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**AN INTRODUCTION TO**

**I M P S A**

**IRRIGATION MANAGEMENT POLICY SUPPORT ACTIVITY**

PJ-1321-443

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**IMPSA SECRETARIAT**

**107, HAVELOCK ROAD**

**COLOMBO 5.**

**June 1992**

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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.

### 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.

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.

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.



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.

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.

- 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.

**MEMBERS OF THE IRRIGATION MANAGEMENT POLICY**

**ADVISORY 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 Development & 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 Wijyaratne**  
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 Agricl. & 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 Wijyaratne,**  
Head, IIMI/SLFO
19. **Dr Douglas Merrey,**  
IIMI

**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.