

Part I: Main phases of IMT/PIM programmes

Module 2:

Phase 2: Strategic planning and

Phase 3: Preparing for the implementation

Module 2.

Phase 2: Strategic planning and Phase 3: Preparing for the implementation

Unit 2.1 Strategic Planning

The process should be participatory and strategic

It should be **participatory** by

- including **all** stakeholders;
- facilitating teams to work on the process;

It should be **strategic** by discussing :

- The objectives of the programme
 - assessing management gaps and options for change;
 - developing a shared vision of the future;
 - developing policies and programmes;
 - defining the organizational restructuring;
- It should be **centrally** managed .

Who are the stakeholders?

- Stakeholders include:
 - Owners and cultivators of irrigated land,
 - Farmers associations
 - Labour unions
 - Irrigation department staff,
 - Policy-makers and planners in the water and agriculture sectors,
 - Agriculture processing industries
 - Other users of water (household uses, industrial uses, hydropower generation, etc..)
 - Technical assistance experts,
 - NGOs
 - Environment interest groups, etc...

Interest among stakeholders may be conflicting!!

Who should be involved in the process ?

- The process should be participatory and concerned water users should have a major decision role
- Selecting the most relevant stakeholders is very important. Not all need to be involved but informed.
- The communication is a fundamental component of any IMT/PIM programme.

How should the process be structured?

- There are different approaches in how to structure this process. One option used often is the following :
 1. Establishing a highly **inter-ministerial senior steering committee** to guide and direct the process
 2. Creating a small **'special commission', 'task force' or 'working group'** which will coordinate all planning activities.
 3. Hold planning and information meetings with stakeholders
 4. Setting **Special issue groups** to focus on the resolution of key issues which demand more in-depth analysis, negotiation and mobilization of support.

Which are the main activities to be undertaken by the leaders of the process?

- Definition of objectives and justification of IMT
- Proposed organizational structure for the transfer process
- Expected stakeholder participation
- Time frame and financing plan
- Identification of major issues needing attention
 - How will rehabilitation and modernization be financed?
 - What functions need to be transferred?
 - What policy and legal changes need to be made
 - What changes need to be made in the public agency?

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Unit 2.2 Resolution of key policy issues

The main issues

1. Financing of the sector and in particular of the rehabilitation of the systems
2. What services are to be transferred?
 1. Hydraulic area to be transferred
 2. Services (traditional ones and new ones)
3. What type of water user organization/s should be selected
4. What legal changes are required

What changes are required in how the irrigation sector is financed?

- The government will be required to reduce or eliminate subsidies for **recurring costs of irrigation**. These costs will have to be financed largely or entirely from water charges to the users.
- Subsidies for periodic rehabilitation or modernization will probably need to be designed so as to stimulate, not discourage, investment in maintenance by the water users. Misuse of subsidies is an important threat to the success of irrigation management transfer.

Improving irrigation infrastructure

- Should infrastructure improvement be included in a management transfer programme?
- In a transfer programme the condition of the physical infrastructure of irrigation systems is an important issue. Farmers cannot be expected to take over management of an irrigation system that is poorly deteriorated.
- Farmers may pressure the government to rehabilitate or improve their irrigation systems before transfer
- However, there are strong reasons why rehabilitation should not be done before transfer

Should rehabilitation be a pre-requisite for management transfer?

- If the government sponsors rehabilitation prior to turnover, it will reinforce the perception of farmers that the scheme belongs to the government.
- Rehabilitation and improvement works undertaken without full involvement of the users' association may be counterproductive, even on technical grounds.
- The cost of such a programme will be much greater than adopting an alternative approach based on some formulae of joint investment between the WUA and the government.
- Rehabilitating before transfer may delay the reform process because of limited funds and slow bureaucratic processes

Establishing a plan for rehabilitation

- The government should establish a clear plan about the extent and means to provide assistance for infrastructure improvement. This may include the following:
 - an inventory of irrigation systems which includes data about the functional condition and WUA recommendations for infrastructure improvement;
 - agreement with the WUAs about the conditions whereby government equipment for irrigation operations and maintenance will be transferred to the new WSPs;
 - identification of criteria that users' organizations must fulfil in order to be eligible for government assistance;
 - define the financial procedures for infrastructure improvement;
 - estimate the total cost to the government and possible sources of financing;

Resolving what services should be transferred

- At what hydraulic level should management be transferred?
 - The answer to this question depends on many factors but the main is related to the size of the system and the educational levels
 - The Asian model and the Latin American Model
 - Jointly managed irrigation schemes

What services should be transferred

- There are four basic and inseparable functions which should be handled by the entity that will be in charge of providing the water service:
 - Operation;
 - Maintenance of irrigation and drainage systems; maintenance of drainage offer boundary conflicts with the boundaries of the WUA
 - Administrative control and financing the service
 - Resolving disputes; reference to Spain

Resolving what services should be transferred

- Are there any **new** services that the WUA should provide?
 - provision of agricultural inputs, including credit;
 - Irrigation advise to farmers
 - regulating crop choices and scheduling planting dates;
 - mobilizing additional sources of revenue;
 - agricultural processing and marketing; and
 - land and soil management.

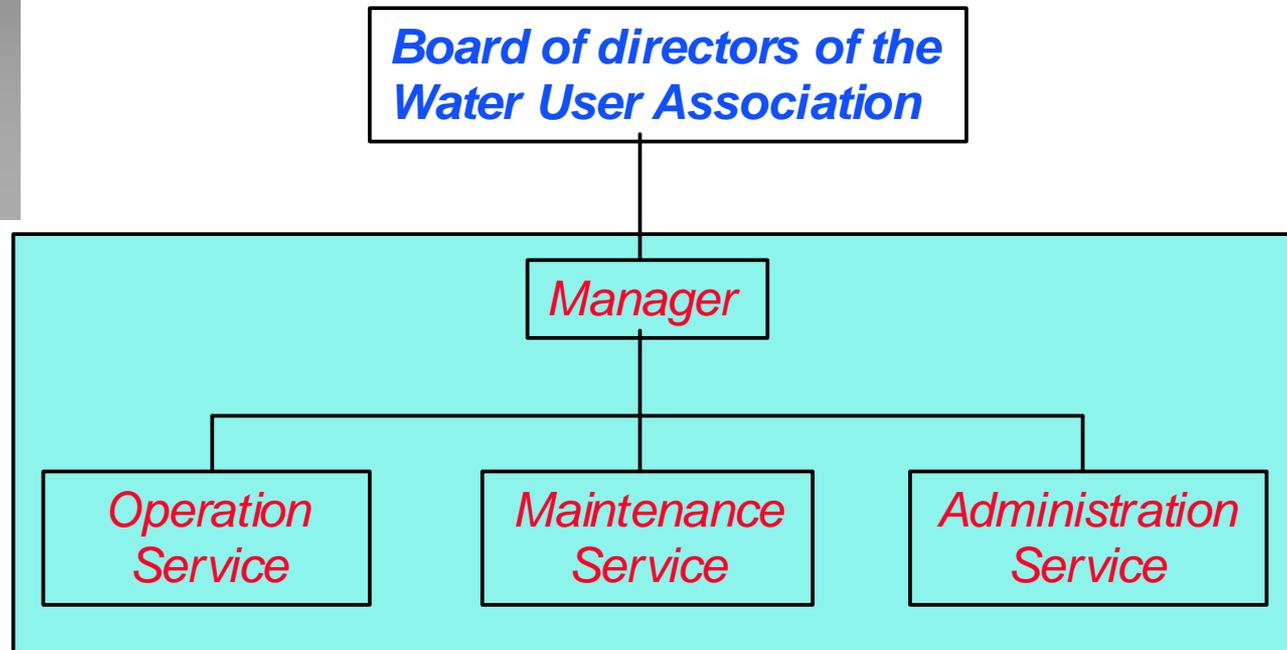
What type of organization should take over management

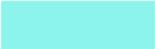
- Made by farmers
 - water users' association;(multipurpose or single water use)
 - cooperatives
 - irrigation districts and water districts
- Made by a combination of farmers and public and private bodies
 - public utility companies (Jamaica)
 - local government (municipalities) (Turkey)
 - private companies with supervision of WUAs (Croatia)

Governance and management

- Why it is important to distinguish between governance and management
 - The organization that elects representatives and establishes articles of association, by-laws and policies is usually considered to be the *governing body*
 - The organization which actually provides the water services (operations, maintenance, financing) can be called the *water service provider (WSP)* or Management Unit. *The WSP may not necessarily be the same entity as the governing body.*

The “provider” of irrigation management services



 *Service provider*

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Unit 2.3

Phase 4: Preparing for the implementation

Developing a plan for implementation

- a “special commission” or “working group” will coordinate the development of the IMT plan.
- It is important that the plan be **comprehensive** and normally would comprise:
 - policy changes required (i.e. organizational mandates, subsidies, etc.);
 - legal changes required (i.e. water and land rights, status and powers of WUAs, means for conflict resolution, etc.);
 - agency restructuring (i.e. reorganization, disposition of staff, training, etc.);
 - arrangement for provision of new support services (i.e. technical advice, credit, dispute resolution, enhanced river basin management, etc.);
 - creation and development of WUAs; and
 - improvement of irrigation infrastructure.

Developing a plan for implementation

- What is involved in developing an integrated plan at the sector level?
 - Each of previously mentioned aspects should be related to the plan in the following ways:
 - show **how it supports** the objectives of IMT;
 - show **how** and **by whom** it will be implemented;
 - produce a **schedule** of implementation;
 - identify the **resources** required.

How detailed and rigid should IMT targets be?

- IMT will be a learning process where specific actions, targets and deadlines can only be worked out in the process of implementation.
- There is also a tendency, often promoted by funding agencies and development banks, to insist on rigid targets and deadlines but the plan should not force so rapid and rigid a schedule as to sacrifice development of new and sustainable organizations .

What roles should the lead agency play in the transfer process?

IMT programmes occur where the lead public irrigation agency had originally been developed primarily to design and construct irrigation systems. In this context:

- should the irrigation agency be given the lead role to implement IMT?
- Is the irrigation agency capable of, and willing to, reform or restructure itself?
- Does it have the skills and proper motivation to develop strong water users' associations?
- Very often the answer to these questions is “no”. Nevertheless, very often the irrigation agency is assigned the task of implementing IMT

Role of the private sector in facilitating the development of water users' associations?

- Two kinds of organizations need to be created
 - the water users' association (**the governing body**) and
 - the water service provider (WSP)(**the managing entity**).
- skills and experience in such matters may be found in **cooperative associations** (including farmer organizations), NGOs, local development consulting firms, university staff **agricultural extension agencies** and other government organizations. The cooperation of private and public organizations often provides the best results.
- In any case, one entity should have the primary responsibility to coordinate inputs.
- Sometimes different organizations are used for taking the lead in facilitating development of WUAs and play the lead role in training the WSP and WUAs.

Restructuring the irrigation agency and building new capacity

- Organizational restructuring means a fundamental change in the **purpose, mode of operation and possibly the financing** of an organization
- This may be part of broader restructuring of government organizations involving devolution, decentralization and the move to self-financed service provision
- Restructuring may include changes in the following elements:
 1. mission and roles of the organization;
 2. governance and mode of financing;
 3. internal accountability arrangements.

What kinds of capacity need to be built into the “new agency”?

- Capacity to facilitate and advise
- Capacity to monitor and regulate environmental problems
- Capacity to manage inter-sectoral water use at basin level
- For some of the new roles, capacity building may require training of existing staff, hiring new staff or sub-contracting services from the private sector.



Thank you for your attention!