

ARISP-2 Pampanga: Building Capabilities in the Community

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EXECUTIVE SUMMARY

This study provides an overview of the experience of NGO engagement in the Agrarian Reform Infrastructure Support Program Phase 2 (ARISP-2) Institutional Development Component (IDC), identify facilitating and hindering factors that contributed to project performance, and identify implementation experiences. The study provides recommendations to enhance areas of engagement for civil society.

The first section provides a brief background on the poverty situation and the government's efforts towards addressing the situation, i.e., the Comprehensive Agrarian Reform Program (CARP). This section will focus on the Official Development Assistance (ODA) as one source of fund for government's poverty alleviation efforts, in particular, and promotion of economic development and welfare, in general.

The second section presents a general background of the program given that it is the second phase of a two-phase ODA project. A review of the standards and objectives of the first phase followed by some highlights of the results of the evaluation is presented. This section also presents some of the experiences of an NGO working as a national partner of ARISP in managing the IDC. Following this discussion, the section provides a description and presentation of the ARISP Phase 2 components, including the role of the Development Academy of the Philippines (DAP) as a national partner agency.

The third section mainly presents the program area profiles of the two Barangay agrarian reform communities (ARCs) included in the ARISP-2, namely Anao ARC in Mexico, Pampanga and Paligue ARC in Candaba, Pampanga.

The fourth section will provide the policy analysis of ARISP-2's IDC.

Guided by the conceptual framework of Van Meter and Van Horn, this section presents the implementation experiences of the implementers and their interrelationship resulting to actual program performance.

The research looked into the policy formulated in undertaking the institutional development component of the program. Standards and objectives as well as the resources to implement such policies were identified and looked into.

The conversion process focused on the interplay of the policy environment, characteristics and disposition of the implementers of the program, and the inter-organizational communication and enforcement activities.

This section would also draw out implementers' performance resulting from such interrelationship and interaction. The performance will also provide a review of the experiences of Philnet-RDI in rehabilitating and strengthening the two subject cooperatives. This section will show some of the effective strategies employed to generate interest within and among the general membership of the subject cooperatives given the organizational and financial problems that these organizations were facing.

The study attempted to look at the over-all experience of the implementers and the cooperatives in the implementation of the institutional development component. The fifth section presents the conclusions based on the information generated from the different sources within the ARISP. The conclusions focus on the trends in ODA program implementation and management, the contributions of the NGO participation on project performance and sustainability, strengths of the NGO-PO-DAR partnership, LGU participation, and how these stakeholders measured performance.

Finally, the sixth section puts forward some policy recommendations as positive contributions to the efficient and effective NGO engagement in ODA projects. These recommendations focus on the issue of policies on NGO engagement, program monitoring and evaluation approaches, strengthening partnership, inter-agency cooperation and the importance of community participation in the ARISP-2 and other ODA financed projects.

I. OVERVIEW OF THE STUDY

A. Introduction

In the late 1980s, the Philippine government enacted the Comprehensive Agrarian Reform Program (CARP) to respond to the issues of land less farmers and poverty in the rural sector.

Government envisioned CARP as facilitating the rapid distribution of land and providing support services towards increased productivity and income of Filipino farmers. A decade later, CARP failed to fully realize this goal.

Hence, the Department of Agrarian Reform (DAR) adopted an integrated area development approach in its areas of operation. The DAR went on to establish agrarian reform communities (ARCs) to channel its efforts for utmost impact to agrarian reform beneficiaries (ARBs).

An ARC could be a barangay or a cluster of barangays primarily composed and managed by ARBs. The ARBs, meanwhile, are farmers willing to organize and involve themselves in the integrated development of an area and/or their organization. Using the ARC as basic unit of development, the DAR promoted integrated support and services such as provision of basic infrastructure, organization, and finance –the key factors for greater agricultural productivity.

Meeting such requirements, however, demand huge costs and financial resources, that government appeared to incessantly lack. Thus, it scoured for funds and resources, finding these in the official development assistance (ODA) of donor countries.

The ODA is defined as funds infused on developing countries by bilateral and multilateral institutions to promote economic development and welfare on the recipient countries.¹

Various sectors point to ODA as an instrument of more developed countries to advance their political and commercial interests more than helping developing countries. Other sectors see it as additional resources that Philippine government cannot afford to do without.

At this point, it is still a question of whether developing countries such as the Philippines need the ODA from donor agencies and whether using it can actually provide the impact it seeks.

While some members of the civil society still oppose government's dependence on such aid facility, others have directly engaged in the implementation of ODA-funded projects.

The Agrarian Reform Infrastructure Support Program-Phase II (ARISP-2) is one such project.

ARISP-2 is the second phase of a two-phase, ten-year project implemented in 1995. Of the total P6.74-billion project cost, 84 percent is financed via a loan from the Japan Bank for International Cooperation (JBIC) to be paid by

the Government of the Philippines (GOP) in 25 years. The GOP would also cough up the 16-percent peso counterpart cost.

ARISP-2 intends to help develop 150 ARCs in 55 provinces in 14 regions nationwide.² Its over-all goal is to provide an integrated package of support services aimed at spurring agricultural development in selected ARCs through the provision of basic infrastructure and institutional development.

B. Objectives of the Study

This study will focus on the implementation of ARISP-2, giving highlight to the experiences of the different stakeholders at the program level and with emphasis on the engagement of NGOs in the project's institutional development component (IDC). This study will draw out the experiences of NGO participation in ARISP-2 and, from there, posit policy recommendations to enhance project implementation and locate other possible venues for NGO engagement.

Specifically, this implementation study aims to:

- Look at the experiences of the Philippine Network of Rural Development Institutes (Philnet-RDI) in engaging in ARISP-2 institutional development component in Pampanga
- Look at facilitating and hindering factors that contributed to applying the IDC in the program areas
- Draw out the dynamics of development cooperation as perceived by the stakeholders during program implementation

C. Methodologies

This study made use of the following data collection techniques:

1. Interview with key informants. The researcher held key interviews to solicit pertinent information from national, local and community stakeholders, emphasizing on their perceptions on program strategies and experiences in the different phases of project implementation.

Interviews and discussions were conducted March to June 2004 with, among others, DAR Central Project Management Office (DAR-CPMO) staff and DAR Provincial Project Management Office (DAR-PMO) key personnel. Likewise, interviews were also conducted with the Development Academy of the Philippines (DAP) area manager, local government unit (LGU) officials, Philnet-RDI national office and field office personnel, and cooperative members.

2. Area visits. The researcher also visited the areas to see the interaction of various stakeholders as they work to attain program objectives.

3. Review of related literature. Literature here included project documents such as accomplishment reports, annual reports, quarterly assessment reports, minutes of meetings, workshop documentation and project implementation manuals in Philnet-RDI, DAR, DAP and cooperatives. The researcher also analyzed related documents such as terminal reports of ARISP-1, project briefs and evaluation reports, to look into the events and dynamics of the implementation leading to the status of the program.

D. Scope and Limitation

This implementation study focuses on Philnet-RDI's experiences in developing cooperatives under the ARISP-2 institutional development component². It seeks to define the issues and concerns from the NGO perspective so that proposals may likewise be structured with this frame in mind. The proposals, notably, would enhance the mechanisms for civil society engagement and delivery of services of development program. It also explores the dynamics of development cooperation between and among the key players in the area. It does not, however, measure the impact of the program.

II. BACKGROUND ON THE ODA PROGRAMS

A. The Agrarian Reform Infrastructure Support Program Phase 1

1. ARISP beginnings

The ARISP was the first project in the area of agrarian reform that the Government of Japan funded through JBIC.

The project's first phase was an integrated package of support services designed to provide basic infrastructure, institutional development and agricultural support to ARBs nationwide.

The P2.5-billion ARISP-1 covered 76 agrarian reform communities in 33 provinces nationwide. The loan agreement, signed by and between the Japan and Philippine governments on August 30, 1995, was implemented in six years and officially ended June 28, 2002.

The project was implemented by the DAR, as lead agency, in cooperation with the National Irrigation Administration (NIA) for the irrigation and post-harvest components and the Department of Public Works and Highways (DPWH) for construction of farm-to-market roads. The institutional

development component was implemented in collaboration with the Philippine Development Assistance Program (PDAP), Bureau of Post-Harvest for Research and Extension, local-based NGOs, and the University of the Philippines-Ugnayan ng Pahinungod Oblation Corps, Los Baños, Laguna campus.

Evaluation studies conducted after the end of the program pointed to ARISP-1's relative success in attaining its objectives. Third party evaluation conducted by Kotzumi Nozawa compared three ARISP ARCS and three non-ARISP ARCs using the "with and without method".³

In terms of average annual household income, the three ARISP ARCs reported higher incomes compared to the three non-ARISP ARCs. The evaluation also looked into the average yield per hectare of the two groups. Nozawa's study revealed that the ARISP areas reflected higher yields compared to the non-ARISP areas.

The study identified the presence of the irrigation component in the ARISP areas compared to the other areas that were largely rain fed, as one of the critical factors that contributed to the increased yield in ARCs.

The over-all program impact also showed some positive effects of the implementation of ARISP in the targeted areas. There were reported increase in the number of hectares of irrigated lands, improvement in cropping intensity, decrease in post-harvest loss for those with post-harvest facilities (PHF) components, decrease in travel time due to farm-to-market roads (FMR), increase vehicle volume passing the ARCs and decrease in transportation costs.⁴

2. NGO Engagement

Recognizing NGO capabilities in community organizing and development strategies and approaches, ARISP proponents tapped NGOs to strengthen community organizations. The ARISP is JBIC's first project where NGOs participated in implementing capacity building.⁵

The DAR identified the procedures in contracting the services of the umbrella NGO and local NGOs for ARISP. Technical proposals were sought through publishing invitations in newspapers. The technical proposals for the implementation of the IDC were evaluated and the results were coursed through the ARISP Project Management Office Project and Awards Committee.

Of the five organizations that submitted proposals, PDAP⁶ was awarded the contract not only to supervise, monitor, and evaluate the performance of

local-NGOs but also to act as fund conduit for the NGOs' implementation of the IDC.

Many lessons were culled from the experience of PDAP and other groups in implementing the IDC of ARISP. The following are some of these lessons:⁷

a. The “wait-and-see” attitude was very much prevalent among members of cooperatives with negative organizational experiences. The NGOs said motivation and community participation were almost equated with tangible deliveries of outputs, such as infrastructure and financial assistance.

b. The existence of multi-layered forms of organizing point to the importance of joint orientation among agencies and key players involved. The variety of titles used to identify community organizers show these organizers function relative to the framework, program, and agenda of their employers. The NIA has an institutional development officer (IDO), DAR has a development facilitator (DF), and PDAP and its partner NGOs have community development workers (CDWs).

c. Most POs saddled with large existing loans from the Land Bank of the Philippines (LBP) affected the efforts on institutional development work. Moreover, a large percentage of these organizations were seen to have existing formations but with non-existent policies and programs, low capacities, debt-ridden coffers, centralized command structures and little community participation.

d. NGOs and POs play the role of watchdogs in preventing corruption.

e. NGOs' experiences in ARISP showed that these organizations provide service beyond the limits set by contracts and TORs and pre-determined prescribed activities to fulfil their mandates. NGOs also used better strategies to ensure that objectives were attained. It was observed that the capability of some NGOs to provide more than expected depended on the availability of resources. Other groups who wanted to emulate this were hindered by the lack of means and resources.

The PDAP experience in managing the IDC of ARISP also bared the need for a more defined tripartite strategy involving all implementing agencies e.g., in formulating the project design.

Moreover, the following key ingredients were emphasized: equal participation of DAR and PDAP in the selection committee for local partners; cross-validation procedures; putting a high premium on the credentials of development workers; and, a shorter timeframe in the NGO selection.⁸

Based on these experiences, lessons learned were factored in the design of ARISP-1 and ARISP-2, particularly in terms of NGO engagement in ODA.

B. Agrarian Reform Infrastructure Support Programs Phase 2

ARISP-2 proponents expect this second phase of the JBIC-funded agrarian reform support program completed by December 2005. The ARISP-2 essentially adhered to the basic concept of integration and implementation as espoused during ARISP-1. The over-all objective of ARISP-2 is to alleviate poverty through the provision of infrastructure and institutional services in 150 selected ARCs nationwide.

1. Lessons from ARISP Phase 1

Lessons culled from experiences in the first phase were considered and led to the following modifications and affirmations in the design of ARISP-2:

- a. Expanding the geographical scope from 76 to 150 ARCs.
- b. Adopting a double-layered NGO participation in the implementation of IDC with an umbrella NGO partner at the national level and sub-contracted local NGOs at the program level.
- c. Expanding the scope of services to cover potable water supply projects. Such projects were found critical in the ARCs based on the studies conducted by a Food and Agriculture Organization unit⁹ and validated during field visits to the ARCs.
- d. Incorporating other elements like agricultural technology, extension services, and marketing support to maximize the gains of the project. While capital requirements and agricultural support were believed to be provided by LGUs and financial institutions in Phase I, LGUs' lack of funds and weak system hampered the delivery in terms of agricultural extension. On the other hand, credit access for cooperatives from financing institutions like LBP proved difficult due to numerous accreditation requirements, non-eligibility or low organizational maturity of many ARC cooperatives, and collateral capability, among other factors.
- e. More explicit on direct involvement of LGUs in project identification, planning, implementation, operation and maintenance of facilities. ARISP-2 mandated LGUs as key implementing groups for potable rural water supply projects.
- f. Continuing to adopt tripartism as a model of implementation. The national government sector consists of the DAR, DPWH, NIA and the local

LGUs, NGOs and POs will continue to be partners in development.¹⁰

2. Objectives of ARISP-2

The ARISP-2 specifically aimed at:

- a. Increasing the farm productivity in the 43,433 hectares-coverage area through the provision of sustainable irrigation and water supply;
- b. Improving the mobility of rural people and their farm produce within and outside the ARC by construction and/or rehabilitation of 766 kilometers of farm-to-market-roads;
- c. Improving the quality of products through the provision of 122 post-harvest facilities;
- d. Establishing/strengthening 150 farmer's organization to ensure viability of the ARC;
- e. Improving the health condition of rural people and minimizing the time spent by women and children in hauling water from the springs and wells by providing 66 units of potable water supply facilities; and,
- f. Strengthening the capability of local government units (LGUs) in planning, designing and implementing infrastructure projects.

3. Major components of ARISP-2

The program's major components are:

- a. Basic Infrastructure. In the area of civil works, the program intends to provide the following irrigation and drainage facilities for 43,433 hectares of farm land; 766.1 kilometers of farm-to-market roads; 122 post-harvest facilities; and rural water supply system for 66 ARCs.
- b. Institutional Development of farmers cooperatives, irrigators association and water users' groups, agricultural development for cooperatives; and, institutional development of LGUs.

4. Site Selection

The ARISP pre-qualified 150 communities across the country but giving top priority to those 90- to 100-percent land tenure improvement-free and second priority to those 76- to 89-percent LTI free.

ARISP staff also verified information on LTI-free ARCS while those in the second priority were required to hasten their LTI so they could tap the

program. Site selection policies also ensured that no two capital assistance of similar components were present in the ARCs.

Project approval entailed the completion of identified package of project per ARC and the submission of ARC-ARISP indicative plan.

The summary logical framework points to the over-all objective of the program to help alleviate poverty and spur socio-economic development. This twin-goal was to be attained through the provision of needed infrastructure projects and capability-building activities to community-based organizations. It is targeted that by three years after the project completion, household incomes would increase by at least 20 percent.

Figure 1. Logical Framework Summary

Summary Logframe					
GOAL Increased HH income ARCs	Household incomes increased by at least 20% over the baseline survey data estimated in constant prices, 3 years after project completion				
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PURPOSE Increased productivity of individual farmers and farmers organizations in the ARCs	CROPPING INTENSITY Increased to 200% in year 2005	TRANSPORT COST Reduced by 38%	Number of HH with access to potable water increased by 41,712 HH	Post-Harvest losses reduced by more or less 5 %	2 steps increase in the organizational maturity (COCI) and credit-readiness of at least 150 coops
	FARM PRODUCTIVITY Increased from 3.15 tons/ha to 5 tons/ha in year 2005	HAULING COST Reduced by 50%			193 operational IAs/IGs organized/strengthened
		TRAVEL TIME Shortened by 46%			66 functional WUAs
					At least 4,500 farmers trained on appropriate technology
	IRRIGATION	ROAD	RWS	PHF	Institutional Development

III. PROGRAM AREA PROFILE

Of the 76 provinces covering 150 ARCs where ARISP-2 is implemented, two areas are in the province of Pampanga: the Anao ARC in Mexico and the Paligue ARC in the municipality of Candaba. For the purpose of this case study, the two ARCs will be discussed.

Barangay Anao is the second largest among the 43 barangays of the municipality of Mexico. It is bounded on the north by Barangay Cuayan, on the east by Barangay San Pablo, on the west by Barangay San Jose Malino, and on the south by Barangay San Juan.

The Barangay ARC is located five kilometers away from the town proper. Barangay Anao has a total land area of 466.12 hectares, of which 422.13 hectares are agricultural land primarily planted with rice and corn. Anao ARC has a total population of 4,284 in 714 households with an annual farm family net income of P59,500.

The Anao ARC, launched in 1993, has a total 295.43 hectares of land acquired and distributed (LAD) distributed to 240 ARBs. The average farm landholding size per household ranges from 1.2 to 2.5 hectares.

Paligue ARC is a rural barangay located in the municipality of Candaba. It has a total population of 1,201 based on 1999 survey. Barangay Paligue is one of the 33 barangays comprising the municipality. It is bounded on the north by the Candaba Swamp, on the east by Barangay San Pablo and Barangay Pulong Gubat, on the west by Barangay Bambang and on the south by Barangay Pulong Plazan.

The Paligue ARC has a total land area of 1,463 hectares of which 917 hectares are planted to corn. Barangay Paligue has a LAD of 917.64 hectares distributed to 487 ARBs.

Major problems in the ARCs include inadequate irrigation water supply, lack of access to farm technologies, limited agrarian services, poor road condition, lack of farm-to-market roads, inadequate marketing channels, insufficient credit supply, low maturity level of farmer organizations, and lack of livelihood activities. These key issues affect the socio-economic conditions of the rural population who are dependent on agriculture as their source of livelihood.

IV. PROGRAM IMPLEMENTATION ANALYSIS

The IDC of ARISP-2 presented a process of development cooperation and participation among the different institutions and stakeholders. The interface provided by such cooperation presented factors that affected the implementation process and the outcome of the program in general.

The framework of Van Meter and Van Horn guided the research in looking at the relationships between the dependent and independent variables, and the relationship among the independent variables.¹¹ The research looked into the policy, standards, and objectives formulated in undertaking the program's IDC.

The conversion and implementation process focused on the interplay of the policy environment, characteristics and disposition of program implementers, and inter-organizational communication and enforcement activities.

A. Policy

The ARISP-2 IDC aimed to develop ARCs into viable, organized, self-reliant, and productive communities, sharing resources for their collective benefits. This component sought to highlight the participation of ARBs through the cooperative capability-building and strengthening component.

Taking into account the project duration and its available resources, ARISP-2 focused its assistance to identified viable organizations that will ensure the project meets its goals and objectives.

Under the IDC, ARISP-2 proponents identified three possible subject organizations that could access funds and support under the program.

Cooperatives, irrigators association (IAs) and water users association (WUAs) were identified and, in some cases, organized to ensure sustainable operation and management of infrastructure projects within the ARC.

The ID component focused on the cooperative in terms of project support, capability building, and funding support. With its legal personality, cooperatives have greater strength to engage and actively pursue development initiatives for its members and the community.

Meanwhile, the irrigators' associations' role was focused on providing the 30 percent equity counterpart and eventually managing and operating the communal irrigation system. Water users' associations were organized to ensure operation and management of the rural water supply system.

The DAR hired the DAP¹² to oversee the implementation of the IDC's cooperative development sub-component and act as the fund conduit for local NGOs tapped for this work at the community level. DAP was also tasked with funding the training of implementing partners and beneficiaries as well as undertaking a baseline survey on the project impact on all ARC project sites. The national partner institution (NPI) was also tasked to develop the results monitoring and evaluation system that will guide the implementation of the cooperative development¹³.

The program emphasized the leading role of local-based partner institution (LBPI) in developing the capability of cooperatives as active conduits in ARC development. Selecting the institution capable of undertaking the tasks was handled by the local selection committee composed of DAR-PPMO, DAR-RPMO and DAP representatives. The review and final approval came from the ARISP central project management office.

Philnet-RDI, as the LBPI for Pampanga, was expected to deliver the services for institutional development within the framework and objectives of ARISP-2. The NGO was also expected to coordinate with the DAR and other agencies involved for synchronicity and consistency in all activities. Philnet-RDI was bound by 32-months and 24-months contracts for the development of the Anao and Paligue multi-purpose cooperatives, respectively.

Based on the terms of reference, Philnet-RDI was expected to provide the following support services to the cooperatives:¹⁴

1. Conduct of organization assessment of the cooperative.
2. Provide technical assistance in preparing a cooperative development action plan, of a post-harvest facilities business development action plan, and of a work financial plan based on the action plans.
3. Undertake actual organizing and/or capacity-building activities for the cooperative based on the action plan. These include:
 - a. guiding the cooperative toward the attainment of its development targets as enumerated in the action plans;
 - b. preparing local cadre development program
 - c. identifying and developing local specialist from among members of the cooperative;
 - c. conducting needs-based result-oriented training to the cooperative;

- d. providing technical assistance to the cooperative preferably conjunctive to other POs in the ARC, specifically the IA and WUA;
- e. preparing a cooperative operation manual
- 4. Effective management of the funds earmarked for the ARISP-2 IDC; and,
- 5. Other services mutually agreed upon by the contracting parties.

B. Standards and Objectives

The institutional development interventions were geared towards enabling the cooperatives to comply with pre-set standards called the cooperative organizational capacity index (COCI), which determined their level of progress. The COCI is a measurement tool composed of 14 dimensions within which the performance of Philnet-RDI will also be measured:¹⁵

- 1. Legal personality
- 2. Basis of unity and strategic direction
- 3. Leadership
- 4. Membership
- 5. Membership participation
- 6. Organizational structure
- 7. Development plan
- 8. Policies, systems and procedures
- 9. Financial viability
- 10. Financial management
- 11. Business development
- 12. Business operations and management
- 13. Networking and alliance building
- 14. Service delivery

Ninety indicators clustered among the 14 dimensions form the COCI. The COCI level of cooperatives is determined through the establishment of the presence or absence of such ideal organizational indicators and converting

the scores attained per measure and cluster into established classification. These classifications are:

1. Establishing phase of organizational capacity

A cooperative is considered at the establishing phase if it is at the stage of forming the organization and its legal identity. This level also implies the cooperative has a high dependence on external agents and the basis of unity and orientation tends to be inward looking. This phase also have sub-levels categorized as establishing low, medium, or high.

2. Developing phase of organizational capacity

At this phase, cooperatives have achieved the developing level having met the minimum requirements or qualifications to avail of financial assistance; is credit-ready; and, having functional or operational systems and procedures. The cooperatives should also show minimal dependence on external agents and have the capability to develop, undertake, and manage small-scale enterprises. The cooperatives should have established linkages with other organizations, provides re-flows to its members and the basis of unity is to provide for sectoral needs. This phase also have sub-levels categorized as “developing low, medium, or high”.

3. Sustaining phase of organizational capacity

At this phase, cooperatives are self-directing, credit-worthy, able to venture into medium to high-scale businesses, and could sustain its operations. They are expected to be working independently from external agents, engaging and using resources for networks, and providing services to the community. It is also expected that the orientation of the cooperative is towards the greater benefit of the community or the ARC. This phase also have sub-levels categorized as sustaining low, medium, or high.

By project’s end, the cooperatives are expected to move up on a two-step increment in the Index.¹⁶

During initial discussions with DAP and DAR, Philnet-RDI emphasized that cooperative formation as a primary objective for the IDC was not enough to attain the goal of the program. Recognizing the cooperative as the primary motor for economic development, Philnet-RDI wanted to facilitate the crafting of holistic community development plans that goes beyond the project-based initiatives of cooperatives.

These plans were attained through visioning exercises and planning workshops participated in by cooperative members. Philnet-RDI also went into organizing households to generate interest and participation among community members.

These efforts were directed towards the rural development and democratization (RDD) framework that Philnet-RDI espoused. This framework is anchored on the broadest participation and balanced development of marginalized rural sector.

C. Resources

According to Van Meter and Van Horn, available resources must be present to facilitate the implementation of established policies. ARISP-2 contains such policies.

1. Project Funds

DAR-PPMO took the lead in meeting all the requirements for submission to the CPMO for inclusion on the ARISP-2. Community consultation activities were initiated to gather the information needed in formulating the indicative plans and sectoral plans, which will form the basis for consideration by the CPMO.

Validation activities and technical discussions were also held to confirm data and look into the situation on the field before the CPMO submitted the plans to JBIC for concurrence. Based on the final validation conducted by the CPMO and concurrence by JBIC, the following ARISP-2 components for Pampanga were approved.

2. ARISP-2 Components and Project Costs¹⁷

The table below shows the different ARISP—2 components implemented in the project areas.

There was no credit component in the program. Efforts towards enterprise development would include making the cooperative financially viable, credit worthy, and linking them with financing institutions or other sources. A credit facilitation assistance project was enabled to improve access of ARISP-assisted cooperatives but it only targeted those without existing loans.

Table 1. Arisp-2 Project Components

Name of ARC	Name of Sub-Project	Target	Total Direct Costs (P)	Status
Anao ARC	RWS	10 units	123,000	completed
	FMR	1.6 kms.	3,300,000.	completed
	CIS	from 414 to 443 has. Coverage	15,871,574.00	completed
	Agricultural development Fund		245,000.00	on-going
	CDC		850,000.00	phase-out planning
Paligue ARC	RWS	10 units	246,944.	completed
	FMR	1.3 kms.	2,052,140.	on-going construction
	FMR	1.762 kms.	1,841,171	on-going construction
	Agridevt Fund		235,000.00	on-going
	CDC		700,000.00	until September 2004

3. Department of Agrarian Reform (DAR)

DAR-PPMO's major role was to orchestrate project interventions and processes at the provincial level. The PPMO was mandated to ensure effective and efficient implementation of the project by working closely with the NIA-PIO, DPWH, and LGUs. To undertake the task, an ARISP management team was created within the structure of the Beneficiaries Development and Coordination Board.

Headed by the Provincial Agrarian Reform Officer (PARO) as project manager, team members include the assistant project manager, an agricultural development specialist, institutional development specialist, monitoring and evaluation specialist, project development, project clerk and members of the finance unit. Resources for project management and administration were also made available to DAR-PPMO as GOP counterpart funds.

These resources included office supplies, logistical support, and meetings and transportation allowances.

4. Development Academy of the Philippines (DAP)

A national project management office (NPMO) at the DAP main office in Pasig City managed the project. To support the NPMO, ARISP-2 officials established island project management offices (PMOs) for North Luzon, Central and Southern Luzon, Visayas, and Mindanao. So-called island managers led these Island PMOs. These managers, the finance officer, and the project director comprise the project management team (PMT) that assists the director

in managing the project. The PMT meets once every quarter or as often as the project director wants.

The DAP-NPMO oversees the operations of the project at the national level and coordinates with the DAR-CPMO. Island offices were established to oversee the work at the regional and provincial levels. Area managers assigned to ARC clusters support the island managers.

During implementation, the number of area managers decreased and, hence, increased area assignments of the remaining managers. Hence, the frequency of area visits in the project areas decreased from monthly or quarterly visits every year to one to two visits in a year. In Pampanga, the first Area Manager frequently visited the area to conduct the quarterly and monthly monitoring assessments. The replacement AM visited the area only once during the introduction at the start of year 2004. Funding concerns that resulted to manpower reduction added to the changes.¹⁸

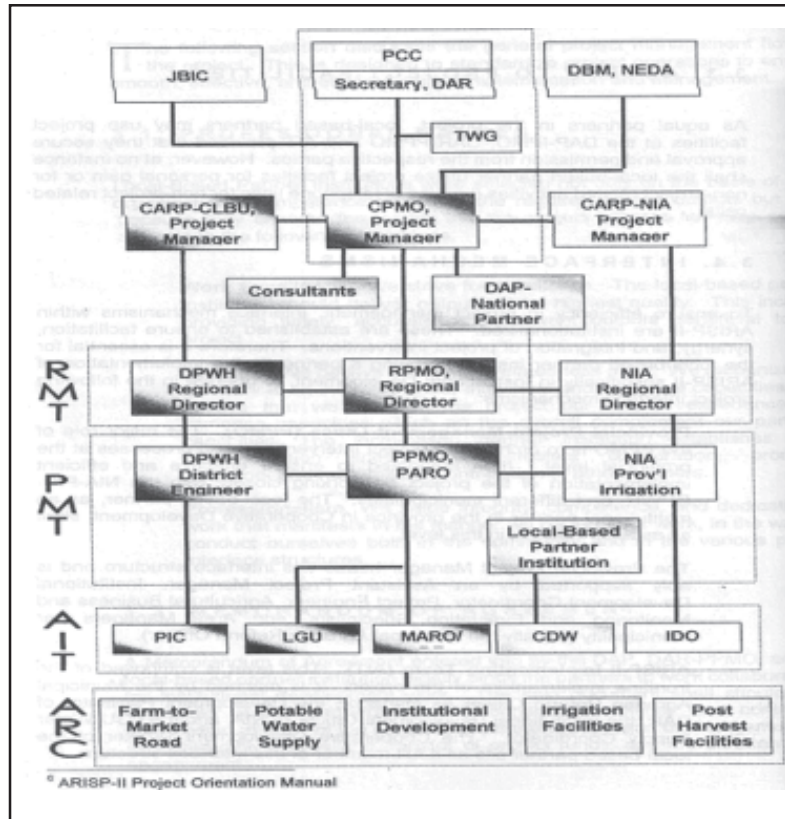
In terms of financial resources, the DAP contract provided funding allocation totalling to P148.5 million for the duration of the IDC. These were broken down into LBPI contracts (P90 million), results monitoring and evaluation (P15 million), baseline survey (P10 million), training fund (P20 million) and management services (P13.5 million).

5. Philippine Network of Rural Development Institutes (Philnet-RDI)

The local based partner institution relied on its many years of experience in rural development work in pursuing the cooperative development component of ARISP-2. Key personnel who worked on the project are the project supervisor and the two community development workers for each of the two project areas. Aside from the project cost, there was funding support for training activities during the implementation phase.

The NGO also made use of its network of partners in tapping resource persons for the training programs of the cooperative. In the area of livelihood programs, there were initiatives to link up with Philnet-RDI's partners who can assist the cooperatives in marketing products. Philnet-RDI expected Paligue Multi-Purpose Cooperative Inc. (PMPCI) to arrange and enter into a joint venture agreement with the NGO to operate a palay marketing project.

Arisp-2 Project Management Structure (Figure 3)



D. Characteristics of Implementing Agencies

1. Project Management and Implementation

ARISP-CPMO laid down a structured implementation guideline that different stakeholders were expected to follow. This is in view of the several government and non-government agencies interfacing at various stages of the project

Figure 3 revealed several inter-agency interactions within the project management set-up of ARISP-2. The regional management team (RMT), the provincial management team (PMT) and the area implementing team (AIT) were involved in the supervision and implementation of ARISP-2 at the local level.

The PMT included representatives from the DPWH, NIA, and Philnet-RDI.

The AIT was composed of the DAR's development facilitator (DF) and municipal agrarian reform officer (MARO), Philnet-RDI's cooperative development worker, NIA's institutional development officer (IDO), and the LGU's water supply coordinator (WSC), municipal agricultural officer (MAO) and agricultural extension officers (AEOs).

The MARO acted as the team leader while the DF as coordinator of the project's IDC. Philnet's staff represented the cooperative development component in the AIT while the NIA-IDO the irrigators' association development component. The LGU officials composed the team's components for water utilities' association and agricultural development.

Philnet-RDI observed that the AIT failed as a venue for its members to thresh out issues or problems and to monitor progress of target activities. With irregular meetings, the AIT just served as a venue to inform each member of upcoming activities.

2. Roles of Agencies

a. The Department of Agrarian Reform-Provincial Project Management Office (DAR-PPMO) was the lead implementer of the ARISP-2 at the local level. It was tasked with over-all project supervision and coordination as well as the monitoring and evaluation component of the program. DAR-PPMO's other responsibilities included identifying the ARC, project site, and specific projects, planning the ARISP package, institutional development, and financial management.

The DAR-PPMO relied on its own staff to oversee the implementation of ARISP-2 project components. The Provincial Agrarian Reform Officer (PARO) acted as project manager and supervised the assistant project manager who coordinates the ARISP-2 management team. The Municipal Agrarian Reform Officer, meanwhile, was tasked to coordinate the activities of the AIT.

Aside from leading the provincial management team, the DAR was also lead convener of facilitating team meetings. The DAR used the latter to get updates on the project's different components vis-à-vis the approved work plan. Some DAR personnel said they felt the meetings made inter-agency cooperation possible and that projects can be successfully implemented given the open communication and discussion during these meetings. On the other

hand, Philnet-RDI felt that the FTM could have better served its purpose if other agencies showed as much interest to other project components. Philnet-RDI observed that other agencies often leave the meeting after presenting their own reports such that the IDC was presented to thinned-out audience or usually to the DAR personnel only.

Nonetheless, the DAR-PPMO has adhered to these different structures and processes embedded within the implementation of ARISP-2.

b. The DAR hired on contract the DAP as its national partner in implementing the ARISP-2, assigning DAP as lead agency in supervising the performance of LBPIs. The project contract from January 2001 to December 2004 specified DAP's tasks as follows:

- Management of funds earmarked for cooperative development;
- Development of a project results monitoring and evaluation system;
- Conduct of baseline survey to gather benchmark information from the ARCs covered by the project; and,
- Management of funds earmarked for development training of implementing partners and beneficiaries

The DAP has developed various tools and mechanisms to streamline the monitoring and evaluation of the CDC. However, the development of these tools and mechanisms lacked cooperative members' participation. Likewise, DAP officials admitted they could only provide limited technical support due to financial constraints. The latter was also blamed for the decrease in the number of area managers, which resulted to a decrease in the number of visits to project areas.

c. The project tapped Philnet-RDI for the cooperative development sub-component under the IDC. Philnet-RDI's task focused on rehabilitation and strengthening of AMPCI and Paligue MPCI. The key duties and responsibilities of the organization were to:

- Organize and/or strengthen ARC-wide cooperatives
- Conduct cooperative training activities
- Guide cooperatives in undertaking business enterprises
- Provide technical assistance in installing systems and procedures in cooperative operations

● Institutionalize linkage of cooperatives with other POs, NGOs and other institutions

The defined tasks and responsibilities of each of the institutions involved in the IDC point to the importance of development cooperation to successfully meet objectives for the cooperative. This is based on a clear understanding of each partner's strengths and limitations in pursuing a common vision.

E. Economic, Political, Social and Cultural Environment

1. Economic environment

ARISP-2's over-all objective is to increase the ARBs' household income via infrastructure projects and institutional development. For this objective to be attained, economic conditions should be conducive to activities that would increase the productivity of the cooperative. The latter would then make cooperatives become viable vehicles for economic development of the members and the community.

The AMPCI was once considered one of better performing cooperatives in Pampanga. Recognized by the Land Bank of the Philippines (LBP) for its performance and sound management, it was awarded the most outstanding cooperative in the mid-1990s¹⁹. Certain events, however, changed all that.

An agricultural development loan availed from LBP for asparagus, rice and corn production did not result to what was expected. Due to calamities that hit the area, the farmers were not able to generate the target income and were unable to repay their loans. From an initial P4 million outstanding loan in the late 1990s, interest charges and penalties have increased the loan to P14 million as of 2004.

In the case of Paligue-MPCI, poor management and the absence of clearly defined financial systems contributed to its problems. During the early 1990s, the cooperative secured a P1.168-million loan from Quedan Corp. to finance the construction of a P668,000-warehouse and for the marketing of their produce (P500,000). The warehouse failed to generate enough money to make it sustainable as a post-harvest facility. Additionally, Paligue-MPCI's manager gave himself and the staff in the warehouse fat salaries, bloating the cooperative's losses and indebtedness.

At present, Paligue-MPCI has P4.5 million in outstanding obligations, excluding P1.2 million to the LBP from P500,000 in 1997.

The financial situation and mismanagement of these cooperatives bred distrust among members and slashed their credibility and ability to access future financial assistance.

2. Political Environment

In the case of Anao, local government executives' participation in the project was limited to passing the needed resolutions. At ARISP-2's initial phase, when proponents asked the municipal government to provide counterpart funding for the rural water supply component, they were referred to barangay officials.

The administration was not particularly interested in providing the counterpart fund and in turn passed the responsibility to the LGU. To facilitate the agreement, the municipal council passed a resolution officially transferring its authority to negotiate to the Barangay LGU of Anao.

The role of different government agencies were deemed important not only in terms of getting financial support but also through establishing linkages with these agencies and other potential institutions. The AMPCI was able to re-establish contacts with the Provincial Cooperative and Enterprise Development Office (PCEDO), the Office of the Provincial Agriculturist, the District III Representative of Pampanga, and members of the Provincial Board.

The cooperative also established linkages with the Office of the Mayor, Office of the Vice-Mayor and the Municipal Agriculture Office at the municipal level. It talked to provincial trade and industry officials.

It was in these activities that AMPCI officials presented the cooperative's new development plan. These visits resulted to verbal commitments and a planning activity for a pledging session. However, the pledging session did not push through, with these agencies' executives citing lack of resources as reason.

3. Socio-Cultural Environment

The cooperatives chosen in Mexico and Candaba were both in a state of organizational disarray when the project began. From 150 members in the late 1990s, AMPCI had only four people acting as a core group. Paligue-MPCI members, on the other hand, exhibited lack of interest in pursuing plans to rehabilitate the cooperative and settle their financial obligations. The members' inactivity was blamed on the financial problems besetting the cooperatives.

Philnet-RDI's initial efforts resulted to 34 members of AMPCI expressing interests in pursuing the rehabilitation of the organization while in Paligue-MPCI, the NGO gathered 21 people. Other members waited for tangible results before re-joining the cooperative.

Pursuing rehabilitation of these cooperatives, Philnet-RDI held planning workshops, organizational development activities, and formulation of guidelines. However, the level of participation was still low since members apparently had difficulty grasping the concepts of the development process.

This concern prompted Philnet-RDI to identify effective ways to maximize the participation and contribution of existing members without further creating dependency. But, the farmers had difficulty articulating their thoughts. The concepts in a problem tree workshop, strategic planning activities and output oriented project planning were overwhelming for them. Philnet-RDI trainers' diligence and patience helped them through their process of comprehension.

Concerned with the leadership capability of the cooperatives' officers, Philnet-RDI held regular brainstorming, coaching and mentoring sessions among the officers before beginning the scheduled meetings.

Still, within the DAR-PPMO, there was a prevailing sense of frustration in implementing projects for the AMPCI. This was blamed on the perceived lack of interest and participation among the members, especially in attending meetings and monitoring activities. Numerous times, scheduled meetings were postponed due to the failure of the cooperative members to attend even if they already signified their attendance. DAR-PPMO personnel said the cooperative members were not exerting enough effort to make the program successful.

But the sense of frustration also pervaded among farmers who blamed it on the high expectations set by DAR-PPMO at the start of the program.

Philnet-RDI initially discovered that farmers' knowledge about the project was quite low and most of them were expecting fresh infusion of funds for the cooperatives. In addition, the failure of the farmers in attending the meetings and planned activities were often traced to conflicts with their economic activities. Many times, scheduled activities were postponed because farmers attended to pressing farm chores such as harvesting crops and preparing land for planting. The farmers and Philnet-RDI also chided development facilitators for failing to inform cooperative members of upcoming activities.

This situation, notably, is not limited to DAR-initiated activities. Many of the cooperatives' planned activities were also postponed due to the absence of members. A strategy employed by the cooperative development worker in Anao ARC and was effective for some time, entailed the conduct of house-to-house visits to ensure members' attendance. However, since Philnet-RDI's contract ended June 2004, this strategy was not pursued.

F. Inter-organizational Communication and Enforcement Activities

Communicating project standards and objectives to key players is as vital as ensuring that everyone understand each other's roles in meeting such targets. Clarity, accuracy, and consistency of communicating standards and objectives greatly affected the implementers' expectations.

1. Clarification of Roles

Philnet-RDI, LBP, and DAR officials participated in pre-implementation activities²⁰ to level-off on expectations:

a. LBP project orientation, where the team –composed of the project supervisor, cooperative development worker, and the finance officer– studied the project and the various management systems and policies that govern the working relationship among key project implementers.

b. Orientation on COCI

c. Orientation on training needs analysis

d. DAR implementors' orientation, where DAR field project management offices personnel reviewed and studied their roles and responsibilities in the IDC, the scope of IDC work, and the interface structure and mechanisms, among others.

2. Interface Mechanisms

a. Facilitating Team Meetings (FTM)

To monitor and oversee the status of each of the projects involved, the DAR-PPMO initiated the monthly FTM, where representatives from the NIA, DPWH, Philnet-RDI, DAR-PMO and MARO sit. Sometimes, community representatives attended these meetings, which provided a venue for the different agencies to submit updates and accomplishment reports.²¹

According to the project supervisor²², the FTM became limited to purely reporting of status reports of on-going projects and presenting plans. While it provided a venue for feedback and reporting for the different components,

actual discussion of issues raised and possible courses of action to be taken for IDC were absent. During the initial team meetings, only a few members remained as others usually leave after presenting reports on the ID component. The component also failed to elicit interest compared to other components that generated lengthy discussions.

Hence, Philnet-RDI representatives considered attendance in the FTM as a waste of time for the LBP. Also, since reports presented to the FTM were already submitted to DAP, which has direct supervision in the CDC activities, the DAR-PPMO never needed the reports. When Philnet-RDI brought up these observations, the DAR-PPMO inserted changes in the FTM such as reading of minutes of the last meeting, dynamic reporting sequence, and establishing participation of POs and LGUs.

b. Area Implementing Team.

Led by the MARO and composed of DAR's development facilitator, NIA's institutional development officer and Philnet-RDI's development worker, the AIT was tasked with the planning, implementation, monitoring and evaluation of IDC in the project areas.

Initially, AIT meetings were scheduled and expected as a regular venue for communication. Later on, there were no meetings at all so Philnet-RDI just informed the DAR of its schedule and pushed through with planned activities in the communities. Philnet-RDI people said the AIT served only as a venue to inform each group of the scheduled activities and never to discuss or resolve issues.

c. Monthly and quarterly assessment and annual accomplishment reports

These documents contained percentage of accomplishment, updates on the timetable for the different components, and changes and adjustments in the scope of work. The documents are submitted to the regional office for forwarding to the CPMO. The DAP required Philnet-RDI to furnish the PPMO copies of all its reports.

2. Monitoring and Evaluation Systems

Citing specific conditions and procedural requirements through accounting and reporting systems was one of the strategies specified in the policy implementation framework. In the ARISP-2, the DAP developed monitoring and evaluation procedures, some of which were:

a. Cooperative Organizational Capacity Index. The DAP used the COCI to evaluate the performance of LBPs in achieving the desired level of development for their cooperatives. The organizational assessments were done during the start of the project, at the end of year one and by the end of the project to track changes that occurred over time.

In COCI, the presence or absence of strategy will not clearly provide the whole picture of the state of the cooperative. In the case of Anao MPCI, for example, the members' low participation would greatly impact on the over-all assessment of the capability of the organization despite the cooperative showing improvements in meeting required activities e.g., submitting reports and documents.

b. Monthly report submission. The monthly report submitted by Philnet-RDI indicated accomplishment of planned activities as well as documentation of issues encountered by the group. The report also included narratives of critical incidents and observations that may have hindered or facilitated project implementation.

c. Quarterly cooperative status report (QCSR) submission. The QCSR is a monitoring output used by an LBP monitoring team (LMT) to show the progress of the cooperative on a quarterly basis along a set of critical development indicators. These were quality indicators based on delivery of outputs and community acceptability of the local NGO partner. The DAP area manager, DAR institutional development coordinator and the Municipal Agrarian Reform Officer composed the LMT.

Using the QCSR, the team declared that local-based partner institution Philnet-RDI met the standards set by the project and its outputs were acceptable to the project beneficiaries. The team also evaluated whether Philnet-RDI staff exhibited effective interaction with other project actors, especially with the DAR PMO.

As the project went on, the QCSR system became irregular as area visits by the DAP managers were seldom. As such, reports and monitoring forms were just sent to the DAP national office.

d. Annual Reports. Philnet-RDI submitted annual reports based on the work plan, the cooperative development action plan, and local cadre development program. The latter pertains to the strategic direction and thrusts of the cooperatives based on the situation in the ARC. The development plan is based on a situational analysis and organizational assessment of the members.

The work plan is a general program of strategic action aimed at building capabilities among the cooperative members and the ARC.

e. Performance evaluation. Annual Evaluation was conducted by LBP Evaluation Committee composed of DAP Area Manager, DAR-IDC, MARO and representative from the cooperative. The evaluation was undertaken to assess the performance of Philnet-RDI. The evaluation rating is based on the quality and delivery of outputs, engagement in interface structures, social acceptability, fund utilization and management and COCI results. This evaluation tried to identify Philnet-RDI's accomplishments that would warrant an extension of the contract.

Interfacing mechanism for organizations

As the program intended to develop a convergence of support services and synergy in program implementation, an interface activity was initiated between the AMPCI and the Irrigators' Association. The teambuilding workshop aimed to bring together implementers and concerned people's organizations within the ARC (cooperatives, irrigators' associations, rural water users association, Barangay LGU) to synchronize their efforts towards a common goal for their respective ARCs. The activity sought to enhance the working relationship among these organizations.

G. Disposition of Implementers

Lessons from the experience of the tripartism and the engagement of NGOs in the ARISP Phase I emphasized the difficult process of institution building and capacity development. On the part of NGOs, the role of project contractors for the institutional development was a big change from what they used to do. Two areas of consideration for the civil society included the challenge of entering into contractual agreement with government agencies – viewed by some as cooptation– and of actually taking part in the processes and procedures of the bureaucracy.

Government institutions also had trouble in dealing with the NGOs. The difference in policy interpretations and community organizing strategies led to conflicts.

A source of tension was traced to lack of experience by the DAR-PPMO in foreign-assisted projects as ARISP-2 is their first. Hence, this factor influenced the disposition of the agency.

Nonetheless, the PPMO ensured that community participation and the

built-in tripartite strategy of the program was enabled and utilized in the different components of the program. Community consultations, in partnership with LGU, were held before starting any ARISP-2 project to inform the residents about the project and emphasize their role in project monitoring and providing relevant feedback. The PPMO directly related with stakeholders at the community level to ensure quick action on concerns that may arise.

However, actual participation of the community in identifying project components was insufficient. Consultation activities were geared more for validation but not to actually involve the community in the conceptualization and identification of projects. While actual consultations with cooperatives were held, these organizations were already dormant and non-functional.

Meanwhile, the project was an opportunity for Philnet-RDI to carry out its mission of “establishing self-determining rural communities” through the rural development and democratization framework. As Philnet-RDI has been working in communities located in the province of Pampanga, ARISP-2 was an opportunity for Philnet-RDI’s expansion in the project sites and neighboring areas. NGO efforts at ARISP-2 complemented its own approach to rural development through the integration of the IDC strategy with its own development strategy.

The engagement of Philnet-RDI in the communities will not end with the contract but will continue through institutional interventions and marketing support. The cooperatives have already been linked up with KASAMA KA²³ and the organization will continue to provide assistance to the cooperatives even after ARISP-2.

The monitoring mechanisms emphasized DAP’s capability in developing systems for project administration. However, these mechanisms failed to capture the over-all field situation. Participation by other stakeholders in the formulation and development of these monitoring mechanisms were also absent.

The DAP area managers also failed to maintain their presence in the project areas to provide technical assistance and actively participate in the monitoring of the program. During the initial stages, other partners recognized the presence of the DAP personnel as contributing to effective implementation. However, according to a Philnet-RDI official, the transfer and eventual absence of the DAP area manager in the area led to lessened interest among the partners in pursuing the activities for the cooperatives. The transfer was blamed on DAP’s

reorganization, which resulted from dwindling funds for monitoring and evaluation at the latter part of the IDC implementation. The slash in the number of DAP managers resulted to increased area assignments for those who stayed but decreased area visits in other areas.

The slow process in the approval and release of funds for the training proposals were both felt and verbalized by the DAR and NGO partners. The complicated procedures and inability of the NGOs to come up with proposals amenable to DAP standards were seen as common concerns. Later, the DAR-CPMO decided to manage the training funds and course these through their organizational channel.

H. Performance

1. NGO Engagement: the Philnet-RDI experience

According to Van Meter and Van Horn, the performance indicators assess the extent to which the policy's standards and objectives are realized.²⁴ This implementation study thus focused on the dynamics, complexities and also the difficulties in cooperative development and institutional building in ARISP-2. The highlights of this performance is on the actors, agents, stakeholders and what they did in the IDC.

One of these actors is Philnet-RDI, a non-stock, non-profit rural development NGO established in mid-1996 to respond to RDIs' need for coordination and continued improvement in methods and approaches in development work.

In 2001, the DAR-PPMO asked Philnet-RDI to submit a proposal for the ARISP-2 cooperative development component for the Anao ARC in Mexico, Pampanga. According to the DAR-PPMO, three organizations, including Philnet-RDI, signified their intention to participate in the project by submitting for initial assessment the following pre-qualification documents: technical proposal, work and financial plan, record of accomplishments, proposed staff complement (including curriculum vitae), and a letter of endorsement from the PARO/MARO and the ARBO for those with previous ARISP and DAR-related project involvement.

In October 2001, the local selection committee recommended Philnet-RDI's inclusion to the final list of prospective local-based partner institutions. As a last stage of the selection process, Philnet-RDI was required to make a 20-minute oral presentation of the technical proposal before the final selection committee.

Two months later, the committee awarded Philnet-RDI an initial one-year contract for the cooperative development component of the IDC for the Anao MPC. Philnet-RDI officially began working January 2002 and was awarded the remaining 17 months of the contract after the first year. In October 2002, Philnet-RDI was awarded its second ARISP-2 ID-CDC project in Barangay Paligue in Candaba with a mandate to strengthen the Paligue Multi-Purpose Cooperative.²⁵

2. Anao Multi-purpose Cooperative Inc. (AMPCI)

The DAR-PPMO linked Philnet-RDI's project supervisor and community development worker to members of AMPCI and the barangay officials. Philnet-RDI's staff presented the organization's vision, mission, and goals (VMG), explained the objectives of the project, and solicited support for the project.

The first year of Philnet-RDI's implementation of the cooperative development component involved regular consultations with top DAR officials in Mexico. These officials played important roles in the implementation and phase-out phases.

Likewise, Philnet-RDI held focus group discussions, training needs analysis, and meetings and discussions with the cooperative members. Philnet-RDI helped formulate a cooperative development plan and a local cadre development program based on data from these FGDs. These two plans served as guideposts to determine if the cooperative attained the target of rehabilitation and strengthening.

a. Legal identity rebuilding

The AMPCI and Philnet-RDI focused on the cooperative's registration and accreditation status from the Cooperative Development Authority (CDA).

Based on CDA records, AMPCI has not been reporting its operations and audited financial statements since 1999. This resulted in their inclusion in the CDA list of cooperatives for revocation of registration.

Philnet-RDI and AMPCI pressed on by holding a dialogue with the CDA-Pampanga and submitting financial records and pertinent documents to the CDA.

By 2002, the latter took out AMPCI from its troubled-coops list. After 30 months, the AMPCI regained its legal personality with the CDA after receiving a Certificate of Good Standing (CGS) for 2002-2004. The

cooperative also re-formulated and adopted a vision-mission-goals-strategies set and established clear-cut policies, systems and procedures for its every project. With increased membership, the cooperative also improved its financial viability through savings and capital build up.

Applying the COCI, AMPCI increased from the “establishing low” status to “establishing high” level.

b. Basis of unity and strategic direction

Formulating and adopting a set of vision-mission-goals-strategies (VMG) was also one of the critical requisites that AMPCI had to accomplish before it could fully proceed with rehabilitation. The absence of a VMG was one of the weaknesses that surfaced during Philnet-RDI’s consultations with AMPCI members. Philnet-RDI held planning workshops and resulted to a VMG that 28 members ratified during a special General Assembly.

c. Membership and membership participation

Participation among farmers in the cooperative was considered low even after 30 months of rehabilitation and strengthening activities.

While the number of members for the AMPCI has increased to 40 from a low of four, active members were limited to less than 20 members. These were composed mostly of the officers and the members of the Board of Directors. Members irregularly attended meetings and scheduled planning workshops for the organization.

In Anao, a number of scheduled planning activities were shelved due to the members’ absence. A common reason for members’ inability to participate in activities is their need to tend to their farms and other economic activities. According to some members of the cooperative, it was hard for them to fulfill their responsibilities for the cooperative during planting and harvesting season.

To generate interest among the farmers, Philnet-RDI went house-to-house explaining to family members ARISP-2’s objective and the rehabilitation of the cooperative. The community development worker assigned in the area was deeply involved in these activities so that members showed concern and interest in the organization. The cooperative development staff helped officers identify and target inactive members who still want to pursue the cooperative’s rehabilitation.

d. Development Plan

The CDAP, crucial in transforming VMG into a doable plan, required

numerous FGDs. Philnet-RDI emphasized to AMPCI members they needed to undergo the long process so that members can own the plan.

Based on a concept paper developed by Philnet-RDI, a tripartite body composed of the DARPO, Barangay Council, AMPCI and Philnet-RDI was organized to pursue the holding of a pledging session by various government agencies. The pledging session aimed to ensure generation of resources to implement the different components of the development plan. The session, however, was scrapped after government agencies said they lacked resources. As an alternative, the tripartite body pursued bilateral negotiations with selected agencies and government officials.

e. Leadership and Structure

Saddled by many problems, the cooperative operated with an incomplete set of directors. Only the chair and the vice-chair of the board attended the special meetings held specifically for the ARISP-2. Other members of the board of directors were cold towards the activities due to a misunderstanding with fellow directors. Thus, Philnet-RDI formed a preparatory committee composed of the chair, vice-chair, manager and two members to create a functioning board. Through coaching and mentoring, Philnet-RDI raised the awareness of committee members on the board's role and job orientation. Likewise, Philnet-RDI helped the committee prepare activities for a special assembly that elected a new set of directors. After the elections, Philnet-RDI facilitated discussions among the newly elected officers on the roles, function, responsibilities, and authority of board members.

After reconstituting the board, Philnet-RDI focused on helping re-organize the various committees of the cooperative. As what they did with the re-organization of the board, Philnet-RDI also held orientation sessions on committees roles, functions, authority and responsibilities. Philnet-RDI held these sessions prior to the crafting of operational plans by each committee.

f. Policies, systems and procedures

Lack of trust and confidence prevailed among members of AMPCI because of its indebtedness to the LBP due to fund mismanagement by past officers. The members' disposition was the biggest stumbling block for the new officers in trying to rehabilitate and strengthen the cooperative. To show that the cooperative is serious in pursuing this goal, the officers enacted policies, systems and procedures for more efficient and transparent operations. Formulating these involved Philnet-RDI through several workshops.

These workshops, however, were delayed as the project team failed to come up with a training design that would meet the standards of DAP. To avoid further delays that would have put the scheduled workshop in conflict with the farm schedule of the cooperative members, Philnet-RDI staff negotiated with the DAP area manager and both agreed on the training's general contents.

However, the trainer deviated from the training objective of teaching people how to craft simple policies, systems and procedures on credit. Since the trainer talked about their organization's concept of rural cooperative, the cooperative development worker conducted coaching and mentoring sessions with the members to come up with basic policies, systems, and procedures. While the cooperative still lacked greater financial control and internal audit, the systems and procedures were in place and scrutinized regularly by the members. The board and cooperative officials could be credited with strict compliance with the policies, systems and procedures contained in a manual.

g. Networking and Alliance Building

Getting a Certificate of Good Standing from the CDA helped AMPCI renew and establish linkages with government offices and officials. Having a development plan also opened opportunities for the cooperative to source funds.

Barangay LGU in Anao, Mexico actively supported the cooperative's rehabilitation by providing counterpart funds in the agricultural development component. The barangay captain also participated in the planning workshops and helped link the cooperative to different government and non-government agencies.

Efforts to actively coordinate with all the players in the implementation of the institutional and cooperative development components, accomplished much. Tripartite arrangements lent more work efficiency at the community and management levels.

Making use of existing bodies e.g., the area implementing team, for coordination, greatly facilitated local activities, albeit key actors failed to tap these for maximum use. The involvement of the MARO and development facilitator also helped, leading some officials to consider expanding the latter's role from mere documentation. That idea was shelved by the same officials, saying facilitators apparently had limited grasp of the project concept.

Adding to smooth coordination was the rapport and good working relationship with the cooperative's directors and members that the community

development worker attained. This was helpful in mediating and resolving issues in the course of planning and in implementation of this plan.

On the other hand, certain factors hindered the smooth implementation of the cooperative rehabilitation and strengthening. Some of these were:

- Government agencies' lack of resources, which led to shelving the pledging session. Nonetheless, the DARPO and Barangay chairman expressed willingness to pursue bilateral relations with select agencies to shore up resources.
- Insufficient time for activities led to delays in completing these and other activities and accompanying reports.
- The Mexico development facilitator's hazy grasp of the project resulted to his inability in putting to maximum use his role as a key player in the development initiatives. His pessimism towards cooperative members' ability to rehabilitate the organization hindered the efforts of the different agencies in helping the members to meet this objective.
- Lack of members' participation due to conflict with the economic activities resulting to delays.
- The difficulty by some cooperative members to contribute ideas and articulate their thoughts during workshops and planning sessions.
- The coop directors' slow grasp of their roles, functions, authority and responsibilities hindered the activities.

3. Paligue Multi-Purpose Cooperative Inc. (PMPCI)

A rehabilitation and strengthening program for the Paligue cooperative formally began September 2002 after FGDs with the members in early May that year. ARISP-2 proponents held the FGDs to ascertain the cooperative's organizational status. The results of these FGDs formed the basis for the proposal to implement a cooperative development component under the IDC in Paligue ARC.

Entry to the community started with courtesy visits to the offices of the Municipal Mayor of Candaba and the barangay chairman. During this period, Philnet-RDI held dialogues with cooperative officers to establish rapport and discuss the objectives of the IDC. Philnet-RDI also performed a training needs analysis (TNA) that revealed the need for orientation sessions on cooperative membership. Philnet-RDI observed most members lacked interest

not only in participating in activities but also in the strengthening of the cooperative. Most members appeared interested only on the benefits they could get as cooperative members. Some members even hoped the cooperative wouldn't require them to repay their outstanding loans or write off these loans from the cooperative's books. The TNA also revealed cooperative members needed values orientation and training on bookkeeping and accounting.

A cooperative development action plan, formed via teambuilding activities and pre-planning workshops, set forth Paligue-MPCI's efforts after the TNA. These efforts helped it regain in May 2004 the CDA Certificate of Good Standing. The cooperative's COCI also progressed from the "establishing-low" stage to "establishing-medium" stage after 15 months of project implementation.

a. Legal personality

Paligue-MPCI failed to get the CDA certificate sooner than expected because of several factors. First, the cooperative failed to submit its monthly rehabilitation reports on time despite constant reminders of Philnet-RDI for the officers to do so. Second, the cooperative officers and management staff failed to resolve their differences on complying with the audited financial reports required to be submitted to the CDA. While others wanted to present reports based on actual data available, some members supported Philnet-RDI's suggestion to submit simple narrative reports just for compliance. Philnet-RDI's suggestion came out since data was unavailable from which to base the factual reports.

The cooperative also blamed the CDA for providing information on the requirements by installment. Some of the requirements were only made known to the cooperative in the process of submitting the rehabilitation reports. Finally, the delay in awarding was pinned on Philnet-RDI's failure to convince cooperative officers in satisfying the requirements on time and mobilizing them in undertaking related activities that would have prevented the revocation of its registration with the CDA. The cooperative eventually submitted six monthly rehabilitation reports, an annual report and the audited financial statement to the CDA.

b. Membership and membership participation

The mobilization of 21 members showed the interest of community members to rehabilitate the cooperative. Some even signified intentions of

joining the cooperative in the near future. However, the task was not easy for both Paligue-MPCI and Philnet-RDI.

While the 6-month operational plan included membership expansion, Philnet-RDI had to remind the directors of it since the latter was not giving it much attention. After a review, the board realized they failed to implement the membership reactivation component of the operational plan. The directors, hence, mandated the Education Committee to focus on this component, realizing the board should perform more its role in strategic direction setting and policy-making.

c. Structure

Four committees were formed during the regular assembly: credit, audit and inventory, election, and education committees. The chairs and members were elected during the meeting. The Paligue-MPCI board, on its first meeting, appointed the COMAT manager, secretary, treasurer and bookkeeper.

Despite the creation of the committees and appointments, it took quite a while for the members to realize their importance in rehabilitating and strengthening their cooperative. This was partly the reason the committees and the COMAT became inactive right after the general assembly. This led to the unsystematic operation of the cooperative for some time. Despite prodding, the board failed to take the appropriate action. As a remedy, further enhancement of the roles and functions of the committee members were undertaken. These activities included mentoring individual members to enhance their capabilities and honing the directors' basic leadership and management skills. Still, only the credit committee held regular meetings for the purpose of assessing and adjusting the operational plan. Other committees met once to craft their respective three-month operational plans.

d. Policies, systems and procedures

Formulation of Paligue-MPCI's policies, systems and procedures was deferred when the strategic planning-workshop was put on hold due to confusion regarding what activities the DAP could and could not fund. Nonetheless, Philnet-RDI was able to guide the cooperative in coming out with initial PSPs on capital build-up, savings, over-all loan, lending, agricultural development support project, accounting, meeting, budgeting, record keeping, cash advance and liquidation.

Factors that facilitated the implementation of the cooperative development component included:

● The DAR provincial manager's assistance in introducing Philnet-RDI to the cooperative and local officials facilitated the latter's entry in the community. The DAR office's active participation and support to the activities of the program helped in the formulation of the co-op and local cadres development plans.

● Coaching sessions on meeting facilitation were held to ensure orderly and productive conduct of meetings by the organization. Regular brainstorming and mentoring sessions for the officers of the cooperative were undertaken.

Factors that hindered the accomplishment of the targets were:

● The resignation of Philnet-RDI's cooperative development worker due to inability to produce the expected results of the program.

● Delays in the conduct of trainings due to difficulties in conforming to the training proposal format that DAP required.

● The lack of internalization by the officers of their roles and responsibilities in ensuring the implementation of formulated plans and activities.

● The absence of reliable documents and records on outstanding loans blocked activities geared towards financial stability. Also, Philnet-RDI's lack of in-depth knowledge on bank policies and loan conditions also hampered efforts to assist Paligue-MPCI in their negotiations.

4. Implementation experiences

a. Capability Building Efforts

The IDC work in Pampanga focused on strengthening and rehabilitating the cooperatives that were financially-indebted and organizationally malfunctioning. In this regard, building cooperative members' capabilities were the priorities identified by the different agencies involved in the program. Leadership capabilities were enhanced through assistance in agenda setting and facilitation. Mentoring and coaching on selected organizational topics were likewise undertaken. Role clarification and responsibilities of members and officers of the cooperatives were also given attention through training workshops and regular assessment activities. Vision, mission and goals of the cooperatives were articulated and documented to guide the members in their pursuit of development aspirations. Through the assistance of Philnet-RDI, policies, systems and procedures governing the operation of the cooperatives were packaged in manuals and implemented. Financial systems were also put

in place while capital build-up and resource mobilization were given attention. Business planning seminars were also conducted aimed at enhancing the capacity of the cooperatives in determining viable and feasible enterprises.

The IDC helped in enhancing farmer beneficiaries' awareness on the organization's role in the development process. Key informants said the seminars, workshops and trainings they attended helped raise members' awareness on the project's objectives and the many opportunities available to them. The component also resulted to higher level of interest among stakeholders to get involved in key development initiatives. ARISP-2 enabled them to realize that ensuring the success of development projects in their community is their concern.

b. Areas of Cooperation. The initial months of program implementation witnessed efforts of different institutions to work together to assist and facilitate work for the cooperatives. Regular consultations and assessments were undertaken to ensure that efforts towards cooperative strengthening were clear among the stakeholders. DAR provincial managers and the DAP manager supported Philnet-RDI's efforts in terms of funds, participation in activities, and linking the cooperatives to other agencies, from the former, and technical assistance and funds for training, from the latter.

Still, there were hindrances in the implementation of the component. For one, the support from the DAR facilitator left much to be desired.

In the Anao community, the facilitator failed to undertake agreed tasks and responsibilities and was pessimistic on the cooperative's chances for rehabilitation. The facilitator understood that his role in the ARISP-2 is only to act as liaison between the cooperative and the other agencies to inform the concerned groups of scheduled activities, meetings or visits. He added his role in ARISP-2 was limited because of other duties in the MARO. In the Paligue community, the facilitator's involvement was not established due to his infrequent visits to the area.

Aside from the DAR facilitator, there was also DAP's slow process in approving training proposals that delayed conduct, even postponement, of planned activities. Philnet-RDI also felt that changes in the prescribed format of the training proposal resulted to complicated preparation of the training design and modules. Philnet-RDI's inability to produce a training design meeting the DAP standard also delayed the holding of some activities. The withdrawal of the DAP manager originally assigned in the areas was also seen to have weakened cooperation, negatively affecting actual implementation.

Requests by field implementers for increased DAP technical assistance to local partner agencies and cooperatives could not be acted on. DAP said the resources the project provided limited involvement of their field people to monitoring and coordination. Technical assistance provided on-site was focused during the orientation programs and feedback sessions during project management team meetings and quarterly monitoring activities.

Nonetheless, ARISP-2 strengthened the partnership of government, nongovernment, and people's organizations in community development.

c. Sustainability.

PO members expressed concern that their organization's strength would wane once the NGO partner's contract ends, since participation leaned on the encouragement provided by the cooperative development worker. Farmers' participation in the cooperative remained low. PO members said this was because other farmers are still awaiting direct benefits for them if they join the organization.

V. SUMMARY AND CONCLUSIONS

ARISP-2 aimed to increase farm productivity and income to contribute to the improvement of the quality of life in the ARCs. With the twin strategies of infrastructure development and institutional development, the program was designed with the involvement of organized beneficiaries who will eventually manage and maintain the project components.

The policy implementation that guided the IDC laid the groundwork for clearly defined standards and objectives in which to measure the project performance. The resources made available to the DAR-PPMO (through government's counterpart funds), to DAP as IDC implementer and fund conduit, and to Philnet-RDI as local based partner institution, contributed to meeting the objectives of the cooperative development component .

Looking at the over-all experience of these implementers and the cooperatives in the implementation of the IDC, this study led to the following conclusions:

A. Trends in ODA program implementation and management

The ARISP-2 as an ODA-project engaged NGOs through the level of contractual agreement within an employer-employee relationship. In the case of PhilNet-RDI, the NGO entered into a contract with the DAP for the

IDC. The contract stipulated the key result areas expected to be performed by Philnet-RDI for an initial period of one year with possibility of extension of another 18 months depending on the performance of the organization. This arrangement limited the contracting agent to the terms of reference (TOR) of the agreement, which was the basis for measuring the NGO's performance as against a set of pre-approved key result areas.

Philnet-RDI officers said they even went beyond what the TOR stipulated through additional efforts and initiatives. These, they said, were not reflected in the monitoring forms and immeasurable when using the tools employed in the project. This positively highlights the capacity and effectiveness of Philnet-RDI as local-based partner institution. While Philnet-RDI met the project's objective of strengthening cooperatives, its engagement will continue even after the contract since it integrated the ARISP-2 initiatives to a long-term program in Pampanga.

B. Contribution of NGO participation to the project performance and sustainability

NGO participation ensured that project performance was at the optimum level in terms of key outputs and stakeholders' participation. NGO work entailed enhancing the capacity of the community members and raising their level of interest and involvement in the program and its different aspects. Information culled by this study suggests there should be a correct estimation of NGOs' role in facilitating the cooperative's capacity as key players in the development process. This estimation is important since the program was designed to turn over to the community the management and maintenance of all infrastructure projects.

Efforts to build capacity of cooperatives also put into focus their situation in the agrarian reform sector. The experiences in ARISP showed that many of the cooperatives tapped for the IDC were in deep organizational distress and financial difficulties. This situation put additional pressure on local partner agencies as they worked towards making these organizations capable of mobilizing resources to meet identified needs.

Likewise, the timetable of two years to 2.5 years for the IDC was seen as insufficient to equip these cooperatives with the necessary tools and knowledge.

C. Strengths of NGO-PO-DAR partnership

The tripartism was very evident in the implementation of the different development activities, especially in the IDC. As a built-in key strategy, major players had to comply with tripartism and ensure that it is cultivated and enhanced. It should also be noted that the success for tripartite strategy lies in the capability of each major actor to engage in a level of partnership of equals and not of perceived standing and influence. As such it would be worth noting that tripartite strategy is more defined and visible at the community level than at the policy and management level. Another important aspect in the partnership is the capability of the partners to sustain their involvement and level of interest to attain the long-term objectives. However, the DAP's inability to sustain presence in the area contributed to decreased interest in pursuing the IDC.

D. Role of the LGU

According to the project brief, ARISP-2 recognizes the role of LGUs as project caretakers that will supervise the maintenance of the infrastructure after the project phase-out. However, this was not realized in Anao. The Mexico LGU's lack of interest in the ARISP-2 implementation was bared in its refusal to provide counterpart for the rural water supply system component, which provided 10 Level-2 water systems to the Anao ARC. This was remedied with the willingness of the Barangay LGU to provide the required counterpart.

E. Performance measurement by stakeholders

A review of the NGOs' performance in the conduct of the cooperative development component remained positive at all levels. This was due to the active engagement of Philnet-RDI in ensuring that key result areas are attained. Members of the cooperatives recognized the efforts and dedication of Philnet-RDI in facilitating the strengthening of their organizations.

Philnet-RDI's performance was monitored by the DAP and the DAR area manager and evaluated by the cooperative. DAP, as the overall coordinator, measured Philnet-RDI's performance based on approved development plans. The cooperative, meanwhile, recommends continuity or end of Philnet-RDI's contract.

At the onset, the area manager assigned to Pampanga regularly monitored the performance of the IDC. Nearing the end of the project time frame, the regularity of the monitoring visits decreased. In 2004, the new area manager visited the area only once.

Monitoring tools were deemed effective in determining if planned activities for the cooperatives were accomplished. It also revealed the level of organizational capacity improvements of the cooperatives across time. However, it failed to measure the actual situation at the community level in terms of membership participation, functional committees and actual capacity of the cooperative and its members.

All monitoring systems were developed by the national partner agency sans participation of other stakeholders.

VI. POLICY RECOMMENDATIONS

The ARISP-2 has integrated within its framework tools to ensure it attains its primary goals and objectives. The program, based on experiences in Phase I, also laid down policies on how it will engage different institutions in program planning and implementation. This study forwards the following policy recommendations that, hopefully, can contribute to efficient and effective NGO engagement in ODA projects.

A. Policy

At the program level, the study tried to reveal the limited space for engagement among NGOs in the ARISP-2. The contribution of NGO participation at the program level should be recognized and placed in the context of how it can effectively influence implementation at the community, municipal and provincial levels. Depth of experience of the NGO in engaging the institutions at the local level could be further enhanced and maximized by engaging such organizations in the initial stages of the program.

B. Program monitoring and evaluation

Built-in monitoring mechanisms should be enhanced so that program issues and concerns at the local level are tackled quickly and efficiently. Feedback mechanism should be established in a way that it can contribute and influence policy issues and concerns both at the program and national level.

The challenge of any monitoring system is its ability to generate information that will give a clear picture of what is actually happening in the field. It is recommended that a participatory monitoring and evaluation system be developed incorporating inputs from all stakeholders. It is also worth mentioning that all monitoring and evaluation systems put in place for ARISP-

2 were developed by DAP and as such, ownership and participation among the community are limited to providing information.

It is also important to develop a monitoring and evaluation system that will capture the wealth of experiences of all stakeholders. Quantitative indicators and data will be more complete if qualitative information will also be generated and considered. Such a system will give a more complete picture of what actually transpired at the local level and will help the partners and other institutions in designing their own interventions and programs.

C. NGO-PO-DAR partnership

Tripartite strategy should be reflected at all levels as a matter of policy. But while partnership of the agencies was highly visible at the community level, this should be further enhanced through the active involvement of other key players. It is equally important to establish partnership at the municipal level to be able to generate support systems that could be accessed by cooperatives in the realization of their development programs.

With the absence of national presence in terms of influencing ODA policies and implementation, it is recommended that field level avenues for NGO engagement as provided in ARISP-2 be maximized to ensure that target communities actually benefit from the program. Actual NGO participation in the program was only after the design and work plans were already put into place. For community and NGO participation to be more meaningful, these sectors should be involved not only during program identification and formulation phase but also throughout the different phases of the project.

D. Inter-agency cooperation

There is a need to provide for a venue to level-off among the different implementers so that there is a common understanding in terms of importance of the different project components. This will also contribute to making established venues for coordination and interaction significant and important to all participants.

E. Community participation in ARISP-2

Participation of community stakeholders should not be limited to validation of implementation. It is recommended that policies and initiatives should solicit community participation not only for compliance and documentation but also for forming people as active partners in development. Representation in bodies tasked with implementing and overseeing development programs is a move towards enabling genuine community participation.

Annex 1

Accomplishment for Anao MPCl'

Dimension	Target	Accomplishment
1. Legal Personality	Certificate of Good Standing from the CDA for 2002, 2003 and 2004	Anao MPCl has been issued the Certificate of Good Standing with the facilitation and assistance in coming up with the requirements
2. Basis of Unity and Strategic Direction	Formulation and adoption of VMGS, Revision of VMGS during 2 nd quarter of 2004	VMGS approved by General Assembly
3. Membership	30 active members by 2002, 42 members by 2003, 50 members by 2 nd quarter of 2004	There are now 40 regular members of the cooperative
4. Membership participation		CBU generation- 41% Savings mobilization- 38%
5. Development Plan	Formulation and adoption of CDAP, pledging session for different agencies for the different plans of the cooperative	CDAP was accomplished and was presented by the cooperative to the different government agencies for possible support
6. Leadership	Complete BOD and committees	The BOD composition is complete. Election committee was able to facilitate an orderly conduct of elections.
7. Structure	Clearly defined lines of authorities. Defined Work and Financial Plan	Clearly defined lines of authorities, responsibilities and accountabilities have been adopted. Committees have been organized and regular meetings are conducted.
8. Policies, Systems and Procedures (PSPs)	PSPs according to COCI	PSPs were formulated, documented and ratified by the General Assembly. PSPs are regularly assessed and amended as the need arises by the cooperative members. The PSPs are now compiled into a manual.
9. Financial Viability	Improved CBU and savings collection; enhanced capacity to mobilize external resources; gained headway in loan negotiations with LBP	Credit committee implemented CBU and savings mobilization. The project team facilitated the dialogue between LBP officials and the cooperative BOD to discuss the status of their loans.
10. Financial Management	Enhanced capacity in managing finances	Operational plans have been adopted to carry out its role and assist in the implementation of the formulated PSPs on finance.

Accomplishment for Paligue MPCl

Dimension	Target	Accomplishment
1. Legal Personality	Resolved registration uncertainty with the Cooperative Development Authority; Certificate of Good Standing from the CDA	The required six monthly rehabilitation reports by the CDA had been submitted. Annual report and the audited financial statement have been submitted. The Certificate of Good Standing was finally issued by the CDA.
2. Basis of Unity and Strategic Direction	VMGS identified, ratified and adopted	Had been able to gather the demographic data of the participants. The training design and modules have yet to be formulated.
3. and 4. Membership and membership participation	30 coop members reactivated; membership reactivation plan formulated	21 coop members have been mobilized and in the process reactivated during the Regular assembly; membership reactivation plan had been formulated and initially formulated
5. Development Plan	Training-workshop design and modules formulated	Formulation of planning-workshop design and modules
6. Leadership	BOD reorganized and functional	Five BOD have been elected during the Regular assembly. They were assisted in coming out with the BOD's six-month operational plan after their roles and functions have been clarified. Holding regular monthly meetings.
7. Structure	Committees and COMAT formed and functional	Four committees were formed during the regular assembly. The chairs and members were elected during the meeting. The BOD on its first meeting appointed the COMAT Manager, Secretary, Treasurer and Bookkeeper.
8. Policies, Systems and Procedures (PSPs)	PSPs installed and implemented	PSPs on CBU, Savings, Over-all Loan, Lending, Agricultural Development Support Project, Accounting, Meeting, Budgeting, record Keeping, Cash Advance and Liquidation had been formulated and initially

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⁵ <http://www.pdap.net/programs.html>. p. 279
⁶ The Philippine Development Assistance Program (PDAP) is a non-stock, non-profit consortium of NGOs that aims to contribute to social change by creating a favorable development environment. p. 279
⁷ Insti-dev component Arisp and the Role of NGOs in Agrarian Reform Communities PDAP July 1999. p. 280

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- ⁹ FAO-Technical Support to Agrarian Reform and Rural Development (TSARRD). p. 281
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- ¹¹ Van Meter and Van Horn: Policy Implementation Process, 1975. p. 286
- ¹² Development Academy of the Philippines. p. 287
- ¹³ Accomplishment Report 2002. p. 287
- ¹⁴ Terms of Reference for Local Partner, September 4, 2001. p. 287
- ¹⁵ 2002 DAP Accomplishment Report. p. 288
- ¹⁶ Facilitators Manual. Co-op Organizational Capacity Index. pp. 25-26. p. 289
- ¹⁷ Status report as of April 2004. p. 290
- ¹⁸ Interview with DAP Area Manager. p. 292
- ¹⁹ Interview with Assistant PM Donna Vitug, March 2004. p. 296
- ²⁰ DAP Accomplishment Report 2002. p. 299
- ²¹ Interview with MARO Mexico May 2004. p. 299
- ²² Philnet-RDI Project Supervisor. p. 299
- ²³ Katipunan ng mga Samahan ng Maralitang Mamamayan sa Kanayunan is the local partner organization of Philnet-RDI that provides assistance to the Area Focus Intervention sites. p. 303
- ²⁴ Van Meter and Van Horn. p. 464. p. 304
- ²⁵ The Institutional development Component-CDC (INSTI-DEV COMPONENT-CDC) project for the PMPCI will be a 2-year contract ending in September 2004. p. 305

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