

Cooperation Fund for the Water Sector

Pilot Demonstration Activity

Request Form

| | |
|---|---|
| Activity Title: Facilitating Irrigation Sector Reform In Chhattisgarh | |
| Proposer (Name, Div/Dept): Thomas Panella | |
| Request Date: 24 February 2004 | |
| Region: SAAE | Country: India |
| Activity Start Date: 15 March 2004 | Activity End Date: 31 July 2004 |
| Cost Estimate: | |
| Implementing Organization Contact: Water Foundation | |
| Consultant Identified? Yes The World Water Institute Ganesh Pangare, Technical Director (see attached CV) | If so, Consultant(s) Contact: The World Water Institute 6. Pentium Classic Apartments NDA-Pashan Road, Bavdhan Pune 411 021, Maharashtra, India 91-20-2953409 www.worldwaterinstitute.org |

Short Description:

1. Background and Rational:

1. ADB is currently preparing the Chhattisgarh Irrigation Development Sector Project (CIDSP) for Chhattisgarh, India. In addition to providing irrigation system rehabilitation and improvement, a key objective of the project is to promote irrigation sector reforms, primarily through the strengthening of water users associations (WUAs) and increasing user participation and responsibility in systems operations, maintenance, management, and governance. System level physical interventions will be combined with strengthening of WUAs and management reforms. As a sector project, however, the CIDSP must work at both at the project level as well as the macro-policy level to promote irrigation sector reforms, and the two must work together, so that the enabling policy framework for irrigation reform can support project level interventions. This pilot demo project supports a linked program of activities to forward the policy agenda for irrigation reform in Chhattisgarh.

2. Chhattisgarh is in a poorly developed area of India, and is a new state that has recently separated from Mahdy Pradesh (MP). Although Chhattisgarh retained the participatory irrigation management (PIM) Act from MP, which provides for creation of WUAs, Chhattisgarh is very weak with regard to implementation of the PIM Act, development of WUAs, and creation of enabling framework support irrigation reform. The current version of PIM Act itself also needs substantial revisions to improve its effectiveness. Overall capacity in WRD as well as other agencies in Government of Chhattisgarh (GOCH) is weak for policy making, and awareness of options for sector reform is low. A recent change of state government in Chhattisgarh with many new ministers and officials as well as upcoming parliamentary elections in April have compounded the difficulties and uncertainties in crafting a policy and reform agenda in the irrigation sector. Although the PPTA and ensuing project are proposed to have WUA development and strengthening component, it is very important to engage policy makers to try and start the reform process for the enabling policy and legal framework to support WUAs at the project level and promote overall reforms throughout the irrigation sector.

3. The problems of large state management irrigation systems are common to most states throughout India (and developing countries throughout the world) and include the following: inadequate farmer participation: poor service delivery from an under-resourced irrigation department; poor yields; farmer inability and unwillingness to pay irrigation services fees; and inadequate revenues for system

operations and maintenance. This negative feedback loop is known as “the vicious cycle of irrigation management.” However, during the 1990s, some states in India (and many other countries) have initiated reform processes (usually with donor assistance) in the irrigation sector, primarily through development and strengthening of WUAs and transfer of irrigation management and governance responsibilities from state irrigation departments to WUAs. In some cases, this has been combined with an increase in water fees to improve O&M and cost recovery and attempted reorientation of irrigation departments. The Indian experiences thus provide a rich backdrop from which to draw lessons and avoid pitfalls to help Chhattisgarh strengthen its own irrigation policy framework and WUA formation process as it implements the forthcoming ADB project. The proposed pilot demo provides for a progressive and linked set of activities to forward the policy agenda for irrigation reform in Chhattisgarh.

2. Objectives:

4. The objectives of the proposed activities are the following: (i) to expose senior WRD official and GOCH policy makers and current WUA leaders to irrigation reform and institutional strengthening efforts in other states in India as well as to international experience; (ii) to provide a forum for dialogue and to generate options to improve the policy and institutional framework for irrigation and water resources in Chhattisgarh; and (iii) to support the generation of policy documents including an irrigation sector reform strategy (white paper); a strategic plan for WRD; and revision to the Participatory Irrigation Management Act for discussion and eventual introduction to parliament.

3. Scope of Work/Description of Activities:

5. The following are the proposed activities.

- (i) A half day seminar in Raipur for Senior WRD Staff on irrigation policy and WUAs to given by pilot demo consultants and PPTA team members. The seminar would outline the problems faced by irrigation departments, “the vicious cycle of irrigation management”, and its systemic causes. The seminar would also provide a conceptual framework to address the problems and the role that WUAs play to improve system O&M and greater cost recovery. Importantly, the seminar will also discuss needed changes within irrigation agencies to accommodate reforms as well as solicit input from WRD staff as to the specific problems faced in Chhattisgarh. A tentative program has been developed for a full day or a half day session.
- (ii) A study tour for 5 WRD and GOCH officials (plus the pilot demo consultant) to Andrah Pradesh and Karnataka to discuss these states’ recent experiences with irrigation institutional strengthening and WUAs. Karnataka has recently started implementation of World Bank community tank rehabilitation program that has many similarities proposed in the current ADB project for minor schemes. In AP, the study tour would evaluate the system wide reforms initiated a few years ago that included raising of water charges and purported to be most effective irrigation reforms in India to date. The study tours will include one day of meetings in the State Capitals (Hyderabad and Bangalore) with senior WRD and other government officials as well as one to two days of field visits meeting with WUAs and farmers. The total length of the study tour would be approximately 6 days.
- (iii) A regional two-day workshop held in Raipur on irrigation sector policy, the role of WUAs, and overall sector reforms. The workshop would also use the experiences from other states in India as platform for discussion. Attendees will include WUAs representatives, irrigation officials and other state level representatives from both Chhattisgarh and other states, representatives from Ministry of Water Resources in Delhi, development partners, NGOs and farmers. In additional to Chhattisgarh, representatives from the other following states will be Andrah Pradesh, Karnataka, Gujarat, Maharashta (tentative); and Madhya Pradesh. The seminar will open with a keynote address from a Indian WUA specialist (tentatively Mr. K.V. Raju) and set a framework of the discussion of the cases in the other Indian states. Both WUA representatives as well as irrigation officials would discuss the reforms within the common the framework presented in the keynote address. The workshop will include both presentations as well as breakout sessions to discuss the material presented and key issues for Chhattisgarh. The workshop would conclude with discussion of options and identification of key elements for Chhattisgarh’s reform program as basis for moving forward with more

- formal policy development. A tentative program and list of attendees has been developed. An estimated 50 to 60 persons will attend the two-day workshop.
- (iv) Following the workshop, the pilot demo consultant will work with the PPTA consultant and WRD staff to draft an irrigation sector reform strategy (white paper); a strategic plan for WRD; and revised Participatory Irrigation Management Act for introduction to the state parliament. Elements of these documents will be incorporated into the paper to be contributed to the Seventh International Seminar on Participatory Irrigation Management (INPIM).
 - (v) The last activity will be development of a results dissemination plan and supporting materials to share the experiences of the policy development activities.. This will include development of brief monitoring protocol for the project activities to assess impacts. The consultant will prepare a synthesis paper based on the experiences presented and the outcome from the two-day workshop in Raipur. The paper will be sent to selected workshop attendees as well as to other journals and publications through India. The consultant will prepare a summary and synthesis report outlining all of the activities and perceived impacts from the activities. As a part of the summary report, the consultant will prepare a lessons learned document based on all of the activities from under the Pilot Demo. The lessons learned should be presented so they are generic so that other ADB and development partners working in many different countries can draw upon the lessons and experiences. This document will be circulated to the ADB water sector network and other development partners. Finally, the consultant will make a presentation at ADB in Manila and be available to meet individually with ADB staff to assist them in planning similar activities within their own projects. The consultant would also provide a water policy briefing on Indian water affairs to SARD staff.

4. Implementation Schedule, Institutional Management Arrangements, and Proponent Qualifications:

6. The activities are sequenced so as to result in cumulative impact starting with awareness raising, to dialogue and development of options, and finally resulting in policy development. The half day seminar for WRD and GOCH officials will be scheduled for the last week of March 2004. The study tour for GOCH officials will be scheduled for early May depending on schedules of the officials. The workshop in Raipur is currently scheduled for 10 and 11 May. Following the workshop drafting of the paper for the INPIM conference, an irrigation sector reform strategy (white paper); a strategic plan for WRD; and work on an initial draft of a revised Participatory Irrigation Management Act will take place. The INPIM conference is scheduled for June 13 to 18, which would be immediately prior to the Loan Fact Finding Mission and thus ideally timed to incorporate institutional insights gained into development of the RRP for the Chhattisgarh Project. WRD has been briefed on all of the proposed activities and their scheduling, and the GOCH is supportive of them.

7. The World Water Institute will be engaged to execute the majority of the activities except for participation in the conference in Albania. This will include all logistics, travel bookings, invitations, and development of outputs. It will also include substantial consulting inputs from the technical director, of the World Water Institute who is one world foremost authorities on WUAs and irrigation reform in India. The World Water Institute will also work in coordination with the PPTA consultant team with overall supervision by the TA project officer. All activities and scheduling will be done in cooperation with WRD, other GOCH officials, and GOI.

8. For the half day seminar for WRD staff and GOCH officials, the WUA specialists on the PPTA consultant team and the World Water Institute technical director will develop the program with WRD support and input.

9. For the study tour, the World Water Institute will arrange all logistics and activities in cooperation with WRD and GOCH as well as with officials from the other states governments. Since the Technical Director of the World Water Institute served as President of the Indian Network of Participatory Irrigation Management (a national chapter of INPIM), he is will acquainted with the appropriate contacts for the

study tour. The World Bank project officer has been contacted and full cooperation has been assured with their consultant teams for the visit to Karnataka.

10. The two day seminar will be coordinate by the World Water Institute in cooperation with PPTA WUA specialists and WRD of Chhattisgarh. The World Water Institute will arrange to invite attendees and speakers in cooperation with WRD. The workshop will take place at WRD that has a conference room and is ideal for the function. Most attendees will come by train to Raipur except for senior officials who will fly and all will be housed in local hotels or government guest houses.

5. Expected Results (outputs/outcomes/impacts):

The result will be the raising of awareness of the relevant irrigation sector issues in Chhattisgarh and most importantly development of political support for the reform process to be initiated under the ADB project. Due to the timing of the activities, institutional reforms support through the pilot demo activities will be reflected in the RRP and loan agreement. The activities, will directly contribute to the development concrete policy documents for the reform of the irrigation sector and WRD as well as to development of legislation (a new PIM Act) strengthening the policy framework for the irrigation sector. A primary benefit of the activities is that they will significantly leverage the effectiveness of the infrastructure and other components under the proposed loan. The ultimate result would be to enable a framework to support the institutional reforms of the sector project that are necessary to maximize the impact of the other investment components.

6. Measurable Performance Indicators:

The most important indicator will be a change to the policy framework for irrigation in Chhattisgarh and development of effective WUAs and ultimately the improvement irrigation management and O&M. Immediate indicators will include the development of the outputs such as the strategy papers, the paper for Seventh INPIM Seminar, and a revised PIM Act. Participation by WRD, GOCH and other in the program of activities are also measurable outputs.

7. Stakeholder Participation:

As indicated by the program activities, stakeholder participation on behalf of the GOCH, especially WRD, WUA representatives, and farmers and other stakeholders are key to the success of the results from the activities. Stakeholder dialogue and participation will be the basis of the policy reforms generated through the activities.

8. Scope for Replication/Use in Other DMCs:

While the context of the current institutional setting and detailed content of the activities of the pilot demo activities to be pursued are unique to Chhattisgarh, the irrigation problems and policy issues to be addressed are common to most all ADB developing member countries (DMCs). In addition the activities (study tours, workshops, seminars, and development of policy documents) are mechanisms that can also be used to stimulate irrigation reforms in all ADB DMCs. In this sense, the awareness and policy development activities are highly replicable and this pilot demo provides an excellent opportunity to evaluate their effectiveness.

9. Cost Estimate:

Please see attached budget.