

***IWRM-Ferghana Project:  
Proceedings of the workshop for consensus building amongst the key  
stakeholders within a new institutional set-up of water management***

**Position 1.1b: Social mobilization**

*IWRM-Ferghana project paper*

*by Nargiza Nizamedinkhodjayeva, Oytur Anarbekov, Kahramon Jumabaev*

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## **1. Introduction**

This paper presents the proceedings for consensus building workshops, held amongst the key stakeholders of South Ferghana Canal (SFC), Aravan Akbura Canal (AAC) and Khodjabakigan canal (KBC), between 18 July and 22 July, 2007 within the framework of the ‘Integrated Water Resources Management Project in the Ferghana Valley’ project (IWRMFV project), in particular, directly contributing to fulfillment of position 1.1 b – *Social Mobilization for consensus building amongst key stakeholders* (YPO 2007).

The IWRMFV project is undertaken by the Consortium of the Scientific Information Center of the Interstate Commission on Water Coordination (SIC-ICWC) of Central Asia and the International Water Management Institute (IWMI), and financed by the Swiss Agency for International Cooperation and Development (SDC). The overall goal of the project is “*to contribute to more secure livelihoods, environmental sustainability, and greater social harmony, through improving effectiveness of water resources management in the Ferghana Valley*” through achieving the following objectives:

- A) creation of functional modern water governance policies and management procedures as well as appropriate institutional arrangements;
- B) improved irrigation management practices and more productive use of water (YPO, 2007).

More specifically, by the end of Phase III, the project shall achieve: ‘...*Pilot Canal Management Organizations are practicing IWRM principles...*’, including: separation of governance and management functions with democratic participation of inter-sectoral stakeholders in decision making as well as hydrographic reorganization of water management organizations and inclusion of all types of waters used for irrigation (Project Document, 2005). In general, the progress to date is a set-up of new water institutions, such as Water Users Associations, Canal Management Organization, Union of Water Users as well as, in Kyrgyzstan, signing of the Agreement on Joint Management and Governance (JM) between

the Basin Water Organization and the Union of Water Users. The project activities are now focused at sustainability through developing these organizations internally as well as strengthening cooperation amongst them horizontally and vertically. Sustainability of these organizations is possible only if there is active participation of all key irrigation sub-sector stakeholders and their **consensus** with regard to:

- water users' participation and consideration of the interests of all types of water users;
- roles and responsibilities of WUAs, UWUs, CMOs (and JM arrangements);
- development of their new water management organizations.

To contribute to consensus amongst stakeholders, the project has organized workshops at each of three pilot canals- AAC, SFC and KBC – with involvement of all key stakeholders. The aim of the workshop was two-fold:

**I) to strengthen vertical linkages amongst the organizations of water hierarchy through improving understanding amongst all the stakeholders and equipping them with useful tools for consensus building and cooperation;**

**II) to build capacity of the stakeholders' representative teams in consensus building through a practical trial of the consensus building stages (on-job training).**

In particular, the process of consensus building comprises of three stages, such as: 1) stage of discussions; 2) stage of suggestions; and 3) stage of modification, including **consented** recommendations. For example, if any participant from one of the representative was against a recommendation of the same or another group, then he had to prove why it was not in the interest of all the stakeholders, rather than his personal interest and/or his own ambitions (annex 1).

The workshop agenda was targeted at:

- 1) Brief presentation about what consensus is and why it is needed; what is needed to reach consensus and what are the steps to follow for reaching the consensus (presentation attached);
- 2) Identification and open discussion of existing problems requiring a consensus;
- 3) Stakeholders' views of how to reach consensus in resolving these problems;
- 4) Identification and consent of all the stakeholders about the primary problems for the given period of time and recommended solutions.

This paper includes 5 sections. Next section presents information about workshop participants. Thereafter, Section 3 explains the workshop design and exercises. The fourth section presents the workshop proceedings, outlining the findings by each of workshop exercises. Section 5 summarizes the agreed recommendations of participants for consensus building for further consideration and uptake by the new water management organizations as well as for carrying out other project activities (e.g. position 1.3 – recommendations to improve national legislation for upscaling).

## **2. Workshop Participants**

In total, 21 people from Ferghana and Andijan provinces (Uzbekistan); 16 people from Osh province (Kyrgyzstan) and 24 people (Tajikistan) actively participated during the workshops, conducted by the IWRM-Ferghana project team and SMID teams (the list of participants attached).

In Uzbekistan, workshop participants were grouped into the following stakeholders' representative teams, such as: 1) WUAs and WUGs - 11 people; 2) BWD and CMO - 5 people; and 3) UWU-5 people. However, representatives of non-agricultural water users (fisheries, power engineering users and municipal services, etc) were not present at the workshop, though invited in Uzbekistan. Better effort shall be done to involve these water users in future. In addition, CMO and BWD in Uzbekistan were

united into one stakeholders' team, since BWD still carries out water allocation activities (e.g. water sharing; water planning); and CMO is mostly responsible for water transit.

In Kyrgyzstan, workshop participants were grouped into the following stakeholders' representative teams, such as: 1) UWU – 3 people; 2) CMO – 4 people; 3) water users – 5 people; 4) JM – 3 people; and 5) BWD – 1 person;

In Tajikistan, workshop participants were grouped into the following representative teams, such as: 1) UWU – 2 people; 2) CMO – 3 people; 3) WUAs and water users – 7 people; and 5) Provincial Water Organization (*Oblvodkhoz*) – 1 person;

In regard to logistics, in Uzbekistan, it is advised to start workshops after 10 am in future, because participants from different provinces need more time to reach the place of workshop on time. Alternatively, the project staff might decide to arrange transport for those.

### 3. Workshop Design and Process

After introduction of the workshop agenda, all participants were grouped into three teams in Uzbekistan, five teams in Kyrgyzstan and four teams in Tajikistan. The purpose of doing this was the need to understand various views of each of these organizations/representative teams in regard to new water management system and to identify problematic areas of their cooperation for consensus building.

The workshop comprised of a number of interactive exercises, framed according to the workshop agenda, in order to stimulate the discussions (Section 4). After a stepwise explanation of every exercise (presentation attached) by the IWRM-Ferghana project staff, every stakeholders' team has discussed and presented their views and ideas.

After fulfillment of all the exercises, the workshop participants have pinpointed the key messages and conclusions of the discussions and agreed about the priority issues for strengthening vertical linkages amongst the organizations of a new system of water hierarchy.

Power point facilities and flipcharts were used to facilitate the discussions. SMID field team members joined the stakeholders' groups to moderate the focus group discussions for every exercise. Dual language was used during the workshop in Uzbekistan (Uzbek and Russian), Kyrgyzstan (Kyrgyz and Russian) and Tajikistan (Tajik and Russian).

### 4. Workshop Findings

#### Consensus building Stage 1: Discussions

##### Exercise 1: Existing cooperation amongst all the levels of water hierarchy (tool: Venn Diagram)

**Task for every stakeholders' team:** Please, discuss and present the existing relations amongst different stakeholders' groups at SFC (Uzbekistan), AAC (Kyrgyzstan) and KBC (Tajikistan), such as WUAs, CMO, BWD, UWU, non-agricultural water users, and other stakeholders, having influence on water management practices through application of the Venn diagram where: intercrossing circles show that organizations fulfill some functions jointly; connecting circles show that successful fulfillment of activities by one organization is strongly influenced by the activities, being carried out by another organization; separate circles mean that functions are fulfilled independently; and an arrow sign shows that there is tension amongst the stakeholders' groups.

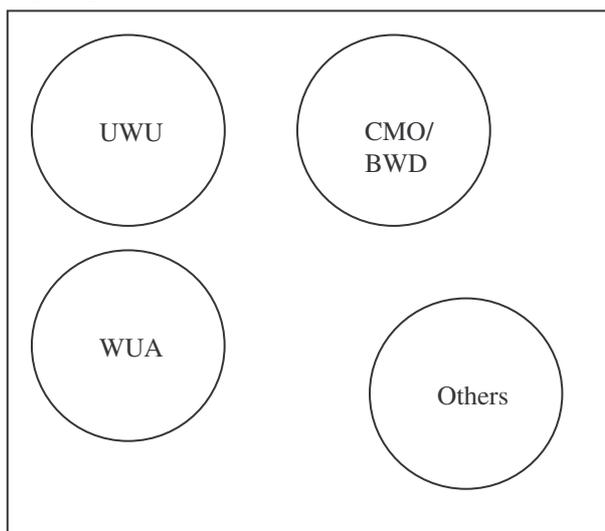
**Uzbekistan:**

In Uzbekistan, the major stakeholders of the irrigation sub-sector were identified as follows: UWU, CMO, BWD, WUA, and other water users (e.g. non-agricultural water users).

### **Presentation of UWU, Uzbekistan**

In Uzbekistan, the presentation of the UWU representative team emphasized that there is close relationship between UWUs and WUA compared to UWUs and Governmental organizations such as BWD and CMO. Another finding is that other water users such as fisheries, municipal needs, hydro-engineering (i.e. non-agricultural water users, which are not the member of WUAs) do not cooperate with UWUs today yet (chart 1).

***Chart 1: Uzbekistan: UWU perspectives on vertical linkages amongst organizations of the new water hierarchy at present***



### **Presentation of WUA, Uzbekistan**

WUA and WUG representative team pointed out that there is a conflict between WUAs and CMO. Usually the conflict is occurred due to water distribution. A number of WUAs get water without permission of CMO. WUAs asserted that there was wrong water allocation plans.

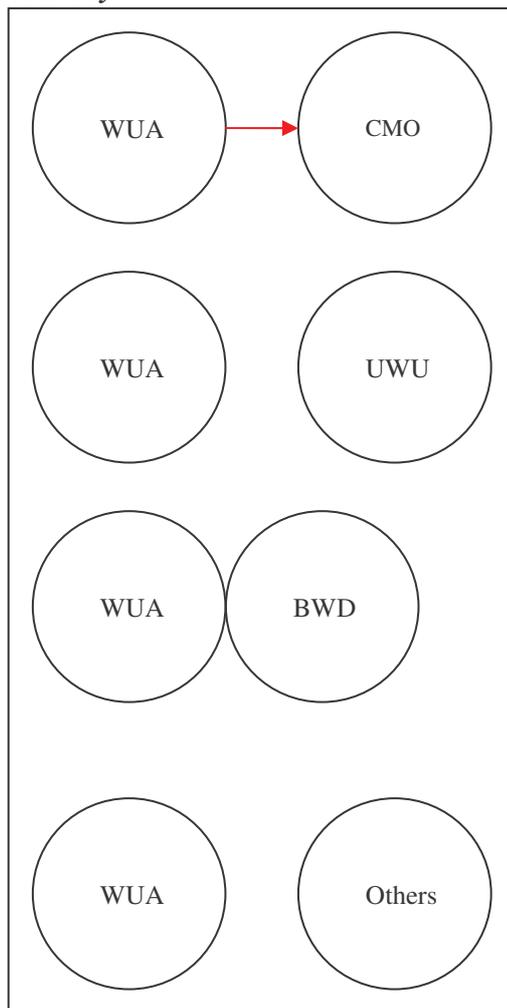
Since majority of WUAs along SFC primarily supply water to cotton farmers, there is a close relationship and cooperation between WUAs and BWD, which are still responsible for approval of water plans whilst CMO's responsibility is to transit and distribute water along the canal. Therefore majority of WUAs are still signing the agreement for water delivery with BWD. There are only four WUAs, having an agreement for water delivery with CMO so far. Moreover, a chairman of one of these WUAs has pointed out that his WUAs would prefer to sign this agreement with BWD as before because CMO shall seek approval of water plans from BWD.

WUA representatives also stated that there is almost no formal relation with other water users, such as school, railway stations, hospitals, protection zones, children camps, Makhalyas (villages), etc, though WUAs are distributing water amongst them on the bases of verbal agreements. Another important finding for WUAs was that BWD is allocating about 9.5 cubic meters of water for non-agricultural water use, which shall be included into WUA water plans.

It was also pinpointed that there is a need to involve other water users. More specifically, WUAs are interested in better cooperation with hydro-engineering organizations, which create strong fluctuations in water flow during the vegetation season.

In addition, it was found out that UWU cooperates more with some WUAs, and less with the others. It was explained that one of the reasons is a distance (location) of some WUAs to UWU and thus hydro-units along SFC shall play the role of representatives of UWU. The other reason is that UWU is a very young organization and there is a need to improve awareness amongst WUAs about the role of UWU (chart 2).

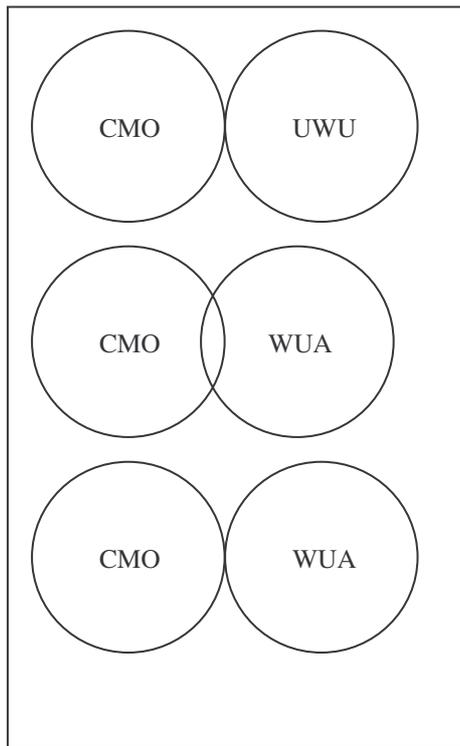
**Chart 2: Uzbekistan: Water users' perspectives on vertical linkages amongst organizations of the new water hierarchy**



### **Presentation of CMO, Uzbekistan**

According to the CMO representative team, there is good cooperation between CMO and UWUs. These organizations jointly mobilize water users for cleaning of SFC. However, the representatives of CMO also pointed out that there is almost no cooperation between CMO and WUAs because BWD is the key organization for carrying out water management functions, such as water allocation and planning. The BWD, in their turn, shall approve water allocation plans in compliance with the water quotas, set by the Ministry, which is not well aware about the water needs of water users and thus cannot correspond to these needs on the ground. It was also emphasized that there is almost no relationship between CMO and other water users (chart 3).

**Chart 3: Uzbekistan: BWD / CMO perspectives on vertical linkages amongst organizations of the new water hierarchy at present**



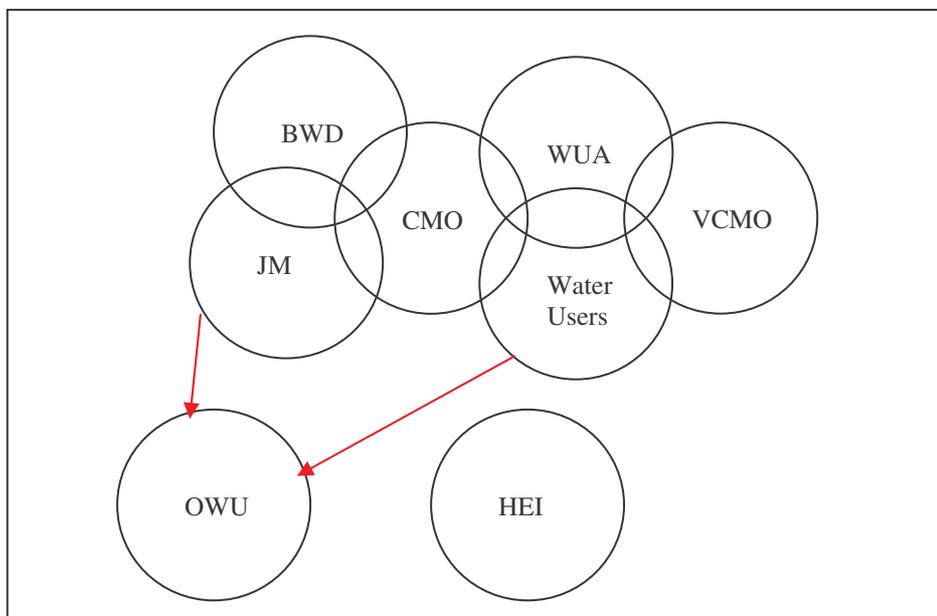
**Kyrgyzstan:**

In Kyrgyzstan, the major stakeholders of the irrigation sub-sector were identified as follows: BWD, CMO, WUA, JM, non agricultural water users (OWU), village authorities (VCMO), and Academic Institutions (HEI).

**Presentation of JM, Kyrgyzstan**

According to presentation of JM team, there is good cooperation amongst all the groups of different stakeholders in Kyrgyzstan (chart 4), except those non-agricultural water users who do not have an agreement for water delivery, such as pumps and *charpalaks* (Persian wheels). At the same time, there is no problem with those non-agricultural water users who have signed the agreement. These non-agricultural water users are: Osh city, and villages (*ailkumatu*).

**Chart 4: Kyrgyzstan: JM perspectives on vertical linkages amongst organizations of the new water hierarchy**

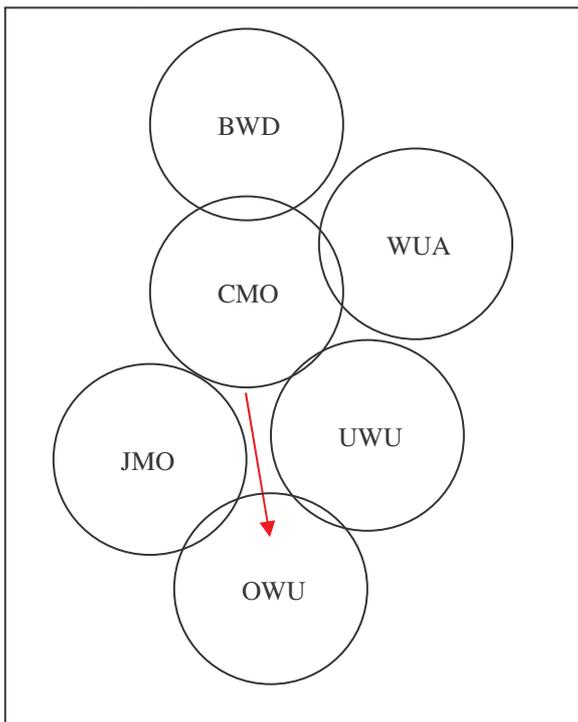


### **Presentation of CMO, Kyrgyzstan**

According to representatives of CMO, CMO closely cooperates with BWD because 50 per cent of CMO budget for canal maintenance needs depends on finance, coming from BWD. At the same time, CMO does not financially depend on financial resources, coming from WUAs. Moreover, WUAs often pay in labor for the main canal cleaning, rather than in cash. Therefore, in their opinion, it shall be mostly in the interest of WUAs and other water users to closely cooperate with CMO because CMO distributes water.

In addition, CMO closely cooperates with JM and UWU for resolution of the head-and-tail water conflicts. Similar to JM representative team, CMO pinpointed the problem about water withdrawal by non-agricultural water users without any water delivery agreement (chart 5).

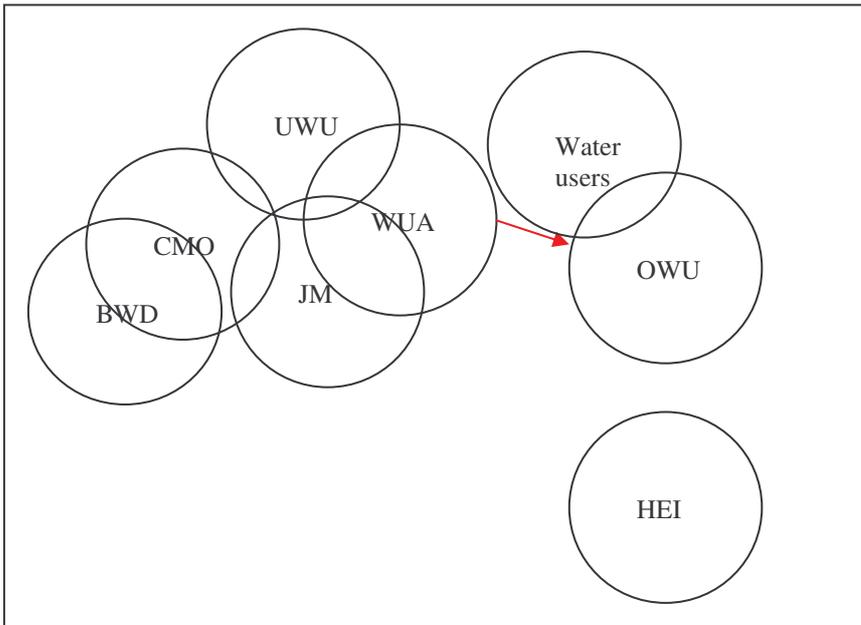
***Chart 5: Kyrgyzstan: CMO perspectives on vertical linkages amongst organizations of the new water hierarchy at present***



### **Presentation of UWU, Kyrgyzstan**

According to UWU team, UWU closely cooperates with WUAs, CMO and JM as well as registered water users. Similarly to the other representative teams, there are problems with water users who are not the member of WUAs and withdraw water without agreement (chart 6).

***Chart 6: Kyrgyzstan: UWU perspectives on vertical linkages amongst organizations of the new water hierarchy at present***

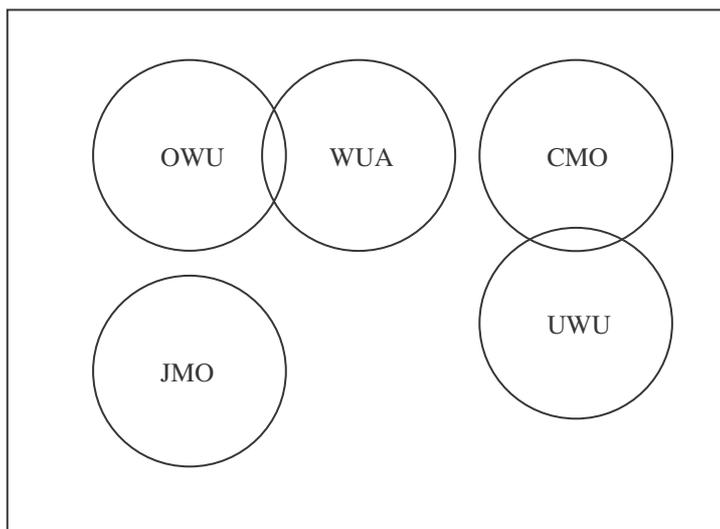


**Presentation of water users, Kyrgyzstan**

According to water users’ presentation, there are conflicts between WUAs and CMO because of inaccurate water measurement as well as illegal water withdrawal from the canal. Water users also cooperate with international organizations and appreciate capacity building and training activities from these organizations.

Water users’ representative team has emphasized that cooperation between WUAs and village authorities is important and village leaders (*Aksakals*), having high respect amongst villagers, shall be involved more, especially in times of water scarcity (chart 7).

**Chart 7: Kyrgyzstan: Non-agricultural water users’ perspectives on vertical linkages amongst organizations of the new water hierarchy at present**



**Presentation of BWD, Kyrgyzstan**

According to the BWD representative:

- 1) there is a need to improve water measurement;
- 2) everybody shall understand that water delivery cannot be free and there is a need for contracts; and

3) water users shall not take more water than stated in the agreement.

In regard to non-agricultural and / or non-registered water users, it is important to consider their needs in water planning and involve them into the process of transition to PIM.

### **Tajikistan:**

In Tajikistan, the major stakeholders of the irrigation sub-sector were identified as follows: UWU, CMO, WUA, PWMO (*Oblvodkhoz*), Ministry, non-agricultural water users, villagers and towns (population), local authorities, agricultural investors.

#### **Presentation of Provincial Water Management Organization (PWMO), Tajikistan**

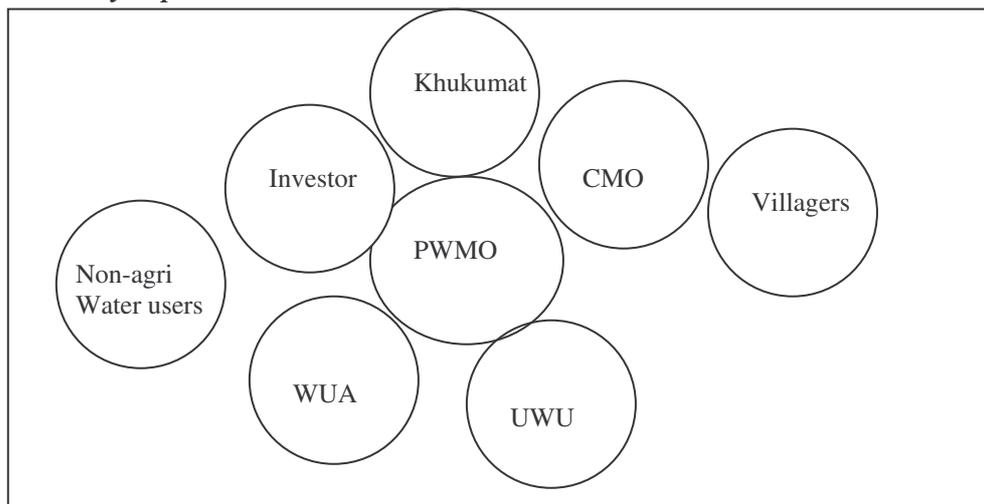
There is cooperation of PWMO and CMO because CMO shall coordinate issues with PWMO and PWMO, in their, turn coordinates issues with the Ministry. PWMO also cooperates with the UWU for dissemination of the experience of water reform all over the province. There is a cooperation between PWMO and Khukumat (local governance), though the latter has no right to interfere. However, Khukumat has lots of power in decision making and still strongly influences water management system in Tajikistan due to a need to produce cotton.

There is no cooperation between PWMO and villagers because water distribution to villagers is coordinated by WUAs. There is cooperation between PWMO and WUAs because the intension is that there is a department of PWMO in almost every WUA for capacity building as well as assistance in registration and development of WUAs.

There is no cooperation between PWMO and non-agricultural water users because non-agricultural water users solve their water problems with CMO and then CMO, in their turn, present the interests of non-agricultural water users at PWMO.

There is cooperation between PWMO and agricultural investors because investors directly pay for water to PWMO.

**Chart 8: Tajikistan: PWMO perspectives on vertical linkages amongst organizations of the new water hierarchy at present**

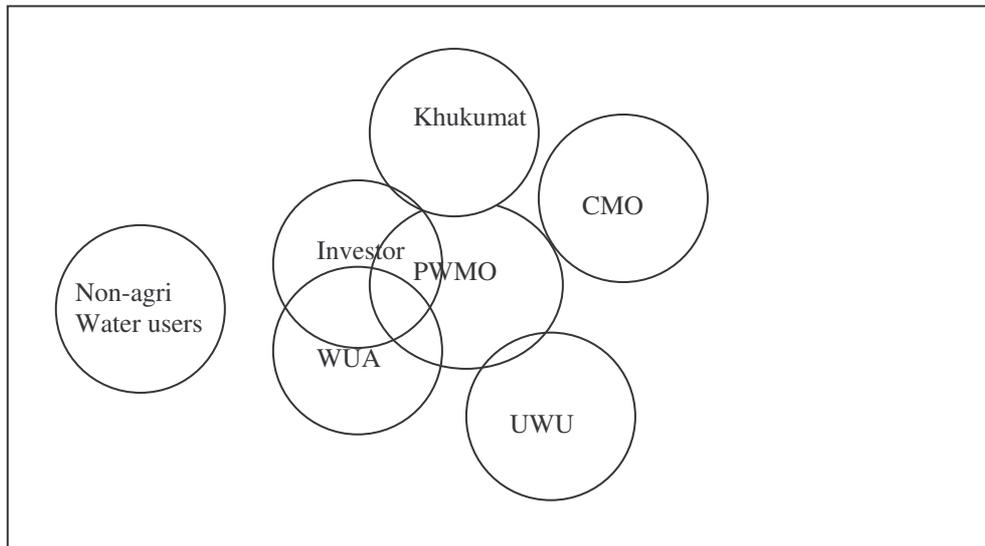


#### **Presentation of UWU, Tajikistan**

According to UWU, there is a close cooperation between WUA, CMO, UWU, non-agricultural water users and investors. Investors play an important role, because they pay water charges directly to CMO. For example, since 2007, there are three-side agreements CMO, WUA and investor for water delivery and maintenance. There is cooperation between UWU, PWMO, WUA and Khukumat. For example,

Khukumat has got a decision-making authority in water allocation between two districts. In particular, this relates to a secondary canal in the Djabar-Rasulevski district, where WUAs fail to distribute water amongst each other without interference of Khukumat. There is no cooperation between WUA and non-agricultural water users and the team does not see the need for it because, in their view, there are no non-agricultural water users in their area.

**Chart 9: Tajikistan: UWU perspectives on vertical linkages amongst organizations of the new water hierarchy at present**

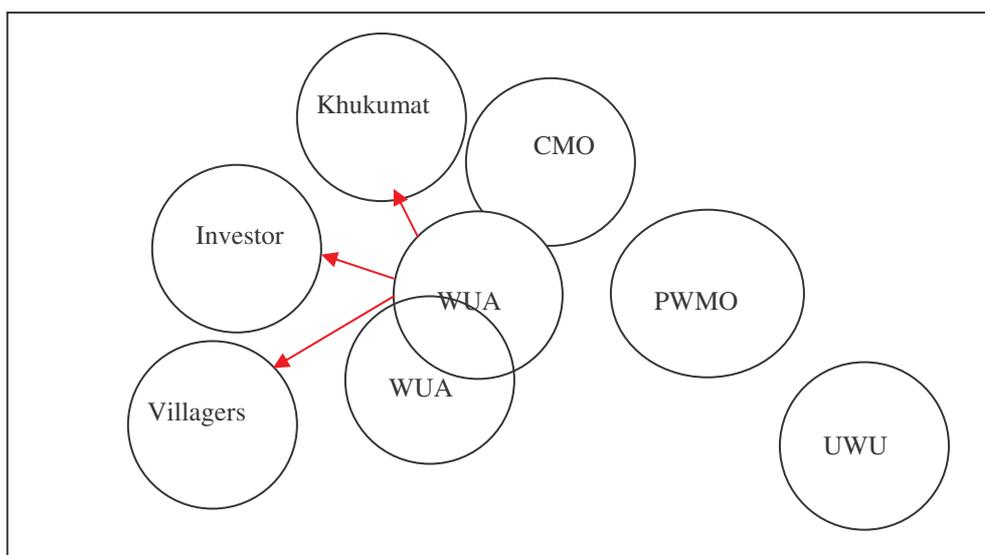


**Presentation of WUAs, Tajikistan**

According to a very young WUA ‘Madaniyat’, Khukumat generally plays the role of mediator between the WUA, CMO and investors and UWU shall become more active in this role. In a number of cases, Khukumat’s decisions on water distribution do not ensure equitable water distribution amongst the water users: those water users who have a larger plot of land and grow cotton often become a priority.

This WUA also faces a number of problems with the agricultural investors because the latter do not pay for water on time and generally interested to pay for water for cotton farms only; thus at the cost of other water needs. As a result, the WUA has problems with the population (villages). The earlier agreement was that the Dehqan farms pay for water, delivered to the president farms as well as kitchen gardens. However, dehqan farms do not want this arrangement anymore and the villagers do not want to pay water charges as well. The participants proposed that there is a need to involve *Jamoats* (village authorities) to make sure that villagers pay for delivered water. At the same time, there is close cooperation amongst the WUAs, especially when this relates to urgent repairs of water structures. It was also emphasized that WUG development is essential for water distribution along tertiary canals in order to avoid water conflicts amongst water users.

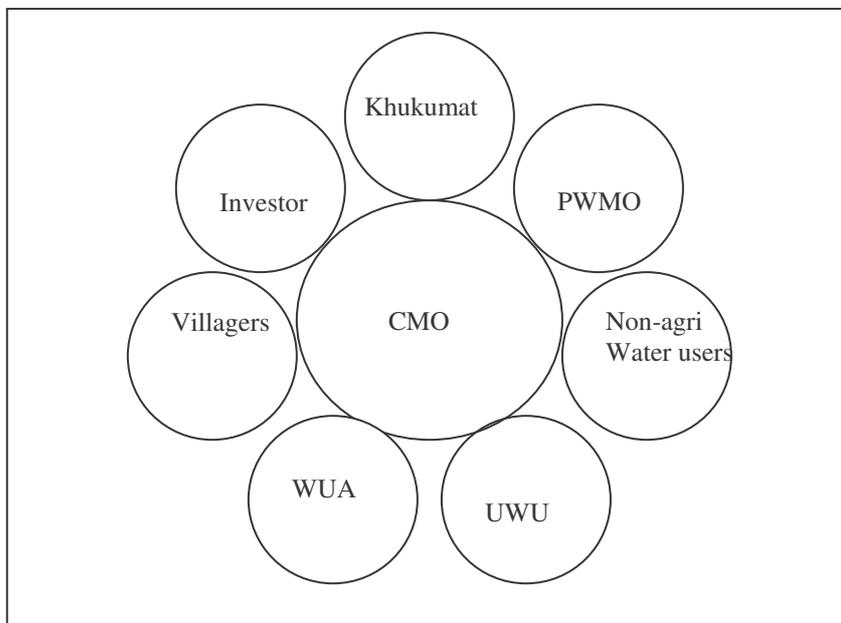
**Chart 10: Tajikistan: WUA perspectives on vertical linkages amongst organizations of the new water hierarchy at present**



## Presentation of CMO, Tajikistan

According to CMO, CMO cooperates with UWU, WUA, non-agricultural water users (e.g. airport, Khodjent city), investors. PWMO, Khukumats as well as in the villages where there are no WUAs. If requested by Khukumat, CMO has to follow the instruction because 25 per cent of their budget comes from the state.

**Chart 11: Tajikistan: CMO perspectives on vertical linkages amongst organizations of the new water hierarchy at present**



## Exercise 2: Specific areas of cooperation between and amongst all the levels of water hierarchy (tool: Matrix)

**Task for every representative team:** Please, discuss and present the areas of cooperation amongst BWD, CMO, UWU and WUAs and outline the specific water management activities, carried out jointly. For instance, the WUA and WUG stakeholders' team focuses on activities, jointly carried out by WUA and CMO; by WUA and UWU; by WUA and other water users; by WUA and BWD; by WUA and other organizations.

### Uzbekistan:

#### Presentation of WUA and WUG representative team, Uzbekistan

In Uzbekistan, WUA and WUG team stated that WUA and CMO/BISMO cooperate in preparation of water use plans and water distribution; as well as signing the agreement on water delivery and building water hydro-posts.

WUA and UWU work mainly in conflict resolution between WUAs and CMO/BWD (also *BISMO*). In addition, UWU helps to resolve problems of WUAs with Banks. There is a need to cooperate with CMO, especially on preparation of water agreements. WUAs also pinpointed that UWUs shall build the capacity of WUA staff in water planning, measurement and distribution.

#### Presentation of UWU representative team, Uzbekistan

UWU helps WUA in mobilizing water users and resources for canal cleaning. It was proposed that UWUs could help WUA to collect the fees and resolve conflicts between CMO and WUAs.

#### Presentation of CMO/BISMO representative team, Uzbekistan

CMOs pinpointed that UWU helps CMO to carry out canal operation functions. In addition, BWD and WUA cooperate in water plan development. CMO also emphasized that there is a need to involve non-agricultural water users.

## **Kyrgyzstan:**

### **Presentation of JM, Kyrgyzstan**

The joint responsibilities of JM and UWU include conflict resolution between water users and CMO. JM also helps CMO to allocate and distribute water amongst water users on the basis of water demands. JM cooperates with WUA in collection of water fees and conflict resolution amongst and within WUAs. Similarly, JM cooperates with villages (*ailakmutu*) where the latter play the role of WUAs. Finally, JM helps WUAs to resolve problems with those water users who are non-members of WUAs, problems with collection of the irrigation service fee and mobilization of water users for cleaning of the canal.

JM representatives have pointed out that JM and UWU shall involve non-registered water users, revealed through inventory of water users; build awareness amongst water users about the new system of water management. However, JM and UWU shall not interfere into financial matters of WUAs.

### **Presentation of UWU, Kyrgyzstan**

According to UWU representatives, UWU and WUA closely cooperate in irrigation service fee collection as well as conflict resolution amongst the WUAs. UWU also cooperates with BWD in discussing water policy decisions and then, together with JM, explain these decisions to water users. UWU also monitors the CMO water distribution in order to make sure that CMO is meeting the needs of water users. UWU also cooperates with water users in resolution of irrigation water related conflicts.

### **Presentation of water users, Kyrgyzstan**

One of the huge non-agricultural water users – a construction company ‘Oktash’, engaged in construction activities and brick making as well as agricultural activities (136 ha of drip irrigation) presented their case that they do not have any problem with water because they have signed an agreement on water delivery directly with BWD and CMO and do not violate legislation.

At the same time, the poorer and/or smaller water users, such as hospitals and kindergartens, resolve their water conflicts and pay for water distribution through the *ailkumat* (village authorities).

### **Presentation of CMO, Kyrgyzstan**

According to CMO representatives, the CMO key cooperation is their relation with BWD. They receive finance from BWD; prepare water use plans; obtain resources (machinery, etc) and plan the use of these resources.

CMO also cooperates with WUA directors in issues related to water delivery as well as irrigation service fee collection. CMO cooperates with UWU in resolution of water conflicts amongst the water users as well as inclusion of new water users and stakeholders into the new system of water management.

At the same time, CMO representatives consider their organization as an independent entity, which does not depend on UWU or water users. More specifically, CMO considers that they (CMO) created UWU to help them (CMO) to resolve water conflicts. This statement was contradicted by the JM team who pointed out that the key role of UWU is to represent the interests of water users.

### **Presentation of BWD, Kyrgyzstan**

According to BWD representative, JM monitors the CMO water distribution and helps to resolve water conflict. At the same time, there is a need to activate the UWU and hand over functions of JM to UWU.

In addition UWU council shall be strengthened, because most of the UWU activities are still with the UWU executive body. Finally, to resolve the problem of informal withdrawal of canal water by unregistered water users, it is necessary to consider and address the water needs of these other water users and include their representatives into the UWU.

## **Tajikistan:**

### **Presentation of PWMO, Tajikistan**

According to presentation of a PWMO representative, WUA and PWMO shall cooperate for dissemination of the experience for WUA development as well as building sustainability of WUAs. PWMO also participates in collection of the irrigation service fees. For example, PWMO builds the capacity of new WUAs in water distribution and measurement as well as can organize training tours to some neighboring countries, such as Kyrgyzstan. PWMO also might help to seek support (investment) from outside for urgent repairs of the irrigation structures, etc.

### **Presentation of UWU, Tajikistan**

According to UWU representative team, UWU and WUAs cooperate in: training of water users in water measurement and distribution; social mobilization; creation of new WUAs; collection of the irrigation service fee; water conflict resolution; water distribution; as well as urgent repairs of water structures and cleaning of the canal.

UWU cooperates with CMO in preparation of the water use plans and their monthly adjustments (or by every decade) as a result of fluctuation of the water flow. UWU helps CMO and WUAs to sign the agreements for water distribution and mobilizes water users for canal cleaning. Another UWU responsibility is to take care of environmental needs for water.

UWU coordinates water demands for the water use plans, being approved by PWMO. UWU also shares information, received from PWMO (*Oblvodkhoz*); e.g. information about water availability.

### **Presentation of WUA, Tajikistan**

According to WUA group, there is cooperation between UWU and WUA in irrigation water fee collection, conflict resolution, and inclusion of the water interests of different types of water users. WUA and CMO jointly implement time-based distribution and construction works at the canal.

Cooperation amongst the WUAs is important for experience sharing of the successful WUAs. Creation of WUGs is very useful for time-based water distribution (locally called *avron*). However, if there are many WUGs, it is more efficient to cooperate through WUG leaders.

### **Presentation of CMO, Tajikistan**

According to CMO team, cooperation between CMO and UWU is important for approval of water use plans. UWU play an important role in conflict resolution amongst the WUAs and is a governing body of CMO. CMO cooperates with WUAs too; more specifically, in water distribution, water planning, as well as collection of the irrigation service fee (ISF). WUAs collect water demands, depending on cropping patterns of water users, and submit those to CMO. WUAs also mobilize their people for canal cleaning. CMO also reports on its performance to the Ministry through PWMO. In addition, CMO coordinates water deliver agreements for non-agricultural water users.

If there is no WUA, then CMO also cooperates with the villager dwellers through Jamoats (local governance). Even if there is a WUA, involvement of Jamoats is important.

CMO cooperates with Khukumat because Khukumat represents the government. In addition, Khukumat is responsible for meeting environmental water needs and tax collection from CMO. Finally, Khukumats

manage a large number of irrigated lands and those organizations, which have most land, have more power in decision-making over water distribution.

CMO has good relations with those investors, who pay on time. In general, investors play the intermediary role between the WUAs and water users and once the WUAs and dehqan farms are strong enough, there will be no need for investors. Finally, the district WMOs are still functional and work on other systems, which are much more expensive than the KBC system because of the need for water lifting (there are only 4 pumps on KBC).

### **Presentation of WUAs, Tajikistan**

WUAs cooperate with UWU in collection of water demands from water users for water use planning as well as resolution of water conflicts amongst the WUAs. CMO helps WUAs to implement time-based water distribution. WUA and CMO sign the agreement for water delivery. It was also emphasized that WUAs cooperate amongst each other in water rotation and urgent repairs of the irrigation structures.

WUA and WUG cooperate in water distribution amongst agricultural water users and village dwellers, including other water users such as: schools, kindergartens, military organizations; collection of ISFs, as well as maintenance of secondary and tertiary canals. WUA team also emphasized that it is important to involve *Aksakals* (eldest respectful dwellers) and *Jamoats* into water management.

As stated by the WUA team, there can be a number of water conflicts as a result of the decision of Khukumats to deliver water to cotton fields as a primary water user.

WUAs are interested in cooperation with PWMO and UWU because PWMO and UWU can train the WUA staff and strengthen WUAs. However, UWU shall always protect the interest of water users and monitor the equitability of water distribution as well as help WUAs in finding a start-up capital. In addition, UWU shall not collect ISFs from water users.

## Consensus Building Stage 2: Suggestions

### Exercise 3: Areas to improve for better cooperation amongst all the levels of water hierarchy (tool FGD)

**Task for every representative team:** Please, discuss and present the answers to three questions (column 1 of the tables 1-3 below):

**Table 1: Proposals of the SFC representative teams in Uzbekistan**

Question	UWU	CMO	WUA
1) Identify missing links for improving cooperation/missing areas of cooperation. For instance, the UWU stakeholders' team focuses on activities, which shall be carried out jointly by UWU and CMO; by UWU and WUA; by UWU and other water users; etc.	<ul style="list-style-type: none"> <li>- there is a need for cooperation of WUA and UWU on development of legal basis</li> </ul>	<ul style="list-style-type: none"> <li>- there is a need for a UWU representative at each SFC hydrounit in order to monitor the equity of water distribution.</li> </ul>	<ul style="list-style-type: none"> <li>- UWU shall help WUAs to develop WUA by-laws</li> <li>- There is a need for a strong asset base at UWU and WUAs</li> </ul>
2) Identify what activities shall be carried out better (i.e. identify problematic areas for cooperation);	<ul style="list-style-type: none"> <li>- UWU shall help WUAs to collect water fees;</li> <li>- UWU shall help WUAs to implement water rotation during a pick season;</li> <li>- UWUs shall monitor the equity of water distribution along the main canal;</li> </ul>	<ul style="list-style-type: none"> <li>- WUAs shall sign the agreement on water delivery at each SFC CMO hydrounit</li> </ul>	<ul style="list-style-type: none"> <li>- UWU and WUAs shall cooperate in order to ensure equity of water distribution along SFC;</li> <li>- UWU shall monitor water distribution along SFC;</li> <li>- UWU shall protect the interests of WUAs;</li> <li>- UWU shall help CMO to gradually take over responsibilities of BWD;</li> <li>- UWU shall help WUAs in collection of ISFs;</li> </ul>

	- UWU shall involve and give membership to non-agricultural water users		- UWU shall help WUA to mobilize resources for canal cleaning and urgent repairs of irrigation structures; - UWU shall build the capacity of WUA staff; - UWU shall help WUAs to identify incentives for WUA directors to work better; - a number of WUAs still have to sign agreements on water delivery with BWD, not the CMO.
3) Identify activities of another stakeholder, which negatively influences the activity of your organization	- A number of organizations do not recognize UWU as a governing body of CMO.	- In a number of cases, BWD still fulfils the responsibilities of CMO; - Interference of local authorities into water management decreases the efficiency and effectiveness of the CMO performance; - Andijan and Ferghana Provincial WMO also interfere into responsibilities of CMO.	- Local authorities and state organizations interfere into WUAs' business and responsibility, thus WUAs perform worse;  - Delay in payment by banks are also negatively affects the operation of WUA.

**Table 2: Proposals of the AAC representative team in Kyrgyzstan**

	<b>UWU</b>	<b>CMO</b>	<b>JM</b>	<b>Water Users and WUAs</b>
1) Identify missing links for improving cooperation/missing areas of cooperation. For instance, the UWU stakeholders' team focuses on activities, which shall be carried out jointly by UWU and CMO; by	Cooperation amongst UWU, WUA and CMO shall be improved. In particular, UWU shall help the WUAs and water users to sign agreements on water delivery with CMO.	There are no missing links, just every organization of water hierarchy shall know and perform its functions well	- improve water measurement at the canal outlets;  - water allocation shares shall correspond to allocated land plots and water needs (e.g. some irrigated lands are considered as rain fed);  - cooperate with academic institutions to	- to fine those water users who do not pay for water or who do not have agreement for water delivery; - to involve village authorities into social mobilization amongst water users together with WUA staff; - to train water users how to measure water and how much to irrigate (irrigation norms for crops);

<p>UWU and WUA; by UWU and other water users; etc.</p>			<p>have water professionals for tomorrow;</p>	
<p>2) Identify what activities shall be carried out better (i.e. identify problematic areas for cooperation);</p>	<ul style="list-style-type: none"> <li>- UWU and CMO shall work together as one organization;</li> <li>- UWU shall be able to resolve problems amongst WUAs;</li> <li>- Improve water distribution by WUA demands;</li> <li>- Mobilization of resources for canal maintenance by CMO with the help of UWU</li> </ul>	<ul style="list-style-type: none"> <li>- introduce water conservation practices at WUA level;</li> <li>- cooperate with environmental NGOs;</li> <li>- CMO shall monitor water quality;</li> <li>- CMO and JM shall get back the aliened zone of AAC.</li> </ul>	<ul style="list-style-type: none"> <li>-consolidate a number of small farms into large cooperatives, which will sign agreements with WUAs;</li> <li>-JM. WUA and CMO shall continue social mobilization amongst water users;</li> <li>-JM, BWD and CMO shall help WUAs to build their asset base;</li> <li>-Make water users responsible for water management; e.g. resolve tension at Khomenko canal;</li> </ul>	<ul style="list-style-type: none"> <li>- strengthen WUAs and help WUAs to rehabilitate tertiary canals;</li> <li>- build understanding amongst water users that water is a good to be paid for;</li> <li>- WUGs shall collect ISFs and train water users how to measure water and implement time-based water distribution (<i>avron</i>);</li> <li>- Water users shall know/decide how much water they need in advance (e.g. it is often the case that water users change their decision about their cropping pattern several times and thus their water demand changes);</li> </ul>
<p>3) Identify activities of another stakeholder, which negatively influences the activity of your</p>	<p>-full IMT (irrigation management transfer), like it has happened at Pravoberejniy canal, would be better; in this case, there will be no</p>	<p>A part of AAC land was sold to some construction organization (hereinafter <i>aliened zone</i>). As a result, CMO faces difficulties in water distribution and the</p>	<p>No comment</p>	<ul style="list-style-type: none"> <li>- There is a need to register and sign agreements for water delivery with non-registered water users;</li> <li>- CMO and UWU shall not be considered as separate organizations</li> </ul>

organization	need for CMO; the Union of WUAs could be created so that there are no separate organizations such as UWU, CMO, etc; where CMO staff could work. However, it is impossible at present because ACC shall also transit some water share to another system.	proposed solution of this team was to get that piece of land back.		
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**Table 3 Proposals of the KBC representative teams in Tajikistan**

	<b>UWU</b>	<b>CMO</b>	<b>WUA</b>	<b>Water Users</b>	<b>BWD</b>
1) Identify missing links for improving cooperation/missing areas of cooperation. For instance, the UWU stakeholders' team focuses on activities, which shall be carried out jointly by UWU and CMO; by UWU and WUA; by UWU and other water users; etc.	<ul style="list-style-type: none"> <li>- WUA and UWU shall improve ISF collection; water distribution and water conflict resolution amongst water users;</li> <li>- WUA shall build understanding amongst water users about the new water management system;</li> <li>- CMO and</li> </ul>	<ul style="list-style-type: none"> <li>- CMO shall approve its water plans through the UWU;</li> <li>- UWU shall help CMO to resolve water conflict;</li> <li>- UWU shall strengthen its governing functions;</li> <li>- CMO shall equitably distribute water amongst WUAs</li> </ul>	<ul style="list-style-type: none"> <li>- UWU shall be active in water conflict resolution amongst the WUAs;</li> <li>- UWU shall know the water demands of water users and protect the interferes of water users;</li> <li>- WUA and CMO shall have a proper agreement or a</li> </ul>	<ul style="list-style-type: none"> <li>- ISF shall be hectare based;</li> </ul>	<ul style="list-style-type: none"> <li>- BWD shall analyze the sustainability of WUA operation and identify the best case for dissemination of best experiences of WUA development;</li> <li>- BWD shall help WUAs to find external funding;</li> <li>- BWD shall help WUAs to solve the problem of ISF collection.</li> </ul>

	<p>UWU shall adjust the water use plan regularly;</p> <ul style="list-style-type: none"> <li>- CMO and UWU shall resolve water conflicts amongst the WUAs;</li> <li>- CMO shall consider water environmental needs;</li> <li>- UWU shall improve its governance functions of CMO.</li> </ul>	<ul style="list-style-type: none"> <li>- WUAs shall submit their water demands to CMO and UWU shall approve those;</li> <li>- Local authorities shall help CMO to resolve taxation problems;</li> <li>- Local authorities also shall sign agreements with CMO on water delivery since they are also water users;</li> <li>- CMO shall continue three – side agreement directly with investors because the investors pay ISF (not a WUA)</li> </ul>	<p>contract on irrigation service;</p> <ul style="list-style-type: none"> <li>- WUAs shall cooperate with each other for fair water allocation and distribution as well as urgent repairs of the canal;</li> <li>- WUAs shall have agreements on water delivery and ISF with their WUGs;</li> <li>- WUAs and WUGs shall clearly know the cropping patterns of their members as well as irrigation norms;</li> <li>- WUA and WUG shall actively cooperate for resolution of water conflicts;</li> </ul>		
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			<ul style="list-style-type: none"> <li>- WUA and BWD shall cooperate for strengthening sustainability of WUAs.</li> <li>- BWD shall help WUAs in building their asset base (e.g. through grants)</li> <li>- UWU shall protect the interests of WUAs;</li> </ul>		
2) Identify what activities shall be carried out better (i.e. identify problematic areas for cooperation);	<ul style="list-style-type: none"> <li>- Farmers shall request as much water as they need;</li> <li>- UWU shall be a governing body of CMO;</li> <li>- Water measurement training amongst water users;</li> <li>- Training in business planning.</li> </ul>	<ul style="list-style-type: none"> <li>- CMO shall operate in compliance with its Charter;</li> <li>- CMO and UWU shall build understanding about a new system of water management amongst water users;</li> </ul>	<ul style="list-style-type: none"> <li>- Ensure equitable and timely water distribution amongst WUAs by CMO;</li> <li>- strengthen the asset base of WUAs;</li> <li>- rehabilitation of secondary and tertiary canals;</li> <li>- UWU shall resolve conflicts between CMO and WUAs;</li> <li>- Old debts of WUAs shall be remitted;</li> <li>- WUA should</li> </ul>	- strengthen WUAs assets' base and rehabilitate some secondary canals;	<ul style="list-style-type: none"> <li>- there is a need for water rights;</li> <li>- there is a need to strengthen new water management organizations and then further reduce state donations (as well as state interference) to the irrigation sub-sector in future;</li> </ul>

			<p>improve its cooperation with academic institutions so that there are water professionals;</p> <ul style="list-style-type: none"> <li>- There is a need for grants to rehabilitate some secondary canals;</li> </ul>		
3) Identify activities of another stakeholder, which negatively influences the activity of your organization				<p>CMO take over water management from Khukumat in the Djabar Rasulevski district (secondary canal)</p> <p>There is a need for a free choice of the cropping pattern (no pressure to grow cotton) and market to sell the produce;</p> <p>There is a need to consider the financial viability whilst taking another credit from an investor;</p>	

## Consensus Building Stage 3: Consented Recommendations (Decisions)

### Exercise 4: Perceived Solutions and Recommendations

The representative teams were requested to identify and agree within their team about three priority issues from all the issues, discussed in exercises 1-3 with consideration of their own and others' interests. The teams presented their points and sought consent from the other representative teams. If all the participants agreed to the point, the point was included into the final list of recommendations. This list of recommendations is given in the concluding section of this paper.

## 5. Consented recommendations

This workshop was targeted at: building understanding of the irrigation sub-sector stakeholders about the need, benefits and process of consensus building amongst them on a regular basis; practical application of the designed three-stage consensus building process; and finally, consensus of all the participants about their specific recommendations for enhancing vertical linkages amongst the new water structures for that period of time.

In general, the consented recommendations for Uzbekistan and Tajikistan were targeted at building sustainability of new water organizations through capacity building of the staff; smaller/no interference of the local authorities and district WMOs into the water distribution process; transfer of the responsibilities of PWMO to CMO; as well as strengthening the role of UWU in protection of water users' interests. In Kyrgyzstan, the focus of recommendations was related to strengthening of UWU and expanding its membership.

More specifically, the list of consented recommendations in Uzbekistan included:

- CMO shall carry out an inventory of SFC water users;
- Construct water measurement devices in order to know how much water is used by different water users and thus ensure equitable water distribution;
- Activate UWU through social mobilization, involvement of more water users, capacity building programs and strengthening of the assets base through developing enabling legislation and business planning and close cooperation with academic institutions;
- Develop proper water plans, deliver water accordingly and improve fee collection by WUAs;
- Transfer of water allocation responsibilities from BISMO to CMO, which shall be legally supported;
- Strengthen linkages amongst all stakeholders, including: WUG, WUA, CMO, UWU, BISMO, Ministry and etc) through regular consensus building meetings;

The list of consented recommendations in Kyrgyzstan included:

- Strengthen the resources basis through business planning at all levels of water hierarchy;
- Stimulate staff of WUA Council and management to fulfill their responsibilities, such as proper remuneration (salary), transport and communication );
- Build trust of water users through proper water distribution by WUAs with the assistance of UWU in social mobilization;
- BWD, UWU and CMO shall organize meetings with water users to resolve conflicts of the head-and-tail water users;
- Construct water regulatory structures by CMO, UWU, JM and WUAs;
- Build the capacity of WUAs and WUGs in water measurement;

- Build the interest of young generation in becoming water professionals through education grants and students' obligation to gain experience in the irrigation sub-sector for 3 years (compulsory internships after graduation)
- Improve maintenance of secondary and tertiary canals within WUAs by WUAs and water users
- Introduce time-based distribution by WUAs and WUGs;

The list of consented recommendations in Tajikistan included:

- The state hands over responsibilities for water management (as a result of full land privatization) but guarantees water rights to all water users;
- The responsibilities of roles of every water organization are well defined and two organizations shall not have the same responsibility;
- The level of water charges shall be reconsidered;
- Water organizations (at least UWU) do not work under much pressure of Khukumats;
- CMO and WUA distribute water on time and in compliance with the water plans; UWU monitors the equity of water allocation;
- CMO collects water charges;
- Improve cooperation amongst WUGs, WUAs, UWU, CMO and PWMO and local authorities, considering the needs of both – small and large water users;
- Capacity building of WUA staff and development of WUAs (strengthening its capital base through donors' grants);
- Taking a credit from an investor, consider economic viability of agriculture through business planning;
- State donations are needed to support the process of transfer (PIM).

## **Annexes:**

### **1) Presentation**

#### **Consensus Building Workshop Agenda**

- Identify existing problems of cooperation amongst the water organizations, which need consensus;
- Share your opinions and ideas for better cooperation;
- Give and agree about recommendations for strengthening vertical linkages amongst these organizations

#### **What is 'consensus'**

- 'Consen' – means 'gives permission' (R.Sandelin, [www.ic.org](http://www.ic.org))
- Consensus – is a **process** of decision making by the entire group when the ideas and interests of all the participants are considered and acceptable for all;
- When participants give their consent for fulfillment of specific recommendations and/or decisions;
- Consensus is based on the interests of all stakeholders, not on personal interests. Even if someone personally does not agree, but based on explanation of other stakeholders and consideration of their interests, s/he can agree to the proposed solution, because this solution is in the interest of their group/all the stakeholders.

#### **Benefit of Consensus**

- Based on the experience of all the stakeholders;
- Strengthens the linkages and understanding;
- Considers the interests of all the stakeholders;
- Does not require pressure for fulfillment of the agreed decision;

#### **Key attributes of Consensus**

- Desire to listen and know the opinions of others;
- Desire to share your ideas, but not insist that your idea is the best;
- Desire to cooperate

#### **Three stages of consensus building**

1. Discussions – share your opinions and ideas;
2. Proposals – synthesis your opinions and ideas, based on interests of all;
3. Modification – develop and implement final recommendations (to reflect, go to step 1)

## 2) List of Participants

### 3) List of Abbreviations

AAC – Aravan Akbura Canal  
BWD – Basin Water Department  
CMO – Canal Management Organization  
HEI – Academic Institutions  
ISF – irrigation service fee  
JM = joint management  
KBC – Khodjabakirgan canal  
OWU – other water users  
PWMO – Provincial Water Management Organization  
SFC – South Ferghana Canal  
UWU – Union of Water Users  
VCMO – village dwellers  
WUA – Water Users' Association  
WUG – Water Users' Groups