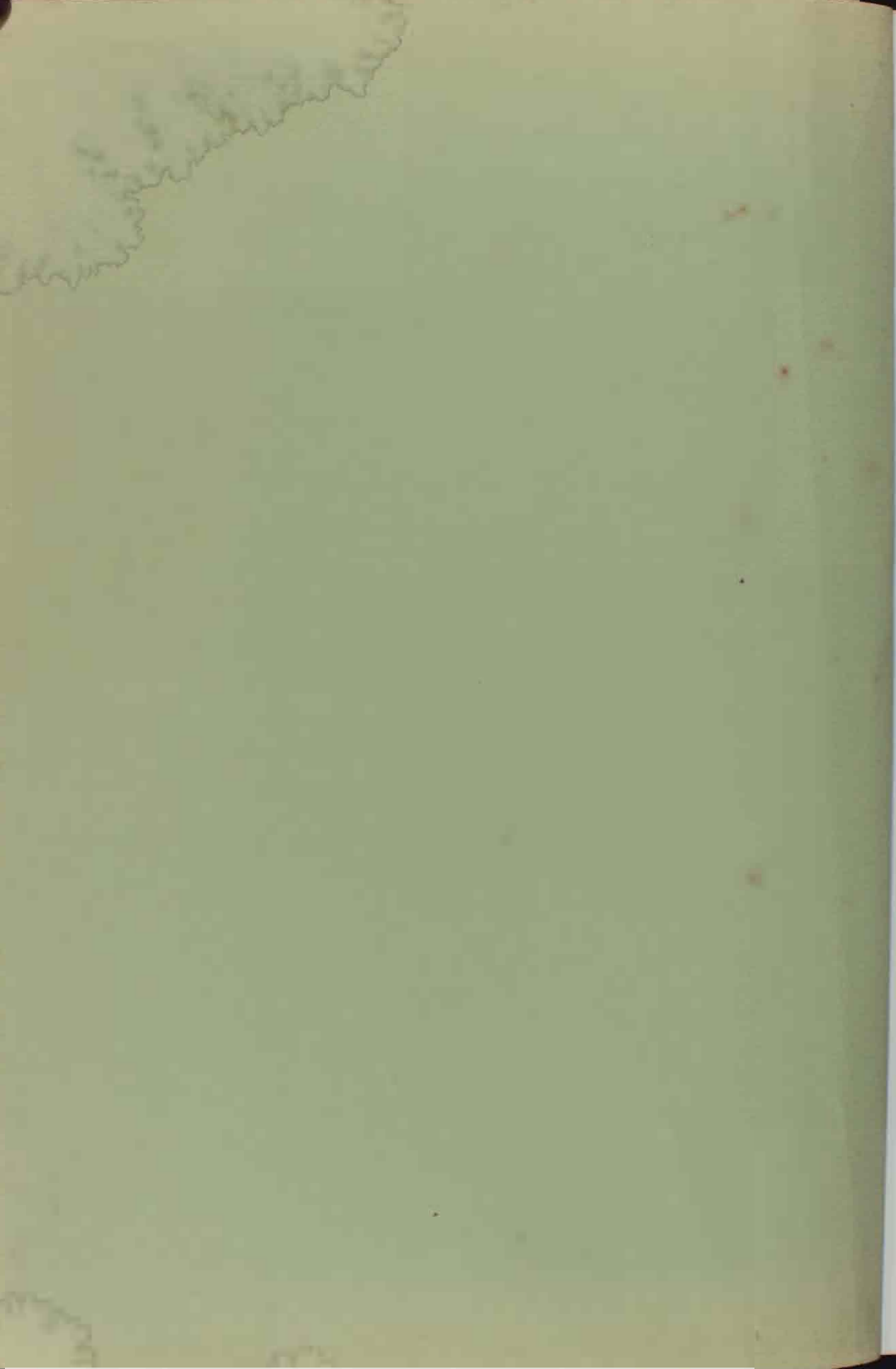


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**AN INTRODUCTION TO**

**I M P S A**

**IRRIGATION MANAGEMENT POLICY SUPPORT ACTIVITY**



I M P S A

IRRIGATION MANAGEMENT POLICY SUPPORT ACTIVITY

IMPSA SECRETARIAT

107, HAVELOCK ROAD

COLOMBO 5.

June 1992


SECRET

REGISTRATION MANAGEMENT POLICY SUPPORT ACTIVITY

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# THE IRRIGATION MANAGEMENT POLICY SUPPORT ACTIVITY

## (IMPSA)

### 1. WHAT IS IMPSA?

IMPSA is a two year policy formulation project which started in June 1990 and ends in June 1992. It is a project initiated by the Ministry of Lands, Irrigation & Mahaweli Development in association with the Ministry of Agricultural Development & Research. It is an activity to formulate appropriate policies and strategies for the consideration of government, to enhance the development of irrigated agriculture and, more specifically, of irrigation management in Sri Lanka.

### 2. HOW IS IMPSA FUNDED?

IMPSA is funded by USAID according to an agreement with the Ministry of Lands, Irrigation & Mahaweli Development. The funding includes provision for:

- i) the overall management of the project by the Irrigation Support Programme for Asia and the Near East (ISPAN), based in the U.S.
- ii) the participation of the International Irrigation Management Institute (IIMI)
- iii) the establishment and maintenance of the IMPSA Secretariat in Colombo, including payment to the Director and staff of the Secretariat
- iv) the engagement of expatriate and local consultants on short-term assignments during the project period
- v) the conducting of a series of seminars and workshops during the project period, both in Colombo and in the outstations
- vi) documenting IMPSA activities and publishing IMPSA's Policy Papers, Staff Working Papers, Workshop Reports etc.

# THE IRRIGATION MANAGEMENT POLICY SUPPORT ACTIVITY

1987-1990

## WHAT IS IIRSA?

IIRSA is a two year policy development project which started in June 1988 and ends in June 1990. It is a project funded by the Ministry of Lands, Irrigation & Water Development in association with the Ministry of Agriculture Development & Research. It is an activity to formulate appropriate policies and strategies for the enhancement of government, to enhance the development of irrigated agriculture and, more specifically, of irrigation management in Sri Lanka.

## HOW IS IIRSA FUNDED?

IIRSA is funded by USAID according to an agreement with the Ministry of Lands, Irrigation & Water Development. The funding includes provision for:

- i) the overall management of the project by the Irrigation Development Programme for Asia and the Near East (IDPANE), based in the U.S.
- ii) the participation of the International Irrigation Management Institute (IIMI)
- iii) the establishment and assistance of the IIRSA Secretariat in Colombo, including payment to the Director and staff of the Secretariat
- iv) the engagement of experts and local consultants on short-term assignments during the project period
- v) the conducting of a series of seminars and workshops during the project period, both in Colombo and in the outstations
- vi) documenting IIRSA activities and publishing IIRSA's Policy Review, Staff Working Papers, Workshop Reports, etc.

### 3. WHAT IS THE PROCESS USED IN POLICY FORMULATION?

The basis for policy formulation under this project is the three Cs - consultation, compromise and consensus. The process of policy formulation comprises the following components:

#### i) Staff Working Papers

Preparation of Staff Working Papers by either local or expatriate consultants on various issues related to each IMPSA Policy Paper. These are used by the Secretariat as inputs for the preparation of the draft Policy Papers. 54 Staff Working Papers have been prepared in respect of the ten Policy Papers of IMPSA.

#### ii) Consultation Panels

These are panels of local experts, mainly drawn from government agencies, who have a series of meetings at the Secretariat to provide inputs to the development of each Staff Working Paper. There were 26 consultation panels set up in respect of various staff working papers which required such inputs.

#### iii) Special Consultancies

Some short-term expatriate experts were engaged by the Secretariat to advise on particular issues related to the development of the draft Policy Papers.

#### iv) Workshops & Seminars

There were 26 Workshops/Seminars for various levels of government officials and for farmer representatives. The issues to be tackled in the policy papers were discussed in depth at these workshops and the views of participants were sought. The Secretariat ensures that the general consensus arrived at these workshops are embodied in the draft policy papers. All workshop proceedings are recorded and documented.

# DESCRIPTION

The basis for policy development under the project is the Joint CE - Government, community and business. The process of policy formulation comprises the following components:

## 1) Staff Working Papers

Preparation of Staff Working Papers by either local or external consultants on various issues related to each EMUA Policy Paper. These are used by the Government as inputs for the preparation of the draft Policy Paper. 24 Staff Working Papers have been prepared in support of the Policy Papers of EMUA.

## 2) Consultative Groups

These are panels of local experts, mainly drawn from government agencies, who have a series of meetings at the Government to provide inputs to the development of each Staff Working Paper. There were 10 consultative groups set up in respect of various staff working papers which reported such reports.

## 3) External Consultancies

Some short-term external experts were engaged by the Government to advise on particular issues related to the development of the draft Policy Paper.

## 4) Workshops & Seminars

There were 10 Workshops/Seminars for various levels of Government officials and local business representatives. The issues discussed in the policy papers were discussed in detail at these workshops and the views of participants were sought. The Government ensure that the official comments raised at these workshops are embedded in the draft policy papers. All workshop proceedings are recorded and documented.

v) Policy Papers

These are the final outputs of the IMPSA Project. These Policy Papers are developed by the IMPSA Secretariat taking into consideration the inputs from the sources indicated at (i) to (iv) above.

10 Policy Papers have already been approved by IMPAC (see para below).

4. WHAT IS THE IMPAC?

IMPAC is the body that finally approves the IMPSA Policy Papers before they are presented to the government. It is a top-level committee instituted specifically for the IMPSA project. It is chaired by the Secretary, Ministry of Lands, Irrigation & Mahaweli Development and consists of 18 members including the Secretary, Ministry of Agriculture Development & Research, all the State Secretaries and Heads of Departments & Agencies under the Ministries of Lands, Irrigation & Mahaweli Development (M/L.I.&M.D.) and Agriculture Development & Research (M/A.D.&R.). It also includes a representative from the Ministry of Policy Planning and a representative from the International Irrigation Management Institute (IIMI). The list of members of IMPAC is given in Annex 1.

There have been seven meetings of IMPAC held so far.

5. WHAT IS THE IMPAC WORKING GROUP?

This is a sub-committee of IMPAC to participate in the policy formulation process at the lower levels. It is chaired by the State Secretary/Irrigation and is composed of 19 members, some of whom are members of IMPAC itself while the others are nominees of those IMPAC members who are unable to participate in detailed policy formulation activities. The list of members of the IMPAC Working Group is given in Annex 2.

These are the final outputs of the IMPAC Project. These Policy Papers are developed by the IMPAC Secretariat using the consultation and inputs from the members indicated at (i) to (iv) above.

10 Policy Papers have already been approved by IMPAC (see page below).

## 4. WHAT IS THE IMPACT

IMPAC is the body that finally approves the IMPAC Policy Papers before they are presented to the government. It is a top-level committee established specifically for the IMPAC project. It is chaired by the Secretary, Ministry of Trade, Industries & Investment and consists of 16 members including the Secretary, Ministry of Agriculture & Forestry, the State Government and Heads of Departments & Agencies under the Ministry of Trade, Industries & Investment (M.T.I.) and Agriculture (M.A.). It also includes a representative from the Ministry of Policy Planning and a representative from the Ministry of Information & Public Relations (M.I.P.R.). The list of members of IMPAC is given in Annex 1.

There have been seven meetings of IMPAC held so far.

## 5. WHAT IS THE IMPAC WORKING GROUP

This is a sub-committee of IMPAC to participate in the policy formulation process at the lower levels. It is chaired by the Secretary, Industries and is composed of 10 members, some of whom are members of IMPAC itself while the others are members of other IMPAC committees who are invited to participate in selected policy formulation activities. The list of members of the IMPAC Working Group is given in Annex 2.



Any Policy papers to be discussed and approved by IMPAC have first to be approved by the IMPAC Working Group.

There have been **fifteen** meetings of the Working Group so far.

6. **WHAT IS THE IMPSA SECRETARIAT?**

The Secretariat is composed of four local consultants including the Director, and a small supporting office staff. **It coordinates all the activities of the project.**

Its role is to implement the project activities on behalf of ISPAN, working closely with the M/L.I.&M.D. It initiates action regarding the development of Policy Working Papers & Staff Working Papers, workshops and seminars, and the employment of local and expatriate short-term consultants. It prepares the first drafts of each Policy Paper and thereafter arranges the necessary discussions with the IMPAC Working Group and in IMPAC. It arranges the editing and publishing of IMPSA documents.

7. **WHAT IS THE PROCESS FOR APPROVING THE  
IMPSA POLICIES?**

The policies developed under IMPSA are presented in the form of Policy Papers. There were ten Policy Papers scheduled to be developed during the project period, under various topics as stipulated in the project design. Annex 3 gives the list of titles of the 10 Policy Papers produced by IMPSA.

Once the Policy Papers are approved by IMPAC, the Secretaries of the M/L.I.&M.D. and M/A.D.&R. are expected to seek the approval of the relevant Minister and proceed with implementation. In case the policy recommendations are likely to affect other ministries or overall government policy, it is expected that Cabinet approval will be sought by one or both ministers, before proceeding to implementation.

Any Policy Paper to be discussed and approved by IMPAAC must  
first be approved by the IMPAAC Working Group.

There have been fifteen meetings of the Working Group so far.

## WHAT IS THE IMPAAC SECRETARIAT?

The Secretariat is composed of four local consultants including the  
Director, and a small supporting office staff. It coordinates all the  
activities of the project.

Its role is to implement the project activities on behalf of IMPAAC,  
working closely with the M.I.D. It advises senior officials regarding the  
development of Policy Working Papers & Staff Working Papers,  
budgets and resources, and the employment of local and expatriate  
personnel consultants. It prepares the first draft of each Policy Paper  
and thereafter arranges the necessary discussions with the IMPAAC  
Working Group and the IMPAAC. It arranges for editing and publishing of  
IMPAAC documents.

## WHAT IS THE PROCESS FOR APPROVING THE

### IMPAAC POLICIES?

The policies developed under IMPAAC are presented in the form of  
Policy Papers. There were ten Policy Papers submitted to be developed  
during the project period, under various topics as specified in the project  
design. Annex 3 gives the list of titles of the 10 Policy Papers produced  
by IMPAAC.

Once the Policy Papers are approved by IMPAAC, the Secretariat  
will submit them to the M.I.D. and M.A.D.A. for approval to seek the approval  
of the relevant Ministers and proceed with implementation. In case the  
policy recommendations are likely to affect other activities or overall  
Government policy, it is expected that Cabinet approval will be sought by  
the Government before proceeding to implementation.



8. **DO IMPAC MEMBERS HAVE SUFFICIENT DISCUSSION  
BEFORE APPROVING THE POLICY PAPERS?**

Yes. The drafts of any Policy papers once approved by the IMPAC Working Group are then discussed at special "IMPAC Policy Workshops" where all the members of IMPAC and the IMPAC Working Group participate. These are three-day residential workshops held outside Colombo, where IMPAC members discuss and suggest amendments to the papers as necessary. So far there have been five such IMPAC Workshops.

Following each Policy Workshop, the Policy Papers are amended to fall in line with the general consensus arrived at during the workshop discussions. The amended papers are then approved by the Working Group, and finally by the IMPAC itself after discussion at another formal meeting.

9. **WHAT IS THE ROLE OF IIMI?**

The international staff of the Sri Lanka Field Operations Division (SLFO) of IIMI supports the IMPSA Secretariat by participating in all of IMPSA's activities. More particularly it has undertaken the preparation of some of the Staff Working Papers and participated fully with the Secretariat in the preparation of the draft Policy Papers for the consideration of the IMPAC Working Group. The IMPSA Secretariat is housed in the same premises as the IIMI/SLFO at 107, Havelock Road, Colombo 7.

10. **WHAT IS THE ROLE OF USAID?**

USAID, besides funding the project, does not play any role in the project's activities. It maintains a link with the project formulation process though being represented in the IMPAC Working Group. It has no representative in IMPAC itself. One or two representations from USAID generally attend the IMPAC Policy Workshops, on invitation.

BEFORE ATTENDING THE POLICY PAPERS?

Yes. The draft of any Policy Paper once approved by the IMPAC Working Group are then discussed at special "IMPAC Policy Workshops" where all the members of IMPAC and the IMPAC Working Group participate. There are three day residential workshops held on the weekend, where IMPAC members discuss and report comments to the Board at the meeting. So far there have been four such IMPAC Workshops.

Following each Policy Workshop, the Policy Paper are included in a list in line with the general comments raised at during the workshop discussion. The amended papers are then approved by the Working Group, and finally by the IMPAC Board after discussion at the General Meeting.

WHAT IS THE ROLE OF IMPAC?

The International staff of the UN (and Field Operations Division) of UNHCR supports the IMPAC Secretariat by participating in all of IMPAC's activities. More particularly it has undertaken the preparation of some of the Staff Working Papers and highlighted fully with the Secretariat in the preparation of the Draft Policy Paper for the consideration of the IMPAC Working Group. The IMPAC Secretariat is based in the same premises as the UNHCR in 107, Haverstock Road, London N7.

WHAT IS THE ROLE OF IMPAC?

IMPAC, besides funding the project, does not play any role in the project's activities. It maintains a link with the project, facilitating the group's being represented in the IMPAC Working Group. It has no representation in IMPAC itself. One or two representatives from IMPAC Working Group attend the IMPAC I and II Workshops.

11. WHAT IS THE PRESENT STATUS OF THE IMPSA  
POLICY PAPERS?

All ten papers that were to be prepared under the project have been completed and approved by IMPAC.

12. WHAT ABOUT GOVERNMENT'S APPROVAL FOR  
IMPSA'S RECOMMENDATIONS?

The process of obtaining government's formal approval is expected to be by means of one or more Cabinet Papers to be presented by the Minister of L.I.&M.D. and/or the Minister of A.D.& R.

13. WHAT ARE THE MAIN RECOMMENDATIONS OF IMPSA  
IN RESPECT OF IRRIGATION MANAGEMENT ?

The main recommendations can be summarized as follows:

- i) the promotion of farmers' organizations with a view to turnover of irrigation systems or sub-systems (in the case of large schemes), for management by them.
- ii) exempting farmers from paying irrigation service fees to government where farmers' organizations have taken over irrigation systems/sub-systems for O & M by themselves.
- iii) the restructuring of the irrigation agencies.
- vi) the institution of proper coordinating mechanisms for irrigation management activities.
- v) the institution of legal measures to facilitate the implementation of the participatory management process.

# 11. WHAT IS THE PRESENT STATE OF THE POLICY

## POLICY PAPER

All the papers have been in the process of being prepared and approved by the Board.

## 12. WHAT ABOUT THE PRESENT APPROVAL FOR

### THE POLICY PAPER

The process of approving the policy paper is a long one. It is not yet approved by the Board. It is not yet approved by the Board. It is not yet approved by the Board.

## 13. WHAT ARE THE MAIN RECOMMENDATIONS OF THE POLICY PAPER

The main recommendations can be summarized as follows:

1. The promotion of research, development and innovation in the field of high technology.

2. The promotion of research, development and innovation in the field of high technology.

3. The promotion of research, development and innovation in the field of high technology.

4. The promotion of research, development and innovation in the field of high technology.

5. The promotion of research, development and innovation in the field of high technology.

- vi) strategies for Research and Development.
- vii) the establishment of a National Water Resources Policy Planning body.

14. **WHAT HAPPENS WHEN THE IMPSA PROJECT ENDS**  
**IN JUNE 1992?**

When the project ends, it is expected that the government will implement the IMPSA recommendations through the relevant ministries, departments and agencies. In case the government lacks resources for implementation of some of the recommendations, it can easily seek donor assistance. The World Bank, ADB, USAID and many other donor agencies have already shown a keen interest in IMPSA's policy formulation process. There is no doubt that they will readily collaborate with the government in the implementation phase following IMPSA.

- 10) strategies for research and development
- 11) the establishment of a National Water Resources Policy Planning body

# 14. WHAT HAPPENS WHEN THE IWRP PROJECT ENDS

19 JUNE 1993

When the project ends, it is expected that the government will implement the IWRP recommendations through the relevant ministries, departments and agencies. In case the government lacks resources for implementation of some of the recommendations, it can easily seek donor assistance. The World Bank, ADB, USAID and many other donor agencies have already shown a keen interest in IWRP's policy formulation process. There is no doubt that they will actively collaborate with the government in the implementation phase following IWRP.

MEMBERS OF THE IRRIGATION MANAGEMENT POLICY

ADIVSORY COMMITTEE (IMPAC)

1. **Mr D G Premachandra**(Chairman of IMPAC)  
Secretary/ Ministry of Lands, Irrigation & Mahaweli Development
2. **Mr L U Weerakoon** (Secretary of IMPAC)  
State Secretary/Irrigation
3. **Mr Dixon Nilaweera**  
Secretary/Ministry of Agricultural Deveopment & Research
4. **Mr Daya Liyanage**  
Secretary/Ministry of Lands & Land Alienation
5. **Mr W Tennekoon**  
Secretary/Ministry of Mahaweli Development
6. **Mr G Muddannayake**  
Secretary/Ministry of Agricultural Production  
& Marketing
7. **Mr K. Yoganathan**  
Director of Irrigation
8. **Mr D M Ariyaratne**  
Director/Irrigation Management Division, Ministry of Lands,  
Irrigation & Mahaweli Development
9. **Mr K H S Gunatillake**  
Director-General, Mahaweli Authority  
of Sri Lanka
10. **Mr S Wickremaarachchi**  
Land Commissioner
11. **Mrs G K C Wijeratne**  
Commissioner of Agrarian Services





12. **Dr S P R Weerasinghe**  
Director of Agriculture
13. **Dr Lloyd Fernando**  
Director of National Planning
14. **Ms K P M Speldewinde**  
Director/Planning, Ministry of Lands, Irrigation & Mahaweli Development
15. **Mr Ananda Gunasekera**  
Director/Water Resources Development, Ministry of Lands, Irrigation & Mahaweli Development
16. **Mr D G P Seneviratne**  
Director/Agrarian Research & Training Institute
17. **Dr C M Wijayaratne**  
Head, IIMI/SLFO
18. **Mr N G R de Silva**  
Director, IMPSA/Secretariat



MEMBERS OF THE IMPAC WORKING GROUP

1. **Mr L U Weerakoon**, (Chairman of IMPAC Working Group)  
State Secretary/Irrigation
2. **Mr N G R de Silva**, (Secretary of IMPAC Working Group)  
Director/IMPISA Secretariat
3. **Mrs G K C Wijeratne**,  
Commissioner, Agrarian Services
4. **Dr Ranjith Wanigaratne**,  
Director/PMU, Mahaweli Authority of Sri Lanka
5. **Mr D M Ariyaratne**,  
Director/Irrigation Management Division, Ministry of Lands,  
Irrigation & Mahaweli Development
6. **Mr Ananda Gunasekera**,  
Director/Water Resources Development, Ministry of Lands,  
Irrigation & Mahaweli Development
7. **Mr D W R M Weerakoon**,  
Senior Deputy Director (O & M), Irrigation Department
8. **Mr U G Jayasinghe**,  
Government Agent, Polonnaruwa
9. **Dr S Somasiri**,  
Head, Land & Water Management, Department of Agriculture
10. **Mr K Yoganathan**,  
Director/Irrigation
11. **Mr S Wickremaarachchi**,  
Land Commissioner



12. **Dr D Wijayawardane,**  
Director/Agriculture Development, Ministry of Agriculture  
Development & Research
13. **Mr R de S. Ariyabandu,**  
Head/Statistics & Data Processing, Agrarian Research & Training  
Institute
14. **Mr S Somasunderam,**  
Deputy Director, Department of National Planning
15. **Mr Glenn Anders,**  
Chief, Office of Agricul. & Natural Resources, USAID
16. **Mr Joe Alwis,**  
Secretary/Ministry of Coconut Industries
17. **Mr. Ananda Herath,**  
Managing Director, Mahaweli Economic Agency
18. **Dr C M Wijayaratne,**  
Head, IIMI/SLFO
19. **Dr Douglas Merrey,**  
IIMI

12	Dr. P. W. Williams, Director, Bureau of Agricultural Development & Research
13	Mr. E. W. St. Armand, Head, Bureau of Agricultural Research & Training
14	Mr. S. S. Sorenson, Deputy Director, Department of Natural Resources
15	Mr. Glenn Anderson, Chief, Office of Agricultural & Natural Resources, U.S.A.R.
16	Mr. Joe A. Smith, Secretary, Ministry of Natural Resources
17	Mr. A. A. Smith, Planning Director, Ministry of Natural Resources
18	Dr. C. M. Williams, Head, U.S.A.R.
19	Dr. Douglas M. Smith, Head, U.S.A.R.

LIST OF IMPSA POLICY PAPERS

- PWP 1:** Irrigated Agriculture and Irrigation Management In Sri Lanka: Vision for the Next Decade and Beyond.
- PWP 2:** Institutional Framework for Management of Irrigation Systems and Building Farmers' Organizations.
- PWP 3:** Achieving High Performance: Strategies for Operation and Maintenance and Rehabilitation and Modernization of Irrigation Systems.
- PWP 4:** Modernizing the Irrigated Agricultural Sector: Transformations at the Macro-Institutional Level
- PWP 5:** Achieving High Productivity in Irrigated Agriculture: A Programme of Research and Development for Technology Generation and Diffusion
- PWP 6:** Human Resources Development in the Irrigated Agricultural Sector: Achieving the Potential
- PWP 7:** Sustainable and Productive Resource Management: Macro Policies for Land and Water Resources
- PWP 8:** Promoting Profitable Irrigated Agriculture: Trade and Fiscal Policies
- PWP 9:** Macro Irrigation Investment Policy
- PWP 10:** Achieving High Productivity and Prosperity of Irrigated Agriculture through Participatory Management.

LIST OF IWC'S POLICY PAPERS

PWP 1	Integrated Agriculture and Irrigation Management in the Indus Basin for the Next Decade and Beyond.
PWP 2	Institutional Framework for Management of Irrigation Systems and Holding Farmers' Organizations.
PWP 3	Achieving High Performance: Strategies for Operation and Maintenance and Rehabilitation and Modernization of Irrigation Systems.
PWP 4	Modernizing the Irrigated Agricultural Sector Transformations in the Indo-Iranian Low.
PWP 5	Achieving High Productivity in Irrigated Agriculture: A Programme of Research and Development for Technology Generation and Diffusion.
PWP 6	Human Resource Development in the Irrigated Agricultural Sector: Achieving the Potential.
PWP 7	Sustainable and Productive Resource Management: Water Policies for Land and Water Resources.
PWP 8	Promoting Profitable Irrigated Agriculture Trade and Local Policies.
PWP 9	Water Irrigation Investment Policy.
PWP 10	Achieving High Productivity and Prosperity of Irrigated Agriculture through Sustainable Management.





