**Projet d’Appui aux Irrigants et aux Services aux Irrigants ASIrri : Composante Cambodge : Gret-CEDAC**

**Financement Agence Française de Développement / AFD-FISONG**

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|  |  | **AVSF - Logo221ko** | **Fédération Faranfasi so** |  | **CUDES/KIDES** | **CROSE** |  |

Juin 2011

Patricia Toelen

Rapport de mission d’appui technique :

Juin 2011

Rapport de mission

Le Projet d’Appui aux Irrigants et aux Services aux Irrigants ASIrri est une initiative conjointe de partenaires du développement du Nord et du Sud, AVSF, CEDAC, CUDES, CROSE, Faranfasi so, FONHADI, GRET et IRAM. Le projet est financé par l’AFD via la FISONG.

D’une durée de trois ans, ASIrri vise les objectifs suivants.

*Objectif général :* Assurer la gestion des systèmes irrigués et leur optimisation pour la production agricole par la pérennisation des associations d’irrigants et des dispositifs d’appui et de services.

*Objectif spécifique :* Elaborer, tester et favoriser la pérennisation des modes d’accompagnement et de prestation de services aux irrigants pour une exploitation durable des zones irriguées, dans trois contextes nationaux diversifiés : Haïti, Cambodge, Mali, en profitant des différences d’expériences entre site pour maximiser les échanges et le co-apprentissage, et la capitalisation.

Le chef de file du groupement est l’IRAM, chaque composante ayant une maîtrise d’œuvre propre :

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**Composante 4 Transversale :** IRAM

***Ce rapport n’engage que ses auteurs et ne peut en aucun cas être considéré comme le point de vue des différents partenaires du projet ASIrri (AVSF, CEDAC, CUDES, CROSE, Faranfasi so, FONHADI, GRET et IRAM) ni de l’AFD.***

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Acronyms

ASIrri Projet d’appui aux irrigants et aux services aux irrigants

ACIAR Australian Centre for International Agricultural Research

ADB Asian Development Bank

AFD Agence Française de Développement

CDRI Cambodian Development Research Institute

CER Centre d’Economie Rurale (France)

CSI Centre de Services aux Irrigants

ECOSORN Economic and Social Relaunch of Northwest Provinces in Cambodia (Projet financé par l’Union Européenne)

FAO Food and Agriculture Organization

FWUC Farmer Water Users Community (Association des Usagers de l’Eau)

FWUG Farmer Water Users Group (subdivision of a FWUC)

JICA Japan International Cooperation Agency

KOICA Korea International Cooperation Agency

M-Power Mekong Program on Water, Environment and Resilience

MoU Memorendum of Understanding

MOWRAM Ministry of Water Resources and Meteorology

NWISP Northwest Irrigation Sector Project (financé par ADB / AFD)

PDOWRAM Provincial Direction of Water Resources and Meteorology

PUC Prey Nup Polders Users Community

SCIRIP Stung Chinit Irrigation and Rural Infrastructures Project

TSC Technical Service Centre (Département du MOWRAM appuyé par la JICA)

#

# Background

Since the end of the nineties, the Royal Government of Cambodia has initiated a policy to extend irrigated agriculture as a mean to cover food security and to alleviate poverty in the country. This policy is translated into the construction of new infrastructures and the rehabilitation of old irrigation schemes with the financial and technical support of external donors.

Besides the development of large schemes, more farmers are investing in small irrigation with pumping from rivers or drills. This kind of irrigation system is limited to farmer with good investment capacities and to areas with adequate water resource (permanent stream or shallow groundwater of sufficient capacity). These conditions are rarely found and the large majority of Cambodian farmers (80%) still depend on rainfed lowland rice cultivation during the monsoon season. Irrigation would be available only for about 20% of the country rice growing area. Actually, about half of the irrigation schemes identified are either not functioning at all or have a very low performance. This result is linked to the poor condition of infrastructures and, as well, to inappropriate initial designs.

The operation and maintenance of irrigation schemes require FWUC to undertake the following general functions:

* Water management,
* Maintenance of infrastructures,
* Irrigation Service Fee collection,
* Institutional and financial FWUC management.

Looking into details, the proper implementation of these major functions requires a large variety of tasks and skills such as engineering, design, preparation of bidding documents, topography, accounting, financial auditing, information management, database and legal advise, amongst many others. Not all of these skills can be learnt by the farmers and not all of them are required permanently.

Depending on the scheme size, different organizational options could be proposed from the very small FWUC (village level) who may not need a very professional organization to the very large ones who will choose the option of professionalization, with more salaried staff, and will be able to internalize more specific functions thanks to scale economies. For example, Prey Nup PUC has its own accountant, manages a database of land owners and plots, has staff skilled to implement topography work, prepare bidding documents or monitor works, but still need to externalize functions such as auditing. In between, the limits between internalized and externalized functions have to be defined for each specific case.

For externalized functions, existing commercial service providers do not always provide ad hoc services and/or are not affordable for FWUCs (e.g. an annual audit of accounting and finance, provided by a local certified accountant company, cost from 1,000 to 4,000 USD). From his side, PDOWRAM / FWUC department is mainly involved in the phase of creating FWUC, providing them with legal recognition and offering basic training in management. Its intervention is limited in time and scope. Our conclusion is that there is room (and need) for the development of alternative service providers and to strengthen links between FWUCs and existing service providers.

The main objective of the project would be to allow FWUC to access services which are:

* + Good quality, professional services,
	+ Adapted to their particular needs and to their stage of development,
	+ Affordable,
	+ Sustainable

To reach this objective, GRET / CEDAC with the support of AFD propose to set up a pilot Service Centre in Kompong Thom province because Stung Chinit FWUC requires further support and there are a significant number of other small and middle sized irrigation schemes in this province.

The Service Centre should get advantage of the experience gained by GRET / CEDAC local teams involved in Prey Nup and Stung Chinit to propose services fitting the FWUC needs and allowing them to manage their scheme in a sustainable way.

# Terms of reference of the technical support mission

Current status of project progress for both funding : EU and AFD

* Activities
	+ progress
	+ Review of the different services
* Budget.
	+ progress
	+ review of services cost
	+ review of contract
* ISC Status at the end of the project
	+ - Structure : internal and external organs
		- Gouvernance
		- Budget
		- Completion of status formulation
* Evaluation

# activities

## Activities at scheme level :

The next point explained briefly the situation in each scheme. The activities planned under both funding will end up timely, respectively end of September for EU and end of December for AFD with a small risk for Stung Chinit East site.

The project highlights a critical period of time for FWUC. It is about the period between the FWUC re-activation and the ISF collection. According to the circular n°1, a FWUC should receive 100% of its functioning budget the first year, 80% the second till 20 % the fifth year. Most of them never received this financial support. By reactivating the FWUC organization, the association faced a budget problem as the ISF collection starts usually 1 or 2 year afterwards. This time is necessary to map the area and list the owners in order to know to whom ISF should be collected but also it is essential, in most of the cases, to improve the water sharing and distribution in order for the users to agree to pay for an efficient service. ISC decided to support these FWUC during this lapse of time through a MoU. This last one supports the FWUC budget so that activities to deliver an efficient service are carried out before ISF collection.

The mission went to Sdao Kong site to attend a session on the financial service. The committee insisted on the fact that they do not have another institution to support them on that specific issue and on strengthening their capacity. Pdowram is coming to check the infrastructure but do not intervene to improve FWUC performance.

**Pram Kumpeah :**

* Second contract on mapping not yet finalized. It is the first time that this service “detailed parcels mapping” is implemented by the ISC
* New MoU for FWUC functioning in negociation

**Teuk Chha :**

* Previous contract finalised (service on water sharing and distribution). ISC is waiting for the payment through NCDD. The way to get NCDD fund for the commune is not yet solved.
* Contract for Canal B FWUG creation will be finished at the end of the month
* MoU with FWUG/C for their functioning
* Contract for special services FWUG/FWUC

**Sdao Kong :**

* Financial service on-going. The accountant registers all expenses and income. ISC team checks bills and edit a financial report every trimester. This has an impact also on the ISF collection. The fact that the accounts are checked by an external team gave transparency and confidence to the members

**SC East :**

* Canal construction needed land compensation. Commune agrees that the compensation concerned only landowners with a title. The expense is about 2000$. Mowram is normally in charge but as the area is very small, Pdowram delegated to the commune to take care of.
* The company responsible for the canal construction abandoned the site. An agreement on the work effectively done was reached the company will pay back $ 5,307 corresponding on the works not done with the advance.
* The project will discuss with the EU on how best to continue the work to complete it timely

**SC :**

* Financial service on going
* MoU for funding maintenance work
* Contract for director (ISC “rent” half time their director) : service contract
* FWUC Committee will submit a subsidy request to Mowram in order to ensure scheme maintenance for an amount of 20 000$. In case Mowram refused, they want to hand over the scheme to Mowram. ISC suggested that they have first to consult members before deciding such a thing.

## Others activities

* 1. **Creation of FWN (Farmers Water Network)**

The FWN has been set up in May. An important work of FWUC evaluation in FWUC terms of functioning was done by the ISC before the network creation.

This is the first network gathering FWUC in Cambodia. They will need support in the future. ISC could take in charge the secretariat. Financial resources should be found out. The estimation is about 5000$ to organize 2 meetings per year gathering 2 representatives per FWUC and 5000$ for the secretariat.

* 1. **Capitalisation :**

Different documents will be edited. The project coordinator, Antoine Deligne is responsible for the first batch:

« Collective action and development in Cambodia »

« The approach of the service center: implications and challenges»

A first draft of these documents will be ready end of August.

A second batch concerned 5 manuals on services provided by the ISC.

* FWUC organisation / Institutionnel building (creation of a FWUC)
* FWUC general mangement/functioning
* Data base and ISF preparation
* FWUC financial management
* Contracting services

These documents will be drafted by our partner Cedac by November 2011.

# Budget.

## Progress

The component ASIrri asked 30 000€ more to finalise the canal in Stung Chinit East. The request was accepted. Despite the fact that the company abandoned the construction site, the works should be terminated in time.

Regarding the other budget lines, there is no delay in the execution and the budget will be consumed as planned.

The two ROM missions were positive. EU asked to be clearer regarding activities financed by them and by AFD.

## Review of services cost

At this stage it is not yet possible to review the services cost as it was the first time that there were implemented. A first tentative has already be made but need to be reviewed to stick better to the reality. This exercise will be done at the end of the project financed by AFD in December 2011.

## Review of contract

During the first audit, MoU established for the structures rehabilitation was reviewed and no comments were formulated. The others were designed on the same model.

For the land compensation (canal construction in Stung Chinit East), it is allowed as it is required for the smooth execution of the action.

# ISC Status at the end of the project

On June 23 took place in the ISC office in Kompong Thom, a workshop to discuss the future status of the center.

The 11 employees working for the ISC, the coordinator, 3 people from Cedac and 2 from FWN attended.

1. **Reasons to establish an association.**

The meeting began by reviewing the reasons to create an association. Several reasons explain this choice although the center is not yet financially and technically independent.

Being an independent entity and not a project will play a lot in terms of visibility and representation. The center will have to position itself in the irrigation sector in Cambodia as a new actor. This institutional position is an important step.

An actor whose mission is to support FWUC but also to facilitate exchanges between the stakeholders in the irrigation sector. An actor who will be legitimate not only by local authorities and the FWUC but also with various state departments. The Department of FWUC within Mowram will be able to benefit from the experience gained in particular in terms of FWUC assessment and their creation. By becoming an interlocutor of this particular department, the ISC will achieve its goal of facilitator between the Mowram and the FWUC whose link is almost nonexistent at the moment. For the farmers, the legitimacy of the center will be enhanced by its status.

Being an independent entity will require the association to manage not only its "assets" but also its human resources and activities. The center will not follow anymore the rules of the "founders" associations and will continue its learning process in the association functioning. It may also raise funds directly without having to be dependent on the founding associations.

Finally, the ISC can be seen as a pool of human resources with extensive experience with FWUC support through various projects. The center will also train new staff.

1. **The working session on the Statute**

A first draft of the statutes had already circulated among several people (Gret, Cedac, independent experts) to exchange comments on the first draft. Previous discussions had also focused on several issues, including the various bodies set up, membership of associations such as founding members, the proportion of members from inside and outside.

The project document that emerged from these discussions was intended as consensual as possible but the idea was to review it. A list of questions on various items was formulated as a support for discussion. The procedure was as follows: formation of four sub-groups each of which discussed a number of articles by providing one or more scenarios. For example, regarding the appointment of representatives of institutions in the Board of Directors. Several options were discussed. The first was that the institution chooses a representative and that he/she is automatically appointed to the BD. Another suggestion was that the institution chooses its representative and then he/she is elected by the GA. The different scenarios were presented and discussed in plenary. This methodology was used on four main themes

1. The mission, objectives and values of the Association

2. The membership requirements

3. Election / selection procedures for the Representative to the Management Board

4. The position and roles Within the Management Board, The Responsibility sharing Between the President and the director.

The four themes were discussed directly in plenary.

1. The role sharing between the GA and the MB and the decision making body rules within each

2. Role and organization of other committees

3. Financial management: the Responsibilities Between the team, the director, the treasurer and the auditor

4. Dismissal procedures for management board members and the director

1. **The following steps**

The articles will be reformulated by taking into account all the discussions during the workshop. This new version will be submitted again to the people involved, if any.
A first AG constituent meeting could be plan for late September.

# Situation in December

##  Planning of activities

1. SCE canal construction before end of September
2. ISC institutionalization
* Draft statutes writing
* GA in September
* Registration to MOI
* Own accounting and financial procedure
* Strategy for 2012-13
1. FWN :
* Registration to MOI
* Logo, edition and print the statutes,
* Strategy for future years, budget, new members
* Main policy issues to consider
* Exchange visit end of September / early October to Prey Nup
1. Service manual books:
* CEDAC support mission for 5 books about:
	+ Contracting services
	+ FWUC organization / institutional building
	+ ISF collection and database creation
	+ FWUC financial management
	+ FWUC general management (meeting organization)
1. Final workshop in Cambodia
2. Final workshop in France
3. Finalize service contracts:
	1. SCN: Subsidy for maintenance and new accounting system on Excel
	2. 5KPH: database, water management and ISF collection
	3. Sdao Kong: financial management, database and ISF collection
	4. Teuk Chha: water management, small maintenance and improvement, Reservoir Management Committee, ISF collection?
	5. Prey Nup: audit
4. Possible missions:
	1. Hydraulic expert
	2. NCDD expert

## Potential scenarii 2012 and institutionnel visits

ISC will be financed till December 2011. A review of the different potential donors was done (see table below

|  |  |  |
| --- | --- | --- |
| Short term (to ensure 6 first months in 2012) | Local contract  | Contract on the long term |
| AFD Cambodia (work on old scheme : PN, SCN, TC, 5KP, SCE, SK) | Cavac | DPO |
| ISC funds | Harvest | EU NSA |
| Any contract before 2012 | WB small grants |  |
|  | GEF small grants | FE |
|  |  | Climate Change Alliance |

## Institutional meeting

**Meeting with Gret representative, Cédric Salze**

He suggest to get in touch with GIZ and Spanish cooperation in order to check potential fundings for ISC.

Concerning FWN, contacts could be made with the Swedish embassy.

An institutional support to ISC could be done by Thy (Gret salaried employee in Phnom Penh) but the modalities should be defined.

**Meeting with AFD : Sideth**

The technical assistant at MOWRAM level developed procedures on maintenance funds for irrigation schemes, but they are not yet validated. They include three categories: primary infrastructure and / or secondary support and a FWUC support for their maintenance

Two other items of work:

- The CISIS (Cambodian System of Irrigation and Information) database of irrigated areas in Cambodia. It has already identified 1100 boundaries, but according to Mowram, there are 2400 schemes in total. How to check? The CISIS is a management tool for maintenance planning support to existing schemes

- A study on the possibilities of a public-private partnership

In the framework of the North West project, there is currently a study underway to consider the ways of supporting the FWUC created within the project. At the end of the project, the construction work was barely finished and FWUC had not yet had the opportunity to experience their functioning. ADB is prepared to fund this support. The study will propose different types of support. The ISC could be involved in one way or another.

ADB has launched a new Water Resources Program. Sideth recommends to visit them to present the service center. The person in charge of ADB in Manila is Chris Wenstley. This program will focus on agricultural extension and the mobilization of the maintenance funds at irrigation schemes level.

Sideth advises to submit a synthetic quarterly report to Mowram.

**Meeting with the EU delegation : Léa Jenin**

She reiterated the fact to distinguish clearly activities funded by AFD and EU. Clarification was made and ISC coordinator briefed her about the last progress.

The EU does not have funding to support ad hoc FWUC even though there is a need to continue supporting FWUC created in previous EU projects and those of the FF (Food Facility).

Ms. Jenin presented the different projects proposals for Cambodia

- Currently a Human Rights NSA / trafficking aiming for people living around economic concessions
- Probably a NSA this year

- A funding that will be used for « Land/fisheries/forest » focused on land titling and fair land distribution around economic concessions

- Probably a Food security funding for next year

**Meeting with ADB : Long Piseth**

The different ADB projects :

* NW project in collaboration with AFD : 12 irrigation schemes and establishment of apex committees ( at sub basin level) in order to discuss water sharing amongst them. End in December 2011
* Emergency Food assistance system : funds that can be requested by communes. End in September 2011
* Tonle Sap Low Land rural development including an irrigation unit. Dependent of the communes. Could be approached through the communes. End in 2015
* Water Resources Sector program. This project is funded by different agencies : Opec, ADB, Ausaid (capacity building), Norway (climate change). It will include a support to TSC for their students. A support for FWUC is planned through Mowram. End in 2018.
* Great Mekong Sector Program : flood and droughts management and risks damages. It is about capacity building, rebuild national forecast program, building of medium irrigation scheme in Pursat
* Creation of Stung Seng River Basin in Kompong Thom.

Mr. Long Piseth advised to present the ISC to the person in charge of the program, namely Chris Wenstley and Ian Makin

**Meeting with Cedac**

It was the opportunity to review the different activities conducted together and talk about the potential perspectives.

In the field agriculture, Gret has reduced their activities. The future ‘Food Security” call of proposal from UE was mentioned.

Concerning the ISC, the ‘Non State Actors” call of proposal planned at the end of the year could be a good opportunity for the center. Gret proposed as well to submit a proposal at DPO (Special funds for NGO in France). Other funds could come from world bank small grant, German foundation,…

Sophiak, current ISc coordinator plan to study abroad at least one year (Australia). Sophana is involved in M-Power and IWRM

Mission Schedule

|  |  |  |
| --- | --- | --- |
|  | Morning | Afternoon |
| 13/06 | Travel Paris –Phnom Penh | Travel Paris –Phnom Penh |
| 14/06 | Travel Paris –Phnom Penh | Briefing with Antoine Deligne, ASIrri Coordinator |
| 15/06 | Briefing with Antoine Deligne, ASIrri Coordinator | Briefing with FF coordinator, Sola Lehec |
| 16/06 | Briefing with GRET Representative | Visit AFD (Sideth) |
| 17/06 | Travel to Prey Veng, visit Sdao Kong  | Travel back PP and visit EU (Léa Jenin) and ADB (Long Piseth) |
| 18/06 | Report writing | Legal status comparison |
| 19/06 | Rest | Rest |
| 20/06 | Cedac meeting and travel to Kompong Thom | Briefing with Sophiak Seng, ISC coordinator |
| 21/06 | ISC activities planning till December 2011;  | Budget  |
| 22/06 | ISC activities perspectives in 2012 -2013 | Budget |
| 23/06 | Seminar | Seminar |
| 24/06 | ASIrri Management Meeting | Travel back to PP. Visit TA AFD in Mowram, Badré |
| 25/06 | Report writing | Departure for Paris |