

Module 2.

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

Unit 2.1 Strategic Participatory 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,
- Extension staff
- Policy-makers and planners in the water and agriculture sectors,
- Agriculture processing industries
- Representatives of other users of water (household uses, industrial uses, hydropower generation, etc..)
- Technical assistance experts,
- NGOs
- Agricultural research institutions
- 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 and **particularly with the irrigation water users**
 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?

1. Definition **of objectives and justification of IMT**
2. Propose **organizational structure** for the transfer process
3. Resolve the **major issues**
 - a) How will rehabilitation and modernization be financed?
 - b) What functions need to be transferred?
 - c) What policy and legal changes need to be made
 - d) What changes need to be made in the public agency?
4. **Prepare implementation Plan (Time frame and estimation of financial resources needed)**



Module 2.

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Phase 3: Preparing for the implementation

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 ?

I. 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?

1. If the government sponsors rehabilitation prior to turnover, it will reinforce the perception of farmers that the scheme belongs to the government.
2. Rehabilitation and improvement works undertaken without full involvement of the users' association may be counterproductive, even on technical grounds.
3. 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.
4. **Rehabilitating before transfer may delay the reform process because of limited funds and slow bureaucratic processes**

2. Resolving what services should be transferred

2.1 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 of farmers**
- **The Asian model and the Latin American Model**
- **Jointly managed irrigation schemes**

2.2 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.

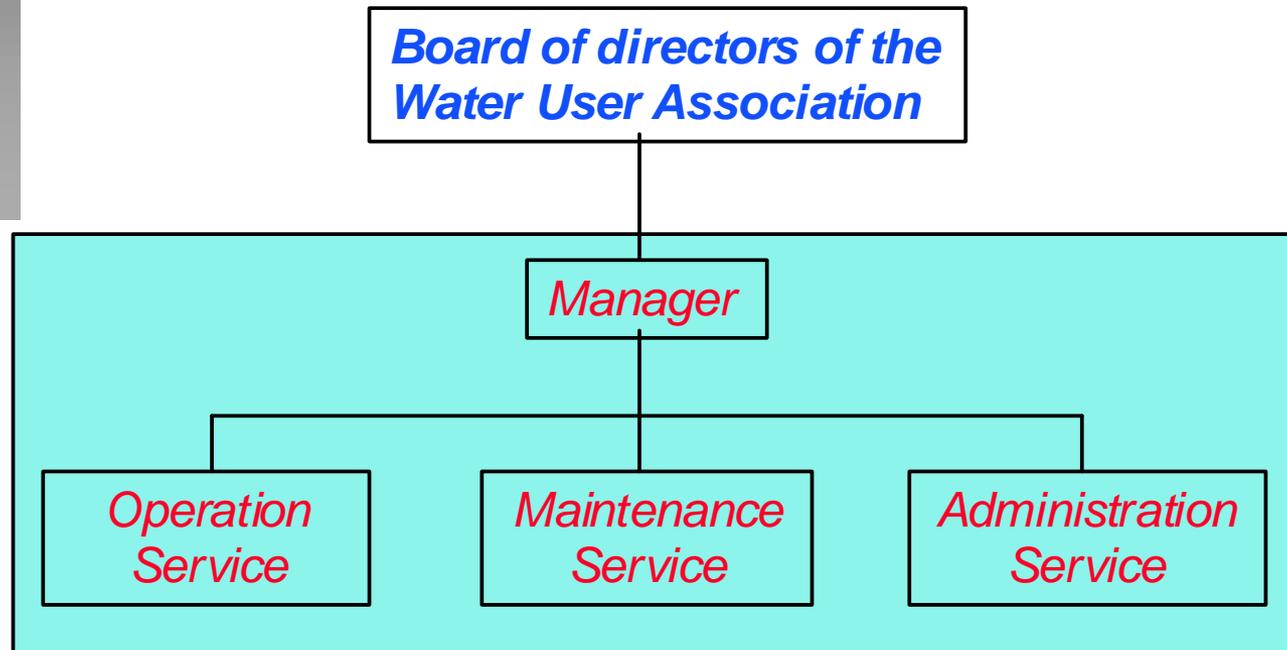
3. What type of organization should take over management

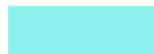
- Made by farmers
 - water users' association;(multipurpose or single water use)
 - cooperatives
 - irrigation districts and water districts
- Made by a combination of farmers and public and private bodies
 - public utility companies (Jamaica)
 - local government (municipalities) (Turkey)
 - private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

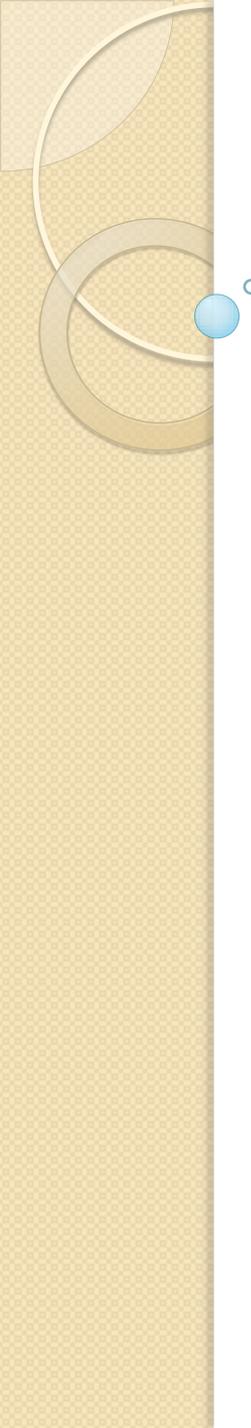
Governance and management

- Why it is important to distinguish between governance and management
 - The organizational structure that elects representatives and establishes articles of association, by-laws and policies is usually considered to be the *governing body*
 - The organizational structure 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 organizational structure of the WUA depend much on use of external WSP or only internal people of the WUA are used !**

The “provider” of irrigation management services



 *Service provider*



Module 2.

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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.**

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 .



Module 2.

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Unit 2.4

Phase 5 : Restructuring the Irrigation Agency

4. 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

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!