

# Participatory Irrigation Management

## Introduction

The concept of Participatory Irrigation Management (PIM) has been recognized all over the world as a tool for improving irrigation management along with sustainability of the system. Irrigation systems need to be restructured to make water management efficient. However increasing demand of water in all sectors including irrigation made it imperative that the efficiency of the Irrigation Water Management must be increased. National Water Policy and State Water Policy, lay emphasis on participatory irrigation management to be adopted as an essential strategy for improving the performance of all the irrigation projects and therefore farmers should be involved progressively from the grass root level particularly in water distribution & canal maintenance. Thus the Government has planned to involve farmers-users in a more systematic way, at least, at the tertiary level of the canal systems for alleviation of the management problems.

## Objectives

- To promote and secure equitable distribution of water among its users, adequate maintenance of irrigation system, efficient and economical utilization of water to optimize agricultural production.
- To protect the environment and to ensure ecological balance inculcating sense of ownership of the irrigation system in accordance with the water budget and the operational plan.
- To Bridge the gap between potential created and potential utilized.
- For Prompt attention to problems and resolutions of disputes.
- For Collective involvement in better application & management of agricultural extension services.

## PIM in Orissa

Participatory Irrigation Management that was introduced in the state during 1995 on a pilot basis under Orissa Water Resources Consolidation Project (OWRCP) under the banner of farmers' organization and turn over (FOT). Experiencing its success at large, it was extended to all the commands of Major, Medium, Minor and lift Irrigation Projects. Subsequently, during the year 2000, the water users associations have been renamed as Pani Panchayats. From its inception, till date a lot of efforts have been given for wide acceptance of the programme. During this period massive awareness campaign, capacity building through training, workshops, interactive workshops had been conducted at regular interval for the farmers, office bearers of Pani Panchayats and officials of concerned departments.

## Legal Framework-Act & Rules.

To strengthen the Pani Panchayat programme, it was felt that there should be a legal backing to the existence of the Pani Panchayats. In this regard the Orissa Pani Panchayat Act-2002 came into force with effect from 15.11.2002 & the Orissa Pani Panchayat Rule-2003 came into force with effect from 23.04.2003. Later necessary amendment of the Pani Panchayat Act. has been made and published in Orissa Gazette on 20<sup>th</sup> Jan, 2009.

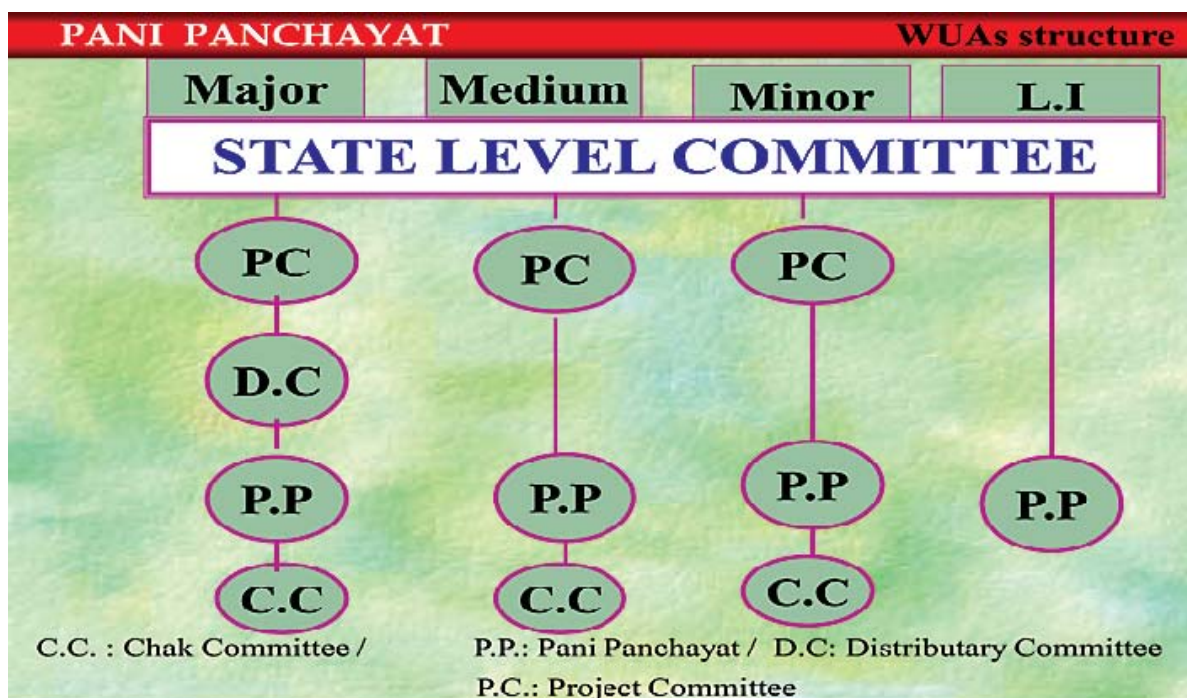
## Structure

Farmers Organization is three tiers for Medium and Minor Irrigation Projects and four-tier for Major Irrigation Projects, as indicated below:

- i. WUA / Pani Panchayats at primary level consisting of several chak committees.
- ii. Distributary Committee at secondary level (Major Projects) is a federation of all WUA / Pani Panchayats under the distributary.
- iii. A Project Committee, at project level, is a federation of all distributary committees' for major projects. Similarly for Medium Irrigation Projects it is a federation of all WUA / Pani Panchayats.
- iv. In Lift Irrigation Projects it is a single tier system i.e. Pani Panchayat.

Above all, there will be a state level Committee to lay down policies for implementation of Pani Panchayat Programme as per the provision of the Orissa Pani Panchayat Act, 2002.

Pani Panchayats are farmers' organizations formed by involving the farmers owning land within the hydraulically delineated block of 300 Ha. To 600 Ha. In the command area of Major & Medium Irrigation project. These Pani Panchayats are represented by the members of various chaks under the same Pani Panchayat.



### Physical Progress-

#### (Formation, Handing over & Election)

Out of programmed 19551 Pani Panchayats 18014 Pani Panchayats have been formed and the Canalsystem has been handed over to them.

Initially Pani Panchayat were formed and registered under the Societies Registration Act, 1860. Now Pani Panchayats are being formed by conducting election as per Orissa Pani Panchayat Act, 2002 & Orissa Pani Panchayat Rule, 2003. By end of March, 2010 election of Pani Panchayat has been completed in 17803 Pani Panchayats under major, Medium, Minor & Lift Irrigation Projects. The details are as given below:

**Table-8.1**  
**Status as on 31.03.10**

| Sector         | Programmed   |                | Handed over  |                | Election held |                |
|----------------|--------------|----------------|--------------|----------------|---------------|----------------|
|                | Nos          | Area (Lakh Ha) | Nos          | Area (Lakh Ha) | Nos           | Area (Lakh Ha) |
| Major & Medium | 2565         | 11.25          | 1564         | 6.77           | 2397          | 10.53          |
| Minor          | 1883         | 3.28           | 1883         | 3.26           | 1883          | 3.26           |
| Lift           | 15103        | 3.36           | 14567        | 3.25           | 13523         | 2.91           |
| <b>Total</b>   | <b>19551</b> | <b>17.89</b>   | <b>18014</b> | <b>13.28</b>   | <b>17803</b>  | <b>16.70</b>   |

**Table-8.2**  
**Achievement during 2009-10**

| Sector         | Handed over |                | Election held |                |
|----------------|-------------|----------------|---------------|----------------|
|                | Nos         | Area (Lakh Ha) | Nos           | Area (Lakh Ha) |
| Major & Medium | 240         | 1.06           | 99            | 0.45           |
| Minor          | 0           | 0.00           | 0             | 0.00           |
| Lift           | 886         | 0.19           | 1004          | 0.25           |
| <b>Total</b>   | <b>1126</b> | <b>1.25</b>    | <b>1303</b>   | <b>0.70</b>    |

## Function

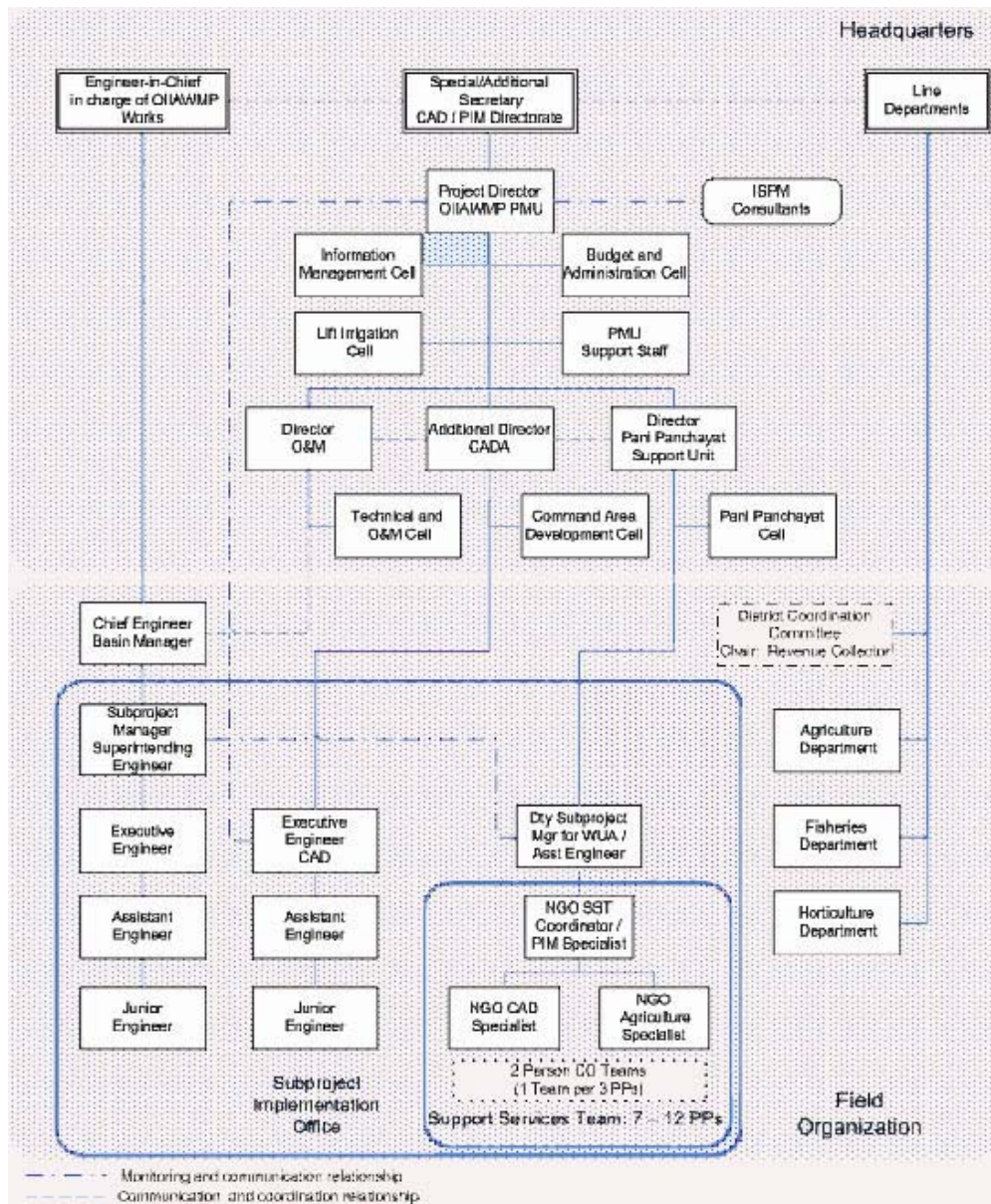
The functions of Pani Panchayats have been defined in the Orissa Pani Panchayat Act-2002 and the Orissa Pani Panchayat Rules-2003. Some of the important functions are given below:

- To prepare cropping programme considering the soil and agro climatic condition with due regards to crop diversification.
- To prepare a plan for the maintenance of irrigation system in the area of its operation at the end of each crop season and carryout the maintenance works with the funds of the Pani Panchayats from time to time.
- To regulate the use of water among the various pipe outlets under its area of its operation according to the warabandi schedule of the system.
- To promote economy in the use of water allocated.
- To assist the Revenue and Disaster Management Department in the preparation of demand and collection of water rates except EC aided projects and L.I projects over the farmers collect water tax among themselves.
- To resolve the disputes, if any, between the members and water users in its area of operation and to raise resources.
- Under World Bank assisted Orissa Community Tank Management Project (OCTMP) Pani Panchayats have been empowered to collect water rate & retention of the same for O&M and take up the O&M of Head works including the distributary system.

## CAD&PIM Directorate

To provide necessary support to operationalise the PIM concept in the State, a new Directorate of Command Area Development and Participatory Irrigation Management (CAD&PIM ) has been established during 2007-08 under Department of Water Resources. This Directorate will make concerted effort to scale up the CAD & PIM activities to all completed and ongoing projects in the State wide effectively. This Directorate have three units namely O&M unit to look after O&M works, CAD (Engg) unit to look after CAD activities and Pani Panchayat Support unit to look after the PP formation and elections, capacity building of PPs and their functioning. The organizational structure of the Directorate is given in the following page.

### ORGANOGRAM OF CAD-PIM DIRECTORATE



## Grant-In –aid for O&M of canals

Grant-in-aid is being given to the Pani Panchayats on achievement of 75% of membership by paying a nominal participatory fee for O&M of canals handed over to them. Initially, it was decided to give Grant-in-aid @Rs.35/- per hectare and later it was enhanced to Rs.100/- per hectare for the first year and it is proportional to the percentage to the membership for subsequent three years. From fifth year onwards the Grant-in-aid shall be proportional to amount of water rate assessed and collected in the preceding financial years. The details of Grant-in-aid as given to the Pani Panchayats are shown in the following table.

**Table-8.3**  
**Grant-in-aid to Pani Panchayat up to March,**

| Year    | Major & Medium |                  | Minor (flow) |                  | Lift |                  | Total |                  |
|---------|----------------|------------------|--------------|------------------|------|------------------|-------|------------------|
|         | Nos            | Amount (in lakh) | Nos          | Amount (in lakh) | Nos  | Amount (in lakh) | Nos   | Amount (in lakh) |
| 2001-02 | 58             | 8.37             | -            | -                |      |                  | 58    | 8.37             |
| 2002-03 | -              | -                | -            | -                |      |                  | -     | -                |
| 2003-04 | 110            | 43.79            | -            | -                |      |                  | 110   | 43.79            |
| 2004-05 | 389            | 159.08           | -            | -                |      |                  | 389   | 159.08           |
| 2005-06 | 221            | 85.63            | 187          | 30.00            |      |                  | 408   | 115.63           |
| 2006-07 | 442            | 168.75           | 203          | 28.11            | 180  | 204.37           | 825   | 401.23           |
| 2007-08 | 1086           | 446.10           | 164          | 29.96            | 47   | 153.90           | 1297  | 629.96           |
| 2008-09 | 751            | 308.12           | 474          | 86.35            | -    | -                | 1225  | 394.47           |
| 2009-10 | 1083           | 441.81           | 327          | 49.98            | -    | -                | 1410  | 491.79           |

## Construction of Pani Panchayats Building

The Government has issued instructions to provide assistance for construction of office building for Pani Panchayats out of M.P. &M.L.A. LAD fund with the following criteria.

- i. The operation and maintenance of Minor & Sub-minors are taken over by Pani Panchayats.
- ii. The membership should be at least 80% of the total number of beneficiaries.
- iii. The collection of water rate for the previous 3 years should be at least 75% of the demand.
- iv. The assistance for each building will be limited to Rs.50,000/- (Rupees fifty thousand) only, which will be credited to the bank account of the pani Panchayat as a grant-in-aid.
- v. The cost of construction of office building may be met out of M.L.A LAD fund or any other grant that the Government may decide from time to time. The upper limit of Pani Panchayat Building, constructed out of MLA LAD fund, should not exceed Rs.3.00 lakh.
- vi. The Pani Panchayats concerned shall provide land for the building free of cost or bear the cost of the land. They are also free to make such other contribution to the building in cash or in kind as they may decide.
- vii. In respect of the building to be constructed out of MLA LAD assistance, the work can be executed by Pani Panchayat or as per the MLA LAD Scheme guidelines issued by Governemnt in P&C Department from time to time and subject to such other conditions as would be prescribed by Water Resources Department. In this regard, Planning & C-ordination Department has amended Rules and procedures for sanction of MLA LAD funds 1997 to make construction of Pani Panchayat buildings as admissible project.

## **Procurement of Paddy & sale to FCI through Pani Panchayats**

As per the decision of the Government, so far the Pani Panchayats of Salandi Irr. Projects, Salia, Ghodahada, Dhanei, Pitamahar, Budhabudhiani, Aunli, Derjang, Bhaskel Uttei, Hirakud and Upper jonk are involved for procuring paddy and selling it to FCI.

## **Capacity Building**

### **a. Training & Workshop**

Training Programme for P.P office bearers' and junior level officers were conducted by WALMI and 15 Krushak Vikash Kendras (KVKs) of the state. Altogether 425 programmes were conducted during 2009-2010 covering 15596 pani panchayats office bearers.



Lady Farmers after concluding monthly meeting (Rushikulya Irrigation Project)



PP office bearers are undergoing practical training in WALMI

## **Mass Awareness**

### **a. Observation of Pani Panchayat Fortnight:**

To disseminate the concept of Pani Panchayat among the farmers for better involvement in this programme, Pani Panchayat fortnight is being observed throughout the state every year during the

Annual Report 2009-10

period 26<sup>th</sup> December to 9<sup>th</sup> January. The fortnight was observed at 50 divisions and at project level of all major and medium irrigation projects, at 18 divisions and 4 circle of the minor irrigation projects & 31 divisions of OLIC of the state. The closing ceremony of the fortnight was celebrated at Ravindra Mandap, Bhubaneswar on 9<sup>th</sup> January 2010 where in best two Pani Panchayats of different circles including minor irrigation project were awarded with cash prize, certificate and memento by Honbl'e Chief Minister.



Hon'ble Chief Minister distributing prize to the office bearer of Pani Panchayat during fortnight closing ceremony

**b.Publication of Pani Panchayat Samachar**

The Pani Panchayat Samachar is being published quarterly basis and distributed to at all Pani Panchayats for wide publicity of Programme and policies of Government related to Pani Panchayat. During 2007-08 the 13<sup>th</sup>, 14<sup>th</sup> and 15<sup>th</sup> issue of Pani Panchayat Samachar were published and distributed among the farmers. The 25<sup>th</sup> issue of the same is under publication. In additions, posters containing different themes of the concept and leaflets were published and distributed to all Pani Panchayats for creating mass awareness.



Field channel constructed by members of MAA Harachandi Pani Panchayat

Pani Panchayat members of Salandi Irrigation Projects cleaning of the canal

**c.Gramsat Programme**

Interactive Training for Pani Panchayats is being imparted through Gramsat programme each month on an interactive mode to have a wider coverage of the programme. This year 10 nos. of GRAMSAT programmes have been conducted on different aspects of Pani Panchayat. Through this programme,





