of crops discouraged farmers to participate in the activities of the association.

Water distribution should be the affair not only of NIA but also of the farmers. The farmer leaders were expected to help in the dissemination of changes in the water delivery schedule, while the farmers took care of the system. It is mandatory that the farmers in the area assist in monitoring water distribution regularly at the farm ditch level. Nonetheless, the farmers kept complaining on scanty irrigation water during the meetings. In this connection, the Water Master and Ditchtenders strictly monitored the water distribution. The delivery schedule was also altered as a result of the ongoing repair works in the area.

### ***CAMARINES SUR***

As in the other two provinces, problems in water distribution were prevalent during the dry season when river discharge is low. Solutions suggested for water shortage included the following:

- padlock the upstream turnouts when schedule is downstream
- assign farmers to strictly monitor the water flow
- maintain the canals properly

The Irrigation Superintendent managed to form two gangs to work on the O&M of the area. The first group consisted of Watermasters and selected Ditchtenders who were tasked to maintain the steel gates and oversee water distribution. The other group comprised the rest of the Ditchtenders who were to maintain the canals with the assistance of six laborers.

The above discussion can be summarized as follows:

### **Process Documentation Research**

1. In Region V, due to insufficiency of irrigation water, illegal checks have been a problem. However, the IA has a water distribution plan which is being followed.
2. In Region VI, PDR found out that upon implementation of the FIOP, farmers in Division VI and III<sup>1</sup> were involved in implementing a water distribution plan.
3. In Region X, NIA-IA created a monitoring team to check and monitor irrigation water flow and distribution.

### **PDR Validation Workshop Findings**

1. The NIA participants in Region V claimed that they have created a monitoring team and have developed a water distribution plan. In the same region, the farmer participants said that irrigation water is not sufficient to supply the command area. However, the IA planned to put up a guardhouse in every TSA to watch and monitor the water flow.
2. In Region VI, NIA participants were soliciting IA's participation in water distribution. However farmer participants urged NIA systems' office to let them participate in the planning and preparation of a water distribution schedule.
3. In Region X, however, NIA participants said that their problems in water distribution were minimized after the installation of a water delivery and distribution schedule. Farmer participants confirmed that both NIA and IA agreed on water delivery and distribution schedules.

### **Validation Questionnaire Survey Findings**

1. Out of the 36 NIA respondents in all the five systems covered by the questionnaire survey, one third said that both NIA and IA are following water delivery and distribution schedules. Only one NIA staff said that there is no system of water delivery and distribution being followed in Region VII. On the part of the farmer

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<sup>1</sup>These are the areas in Jalaur-Suague River Irrigation System where process documentation research was done in Region VI.

respondents, 217 or 89 percent of the total respondents said that they have a water delivery and distribution schedule which is being followed by the Ias.

2. Out of the 36 NIA respondents, 13 or 36 percent said that the system used in water delivery and distribution is by *rotation*. Out of 243 farmers 211 or 87 percent also confirmed that they followed a delivery and distribution system based on rotation.
- 3 Of the same total number of NIA respondents, 7 or 19 percent said that the main problem in the effort to attain inequitable water distribution is insufficiency of water supply; 14 percent and 6 percent, respectively, also said that illegal checking and nonfunctional facilities also caused inequitable water distribution. On the other hand, 122 or 50 percent of the farmer respondents said that their primary problem in water distribution was insufficient water supply.

## MAINTENANCE OF CANALS

The maintenance of canals served the primary purpose in attaining a viable irrigation system. Canal desilting was contracted to the IA. To maintain the cleanliness of the canals, Ditchtenders were assigned to each of the documentation areas. While the Ditchtenders maintain the main canals and laterals, the farmers maintain the supplementary canals. Each Ditchtender maintains the clearing of 3.5 km of the canal. The TSAs were responsible for clearing the lateral canals and farm ditches covered by their TSAs.

NIA and the IA are both involved in clearing, desilting and reshaping of irrigation canals; filling of potholes and open cuts along embankments of canals; draining of accumulated water from depressed portions of canal embankments; and oiling and greasing of steel gates including turnout gates. This is normally undertaken by NIA and IA under Type I and II contracts. However, after the turnover of the systems (under Type III contract), the O&M responsibilities are undertaken solely by the IA.

### Implementation of Canal Maintenance

The Cagaycay River Irrigation System (CRIS) area (in Camarines Sur) was assigned to 12 Ditchtenders and four of them were assigned to the documentation area. They ensured that the canals were free of silt, other foreign deposits and materials and grasses that blocked the smooth flow of water.

Since the IA was not yet registered with SEC by December 1990, the ISO executed the canal desilting work in laterals on force account for five months. The work consisted of clearing, desilting, reshaping, raising and fixing of embankments.

In some areas, there were TSAs who did not maintain the irrigation canal such as in Bukidnon. This was due to the absence of canal assignment, since the Ditchtenders attend to canal clearing. Also, before the TSA was formed in Bukidnon, the clearing of canals was undertaken by the IA particularly those without Ditchtenders. Otherwise, NIA contracted the barangay to clear the canals. But with the evolution of new TSAs, NIA paid the TSAs and not the old IA. As a result, the attendance during canal maintenance increased to as much as 90 percent-97 percent since the farmers wanted the TSA to earn the payment, rather than the old IA. The farmers utilized a little amount of the payment for their food and the rest was left to the TSA. Almost all of the TSAs in Bukidnon experienced a higher percentage of members' attendance during canal maintenance. This proved that farmers had a good sense of participation.

### **Various Strategies Implemented during Canal Maintenance**

#### ***Bayanihan Spirit/Takay System***

The Filipino customs imposed on the farmers the value of cooperativeness among members in the community. Each member of the farming community was responsible for maintaining the canal. In Bukidnon, some TSAs practiced the *takay* system where each farmer was responsible for cleaning the area assigned to him. After all, the idea of FIOP was to involve all the farmers in the O&M of the irrigation system. Moreover, a penalty of P20 was imposed on an absent member during the canal maintenance. *Bayanihan* is the local term used for voluntary group labor.

#### ***Hiring of Canal Tenders***

Other TSAs, such as in Bukidnon, restored to hiring of canal tenders at a rate of 0.20 cents/meter every month, payment of which came from NIA.

#### ***Formation of Gangs***

Camarines Sur had a different approach in maintaining the canal. The ISO divided the O&M staff into two gangs. The first group was composed of Watermasters and selected Ditchtenders who maintained the steel gates and supervised water distribution. The second group composed of the other Ditchtenders, and selected laborers did the canal clearing and backfilling.

***Rabus***

For farmers with farms near the laterals, periodic maintenance of these laterals (particularly in the rainy season) was conducted. This type of maintenance work was initiated in Camarines Sur by TSALs, SFDLs and other farmers and it was called *rabus* (group work without pay).

**Findings of the Study*****Process Documentation Research Findings***

1. In Region V, it was found out by the process documenters that the main and lateral canals were supposed to be maintained by the Ditchtenders and the supplementary farm ditch and farm ditches by the farmers. However, farmers claimed that Ditchtenders were seen only during the ISF collection period.
2. In Region VI, it was noted that even without contracts with NIA, upon implementation of the FIOP, farmers were involved in maintenance work.
3. In Region X, it was found out that prior to the FIOP, canal maintenance was done by individual farmers. When the FIOP was implemented, however, canal maintenance was done through bayanihan.

***PDR Validation Workshop Findings***

1. In Region V, both of the NIA and the IA said that canal maintenance is done through bayanihan. However, the farmers said they seldom see the Ditchtenders during canal clearing and maintenance.
2. In Region VI, the NIA and the IA agreed to spot/locate structures and facilities. But farmers told NIA officials that their low participation in maintenance activities was due to inadequacies in NIA's service and lack of incentives for doing maintenance work.
3. In Region X, NIA participants said that maintenance responsibilities have been delineated between the agency and the IA to minimize conflicts and problems. The farmer participants themselves have confirmed and reported that the main canal and lateral canals are the responsibility of the Ditchtender while the supplementary farm ditches and farm ditches are the responsibility of the IA.

### ***Validation Questionnaire Survey Findings***

1. Out of the 36 NIA respondents, 82 percent said that the farmers resort to voluntary group work in undertaking canal clearing and maintenance.
2. Of the 243 farmer respondents 78 percent said that they undertake canal clearing and maintenance through voluntary group work. However, the same number of respondents also complained that Ditchtenders are only seen during ISF collection.

Research results showed that even without a contract on system maintenance, the IAs undertook maintenance work through bayanihan. The IAs covered by the study have a decentralized organizational setup so that different tasks were scattered to the different parts of the systems (upstream, midstream and downstream).

### **COLLECTION OF IRRIGATION SERVICE FEES (ISF)**

Another vital component of the O&M activities was the ISF collection. This particular activity had already been part of the groundworking activities of the program and is crucial in maintaining the system.

ISF is the amount collected from the individual farmer beneficiaries for the services rendered by the National Irrigation Administration in allocating water to every rice field and for performing its share in cleaning the canals to effect an equitable water distribution. The rate per hectare per year is three cavans in the dry season and two cavans in the wet season.<sup>2</sup> But if the IA has a Type III contract with NIA, the IA sets the amount of ISF to be collected from individual farmer beneficiaries.

### ***ILOILO***

With the assistance of the FIOs and the TSALs in Iloilo, the NIA field personnel encouraged the farmers to pay their fees. The ISF collection was a responsibility of the Watermaster and the Farmer Superintendent, assisted by the Ditchtenders. But under the program, the farmer organizers were mobilized to assist in the ISF collection. The campaign for ISF collection was launched simultaneously with the groundworking activities for the attendance at the meetings. During the groundworking, the farmers were asked for the date when they could

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<sup>2</sup>1 cavan = 50kg.



pay their fees, which information was relayed to the field personnel for reference. As disclosed by NIA, the status of collection had improved since the farmer organizers got involved in the collection, though, indirectly. The FIOs told the farmers that once the IA enters into an agreement with NIA, the association would be given an incentive corresponding to the total amount collected. Some basic information on ISF is given in table 8.

Table 8. ISF collection.

REGION V	REGION VI	REGION X
Kilusang Patubigan ng Lateral B	Division 3/Division 6	Division 4 Pulangi River Irrigation System
<p>Wet season 100kg of palay or corresponding amount computed on government support price 1989 - P3.50 1990 - P5.50</p> <p>Dry season 150kg of palay</p> <p>Payment Wet season-on or before May 31</p> <p>Dry season-on or before November 31</p> <p>Prompt payment 10% discount</p> <p>Fine: 1%/month</p>	<p>Wet season P450/ha increased to P500/ha</p> <p>Dry season P695/ha increased to P750/ha</p> <p>Payment made before March 1, 1990 would be subjected to the old ISF rate</p> <p>Incentive rate corresponding to ISF collection</p> <p>Below 70%: no incentive 70% - 79%: 2% 80% - 85%: 4% 86% - 90%: 6% 91% - 95%: 8% 96% - 100%: 10%</p>	<p>Wet season 100kg of palay or corresponding amount computed on government support price P3.50/kg of palay later changed to P4.10/kg to P4.50 to P5.00</p> <p>Dry season 150kg/ha of palay</p> <p>10% discount to farmers who paid on time</p> <p>10% charged on overdue payment</p>

As a consequence of the increase in the government support price for rice, the ISF was increased from P450-500/ha for the wet season and P675-700/ha for the dry season, starting January 1990. However, farmers who would pay the ISF before March 1, 1990 would enjoy the benefit of paying at the old rate. Also, the computation of ISF was based on production and not on the distance of the farm to the turnout.

There was a suggestion that farmers whose farms were distant from the turnout be charged a lower ISF rate. It does not necessarily mean, however, that the nearness of the turnout to the farm guarantees a good harvest. The Superintendent emphasized though, that farmers who harvest less than 40 cavans/ha were exempted from ISF collection. Such information was disseminated to the farmers.

### **Low Percentage of ISF Collection**

The status of the collection tapered off due to poor harvest caused by the long drought or water shortage and untimely collection of the fees. With the expiration of the contracts of the FIOs in December 1989, the activities of the FIOP slowed down, including their participation in the ISF collection.

It was also noted that most of the farmers had back accounts. Thus, to remedy this situation, the IOWs were tasked to help in the collection. The reasons for nonpayment of fees were as follows:

- untimely collection (preferred time is during harvest season)
- lack of capital for farm operations
- effect of tenant/lessee-mortgagor arrangements
- leniency of NIA with payers

To encourage payment of ISF, NIA offered a discount to the farmers who could pay before the due date. Farmers who decided to pay their back accounts were charged with the ISF rate based on the actual billing period, not on the current ISF rate. This incentive was extended till 1993, but in order to accelerate collection, the farmers were told that it would end in 1990.

### ***CAMARINES SUR***

Meanwhile, the farmer organizers together with the TSA Leaders in Camarines Sur were asked to distribute the ISF bills. The collection was delegated to the regular and deputized collectors of the irrigation system office (ISO) and the Water Masters. To encourage prompt payments, the farmers were given a 10 percent discount for paying before the due date and a 1 percent fine every month for paying after the due date.

Addressing the problem on low ISF collection, the ISO staff was divided into four groups. Each group was assigned to a particular area. Then, the farmer leaders were also tapped to assist in the ISF collection in their area. Aside from this, a core group was formed to monitor the status of collection, to develop rules and regulations and to see to it that each of the team does its job.

This particular documentation area was quite successful in attaining its collection target. A collection strategy was implemented to ensure a good collection:

- The whole documentation area was subdivided into small units and a collector was fielded in each area for prompt payment (some of the collectors were even provided with motorbikes and a bag).
- Regular monitoring of the activities of the collectors by conducting a collectors' meeting among the members and review of the monitoring system.

During the quarterly review and planning meeting, the ISO staff came up with strategies on how to maintain the viability of the system in lean months. These strategies consisted of the continued collection of back accounts, follow-up of promissory notes, prioritization of ISF collection from irrigation users with other sources of income, coordination with collectors in facilitating collection and conduct of weekly assessment and planning among team members.

### **BUKIDNON**

The schedule for payment of ISF was 2 cavans per ha of palay during the wet season and 150kg/ha of palay during the dry season. The wet season covered the months of January to June while the rest of the months were considered as dry months. To encourage payments of fees, a 10 percent discount was given to farmers who paid on time.

From the experiences in these documentation areas, it could be gleaned that collection of ISF was critical to the viability of the system. The collection should surpass the costs incurred in the O&M activities. Prior to the implementation of the program, the ISF collection was delegated only to the NIA deputized collectors. With the introduction of the FIOP, the farmer organizers and farmer leaders were tapped to assist in the collection, which was also done in anticipation of contracting with NIA.

***The participation of the farmer organizers in the ISF collection was a contributing factor to the increase in the status of ISF collection.***

In Iloilo, for instance, Division VI was ranked as the 3rd among all the divisions in terms of collection status. However, there were other factors that affected the increase in the collection such as payer's satisfaction of services rendered, attitude of farmers towards paying ISF and capability to pay, among others.

### **Causes of Poor ISF Collection**

The causes of poor ISF collection were determined in order to devise strategies that would seek to resolve such issues.

1. Foremost was the presence of mortgaged farm lots particularly in Camarines Sur. There were farmers who had mortgaged their lots or the right to cultivate to others. Thus, during the collection, the 2 parties involved would pass on to each other the responsibility of paying the fee, creating difficulty. Since it was already provided in the bylaws that membership be limited only to actual tillers, the ISF collection should be limited only to actual tillers.
2. Another cause was the poor irrigation service. Farmers who were reluctant to pay ISF were those whose who did not get water for farm lots or those unsatisfied with the service.
3. There were also farmers who did not understand the ISF bill. The farmer organizers disclosed that the bill distributor and collector do not fully explain the bills to the farmers.
4. The bill collectors were hampered in their duty because there were no transport facilities. This prompted the request for motorbikes to facilitate collection.
5. In some cases, the big landowners considered the payment of ISF as the last resort and that too after harvest, especially those who get enough irrigation services. Consequently, this attitude of big landowners affected the attitude of the other farmers toward paying ISF. The ISO submitted a list of these financially capable farmers to the Regional Office for legal action.
6. A common cause of nonpayment of ISF experienced in the documentation areas was poor harvest due to unavoidable circumstances. In Iloilo, the lowest ISF collection was attributed to the poor harvest brought about by the long drought in 1989. The collection increased only when NIA provided an incentive to the farmers who could pay before the deadline. In the case of Camarines Sur, the farmers were required to observe the cropping calendar and the distribution schedule which were altered due to canal construction. A strategy was implemented to increase collection which employed the use of farmer organizers and leaders who supervised the collection of ISF in their respective areas.

### **Approaches to Increase ISF Collection**

In Camarines Sur, the Irrigation Superintendent divided the ISO staff into four groups, assigning each group to each of the IAs. Farmer leaders in each area were designated to assist in ISF collection. For monitoring purposes, a core group was formed. This core group also developed rules and regulations and made sure that each of the team undertook its job. With the efforts initiated by the field implementors, the documentation area outdid all targets and received the highest rating among the other IAs. The schemes applied to increase ISF collection, particularly during lean months comprised the following:

- Divide the whole area into smaller clusters and assign a collector to each unit.
- Monitor collector's activities and review collection monitoring forms regularly.
- Conduct meetings, assessment and planning among team members.
- Continue collection of back accounts and follow-up of promissory notes.
- Prioritize ISF collection from irrigation users with other sources of income.
- Coordinate with community organizations to ease collection.
- Involve FIOs (even if indirectly) in ISF collection, such as in Iloilo where the status of collection increased.
- Provide incentives to encourage farmers with back accounts to pay by charging them with the old ISF rate rather than with the current rate.
- The ISO allowed payment through fiscal assistance, i.e., through deduction from salary or a lump sum from the retirement benefits.

The findings of the three methodologies are as follows:

### ***Process Documentation Findings***

1. In Region V, the ISO involved farmers in ISF collection even without a contract.
2. In Region VI, ISF collection is the Watermasters' responsibility; however, FIOs were utilized to campaign for ISF collection.

3. In Region X, ISF is collected by the Watermaster, although FIOs were asked to participate in the ISF collection campaign.

#### ***PDR Validation Workshop Findings***

1. In Region V, NIA participants said that in coordination with the IA they have created a collection team to increase ISF collection. However, farmers said that the low collection is due to the unsatisfactory services of NIA.
2. In Region VI, because of low ISF collection, the NIA participants urged the FIOs to help them in the ISF collection campaigns. Farmer participants admitted the low ISF collection but the reason quoted is "poor NIA services."
3. In Region X, NIA acknowledged that after giving incentives to both NIA staff and IA collectors, ISF collection increased. The farmer participants said that even without the Type II contract, NIA is giving an incentive to farmers if the ISF collection reaches 51 percent of the total collectibles.

#### ***Validation Questionnaire Survey Findings***

1. Of the total NIA respondents 8 percent said that they employ Ditchtenders to collect ISF; 22 percent of them claimed they employ the Watermaster as a collector while 6 percent of the same category of respondents contradicted this opinion.
2. Of the 243 farmer respondents, 64 or 26 percent responded that the Ditchtenders collect their ISF; 120 or 49 percent said that it is the Watermaster who acts as the collector.
3. Of the NIA respondents, 22 percent reported that the NIA and IA have a system of ISF collection that is being followed and 6 percent reported that they are not following any system in collecting ISF; 152 or 63 percent of the total farmer respondents said that they follow a system of ISF collection.
4. Of the NIA respondents, 31 percent said that the main problem in ISF collection is the presence of delinquent payers and this was confirmed by 92 or 38 percent of the farmer respondents.

## **MINOR REPAIRS**

This is one of the major components of the USAID-assisted Accelerated Agriculture Production Project (AAPP) and the World Bank-assisted Irrigation Operation Support Project (IOSP). This was implemented to strengthen the O&M of national irrigation systems. More specifically, both projects helped restore irrigation facilities and structures necessary to enhance the systems' operation to achieve improvements in the cropping intensity, irrigated agricultural productivity and ISF collection efficiency.

### **Implementation of Minor Repairs**

The dysfunctional systems, structures and facilities were identified by the farmers prior to the implementation of minor repairs. The farmer organizers submitted the list of dysfunctional facilities to the ISO to facilitate the preparation of the program of work (POW). It involved the following process:

- gathering of minor repair proposals by the TSA Leaders who would submit these proposals to the FIOs and the IA president
- investigation on the veracity of the report through groundworking by the FIOs and the TSA president
- preparation of the design and bill of quantity by the NIA field personnel
- submission of the accomplished POW for approval by the Central Office through the Regional Office

### ***ILOILO***

To provide background information, a lecture was given to the IS, AIS, FIOS and IOWs on the mechanics of the preparation of the POW during the Job Enrichment Training. On the other hand, some farmers in SRIS-Division 3 were already involved in minor repair prior to the implementation of FIOP minor repair component. All of the documentation areas experienced delay in the minor repair implementation though the POW had already been approved, because the funds for the repair work had not yet been released. This was attributed to the bureaucracy apparent in the agency involved in processing the transfer of

funds from the funding agency to the implementation area. The farmers were, however, assured that the minor repairs would be implemented, even if the funds were delayed.

### ***CAMARINES SUR***

The repair work started during the 3rd quarter of 1989 in the Bicol Region. There was further delay in the province due to the failure of other laborers to report for work.

At the time when the minor repairs were planned, the IA officers were still working on the IA registration with SEC. As such, the IA could not negotiate contracts with the NIA without the approved SEC registration. Consequently, the ISO implemented the repair works in the documentation area under force account, i.e., direct administration of work by the ISO. Under this arrangements, the laborers must be FIO recommendees and must come from the area where the repair work would be implemented. The appointment of laborers was approved by the Regional Irrigation Manager (RIM). In the absence of these requisites, the ISO could get laborers from their own pool of laborers.

However, most of the recommended laborers did not show up for work. This attitude could be attributed to the low hiring rate of NIA which was P30,80/day, causing the farmers to give priority to their farm activities or to just back out. It was only when NIA announced that the laborers' wage would be set in consonance with the existing standardization of wages did some farmers opt to work as laborers.

Moreover, there were dysfunctional structures and the farmers requested that these be repaired and constructed but not included in the approved POW. Such structures were not repaired. The irrigation office guaranteed the farmers that these would be included in the following year's implementation. In minor instances, the urgent requests were considered for implementation. The minor repairs were fully completed by May 1990.

### ***ILOILO***

The farmers in Division VI-Iloilo complained of the delay in the implementation of minor repairs. Without the implementation of the minor repairs, the existence of the IA would be futile since these constituted the only tangible evidence of the IA's ongoing operation. The minor repair implementation started only after the release of funds in June 1989.

The initial activity consisted of the preconstruction survey which focused on land elevation, right and left canal embankment, and depth and slope of the canal. This was interrupted when the surveyors were asked to survey other divisions. In addition to this, upon the request of the IA president the service road in the lateral which was damaged by the heavy



rains was repaired. The road was filled up with soil to ensure the passage of heavy vehicles such as backhoes.

As mentioned earlier, some of the farmers in Division III-Iloilo were already involved in the minor repairs, even though this was not yet implemented under the program. For instance, a request for the installation of three reinforced concrete pipes for the TSA was facilitated even though the funds for minor repairs had not yet been released. Likewise, three laborers were hired to clear the laterals when the FIO observed that the Ditchtender was busy doing the ISF collection, thus, making it impossible to clear the canal. The farmers also cited the need to construct a service road on the downstream portion of the canal. Although, this could not be guaranteed by the NIA representatives, still, they advised the FIO to negotiate for the right-of-way to ease the construction once funds are available.

Also a preconstruction survey was undertaken to determine the volume of soil to be removed from the canal, and at the same time, to determine the amount of money needed for the work. Then, the desilting work was done in coordination with the Boards of Directors and Advisers for four days. Prior to the release of the compensation for the desilting work, NIA inspected the completed job to find out the amount of work done which would serve as the basis for payment to the laborers.

## ***BUKIDNON***

The same procedure of minor repair work was undertaken in Bukidnon. The farmers also submitted a list of the facilities to be constructed and rehabilitated. During the first quarter of 1989, minor repair contracts were signed. The work started in May 1989 and went on throughout the year since the minor repairs were usually done only during the water cut-off period.

The findings of the methodologies used are as follows:

### ***Process Documentation Research Findings***

In Regions V, VI and X, it was found that minor repairs were not implemented as planned due to delayed fund releases.

### ***PDR Validation Workshop Findings***

In Regions V and VI, delayed release of funds greatly diminished the enthusiasm of farmers in participation in work. However, in Region X, farmers participated well in the implementation of minor repairs despite similar delays in the release of funds.

***Validation Questionnaire Survey Findings***

1. Out of the 36 NIA respondents, 42 percent said that minor repair works were made on their systems and this was confirmed by 181 or 75 percent of the farmer respondents.
2. Regarding farmers' participation, 14 percent of the NIA respondents reported that farmer participation in minor repair ranges from 45 percent to 65 percent while only one NIA staff said that there was minimal or no participation. Of the 243 farmer respondents 42 or 17 percent said that IA participation in minor repairs was around 65 percent. There was only one sample area (Region VII), where farmers' participation only reached 10 percent of the total membership.
3. The main problem confronting the implementation of minor repairs was delayed fund release as experienced by the 31 percent out of NIA respondents and 72 or 30 percent of 243 farmer respondents.

**NIA-IA MEETINGS**

These meetings are set both by the NIA and the IA. Regular meetings being conducted are: general assembly meeting; Board of Directors' and Officers' meetings; TSA meeting; Committee meeting and NIA-IA Officers' coordination meeting. These are conducted regularly to properly channel communication and inform or update IA BOD and officers and all members of the association's plans, programs, and financial transactions and status of the IA.

It could be noted from all three sources of research findings that throughout the implementation of various activities in the FIOP organizing process, several postponements of meetings were reported and this caused delays in the organizing activities, e.g., core group and committee formation, TSA formation, etc.

**IA TRAINING PROGRAMS**

The training programs given to the Irrigators' Associations are: (1) Job Enrichment Training, the Basic Leadership Development Course and Irrigators' Association Leadership Installation Course (BLDC and IALIC), Financial Management Training (FMST) and the System Management Workshop and Training (SMW and SMT).

These training programs are being conducted to enhance IA leadership capability, increase knowledge and skills of farmers on financial management as well as record keeping, and to improve their capability in operating and maintaining their irrigation systems.

Results of the study showed that only the System Management Workshop and Training was not conducted during the period when process documentation research (PDR) and the validation workshop were underway. The findings are as follows:

### **Job Enrichment Training**

It was evident from the Process Documentation Research and PDR validation workshops that followed, that the Job Enrichment Training was conducted; however, poor attendance was reported with some farmers even sending proxies.

In the five systems where questionnaire surveys were conducted, 89 percent of the NIA respondents reported that they had conducted the Job Enrichment Training. However, only 41 or 17 percent of the 243 farmer respondents were able to attend this training.

### **Basic Leadership Development Course and IA Leadership Installation Course (BLDC and IALIC)**

It was found out from the PDR that BLDC and IALIC were used as venues in finalizing the constitution, bylaws and articles of incorporation, TSA consolidation and IA formation. In the PDR validation workshops that followed, it was found that during the training some farmers sent proxies and several others were not amenable to a live-in and long-duration training and instead suggested that they should be able to go home since they had to look after their daily needs due mainly to financial reasons.

According to the results of the questionnaire survey, 92 percent of the NIA respondents said they were able to conduct BLDC and IALIC. IA leaders and members who participated and attended BLDC and IALIC were 73 or 30 percent of the 243 farmer respondents.

### **The Financial Management System Training**

It was reported that instead of attending the training programs, some farmers sent proxies and that most of the farmers were not amenable to live-in and long-duration training programs due to financial reasons.

In the questionnaire survey conducted, 61 percent of the NIA staff responded that they have conducted the above training program and 52 or 21 percent of 243 farmer respondents attended it.

**The System Management Workshop and Training (SMW and SMT)**

In both AAPP and non-AAPP areas within Regions V, VI and X, system management training/workshop was not conducted.

In five systems where the questionnaire survey was conducted, 39 percent of the NIA respondents said they conducted SMW/SMT in their areas of assignments. About 58 or 24 percent of 243 farmer respondents were able to attend the training program.

Of NIA respondents 97 percent said that the trainings they are conducting were relevant to IA needs, while 110 or 45 percent of 243 farmer respondents revealed the trainings given to them were relevant to the O&M of their irrigation systems.

## CHAPTER 8

### FIOP MANAGEMENT

THE OVERALL FIOP management was undertaken by the regular organization of NIA through the operations sector headed by the Assistant Administrator for Systems Operation and Equipment Management (AASOEM). The Systems Operation and Equipment Management sector's overall responsibility is the coordination and supervision of the AAPP through the Central Program Implementation Unit/Program Secretariat (CPIU/PS). The CPIU/PS is managed by the AAPP Director.

At the regional levels, the AAPP was managed by the Regional Irrigation Managers (RIM) through the concerned regional divisions. As for the coordination, planning, implementation, supervision, monitoring and evaluation of the AAPP in the region, the RIM organized and headed the Regional Program Implementation Unit/Program Secretariat (RPIU/PS). This particular unit is composed of the managers of the Institutional Development, System Management and the Administrative Divisions of the regional offices.

During the bimonthly meetings of the RPIU at the early stage of project implementation, the Irrigation Superintendents and officials of the concerned departments at the Central Office levels also attended the meeting. The Program Implementation Unit at the Regional Level provides the necessary functional and administrative support to the different ISOs in the areas of planning, implementation, supervision and monitoring and evaluation of AAPP.

Basically, the Regional Office was confined only to overall supervision. The Regional Office should have a more active role, i.e., going down to the field level to get feedback directly from the farmers regarding the impact of the program. The PDR reports would also be a good source of reference in monitoring the developments at the field level. In addition, the office should monitor whether the recommendations of the Working Group were acted upon or not.

The activities of the program which were categorized into physical infrastructure and institutional matters were reported and discussed during supervisory meetings. The focus of the supervisory meeting was on the evaluation and assessment of the accomplishment of the FIOs and the planning of the activities for the proceeding weeks. O&M activities and ISF

collection were also taken up in these sessions. Whatever decisions made during these meetings were transmitted during the NIA-IA coordination meetings where the TSALs and SFDLs were present. These bimonthly coordination meetings presided over by the IS, dealt with the planning, implementation, supervision and evaluation of the program activities. Matters taken up during the coordination meetings were disseminated to the farmers during TSA meetings. NIA personnel were to clarify and answer issues raised by the farmers and attended these meetings to explain the policies and procedures to them. The presence of these personnel eased the way to project field implementation.

At the system level, the program is managed by the Irrigation Superintendents (IS) through the concerned unit. This unit coordinates the planning, implementation, supervision, monitoring and evaluation of the program. The Irrigation Superintendent (IS) is the Head of the System Program Implementation Unit which is composed of the Assistant Irrigation Superintendent (AIS), the Irrigators' Organization Workers, Farmers Irrigators' Organization Supervisors (FIOS) and the Assistant Watermaster, if there is any.

### **Irrigation Superintendent**

The overall responsibility of FIOP activity lies with the Irrigation Superintendents (IS) with the RIDD Supervisor coordinating the institutional activities at the system level. The Irrigation Superintendent assesses and evaluates the status of the FIOP at the field level during institutional meetings. S/he personally attends the informal and formal meeting to monitor the program activities and to discuss irrigation-related issues with the farmers. Every month, s/he goes on a field visit and this is where s/he cultivates a good relationship with the farmers.

### **Irrigation Organizer Worker**

Another important character involved in sustaining the farmers' enthusiasm with the IA activities is the Irrigation Organizer Worker (IOW), who serves as the institutional staff of the ISO. S/he facilitates the supervisory meeting with the FIOS, FIOs and BODs. He also supervises the BOD meeting and ensures that the program is implemented at the field level, with the aid of the FIOS. He was even consulted with some issues during the BOD meetings. Because the FIOS lack self-confidence and because the IOW plays a very critical role in the organizing activities the FIOS delegate the task of presiding over the meeting to the IOW.

### **Farmer Irrigator Organizer Supervisor (FIOS)**

Also under the structure, the FIOS is concerned with the IA organization and other FIOP activities. Due to this additional function of the Watermaster who acts as the FIOS, the O&M activities were commonly passed on to the Ditchtender, to allow the former enough time for organizing. The IOWs were tasked to assist in organizing activities. However, it was the Watermaster who spent more time in facilitating the meeting and explaining the FIOP activities while the IOW spent more time in coordinating with the farmers. The FIOS took charge of the farmer organizers. S/he oversees the project field activities through site visits and usually stays in the background during meetings, joining only in the discussion when consulted on O&M activities and ISF collection.

### **Importance of Farmer Organizers' Participation**

Based on the events that occurred in the three documentation areas, it could be said that the FIOP allowed the farmers to be greatly involved in the implementation of the program. The strategy of employing farmers as organizers was one way of eliminating the layers of communication between NIA and the farmers. The assistance of the TSA Leaders or the FIOs was always sought when farmers were faced with O&M problems in their area. In some cases, the IOW or the Watermaster was asked to relay the problems to NIA. Despite this, there were still some farmers who were not cooperative with the program due to lack of understanding of the responsibilities of farmers in monitoring the irrigation facilities, and in water distribution and delivery, among others. The participation of the farmers in the FIOP activities was an important factor in the implementation of the program, particularly in meetings, canal maintenance and water distribution. The degree of their participation can be gleaned from their involvement in the meetings and other FIOP activities. Farmers' attendance, at the initial stages of FIOP as observed in the documentation areas, was not quite impressive. The working group came up with measures to attract farmers' interest to attend the meetings. Likewise, their participation in canal maintenance is crucial in realizing a good water delivery service, especially in TSAs where water problem is prevalent. What is necessary in sustaining and mobilizing the farmers to FIOP activities is to get them actively involved in O&M activities.

It was imperative that an open communication line should exist between the farmers and NIA. During the implementation of the program, the farmers were confronted with various problems which were not given much attention. However, when the Assistant Engineer learned of the complaints of the farmers, s/he attended the TSA meeting to answer questions and to explain the real situation. The presence of NIA personnel served as one way of minimizing the tension caused by the occurrence of problems in these areas.

***Imperative to the management of the program are the concerns for administration, particularly in the aspect of personnel recruitment and selection of farmer organizers.*** The FIOs in the documentation area went through the formal recruitment process. Prior to the recruitment of FIOs, a set of criteria was formulated to serve as the basis for determining the qualified organizers. However, despite the presence of the selection criteria, there were still some constraints that arose from the recruitment among which was the limited time spent for the selection process. Owing to the time factor, i.e., their lack of the basic requirements of an effective organizer these FIOs had difficulty in presiding over the meetings and would often pass on the responsibility to the Supervisor. Thus hiring criteria were not applicable. Some degree of flexibility should be practiced depending on the situation in each of the areas. To address such issues, more time should be allotted for the recruitment and selection of FIOs which was the most crucial step in implementing the program.

Meanwhile, as new service areas are identified, the need for additional FIOs was felt. Such was the case in Bicol where a new FIO was added to the original number of FIOs hired when a new service area was identified. To facilitate the hiring of a new organizer, the supervisor went around the area, looking for a farmer leader who could act as the FIO. Before accepting the post, the identified farmer leader attended the supervisory meetings so that s/he could have a glimpse of the program and decide whether to join or not. After having undergone the process of selection, a predeployment training was implemented to provide the basic foundation for the operations of the program which preceded their formal deployment in their respective areas. This predeployment training was vital since this was the venue for discussing the rules of the FIOs, guidelines for the program implementation and organizing tactics.

On the other hand, another set of training was given to FIOs while they were on board, i.e., job enrichment training to further develop their skills. The modules dealt on background information on FIOP, building knowledge and skills development appropriate to FIO functions and activities. Various comments were gathered regarding the conduct of the training. The trainees revealed that the training programs have prepared them for their organizing tasks particularly in TSA/IA organization management and leadership.

***Relevant to any organization is the availability of funds which is a contributory factor to the effectiveness of the program implementation.*** From the last quarter of 1989 to the early part of 1990, fund releases were sent to ISO. On the other hand, the schedule of fund releases was not discussed with the farmers so that they have no basis for knowing whether funds were released on time or not. Though the request for repairs had already been submitted, the repairs were not implemented immediately due to delay in the release of funds. The bureaucratic program of works was also explained to the farmers during the meetings emphasizing that only an approved program of works would be implemented. However, during the course of implementation, the farmers made additional requests to the ISO. Such



requests were possible if there were extra labor and materials available. Just like in any government programs, the FIOP was also governed by the red tape and other government policies which in one way or another affect the immediate implementation of repairs. There were some restrictions which may not make the program flexible enough or in some cases, release of funds is not on time with project implementation.

A brief summary of findings on FIOP management is discussed under three categories: 1) organizational aspect, 2) administrative aspect, and 3) financial aspect.

## ORGANIZATIONAL ASPECT

At the system level, Irrigation Systems Office staff, especially the Water Resource Facilities Technicians (who used to be the FIO supervisors) and the Institutional Development Officers (IDOs), played a key role in the implementation of the FIOP. During the Farmer Irrigator Organizer identification and selection, the FIOS, IDOs and other ISO staff informed the farmers living within the service area that NIA is in need of FIOs. At this stage, the 11 Water Resource Facilities Technicians (WRFTs), and 6 IDO respondents said that they were not yet oriented with the FIOP and had not yet undergone the FIO supervisory training.

During the recruitment and selection of the farmer organizers, the FIOS and IDOs conducted social investigation training for FIO applicants. The Regional Institutional Development Division (RIDD), Irrigation Superintendent and the regional office personnel held the interview and selected the farmer leaders. After the final screening and selection, the Irrigation Superintendent signed the FIO contract on behalf of the NIA. As mentioned earlier, the overall responsibility at the system level lies with the Irrigation Superintendent although the RIDD Supervisor assists the IS in the institutional aspects.

The task of FIO supervision was assigned to the Water Resource Facilities Technician (WRFT) who is the FIO supervisor. However, in the actual exercise of roles/functions, it was found that the role of the IDOs in the institutional aspects (specifically in the supervision of FIOs) was more visible than that of the FIOS who as earlier stated was the WRFT. There were similar findings from a survey conducted by Laitos<sup>1</sup> of eighteen (18) Irrigation Superintendents.

The field activities of the FIOs were coordinated, reported and discussed at different levels of meetings: 1) farmers' meetings; 2) supervisory meetings, and 3) NIA-IA coordination meetings. The farmers' meeting is the forum where policies/procedures were explained and issues raised by farmers were clarified. It is also in these meetings where (FIOs) and TSAL were taught to formulate organizational plans and strategies by the IDOs,

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<sup>1</sup>One of the AAPP advisors, and a co-author of the present study.

who supervised planning sessions prior to conducting any formal meetings. The supervisory meeting is chaired by the senior ISO staff and this is usually attended by the RIDD Supervisor. In this meeting both the institutional as well as the technical aspects of the FIOP are discussed. Whatever decisions arrived at in the supervisory meeting would be taken up in the NIA-IA meetings attended not only by FIOs but also by the TSAL and sometimes the supplementary farm ditch leaders. It was also noted that 41 percent and 66 percent of the farmers and NIA respondents, respectively, reported that an average of 44 percent-46 percent of the total IA membership attended meetings.

Throughout the implementation of the FIOP, different kinds of meetings were held at all levels. However, farmers' attendance at meetings was very poor, which caused several of the meetings being postponed. This delayed most of the organizing activities, such as core group and committee formation.

Minor repair works and rehabilitation of systems facilities/structures were undertaken by the ISO while the farmers furnished the laborers. The FIOs together with the IA leaders identified and recommended laborers but only 45 percent-65 percent farmers participated due to the low hiring rates and the bureaucratic regulations in acquiring formal appointments prior to the acceptance of IAs as laborers. Due to the inadequate IA work force, the NIA utilized its own laborers.

## **ADMINISTRATIVE ASPECT**

All the Farmer Irrigator Organizers went through the formal recruitment process. The recruitment criteria set by NIA were implemented except for the three criteria that were not strictly followed due to time constraints, namely: 1) the applicant must be literate, 2) must belong to middle class, and 3) must be residing within his area of assignment.

A seven-day live-in predeployment training preceded their formal deployment in their respective areas. Eight months after deployment, the first Job Enrichment Training (JET I) was given to the FIOs. Five months later, the FIOs took the second Job Enrichment Training. The training topics included both the FIOP and FIOP-related background information, knowledge and skills appropriate to FIO functions and activities.

About two weeks before the Water Resource Facilities Technicians (WRFTs) were appointed as FIO Supervisors (FIOS), they were given a ten-day supervisory training. The training topics were: 1) the qualities of a good supervisor, 2) the ABC framework of supervising, and 3) the roles and functions of the FIOS.

## FINANCIAL ASPECT<sup>2</sup>

The costs incurred by the Farmer Irrigators' Organizer as compared to the external organizers or catalysts are compared in tables 9-12. Items compared are salary, allowances and incentives; training cost and supervision cost of both approaches.

Table 9 compares the salaries, allowances and incentives of each type of organizer. The salaries and allowances of external catalysts vary depending on the nature of employment (i.e., contractual or daily catalysts) and the length of service. These external catalysts are assigned in NIA's irrigation systems, namely: (1) communal (small) irrigation systems (CIS), and (2) national (large) irrigation systems (NIS). Due to the differences in the amount of salary received by the external catalysts in CIS and NIS, the average amount of salary and allowances per month per organizer was computed separately. An internal catalyst receives an incentive amounting to ₱ 500.00 per month and an additional ₱50.00 for office supplies. On that basis, the cost incurred by an external catalyst is four times that of an internal catalyst. However, comparing the cost of both catalysts per 100 hectares of area coverage, it could be noted from table 8 that utilizing external catalysts in organizing farmers is cheaper than employing the internal catalysts. This is due to the fact that an external catalyst assigned in a CIS covers an average area of 419 ha while in a NIS, the average area covered is 3,991 ha. On the other hand, the internal catalyst only covers an average area of 175 ha. However, it should be noted that the effectiveness of the organizing efforts may depend, among other things, on the area covered by the catalyst.

Tables 9 and 10 describe and compare the cost of training of both catalysts. It could be noted that the type of training given to both catalysts is similar; however, they differ in the duration, intensity and magnitude of training.

Comparing the training cost per catalyst, the total cost of training (one whole training package) given to an external catalyst is ₱ 5,118 and ₱ 2,854 to an internal catalyst. This means that a package of training given to an external catalyst is more expensive than that given to an internal catalyst. However, comparing the cost of training given to both catalyst per area covered, the cost of training given to external catalysts is cheaper than that for internal catalysts. Again, this is because each external catalyst covers a larger area of assignment than an internal catalyst.

Table 12 presents the cost of supervision of both types of catalysts. The cost incurred in supervising the external and internal catalysts was computed based on the different levels of NIA management. As shown in table 11, the supervision cost was compared and described by the different levels of supervision, the frequency of supervision as quantified by the number of field visits, and cost incurred.

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<sup>2</sup>The details can be found in *Evolution of FIOP in the Philippines - A Comparison of Two Approaches: Farmers Organizing Farmers and Outsiders Organizing Farmers* (IIMI forthcoming).

As with the other two items (salary and allowances and training costs), the supervision cost incurred by an external catalyst is more when compared to that of an internal catalysts. But when the cost is compared to the area covered per catalyst, supervising external catalysts is cheaper than supervising internal catalysts. Again, this is because the area covered by an external catalyst is wider than that of internal catalysts.

Therefore, based on the comparison made on the three budget items (which are the remuneration, training cost and the supervision cost) the institutional development cost incurred by an external catalyst is much higher compared to that of the internal catalyst. However, when compared to the area coverage, it is cheaper to use external catalysts than internal catalysts since the former can cover a wider area with an average of 3,991 ha in the national systems and 419 ha in communals systems. The internal catalyst can only cover an average area of 175 ha equivalent to only one turnout service area (TSA) within a system. However, it should be noted here that the quality of organizing efforts was not considered as a variable in these computations. Also, the honoraria paid to FIOs are only for a short period (one year), while ICO/IDO NIA would have to maintain the salaries and other benefits for a longer period of time.

Table 9. ICO/IOW/IDO and FIO monthly salary, allowances and incentives in both CIS and NIS, 1990 prices.

Particulars	Communal Irrigation System				National Irrigation System				FIO		Ave. Cost Per IOD
	₪/ICO	₪/IOW	IDO	₪/100 ha	₪/ICO	₪/IOW/IDO	₪/100 ha	₪/100 ha	₪/FIO	₪/100 ha	
1. Salary	4,248	3,540	ICO	IDO	4,206.18	3,120.32	ICO	IDO	-	-	-
2. Meal allowance	-	66	-	-	-	66.00	-	-	-	-	-
3. Medical "	-	200	-	-	-	200.00	-	-	-	-	-
4. Travelling "	500	500	-	-	500.00	500.00	-	-	-	-	-
5. Office supplies	50	50	-	-	-	-	-	-	50	-	-
6. Incentives	-	-	-	-	-	-	-	-	500	-	-
Total	4,798	4,356	1,145	1,040	4,756.18	3,936.31	119	99	550	315	4,461 600.75

Source: NIA Institutional Development Program (IDP) cashflow 1989.

Notes: - Contractual Organizer and salary are inclusive of all allowances.

- The employment status is on a daily basis.

- The average cost per ICO/IOW/IDO in both national and communal irrigation systems = 4,461 ha.

- Average area in CIS per ICO/IOW/IDO = 419 ha.

- Average area in NIS per ICO/IOW/IDO = 3,991 ha.

- Average area per FIO = 175 ha.

- Average.

Table 10. ICO/IOW/IDO training schedule, quantity and cost in both CIS and NIS, 1990 prices.

Types of training	Quantity per ICO/IOW/IDO	Training schedule			Cost (P) of training per ICO/IOW/IDO	Cost of training per ICO/IOW/IDO per 100 hectares		
		1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	CIS	NIS	Average
1. Predeployment	1	1	-	-	-	P 351	P 37	P 194
2. GD/BLDC	1	1	-	-	-	351	37	194
3. SMW/SMT	1	-	-	1	-	260	264	262
4. FMST	1	-	1	-	-	260	264	262
Total	4	2	1	1	-	P 1,222	P 602	P 912

Sources: Institutional Development Department (IDD) and System Management Department (SMD), National Irrigation Administration.

Note:

ICO	-	Irrigation Community Organizer (Contractual).	SMW	-	System Management Workshop.
IOW	-	Irrigation Organization Worker (Daily).	SMT	-	System Management Training.
IDO	-	Institutional Development Officer (Daily).	FMST	-	Financial Management System Training.
CIS	-	Communal Irrigation System.	IALIC	-	Irrigators' Association Leadership Installation Course.
NIS	-	National Irrigation System.	JET	-	Job Enrichment Training.
GD	-	Group Dynamics.	trng	-	training.
BLDC	-	Basic Leadership Development Course.	Qtr.	-	Quarter.

Table 11. Cost of FIO training schedule, 1990 prices.

Types of training	Quantity per ICO/MOW/IDO	Training schedule				Cost (P) of training per FIO	Cost of trng. per FIO per 100 ha
		1st Qtr	2nd Qtr	3rd Qtr	4th Qtr		
1. Predeployment	1	1	-	-	-	P 567	P 325
2. BLDC/IALIC/JET	3	1	1	1	-	1,701	975
3. SMW/SMT	1	-	-	1	-	254	145
4. FMST	1	-	1	-	-	332	190
Total	6	2	2	2	-	P 2,854	P 1,635

Sources: Institutional Development Department (IDD) and System Management Department (SMD), NIA.

Note: ICO - Irrigation Community Organizer (Contractual). SMT - System Management Training.  
 IOW - Irrigation Organization Worker (Daily). FMST - Financial Management System Training.  
 IDO - Institutional Development Officer (Daily). IALIC - Irrigators' Association Leadership Installation Course.  
 CIS - Communal Irrigation System. JET - Job Enrichment Training.  
 NIS - National Irrigation System. trng - training.  
 BLDC - Basic Leadership Development Course. Qtr. - Quarter.  
 SMW - System Management Workshop.

Table 12. ICO/IOW/IDO and FIO supervision cost, 1990 prices.

Levels of supervision	Frequency of field visits	ICO/IOW/IDO supervision cost				Ave. supervision cost per ICO/IOW/IDO			FIO supervision cost	
		CIS		NIS		Per ICO/IOW/IDO	Per ICO/IOW/IDO	Per 100 ha	Cost Per FIO	Cost/FIO Per 100 ha
		Per ICO/IOW/IDO	Cost/100 ha	Per ICO/IOW/IDO	Cost/100 ha					
1. ISO (FIOS) Daily		-	-	-	-	-	-	-	56.00	32.00
2. PIO (IDS) Once a month		83.33	20.21	-	-	-	-	-	-	-
3. RIO (RIDD) Once a month		26.70	15.70	120.00	3.00	-	-	-	-	-
4. C. O. (CIDD) Once in 2 months		42.20	13.30	53.53	1.35	-	-	-	-	-
Total		152.23	49.21	173.53	4.35	-	-	-	162.88	26.78
									56.00	32.00

Sources: Institutional Development Department (IDD) and System Management Department (SMD), N/A.

Note: ISO - Irrigation System Office. ICO - Irrigation Community Organizer (Contractual).  
 PIO - Provincial Irrigation Office. IOW - Irrigation Organization Worker (Daily).  
 RIO - Regional Irrigation Office. IDO - Institutional Development Officer (Daily).  
 IDS - Institutional Development Supervisor. FIO - Farmers Irrigators' Organizer.  
 FIOS - Farmer Irrigators' Organizing Supervisor. Ave. - Average.  
 C.O. - Central Office.  
 CIDD - Central Institutional Development Department.  
 CIS - Communal Irrigation System.  
 NIS - National Irrigation System.



## CHAPTER 9

### Summary and Conclusion

THREE RESEARCH METHODOLOGIES, namely: 1) process documentation research, 2) validation workshops, and 3) validation questionnaire surveys were used to examine the organizing process and management of the Farmer Irrigators' Organization Program (FIOP) being implemented by the National Irrigation Administration nationwide. These methodologies have their own limitations. It is evident from the analysis of findings that the three are complementary to one another.

The FIOP review commenced with the Process Documentation Research, which is a form of participant observation. The trained researchers, while living in selected study sites, recorded the process after observing the behavior of "actors" involved: farmers, farmer leaders, Farmer Irrigators' Organizers (FIOs), FIO Supervisor and other NIA staff at different levels.

Process Documentation Research (PDR), with its review mechanisms of monthly reports at irrigation systems, regional and central office levels, used a strong feedback and *action research* mode. Moreover, like a "video tape" it disclosed an in-depth process of FIOP in a continuous fashion. However, due to the very small sample size, IIMI researchers were not quite certain as to what extent the PDR findings would be applicable to the vast areas covered by the FIOP outside the PDR sites. Hence, the researchers designed a validation process to address the validity of PDR findings in areas not covered by the PDR, and based on this validation, to explore to what extent one could *generalize* recommendations. This was important since FIOP covered all the regions of the country and the NIA was looking for a *review* of FIOP covering all the areas of FIOP implementation.

Consequently, three validation workshops were conducted in the three regions covered by AAPP, involving representatives from PDR as well as non-PDR areas. Finally, questionnaire surveys were carried out in five other regions. In contrast to the PDR, which focused on observing human behavior, the workshops and questionnaire surveys depended on the expressions and perceptions of the respondents. However, the area covered and the number of respondents were much higher than those of the PDR. *Despite this fact it was found that most of the findings from the different methodologies were more or less the same.* This is evident from the summarized

comparison of findings of three research techniques given below in tabular form. But in some cases, as in the section under FIO predeployment training and section under IA formation, the findings differ slightly from one methodology to the other. Most of these particular cases, however, relate to the perceptions of respondents, which could be subjective.

The test of methodologies comprises the comparison of findings on FIOP from PDR, Validation (Workshops and Validation Questionnaire Survey; to facilitate comparison, the findings are presented in tabular form

Based on the results of the three research methods employed, it can be concluded that the methods are complementary to one another. The PDR has been conducted over a period of one year and provided an in-depth understanding of the on-site FIOP process. The PDR proved to be beneficial as a mechanism for obtaining continuous feedback. The NIA, university researchers and IIMI worked as a team in reviewing PDR findings at monthly meetings held at the regional level. Prior to these meetings, the "issues" contained in the reports were discussed with NIA officials at the irrigation system level.

The workshops and the questionnaire survey, on the other hand, were useful in "validating" the PDR findings. Because of the large sample size and the area covered, the analyst could get a better picture of the FIOP country-wide. The issues validated through workshops and questionnaire surveys originated from the PDR. Thus, the validation process was "guided" by the PDR results and was confined to the key issues which emerged from the PDR activity. Hence, the validation was a quick process.

The next section of the chapter presents a synthesis of findings of three research methods employed to study the FIOP organizing process. The final section contains some lessons revealed by the study.

## **SYNTHESIS OF FINDINGS: FIOP ORGANIZING PROCESS**

### **Pre-Organization Phase**

In FIO identification and selection, some of the criteria set by the National Irrigation Administration (NIA) were not followed in certain irrigation systems. These criteria are: 1) applicant must be literate; 2) must belong to the middle class, and 3) must be residing within his or her area of assignment.

During the predeployment training of FIOs, a few of them were absent and sent proxies.

It was found out that the average area covered by a FIO is 175 ha with an average of three turnout service areas (TSAs) per FIO.

# Summary of Findings from PDR, Validation Workshops and Validation Questionnaire Surveys

COMPONENTS OF FIOP PROCESS	PROCESS DOCUMENTATION RESEARCH	PDR VALIDATION WORKSHOPS	PDR VALIDATION QUESTIONNAIRE SURVEYS
A. FIOP Organizing Process 1. Pre-Organization Phase	<ul style="list-style-type: none"> <li>- Time allotted in FIO identification/selection not adequate for NIA personnel to screen the applicants in accordance with criteria set by NIA.</li> <li>- FIOs were identified and selected by NIA personnel alone.</li> </ul>	<ul style="list-style-type: none"> <li>- Time allotted in FIO identification/selection not adequate for NIA personnel to screen the applicants in accordance with criteria set by NIA.</li> <li>- FIOs were identified/selected by NIA staff alone.</li> </ul>	<ul style="list-style-type: none"> <li>- 64% and 57% of farmers and NIA respondents, respectively, said the time given to them to select and identify FIOs was not sufficient.</li> </ul>
1.2 FIO Predeployment Training	<ul style="list-style-type: none"> <li>- During the training, out of 41 FIOs, 11 were proxies and 7 were absent.</li> </ul>	<ul style="list-style-type: none"> <li>- All FIOs expressed during the workshop that they were willing to participate and attend the training; however, their priority is their daily living.</li> </ul>	<ul style="list-style-type: none"> <li>- 68% and 54% of NIA and farmer respondents, respectively, said the FIOs were either absent or they sent proxies due to insufficient income and busy farming schedule.</li> </ul>
1.3 FIO Deployment	<ul style="list-style-type: none"> <li>- In Region V, all FIOs were deployed to cover 3 TSAs/FIO;</li> <li>- In Region VI, the 12 FIOs were deployed in 31 TSAs.</li> <li>- In Region X, all 12 FIOs were deployed in 24 TSAs with an average area of 2 TSAs/FIO.</li> </ul>	<ul style="list-style-type: none"> <li>- Out of 30 farmer participants, 17 said 2-3 TSAs were covered by one FIO.</li> <li>- 21 out of 27 NIA participants said FIOs were deployed to an average of 3 TSAs/FIO.</li> </ul>	<ul style="list-style-type: none"> <li>- 48 NIA respondents said the average development area per FIO is 3 TSAs, while 12 NIA respondents said they have given an average area of 2 TSAs/FIO.</li> <li>- 52% farmers responded that FIOs were deployed to an average of 3 TSAs/FIO and 8% said FIOs were deployed to more than 3 TSAs/FIO.</li> </ul>

(Continued)

*Summary of Findings (Continued).*

COMPONENTS OF FIOP PROCESS	PROCESS DOCUMENTATION RESEARCH	PDR VALIDATION WORKSHOPS	PDR VALIDATION QUESTIONNAIRE SURVEYS
2. TSA Organization 2.1 Integration/Social Investigation	<ul style="list-style-type: none"> <li>- At the outset, farmers were hesitant in joining FIOP due to previous unsuccessful experiences with other associations, poor services from NIA and farmers' priority for economic gains (busy earning their living).</li> </ul>	<ul style="list-style-type: none"> <li>- Through the process of integration and social investigation FIOs and farmer leaders found it hard to explain and convince their peers due to NIA's poor service, farmers' "dole-out" mentality and farmers' disappointment on previous government programs.</li> </ul>	<ul style="list-style-type: none"> <li>- 69% of NIA respondents said farmers' low acceptance of the program was due to disappointment over NIA services and other government programs. 27% of NIA respondents said farmers could not attend to programs introduced to them because they were busy earning their daily subsistence.</li> <li>- 72% of farmer respondents said they were not satisfied with NIA's service and that they were disappointed with other programs introduced by other government agencies.</li> </ul>
2.2 Core Group and Committee Formation	<ul style="list-style-type: none"> <li>- Poor attendance caused the delay in the formation of core groups/committees. The time given to form core groups and committees was not adequate.</li> </ul>	<ul style="list-style-type: none"> <li>- Poor attendance caused the delay in the formation of core groups/committees and the time given was not adequate.</li> </ul>	<ul style="list-style-type: none"> <li>- 76% of NIA respondents said poor attendance caused the delay in core groups/committee formation and that the time allotted to this activity was not adequate.</li> <li>- 66% of farmer respondents said they could not get a quorum in meetings, thus causing delay in under-taking this activity.</li> </ul>

(Continued)

*Summary of Findings (Continued).*

COMPONENTS OF FIOP PROCESS	PROCESS DOCUMENTATION RESEARCH	PDR VALIDATION WORKSHOPS	PDR VALIDATION QUESTIONNAIRE SURVEYS
2.3 TSA Formation	<ul style="list-style-type: none"> <li>- In all PDR areas, several postponements were observed. These were due to poor attendance, which delayed formation of the turnout service area groups (TSAGs).</li> <li>- It was found that the procedure used in TSA formation was through mere hand-raising.</li> </ul>	<ul style="list-style-type: none"> <li>- Workshop participants revealed that delayed formation of TSAGs was due to several postponements resulting from poor attendance, and in the formation of TSAGs, procedure used was mere hand-raising.</li> </ul>	<ul style="list-style-type: none"> <li>- 88 or 36% of farmer respondents revealed that poor attendance caused the delay in TSA organization. About 22% said they were not satisfied with NIA's service while 14% said that this activity was in conflict with farming activities; 16% said that the information on TSA organization was not well disseminated and 12% said they did not attend TSA organization because of interpersonal conflict with IA leaders.</li> <li>- 137 or 56% of farmer respondents said TSAs were organized by the FIOs, IDOs initiated other cases.</li> <li>- 139 or 57% of farmer respondents said that the procedure used in organizing TSAs was mere hand-raising.</li> </ul>
3. IA Organization and Registration	<ul style="list-style-type: none"> <li>- Poor attendance/or no quorum caused delay in TSA consolidation/ad-hoc council of TSA chairmen.</li> </ul>	<ul style="list-style-type: none"> <li>- Poor attendance and farmers' lack of knowledge delayed TSA consolidation and reproduction of IA Bylaws and AOI;</li> <li>- Time given to accomplish, draft and revise the IA Bylaws and AOI was not sufficient.</li> </ul>	<ul style="list-style-type: none"> <li>- 72% of NIA respondents said poor attendance and insufficient knowledge to draft/revise the IA Bylaws and AOI delayed TSA consolidation;</li> <li>- 68% of farmer respondents said poor attendance caused the delay in undertaking this activity.</li> </ul>

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## Summary of Findings (Continued).

COMPONENTS OF FIOP PROCESS	PROCESS DOCUMENTATION RESEARCH	PDR VALIDATION WORKSHOPS	PDR VALIDATION QUESTIONNAIRE SURVEYS
3.2 IA Formation	<ul style="list-style-type: none"> <li>IA formation was not done in accordance with the planned schedule due to problems encountered in previous activities.</li> </ul>	<ul style="list-style-type: none"> <li>Both NIA and farmer participants claimed that IA formation was delayed due to the problems encountered in previous activities.</li> <li>It was also found out that upon termination of FIO contract, farmers revealed that 7 out of 30 FIOs became less active.</li> </ul>	<ul style="list-style-type: none"> <li>68% of NIA respondents said IA formation was dependent on other organizing activities. Since previous activities were delayed, it follows that the succeeding activities could not be done as scheduled.</li> <li>63% of farmer respondents said the delay in IA formation was due to the problems encountered in previous activities.</li> </ul>
3.3 SEC Registration	<ul style="list-style-type: none"> <li>SEC registration process and approval takes 8 months to 1 year, thus affecting other programmed activities of the IA, e.g., the IAs cannot sign the NIA-IA Operation and Maintenance contract.</li> </ul>		<ul style="list-style-type: none"> <li>24 or 10% of farmer respondents said processing SEC registration documents was delayed; 7 or 3% of farmer respondents said the IA lacked the fund to prepare/submit SEC documents.</li> <li>36% of NIA respondents said due to lack of clarity in guidelines for SEC registration, NIA field implementors were confused on what SEC documents IA should accomplish, thus also causing the delay.</li> </ul>

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*Summary of Findings (Continued).*

COMPONENTS OF FIOP PROCESS	PROCESS DOCUMENTATION RESEARCH	PDR VALIDATION WORKSHOPS	PDR VALIDATION QUESTIONNAIRE SURVEYS
4. <i>NIA-IA Contract Formation</i>	<ul style="list-style-type: none"> <li>- In Region V, within the duration of PDR (July 1989 to July 1990), the IA did not realize NIA-IA contracting due to delayed SEC registration;</li> <li>- In Region VI, IAs had a contract with NIA. However IAs suggested to NIA to increase remuneration for canal clearing contract and increase percent share in ISF collection;</li> <li>- In Region X, just like in Region V, they didn't have an O&amp;M contract, but IAs created a panel of negotiators in charge of negotiating with NIA.</li> </ul>	<ul style="list-style-type: none"> <li>- In Region V, IAs confirmed they were not able to sign any type of the O&amp;M contracts due to delayed SEC registration.</li> <li>- In Region VI, IAs were negotiating for an increased remuneration on maintenance contract and share in ISF collection;</li> <li>- In Region X, although SEC registration was delayed, NIA-IA created a seven-man committee in charge of contract formalization.</li> </ul>	<ul style="list-style-type: none"> <li>- 88% and 96% of NIA and farmer respondents, respectively, said that due to delayed SEC registration they have not signed any O&amp;M contract. However, IAs were involved in ISF collection and maintenance activities.</li> </ul>
5. <i>Operation and maintenance</i> 5.1 <i>Water Distribution</i>	<ul style="list-style-type: none"> <li>- Water supply is insufficient, thus, illegal checking along irrigation canals was a problem. To minimize this problem, both NIA and IAs have formulated a water distribution plan and in Region X, they have created a monitoring team too.</li> </ul>	<ul style="list-style-type: none"> <li>- NIA participants revealed that water supply is insufficient. However, they claimed that both NIA and IA developed water distribution plans and have also created monitoring teams.</li> </ul>	<ul style="list-style-type: none"> <li>- 33% of NIA respondents said that both NIA and IA jointly developed water distribution plans to cope with insufficient water supply. 89% of farmer respondents also said they are following water delivery and distribution plans</li> <li>- In addition, 36% and 87% of NIA and farmer respondents, respectively, said they use a <i>rotation method</i> of water distribution.</li> </ul>

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*Summary of Findings (Continued).*

COMPONENTS OF FIOP PROCESS	PROCESS DOCUMENTATION RESEARCH	PDR VALIDATION WORKSHOPS	PDR VALIDATION QUESTIONNAIRE SURVEYS
	<ul style="list-style-type: none"> <li>- In addition, both NIA and the Irrigators' Association have developed strategies for better delivery of irrigation services to farmers.</li> </ul>	<ul style="list-style-type: none"> <li>- Farmers claimed that with a water distribution plan being followed, conflicts are minimized, and irrigation water reaches the tail end of the irrigation system.</li> </ul>	<ul style="list-style-type: none"> <li>- 19% of NIA respondents claimed the main problem is inequitable water distribution attributed to insufficient water supply; 14% said illegal water distribution also caused inequitable distribution.</li> <li>- 50% of farmer respondents said that their primary problem in water distribution is the insufficiency of water supply.</li> </ul>
5.2 System Maintenance	<ul style="list-style-type: none"> <li>- It was noted in Regions V, VI and X, that even without contracts with NIA, maintenance activities are being done by the farmers through voluntary group work;</li> <li>- In addition, farmers in the three regions noted that they only see the NIA Ditchenders during ISF collection; during maintenance work Ditchenders were seldom seen in the area.</li> </ul>	<ul style="list-style-type: none"> <li>- Both NIA and IA participants said that canal clearing and maintenance are being done through group work.</li> <li>- Farmer participants reported that they seldom see the Ditchenders during canal clearing and maintenance.</li> <li>- In addition, NIA participants said they have already delineated the maintenance responsibilities among O&amp;M staff.</li> </ul>	<ul style="list-style-type: none"> <li>- 82% NIA responded that the farmers are doing group work to undertake the canal clearing and maintenance.</li> <li>- 78% of farmer respondents said that they undertake canal clearing and maintenance through group work. However, the same number of respondents complained that Ditchenders are only seen during ISF collection.</li> </ul>

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*Summary of Findings (Continued).*

COMPONENTS OF FIOP PROCESS	PROCESS DOCUMENTATION RESEARCH	PDR VALIDATION WORKSHOPS	PDR VALIDATION QUESTIONNAIRE SURVEYS
5.3 <i>ISF Collection</i>	<ul style="list-style-type: none"> <li>- In the three regions covered by PDR, the IAs were involved in both the campaign for and collection of irrigation service fees</li> <li>- It was also found that FIOs in the three regions were utilized by NIA in campaigning for ISF collection.</li> </ul>	<ul style="list-style-type: none"> <li>- In Region V, NIA participants said they have created a collection team composed of NIA and IA personnel to increase ISF collection. Farmer participants said the low ISF collection was due to unsatisfactory service of NIA.</li> <li>- In Region VI, NIA participants urged FIOs to help in ISF collection. Farmer participants accepted the low ISF collection but claimed the major reason was "poor NIA services".</li> <li>- In Region X, farmer participants said that even without Type II contract, NIA is giving incentives to farmers.</li> </ul>	<ul style="list-style-type: none"> <li>- 8% and 22% of NIA respondents said that NIA used Ditchtenders and Water-Masters as collectors of irrigation service fees.</li> <li>- 26% and 49% of farmers also agreed that NIA used Ditchtenders and Water-Masters.</li> <li>- 22% of NIA respondents reported that both NIA and IA follow a specific plan in collecting ISF collection, while 6% of the same category of respondents contradicted this opinion. 63% of farmers agreed that they follow a specific plan in ISF collection.</li> <li>- 31% of NIA respondents said the main problem in low ISF collection is the presence of delinquent payers which was confirmed by 38% of farmer respondents.</li> </ul>
5.4 <i>Minor Repair</i>	<ul style="list-style-type: none"> <li>- In PDR areas, minor repair scheduled was not implemented as planned due to delayed fund release.</li> </ul>	<ul style="list-style-type: none"> <li>- In Regions V and VI, it was reported by the participants that delayed implementation of minor repair work reduced enthusiasm of farmers participation. In Region X, implementation of minor repair work was well participated by farmers.</li> </ul>	<ul style="list-style-type: none"> <li>- 31% and 30% of NIA and farmer respondents, respectively, said the main problem in the implementation of minor repair work was delayed fund release.</li> <li>- Regarding farmers' participation in minor repairs, a survey revealed that it ranges from 45% to 65% in different regions. Only one NIA staff said that there was minimal and/or no participation at all.</li> </ul>

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## Summary of Findings (Continued).

COMPONENTS OF FIOP PROCESS	PROCESS DOCUMENTATION RESEARCH	PDR VALIDATION WORKSHOPS	PDR VALIDATION QUESTIONNAIRE SURVEYS
5.5 NIA-IA Meetings	It could be noted from all 3 sources of research findings that throughout the implementation of various activities in the FIOP organizing process, several postponements of meetings were reported and this caused delays in organizing activities, e.g., core group and committee formation, TSA formation, etc.		
5.6 IA Trainings	It was evident from the PDR and PDR validation workshops that the Job Enrichment Training (JET) was conducted. However, poor attendance has been reported; some farmers sent proxies.		
5.6.1 Job Enrichment Training	<ul style="list-style-type: none"> <li>- It was found that this type of training was used as a venue for finalizing the Constitution and Bylaws/AOI, TSA consolidation and IA formation.</li> </ul>		
5.6.2 BLDC/IALIC	<ul style="list-style-type: none"> <li>- It was also noted that this type of training was used as a venue for finalizing the IA Bylaws and AOI, TSA consolidation and IA formation. Proxies were also sent by farmers.</li> </ul>		
Basic Leadership Development Course/Irrigators' Association Leadership Installation Course	<ul style="list-style-type: none"> <li>- It was reported that during the conduct of the training programs some farmers sent proxies to attend the sessions; most of the farmers were not amenable to live-in and long-duration of trainings due to financial reasons.</li> </ul>		
5.6.3 FMST	<ul style="list-style-type: none"> <li>- This type of training was not conducted (as of end of July, 1990) either in PDR or in non-PDR areas within Regions V, VI and X.</li> </ul>		
Financial Management System Training	<ul style="list-style-type: none"> <li>- 61% of NIA respondents said they have conducted said training.</li> <li>- 21% of the farmer respondents attended the said training.</li> </ul>		
5.6.4 SMW/SMT	<ul style="list-style-type: none"> <li>- 39% of NIA respondents said they have already conducted SMW/SMT.</li> <li>- 24% among farmer respondents were able to attend the SMW</li> <li>- 45% of farmer respondents revealed that the trainings were relevant to the operation and maintenance of their irrigation systems.</li> </ul>		
System Management Workshop/Training			

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*Summary of Findings (Continued).*

COMPONENTS OF FIOP PROCESS	PROCESS DOCUMENTATION RESEARCH	PDR VALIDATION WORKSHOPS	PDR VALIDATION QUESTIONNAIRE SURVEYS
B. FIOP Management 1. <i>Organizational Aspect</i>	<ul style="list-style-type: none"><li>- FIOPs and IDOs were involved/have conducted social investigations during FIOP identification and selection even before they were formally appointed as supervisors. They were not given orientation on the FIOP and had not yet undergone the FIOP supervisory training when they were involved in the recruitment, identification and selection of FIOPs.</li><li>- The FIOP field activities were coordinated, reported and discussed at different levels of meetings: 1) farmers' meetings; 2) supervisory meetings and NIA-IA coordination meetings. However, farmers' attendance in meetings was very poor with an average of 46.5% of the total membership of the association per IA.</li><li>- The overall responsibility of FIOP implementation is with the Irrigation Superintendent (IS) but the Regional Institutional Development Division (RIIDD) assists him in the institutional aspects.</li></ul>	<ul style="list-style-type: none"><li>- The eleven FIOPs and six IDO respondents said they were neither given orientation nor FIOP supervisory training before they were involved in FIOP identification and selection.</li><li>- Different levels of meetings such as: 1) farmers' meetings; 2) supervisory, and 3) NIA-IA coordination meetings have been conducted to discuss FIOP activities. 41% and 66% of farmers and NIA responded that an average of 44%-46% of the total membership attended during meetings.</li></ul>	
2. <i>Administrative Aspect</i>	<ul style="list-style-type: none"><li>- All the FIOPs went through a formal recruitment process. The recruitment criteria set by NIA were followed except for three criteria due to time-constraints, namely: 1) applicants must be literate; 2) must belong to the middle class, and 3) must be residing within his or her area of assignment.</li><li>- A 7-day predeployment training preceded FIOPs' formal deployment in their respective areas.</li><li>- 8 months from deployment, the first Job Enrichment Training (JET 1) was given to FIOPs and five months later, the FIOPs took the second Job Enrichment Training.</li><li>- Two weeks before the appointment of Water Resource Facilities Technicians (WRFT) as FIOP supervisor (FIOPs), they were given a 10-day supervisory training. The training topics were: 1) the qualities of a good supervisor; 2) the ABC framework of supervising, and 3) the roles and functions of the FIOPs.</li></ul>		
3. <i>Financial Aspect</i>	<ul style="list-style-type: none"><li>- It was evident that the usual bureaucratic red tape caused the delay in releasing the funds for minor repairs and the FIOPs' incentive was not sustained by the NIA.</li></ul>		

### **TSA Organization**

At the early stage of the FIOP, the acceptance of the said program in certain areas was not easily solicited from the farmers and farmer leaders.

It was revealed that during the core group and committee formation, attendance was moderate with an average of 46.5 percent of the total membership per IA. The study showed that in some areas inadequate attendance was also a problem in the formation of TSA groups. The procedure used to form TSAGs was mere hand-raising.

### **IA Organization and Registration**

In the IA organization and registration, inadequate attendance, lack of farmers' knowledge in drafting the Bylaws and Articles of Incorporation and insufficient time given to accomplish the drafting and revision of the said documents were evident.

The IA formation was not realized as early as desired due to delayed activities previous to this particular activity. And as a result, registration of the IA with the Securities and Exchange Commission (SEC) was also delayed.

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

As of August 1990, most of the irrigation associations covered by the study had not yet entered into an O&M contract with NIA due to delayed SEC registration. However, the IAs were involved in ISF collection and maintenance activities even without the O&M contract with NIA.

### **Operation and Maintenance Water Distribution**

The study revealed that the basic problem confronting the farmers is the insufficiency of water supply for irrigation and this has caused inequitable water distribution in the national irrigation systems covered by the study. Inasmuch as they are encountering insufficient water supply, farmers follow *rotational* water distribution. To carry this out, some IAs created monitoring teams. These teams implement the water distribution plan and cropping calendar.

### ***System Maintenance***

Maintenance activities were undertaken by the farmers in certain areas even without O&M contracts. This is through voluntary group work.

The minor repair works planned as a major component of AAPP were not done in time due to bureaucratic red tape which caused delay in the release of funds. Maintenance activities were

undertaken by the farmers even without O&M contracts. This is being done through group work without any compensation.

### ***Irrigation Service Fee (ISF) Collection***

Even without a Type II contract, the IAs covered by the study were involved in ISF collection. In systems covered by the study, the IAs collect ISF either in cash or in palay (unhusked rice). All the sample systems showed they have low ISF collection mainly because of: (1) delinquent payers, and (2) unsatisfactory services by NIA. In spite of this, the study showed that in some areas in Regions V and X farmers have helped NIA in ISF collection even without signing a contract. NIA and the IAs have created collection teams in order to increase ISF collection and FIOs have assisted the irrigation agency in ISF collection campaigns.

### ***NIA-IA Meetings***

From all three sources of research findings, it was found that throughout the implementation of various activities in the FIOP organizing process, several postponements of meetings were reported and this caused undue delays in organizing activities, e.g., core group and committee formation, TSA formation, etc.

### ***IA Training***

In conducting the Job Enrichment Training (JET), Basic Leadership Development Course (BLDC), Irrigators' Association Leadership Installation Course (IALIC) and Financial Management System Training (FMST), poor attendance of farmers was reported and some of them had sent proxies. BLDC/IALIC trainings were found to be for the finalization of the Constitution, Bylaws and Articles of Incorporation; and turnout service area consolidation and IA formation. However, as of July 1990, the System Management Workshop/Training was not yet conducted in either the process documentation or the non-process documentation areas. But in some systems covered by the validation questionnaire survey, SMW/SMT was already conducted.

### ***FIO Supervision***

FIO supervision was assigned to the water resource facilities technicians (WRFT). However, in the actual exercise of roles/functions, it was found that the IDO's role in institutional aspects (specifically in the supervision of FIOs) was more visible than that of the FIOS (WRFT). This is in conformity with the findings of the survey conducted by Laitos (1990) based on interviews with eighteen irrigation superintendents.

## LESSONS

As in any endeavor, there were some circumstances that occurred in the process of the FIOP implementation that served as learning points for project implementors. Some of the valuable items of information revealed by the PDR and the validation process, are outlined below.

- a. *The collateral interview, (the interview with other farmers within the area) and the involvement of other farmers in the FIO selection process proved to be a laudable effort in determining potential FIOs.*

The selection of FIOs was facilitated through cross-checking some information with co-farmers. There was even an instance in Iloilo where some farmers helped in convincing reluctant but qualified FIO candidates to accept the job.

- b. *Inadequate time allotted to FIO selection barred the NIA field personnel from considering more qualified FIO candidates.*

Due to inadequate time for the recruitment process, some of the selected FIOs lacked some important qualifications for a good FIO such as capability of conducting a meeting and preparing reports. In Iloilo, the selection of FIOs was interrupted by a supervisory training program, thus, giving lesser time to look for other qualified candidates.

- c. *There was a need for some flexibility in the selection process and consultation with the farmers in the area.*

Although the need for the selection criteria could not be overlooked, some room for flexibility had to be practiced on a case-to-case basis. Moreover, the farmers in the respective target areas should be consulted in the process of FIO selection. This should be done in a more systematic manner.

- d. *The training conducted consisted of topics that were beyond the ordinary way of doing things.*

The content of the training should include more hands-on experience, and trainers need to spend more time with the trainees. More emphasis on experimental learning techniques is strongly recommended. Moreover, there was little effort exerted to repeat the training to the turnout service area leaders. In some cases, particularly in Camarines Sur, where most of the participants of the training program were proxies, these substitutes had to re-echo their newly learned skills to the turnout service area leaders.

***Establishment of TSA***

The substance of the program was laying the foundation for an IA through farmers' involvement. The basic unit of the association was the TSA which served as the center for the organizing activities. In establishing this TSA the farmers were involved in the planning and decision making of activities pertinent to their area. It is the responsibility of the FIOs to organize the farmers into TSA groups to facilitate implementing and monitoring of FIOP activities. With the assistance of the farmer irrigators' organizing supervisors and the irrigators' organization workers, the FIOs started on their groundworking. These groundworking activities involved the following:

- attendance at TSA meetings
- introduction of FIOP
- identification of potential leaders to form the core group

The FIOs had to undergo a number of activities relevant to TSA organizations which included community integration, social investigation and core group formation.

a. ***Enhanced groundworking activities answered most of the farmers' queries on the details of FIOP.***

It was during this aspect of project implementation where farmers had to understand what the program was all about; otherwise, they would be discouraged to cooperate and commit themselves to the FIOP. Groundworking activities should not stop with the formalization of the IAs. It must be done continuously.

b. ***Despite intense efforts of FIOs in convincing the farmers to attend TSA meetings, a low percentage of farmers showed up.***

There is a need to consult the farmers regarding the scheduling of TSA meetings. The farmers in Iloilo attributed the cause of poor farmers' attendance to lack of proper coordination. In Bukidnon, even TSAs with regular water problems held only a few meetings. To be able to conduct regular TSA meetings, the following are recommended:

1. Consult members on the schedule of meetings and in deciding on the agenda. The purpose and item discussed at meetings should be of interest to the members. Hence, involve a mechanism to obtain feedback from farmers (on matters related to IA/TSA activities) between meetings.
2. Conduct meetings in smaller clusters, rather than in large groups, to make farmers feel closer and important to the FIOP activities.

3. Meetings should be conducted on strategic locations, considering that most of the dwelling units are scattered far and wide in the turnout service areas.
  4. Meetings should be held with other TSAs who do not have FIOs.
  5. The farmers should be informed more fully of the details of the association. Some farmers in Bukidnon did not attend TSA meetings because they were curious where the NIA payment went and whether the payment was made or not to the treasurer.
- c. *Acquisition of knowledge on FIOP was one way the FIOs could respond readily to farmers' queries thereby gaining their confidence.*

To be able to deal with farmers' reactions, the FIOs need to have enough knowledge of the FIOP to support or interact effectively with farmers. In this way, they could articulate fully and present themselves as credible organizers. At the initial stages there were some instances (for example in Iloilo) where the FIOs could not answer farmers' questions, or if they did, their responses were not to the farmers' satisfaction.

- d. *Active involvement of NIA in interacting with farmers and monitoring IA activities.*

Through the assistance of NIA personnel (IOW, FIOS, among others) and their presence during the organizing activities, FIOs and TSA Leaders were inclined to do their tasks effectively. For instance, in JPRIS-Iloilo, the active participation of NIA personnel had in one way or another influenced positively the progress of TSA organization. On the other hand, some NIA field personnel in the other areas had a lesser degree of involvement, causing slow progress of IA organizing activities. Also, an open communication line between the farmers and NIA personnel minimizes conflicts within a TSA, particularly during critical periods (such as water shortage). With the NIA personnel explaining to the farmers the cause of water shortage and measures taken by the system level NIA office, the latter began to clearly understand the situation. In this way, the irrigation users were encouraged to cooperate for the success of the IA in their area.

- e. *The system level NIA office provides an environment for the TSA to develop.*

It is the objective of the program to promote the development of IAs by strengthening the TSAs so that they could decide on matters which greatly affect their situation. The majority of irrigation system offices surveyed seemed to be providing such an environment for IA development, for example, training is being given to farmers on techniques related to management of irrigation systems.



**f. *For an effective IA to develop, the TSA Leaders need to have sufficient time for FIOP.***

The presence of TSA Leaders in all project activities affected the status of organizing activities. Sometimes, TSA Leaders were busy with their activities, prompting them to be absent during meetings.

This did not exemplify leadership among the other farmers and discouraged participation. One of the selection criteria should have been the availability of time to ensure that IA activities go on as scheduled.

**g. *The type of farmers selected to be organizers was one of the keys to an effective process of organizing IAs.***

Since the FIOs played the leading role in the program, the success of organizing process lies much in their hands. It is vital, therefore, that the chosen FIOs possess not only the criteria required but more so, of dedication to work and commitment to the goal of uplifting the farmers' condition. This is where the interview among other farmers served its purpose of validating information as to the qualifications of the candidates for FIO. Thus the selection of FIOs was a very important step in the program. And since their function was very crucial, the system level NIA office needs to further enhance the capabilities of these FIOs through better training on organizational development. In this way, the FIOs would be more confident and effective in performing their assigned tasks and responsibilities.

**h. *With the introduction of the FIOP, the value of cooperativeness or "bayanihan" spirit was renewed in the farming community.***

The main idea behind the FIOP involved the participatory approach among farmers. Forming an IA required maximum cooperation among the farmers in TSA meetings, canal maintenance and other tasks in the organization and maintenance of the communal system.

***IA as a Legal Entity and NIA-IA Contracting***

A very important incentive that an IA could avail of under NIA's participatory approach in general and under the FIOP in particular, was the opportunity for the IA to undertake negotiations on O&M with NIA. The farmers register their association with the Securities and Exchange Commission so that it could have a legal entity. Subsequently, the IA enters into a contract with NIA, under either a Type I, II or III contract. This contract serves as the evidence of the association regarding the type of services that NIA offers it. The IA registration with SEC took quite a long time, thus, affecting other IA activities (such as the implementation of minor repairs). There should be a clear and concise IA-SEC registration process with the SEC office, NIA Central Office, Regional Office and the Irrigation Systems Office. The easiest and fastest way of sending and following up on the SEC registration process should have been identified.

### *Operation and Maintenance*

The program deals not only with the institutional aspect of the IA but also with operating and maintaining the irrigation system. The FIOP provided a forum for the farmers to help mitigate their negative reactions towards NIA. With the farmers' organization, the communication line was shortened, resulting in a more effective exchange of ideas. When problems arise within the TSA, the farmers would just approach the farmer irrigators' organizers for assistance who, in turn, relay the problems to NIA's institutional workers. The experiences in the study areas revealed the following important points, among others.

- a. In some cases, the farmers mentioned NIA's inefficient services or irrigation problems as an excuse for not joining the association. It showed that there were some farmers who did not understand their responsibilities in the maintenance of the irrigation facilities vis-a-vis NIA's job.
- b. Problems or conflicts arising from the operation of the irrigation system were lessened with the open communication between the system office and the farmers. The participation of farmers in the operation of the irrigation systems made them more responsive to the existing problems which were easily communicated to the NIA personnel.
- c. Closer coordination of the system office and the IA during the implementation resulted in increased farmers' participation. The constant presence of NIA in the operation of the system encouraged farmers to join the IA, particularly during the implementation of minor repairs. This proved that once farmers saw that the agency was doing its share of work, they, too, would undertake their responsibilities.
- d. Farmers' participation is encouraged through the provision of incentives (particularly during good/increased status of ISF collection), efficient water delivery and strong organizational development. These factors induced farmers to actively participate in the FIOP activities since they came to know of the consequences of active participation.
- e. Farmers, especially the leaders, should be given more training in the technical aspects of the system operation—its maintenance and effective irrigation practices. They should be educated on the proper use of the irrigation facilities. In this manner, many of the O&M tasks would be done effectively by the farmers who are directly benefited by the system, minimizing the burden on NIA and addressing the issue of participatory approach. Farmers would be greatly involved in the water delivery system and could act on problems immediately.

***FIOP Management***

At the irrigation system level, the planning, implementation, supervision, monitoring and evaluation of the FIOP fall under the jurisdiction of the System Project Implementation Unit led by the Irrigation Superintendent. The office monitors the day-to-day implementation of FIOP activities and conducts monthly supervision meetings and field visits to oversee project implementation.

The NIA Regional Office should take on a more active role. It would be better for the Regional Office to be closer to the field in order to gather relevant feedback on the impact of the FIOP since its role is limited only to overall supervision. The common constraint experienced by projects such as the Accelerated Agricultural Production Project and the Farmer Irrigator's Organization program was the fact that it is subjected to delays in the bureaucracy (such as delays in the release of funds for operations). Consequently, implementation was adversely affected since the project could not function without funds for support activities. For instance, the delay in the implementation of minor repairs in the TSAs showed that the FIOP was bound by procedural difficulties. Some of these are beyond the control of NIA and, in general, the program worked to enhance good NIA-IA relationship.

The FIOP has been implemented by NIA under the irrigation component of the USAID-financed AAPP which was completed at the end of 1991. Hence, the expansion and internalization of the FIO process and its sustainability are the challenges faced by the Institutional Development Program (IDP) of NIA at present.

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## BACKGROUND OF THE DOCUMENTATION SITES

### Description Of Sample Sites

The Farmer Irrigators' Organization Program (FIOP) is one of the major components of the Accelerated Agricultural Production Project implemented by the National Irrigation Administration in Regions V, VI and X, though, FIOP is being implemented nationwide. For the purpose of this endeavor, the process documentation research covered four (4) areas in the 3 regions (figures 4 to 8).

### *CAMARINES SUR*

The Cagaycay River Irrigation System (CRIS) provides irrigation service to three barangays in Goa, 17 barangays in San Jose and 9 barangays in Lagonoy or a total of 29 barangays in Camarines Sur. The system gets its water supply from the Cagaycay River in Goa and in other secondary sources like Inansangan and Culasi rivers and in the creeks of Malabog and Agpo. The system has a potential irrigable area of 2, 195 ha but the total service area is 1,745 ha. During the wet season in 1988, from December to May, the irrigated area was only 1,634.55 ha or 3/4 of the potential irrigable area. This may be attributed to the small brush dams along the river constructed by the farmers not served by the system.

The process documentation research area encompassed 414.646 ha in 10 barangays in two municipalities, to wit:

#### Municipality    Barangays

San Jose        Camagong, Sta. Cruz, Boklod

Lagonoy        Camagong, Laho, Burabod, San Ramon, Agpo, Binanwahan, Sta. Maria

It consisted of 3 laterals, namely:

- Lateral B       -    7.55 km long and 8,382 km away from the dam
- Lateral B1      -    1.14 km long
- Lateral B2      -    1.18 km long

Figure 4. Regional map of the Philippines showing the three study sites.

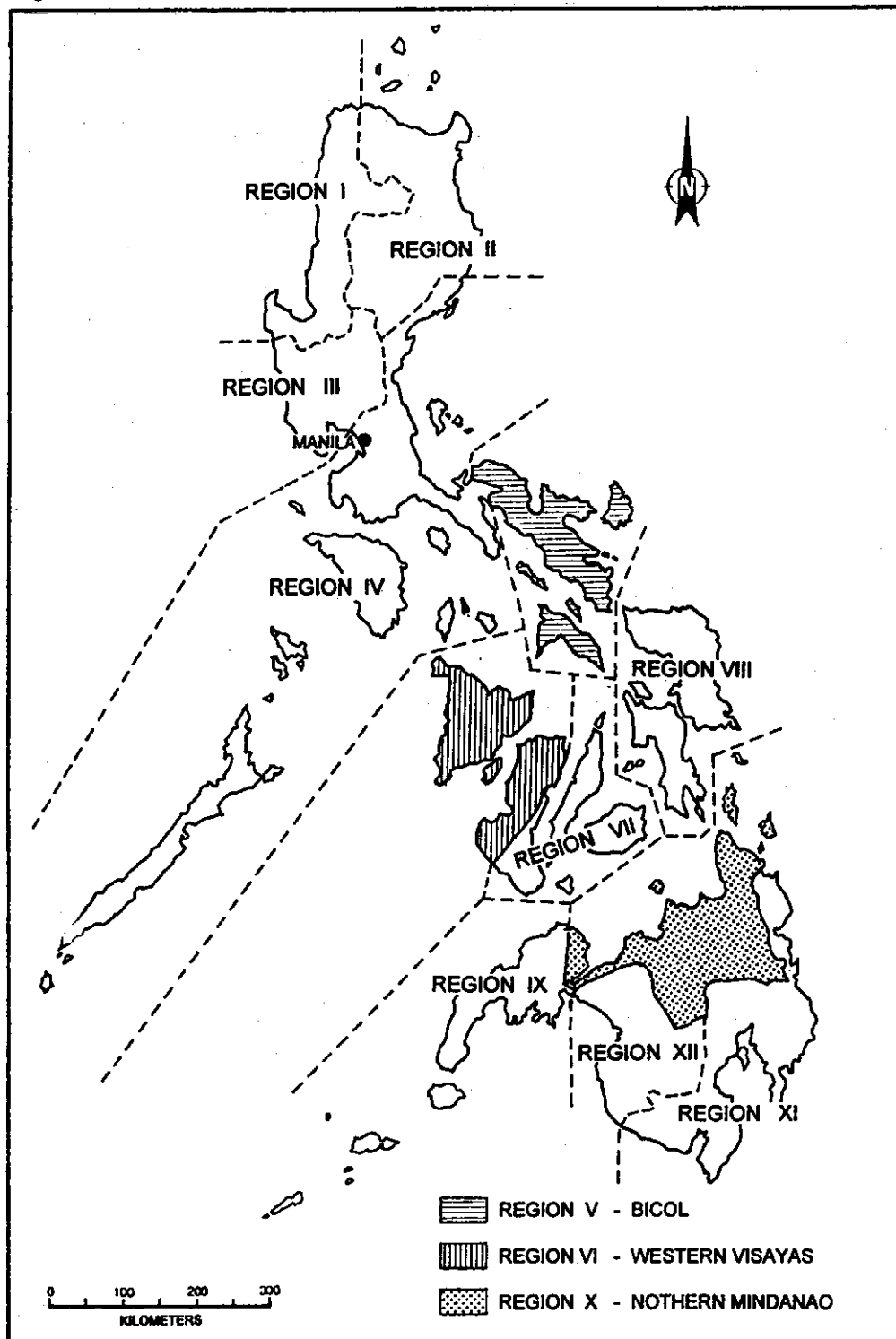
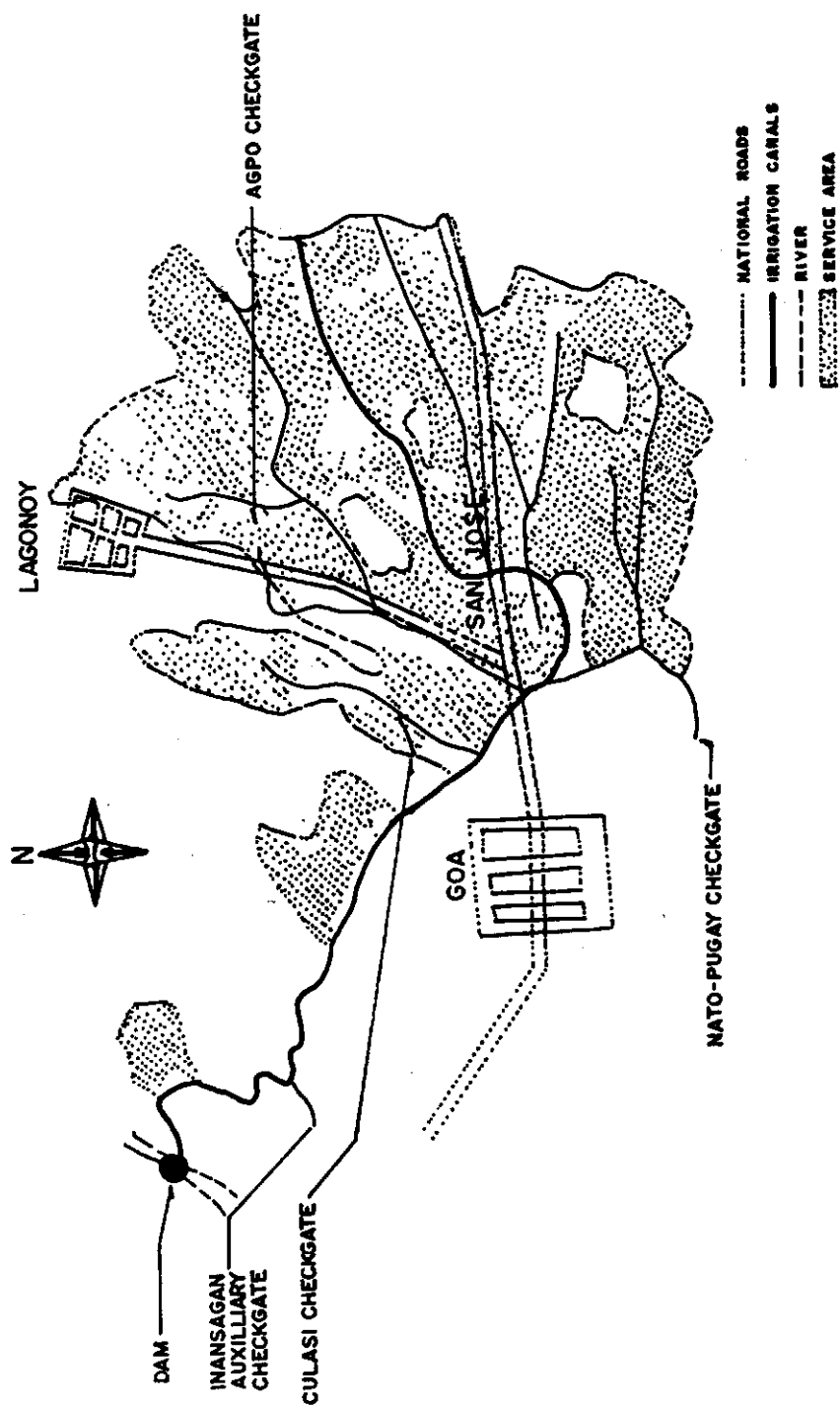


Figure 5. Map of the Cagaycay River Irrigation System.





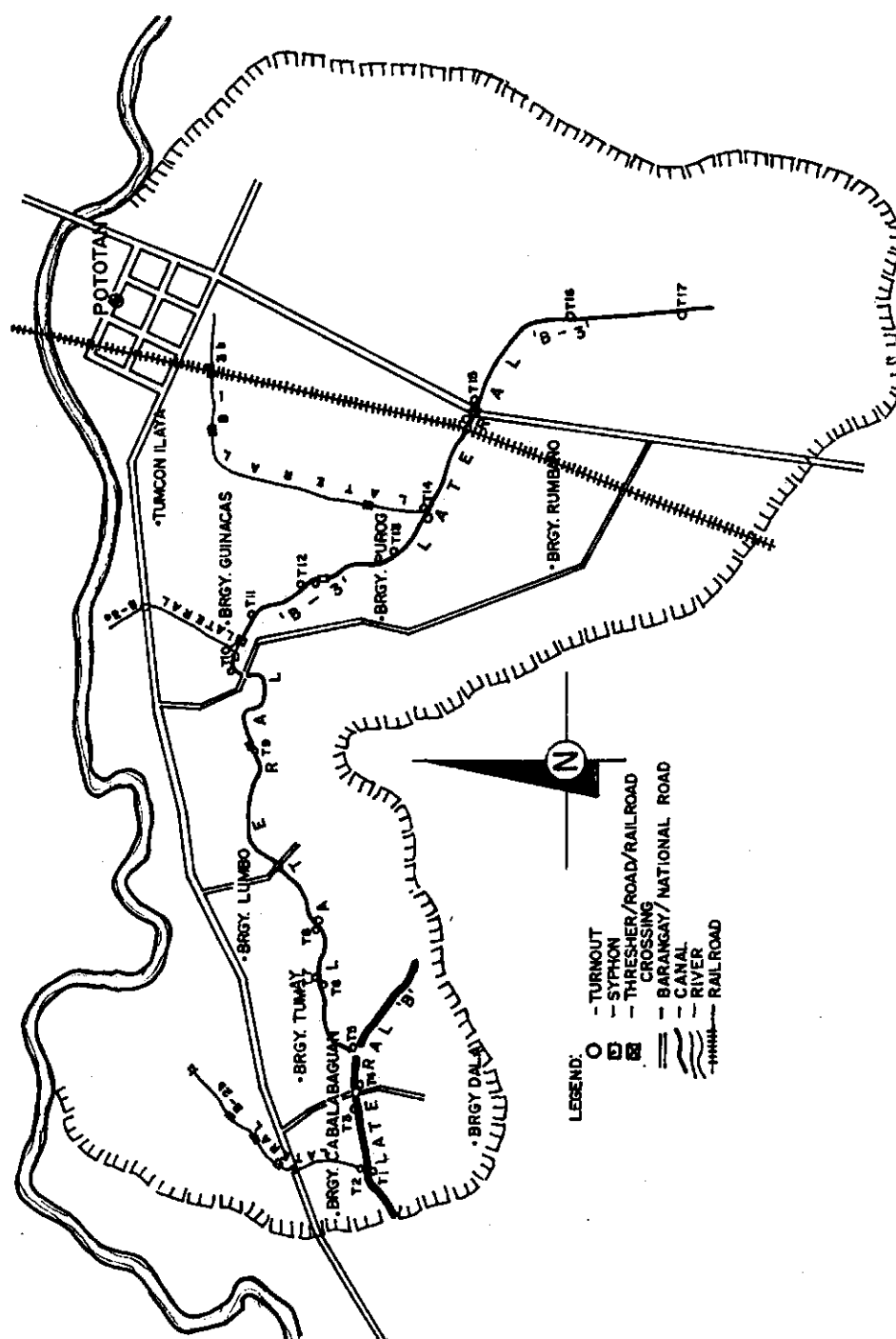


Figure 6. Map of Division III (SRIS).

Figure 7. Map of Division VI (JPRIS).

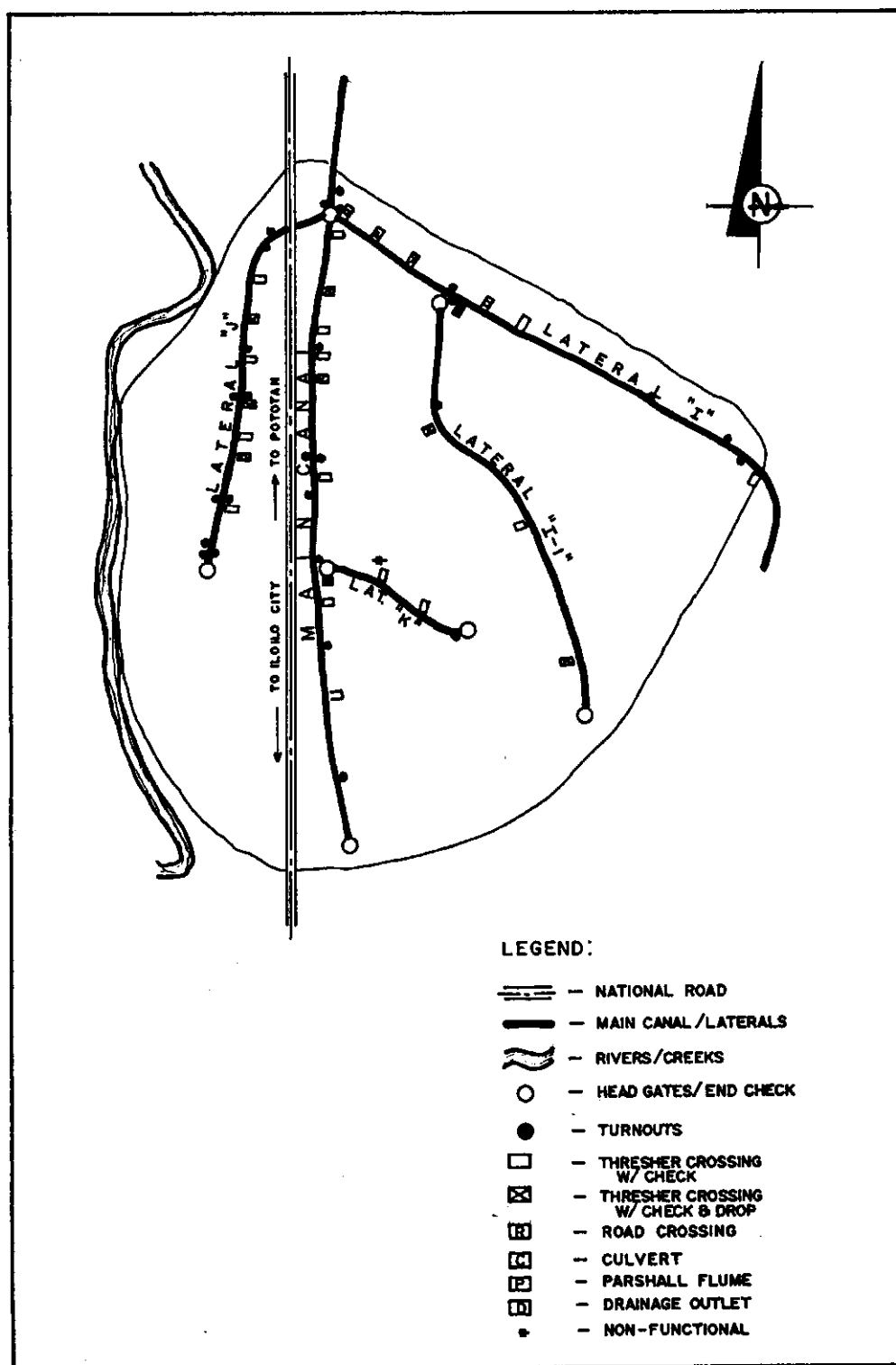
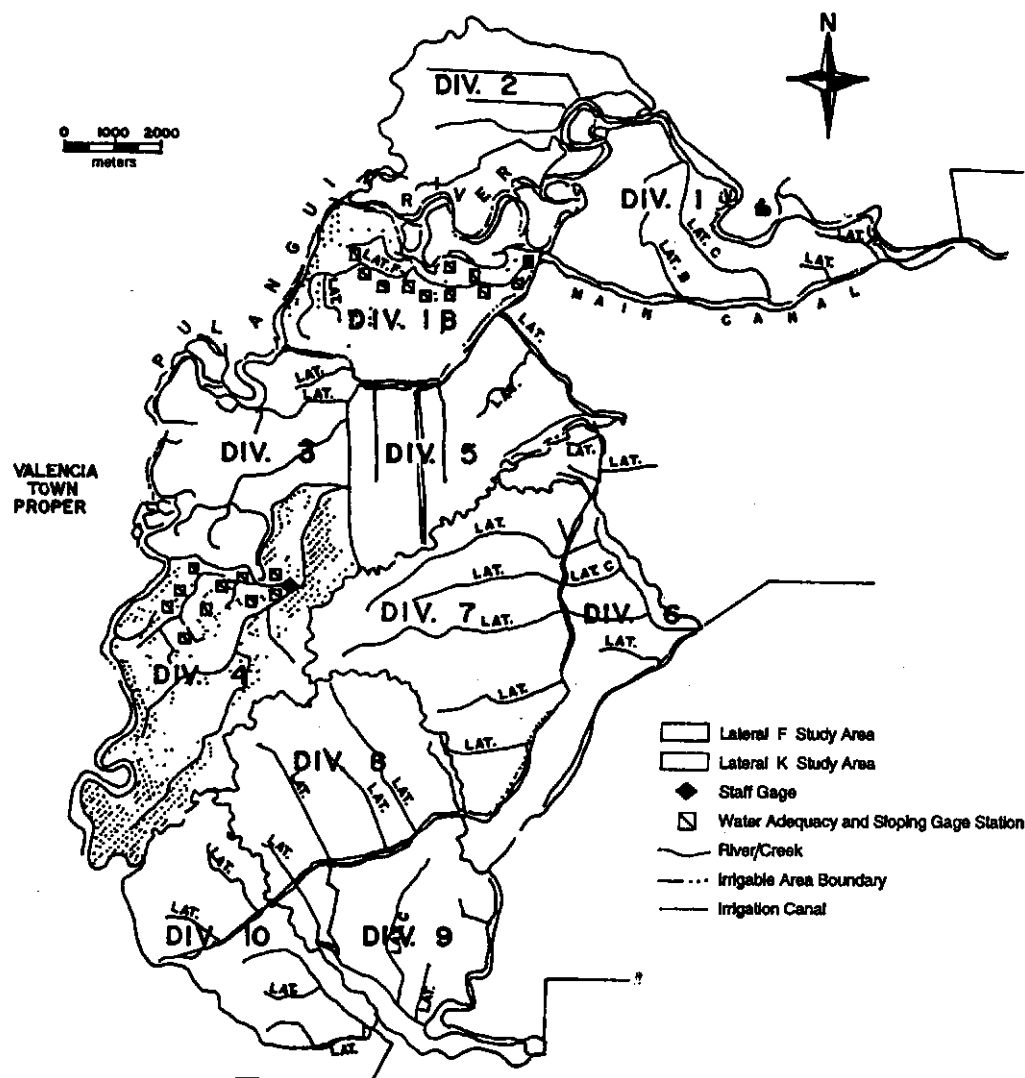


Figure 8. Map of the Pulangui River Irrigation System.



**Sample 1—Process Documentation Research Sites**

- a. The Cagaycay River Irrigation System (CRIS) is located in the Camarines Sur Province. It has a service area of 1,745 ha which services 29 barangays. The system gets its water supply from the Cagaycay, Inansangan and Culasi rivers and from the Malabog and Agpo creeks. Altogether, 2,408 farmers were organized into 8 IAs.
- b. The Jalaur-Suague River Irrigation System is located in the Iloilo Province. This system has two independent diversion dams located in the Jalaur and Suague rivers. It has a total service area of 14,478 ha. Altogether, 9,874 farmers were organized into 10 IAs.
- c. The Pulangi River Irrigation System (PRIS) can be found in the Bukidnon Province. The main source of the system is the Pulangi River. As of 1989, 12 IAs were organized out of which 6 were already registered. A total of 3,191 farmers are members of the 12 IAs. Most of the IAs in this system are being contracted by the NIA for the maintenance of the canals.

**Sample 2—Validation Workshop**

Validation workshops were limited to the three regions, V, VI and X. The provinces covered were the same as in sample 1.

**Sample 3—Questionnaire Survey Sites**

- a. The Lower Agno River Irrigation System is located in the Pangasinan Province servicing an area of 7,623 ha. In 1989, irrigated areas for the wet and dry season were 4,644 ha and 2,630 ha, respectively. Altogether, 547 farmers were organized into 5 IAs which cover 978 ha.
- b. The Upper Pampanga River Integrated Irrigation System is located in the Nueva Ecija Province. The total service area of the system is 92,036 ha. The total number of farmers organized into 225 IAs is 44,070. The area covered by these IAs is 75,970 ha. This system is divided into four zones. For the purpose of this study, however, Zone 2 district 4 was selected.
- c. The BSTG-MP River Irrigation System can be found in Southern Leyte. BSTG-MP RIS includes 7 subsystems: Binahaan North RIS, Binahaan South RIS, Tibak RIS, Guinarona RIS, Lower Binahaan, Mainit RIS and Pongso RIS. The total service area is 8,746 hectares. Altogether, 3,256 farmers were organized into 23 IAs covering 3,092 ha.
- d. The Labangan RIS is located in the Zamboanga Province. The total service area is 2,675 ha. There are 7 IAs organized which have 541 farmers as members and it covers 1,123 ha.

- e. The Banga RIS is located in the South Cotabato Province. The system services 1,909 ha. Altogether, 1,902 farmers were organized into 9 IAs and it covers 1,660 ha.

Sample 1—Process documentation research sites.

	Cagaycay RIS	Jalaur- Suague RIS	Pulangi RIS
Service areas	1,745 ha	14,478 ha	12,000 HA
Number of IAs organized	8	10	23
Area coverage	1,745 ha		8,500 HA
Number of farmers covered by IAs	2,408	9,874	3,400

Sample 3—Questionnaire survey sites.

	Lower Agno RIS	UPRIIS	BSTG-MP RIS	Labangan RIS	Banga RIS
Service area	7,623 ha	92,036 ha	8,746 ha	2,675 ha	1,909 ha
Number of IAs organized	5	225	23	7	9
Area coverage	978 ha	75,970 ha	3,092 ha	1,123 ha	1,660 ha
Number of farmers covered by IAs	547	44,070	3,256	541	1,902

Table 13. Brief description of the irrigation systems in the documentation areas.

CHARACTERISTICS	REGION V		REGION VI		REGION X	
	CAGAYCAY RIVER IRRIGATION SYSTEM	SUAGUE RIVER IRRIGATION SYSTEM	JALAU RIVER IRRIGATION SYSTEM	PULANGUI RIVER IRRIGATION SYSTEM		
Source of water	Cagaycay River; rivers of Inansangan, Culasi and creeks of Mababag and Agpo	Suague River	Jalaur River	Pulangi River; streams and creeks of Maapag, Laligan, Dumag-ok, Rumaion		
Description	Wet season: Dec-May Dry season: June-Mar *rainfall from Oct to Feb contributes to abundant water supply	Dry season: those not served by the system could not avail of water due to lack of terminal facilities, silted canals and not enough water supply Wet season: some areas are flooded due to inadequate drainage/terminal facilities			Rivers	
Canal Network/ Service area	major canal measures 40.38 km auxiliary canals- 3.78 km	main canal: 24.6 km lateral canals: 124.129 km roadways: 90.253 km 14,478 ha serves 6 Pototan, New Lucena, part of Barotac Nuevo 1,878 - 2,687 ha (dry - wet season)	main canal: 8.8 km laterals: 35.5 km municipalities: Mina Dumagas, Zaraga and 4,528 - 7,813 ha		Whole system is divided in three zones Dry season: order of water avaiement Zone 3 (downstream) 1st, Zone 2 (midstream) 2nd, Zone 1 (upstream) 3rd 9,934 ha of service area planted to rice 1,200 ha of service area planted to corn 416 ha of service area planted to sugar cane 11,800 ha serves 16 barangays Valencia and Sto.Nino, Malaybalay 10,355 ha 4,839 farmers with average farm size of 2.47 ha	
Irrigated area	1,745 ha serves 3 municipalities: Goa, San Jose and Lagonoy 1,634.55 ha (1989 wet season)					
Service beneficiaries	2,400 farmers with average size of .9 ha					
Construction/ Improvements	Began construction in 1957 - 1961 Improved in 1978 thru Nat'l Irrigation System Improvement Funds Dam Improved: - sluiceway tower constructed with four reinforced posts, roof slab; cable installed for sluiceway gate Under AAPF, minor repairs done in September 1989	Construction began in 1956 - 1960 Improvement of dam from 1977 - 1983 which increased the service area by 16 ha	Construction began in 1948 - 1956 thru USAID Rehabilitated between 1977 and 1983 Service roads were constructed 5 engine-operated gate-lifting machines i n sector gates were installed Construction of Jalaur extension to increase service area			

Table 14. Profile of the process documentation areas.

REGION V	REGION VI		REGION X
Kilusang Patubigan ng Lateral B	Div. 3 - Sugar River Irrigation System	Div. 6 - Jalaru River Irrigation System	Div. 4 - Pulangi River Irr
<ul style="list-style-type: none"> <li>* covers 3 bgys. in San Jose and 7 bgys. in Lagonoy</li> <li>* 14 TSAs with 4 FIOs</li> <li>* 15th TSA created in August 1989</li> <li>* Lateral B is 8.382 km away from dam</li> <li>* 7.55 km long</li> <li>* Lateral B1 is 1.14 km long</li> <li>* Lateral B2 is 1.18 km long</li> </ul>	<ul style="list-style-type: none"> <li>* located at eastern and downstream parts of SRIS</li> <li>* covers 3 bgys. in Mina and 5 bgys. in Pototan with irrigable area of about 539 ha</li> <li>* water comes from 2 laterals - B and B3 with 9 km length</li> <li>* supplementary canal (B2, B3a, B3b) measure 4.7 km</li> <li>* of the 17 canals, 5 need repair and 5 of the 23 turnouts are non-functional</li> </ul>	<ul style="list-style-type: none"> <li>* covers 750 ha in the municipalities of Dawis Sur, Centro, Norte, in Zarraga and Pototan</li> <li>* located at downstream portion of the main canal</li> <li>* division draws water from main canal of JPRIS in which a total of 4 laterals were produced</li> <li>* length of 4 laterals (I, J, K and I-1): 6.34 km with 28 turnouts</li> <li>* 21.25 meters of main canal are riprapped and remaining portion with average width of 1.71 m. is unlined</li> </ul>	<ul style="list-style-type: none"> <li>* covers an irrigable area of 675.25 ha</li> <li>* 537 farmer beneficiaries located in bgys. Maapag, Camiling Katumbalon, Pinatilan, Malwak</li> <li>* 55 TSAs consisting               <ul style="list-style-type: none"> <li>- SMC canal (3.945 km in Camiling/Malwak)</li> <li>- Lateral K (6.57 km in Maapag)</li> <li>- Lateral L (1.32 km in Maapag)</li> <li>- Lateral N (3.9 km in Katumbalon and partly in Maapag)</li> </ul> </li> <li>- existence of 4 IAs; 2 were SEC registered before the FIOP</li> <li>- Land tenure pattern owner-cultivator owner non-cultivator</li> </ul>

Note: bgys = barangays.

**BUKIDNON**

The Pulangi River Irrigation System (PRIS) obtains its water primarily from the Pulangi River with secondary sources coming from the streams and creeks of Maapag, Laligan, Dumag-ok and Rumalon rivers. The service area comprises 11,800 ha covering 16 barangays in Valencia and 1 in Malaybalay. Of the total size of the service area, the following breakdown reveals its land use.

9,934	ha planted with rice
1,200	ha planted with corn
418	ha planted with sugarcane
445	ha remained idle

The documentation area is one of the 10 divisions of PRIS, i.e., Division 4 with irrigable area of 675.25 ha located in the southern portion, about 7-8 km away from the system office in Valencia. Prior to the implementation of the FIOP, there were already two irrigators' associations in Division 4 which were registered with the Securities and Exchange Commission.

**ILOILO**

The Jalaur-Suague River Irrigation System which is the national irrigation system in the province has two independent diversion dams. The dams are located in two river basins, the Jalaur and Sugue rivers. Its total service area is 14,300 ha as against its supposed total service area of 19,900. The system's total irrigated area fluctuates yearly due to weather changes. The average service area during the wet season is 12,000 ha and 11,000 hectares in dry season. The national system serves 101 barangays in eight municipalities in Iloilo.

**a. Jalaur Proper Irrigation System**

The Jalaur Diversion Dam serves six municipalities and irrigates 7,813 hectares in the wet season and 4,528 hectares in the dry season. The main canal is 24.6 km long with lateral canals measuring about 124.129 km and roadways extending to 90.253 km. Having been a grantee of IBRD for rehabilitation of the system, an extension was completed in 1983 to increase the service area. The documentation area located at the downstream portion covers 750 ha in six barangays in the municipality of Zarraga and one barangay in Pototan. The division draws water from the main canal of the JPRIS from which four laterals are produced with a combined length of 6.34 km.



***b. Suague River Irrigation System***

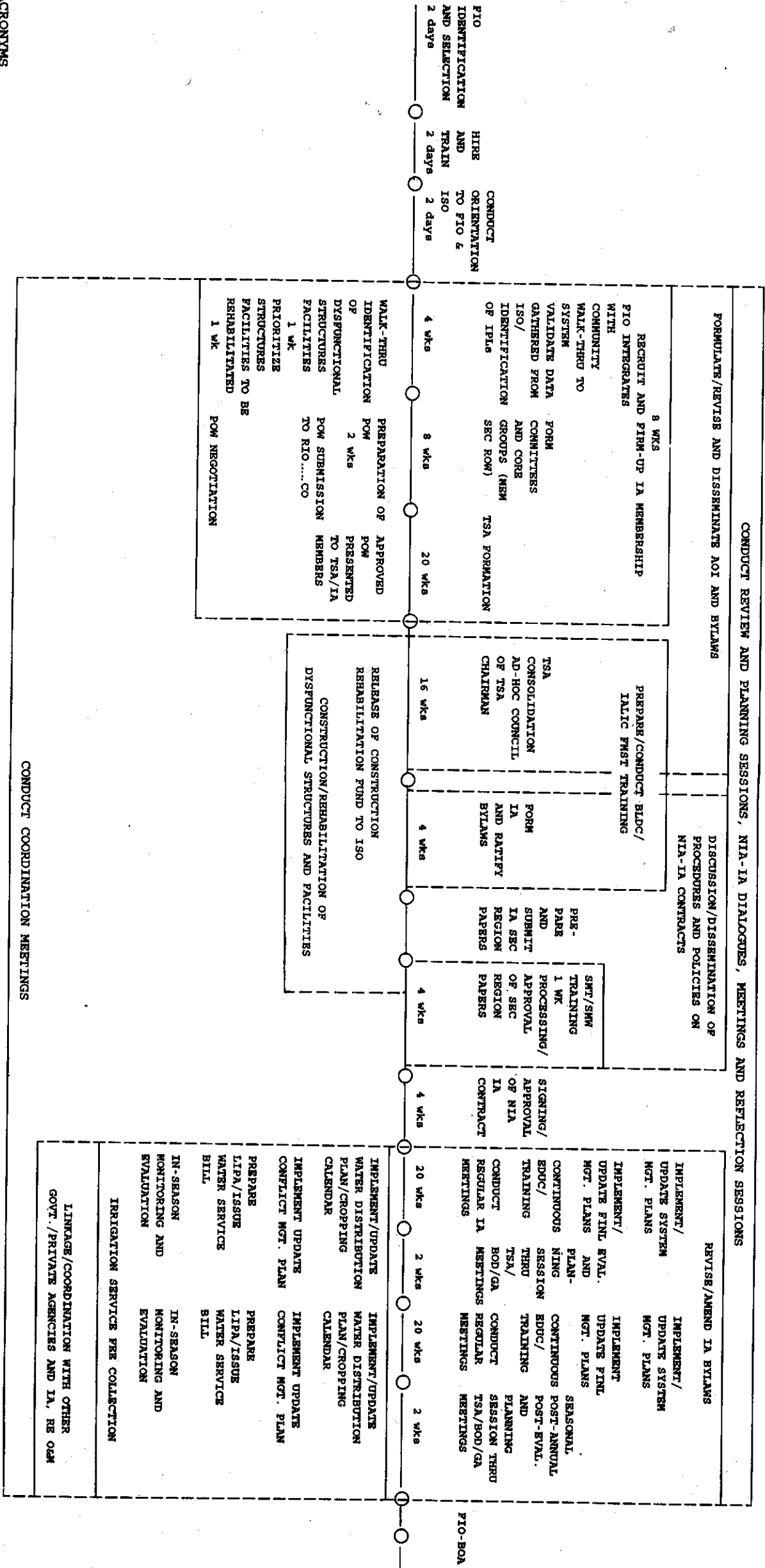
The Suague Diversion Dam located in the municipality of Mina serves 2,687 ha during the wet season and 1,878 hectares in the dry season. The service area covers the municipalities of Mina, Pototan and New Lucena with the main canal measuring 8.8 km with laterals 35.5 km long. The documentation area which is Division 3 is located at the eastern and downstream portion of the SRIS. It encompass 3 barangays in Mina and 5 baranagys in Pototan. The division has an irrigable area of 539 ha.

Figure 1. Flowchart of FIOp implementation.

PRE-ORGANIZATION PHASE

ORGANIZATION PHASE

O&M PHASE



ACRONYMS

- AOI - ARTICLES OF INCORPORATION
- BLDUC - BASIC LEADERSHIP DEVELOPMENT COURSE
- BOA - BOARD OF ADVISERS
- BOD - BOARD OF DIRECTORS
- CO - CENTRAL OFFICE
- FIO - FINANCIAL MANAGEMENT SYSTEM TRAINING
- FIO - FARMER IRRIGATORS' ORGANIZER
- FIO - FARMER IRRIGATORS' ORGANIZATION PROGRAM
- GA - GENERAL ASSEMBLY
- IA - IRRIGATORS' ASSOCIATION
- IALIC - IRRIGATORS' ASSOCIATION LEADERSHIP
- IPL - IDENTIFIED POTENTIAL LEADER
- ISO - IRRIGATION SYSTEM OFFICE
- LIPA - LIST OF IRRIGATED AND PLANTED AREA
- OCM - OPERATION AND MAINTENANCE
- POW - PROGRAM OF WORK
- RIO - REGIONAL IRRIGATION OFFICE
- ROW - RIGHT OF WAY
- SEC - SECURITY & EXCHANGE COMMISSION
- SMT/SMT - SYSTEM MANAGEMENT WORKSHOP/TRAINING
- TSA - TURNOUT SERVICE AREA

Note: Prepared by IIMI for the National Irrigation Administration.