

✧ A STRATEGY FOR PUBLIC PARTICIPATION IN PLANNING :
AN APPRAISAL OF THE DECENTRALIZED
ADMINISTRATIVE AND INSTITUTIONAL
FRAMEWORK IN SRI LANKA

A Dissertation



Presented to
University of Moratuwa, Sri Lanka.
Electronic Theses & Dissertations
www.lib.mrt.ac.lk

The Department of Town and Country Planning,
University of Moratuwa, Katubedda

In Partial Fulfilment
of the Requirements for the Degree
Master of Science in Town and Country Planning

38837

D. L. UBEYWARNA

DECEMBER 1982

38837

S Y N O P S I S

The purpose of this dissertation is to assess the quantum of public participation in planning in relation to the existing decentralized administrative and institutional framework and to propose a mechanism to incorporate public participation in planning.

Chapter I identifies the objectives of public participation in planning. It deals with the connotation and the necessity of public participation for effective and meaningful planning. It resolves the crescendo of dispute whether participation is necessary for planning. The popular concern for participation formed the background to Seebom and Skeffington Committees. Subsequent legislation encompassed wider participation of that society.

This chapter further discusses the maxim of public participation as a basic policy measure to facilitate socio-economic development. The chapter attempts to explain why public participation is considered as one of the most important strategies of development, increasingly dominating development thinking at present, in an atmosphere in which the plight of the poor remains unchanged despite the capital investment growth models of the 1960s. The chapter concludes with a discussion on the problem of achieving effective participation in the Sri Lanka context, with special reference to problems associated with the centralized nature of planning for the periphery and consequent disassociation with the public. Over centralization of planning creates an

overwhelming inclination to disrespect public participation and indulge in a top-down approach. Thus, the case for public participation and the issues involved form the nucleus of this chapter.

Chapter 2 is concerned with an examination of the theories of public participation in planning. This chapter discusses the philosophical dimension of participation, ^{democracy} classical and participation, modern democracy and participation, Bahms' concept of demospeciocracy, elitist concept of participation, representative concept of participation of Griffiths, Arnstein's Ladder Concept of participation, Milbrath's Hierarchy of Involvement, and Power and Power Distance Theory of Mulder. The theories of participation discussed in the chapter offer guidance to ascertain effective and meaningful public participation.

These theories provide essential ingredients to be employed in designing particular institutional and administrative structures and also could be used in conducting empirical research.

Chapter 3 deals with Public participation in planning for Development in the light of international experiences. This chapter comprises of two parts. Part I discusses particularly, inputs for planning, participation as a potential instrument for development, Technocratic, Reformist and Radical development styles and some countries adopting different styles of development in association with public participation.

The Place of Public Participation in the development strategy of South Korea, Philippines, Mexico, Kenya, Tanzania, Sri Lanka and the radical approach of China and mechanisms for Public participation of some countries form the study of part 1. Participation experiences of movements such as 'Saemaul Undong', Ujamaa' Villagisation, 'ejidos', communes etc deal with different aspects of participation.

Part II of the chapter is devoted to a brief comparative study of important organized citizen action groups. Citizen action has been identified as one of paternalistic, conflict or co-production. The formation and the use of organisations by citizens to articulate their views in order to articulate their needs are also discussed in this section.

This section of the chapter also shows that international experiences can offer valuable guidance in the formulation of strategies for public participation. However it is shown that such strategies should be re-oriented in keeping with our cultural heritage, institutions and values, socio-economic conditions and democratic political ideology.

Chapter 4 deals with the Public Awareness and Articulatory Survey. The Survey aims to ascertain

the degree of public awareness of decentralized planning and decentralized structures and the public attitude towards planning. With this end in view, the chapter goes on to deal with the necessity for awareness, objectives and criteria.

The analysis of the survey reveals that there is a high degree of awareness and that the public are willing to respond to the institutional and administrative structures and thereby participate. Finally, the chapter draws attention to some of the drawbacks of the structures inhibiting fuller participation. A comparative analysis of the Indian model of Panchayati Raj reveals that the absence of linkages in the Sri Lanka system of Development Councils require that linkages should be maintained among the three tiers in order to strengthen the ties of participation.

Chapter 5 deals with an appraisal of the decentralized administrative and Institutional framework in Sri Lanka for participation in planning. It discusses the connotation of decentralization; Central- Local relationship, Planning as a process; Constitutional provision; Administrative framework and planning at macro level, participation in economic planning at macro level, provision for participation in Physical (spatial) planning, and a critical appraisal of the administrative and institutional framework in relation to participation in planning and implementation.

The study in this chapter reveals that participation in economic planning has been lacking except in a few instances: Firstly the National Planning Council established by the National Planning Act No.40 of 1956 consisted of a few members outside the government (i.e. members of the Public). Secondly, representation of some public organizations have been entertained in the preparation of the Five Year Plan in November 1971.

With regard to spatial planning, while the Town & Country Planning Ordinance made some provision for public participation, the U.D.A. Act scarcely recognised same.

The gradual evolution of participatory institutions at micro level and the present position are discussed. The Chapter concludes that since plan formulation and implementation by the periphery are embodied in the new organizational set up of the Development Council system, the development of the system on the basis of rectification of the drawbacks shown would amount to achievement of the objective.

After examination of how much of public participation is embodied in the sub-national level of planning, and the extent to which the public are ready to respond, the final chapter comprises of the conclusions and recommendations leading to a positive and feasible strategy for public participation in planning in the context of decentralized administrative and institutional framework.

ACKNOWLEDGEMENTS

I am indebted to a number of persons who have helped me in the preparation of this dissertation. At the very outset itself mention must be made of Prof. M.W.J.G. Mendis, Head of the Department of Town & Country Planning, University of Moratuwa, Katubedda. I owe much Mr. A.L.S. Perera, Senior Lecturer, Department of Town & Country Planning, University of Moratuwa who offered me guidance, advice and suggestions throughout this study, and without whose guidance, advice and suggestions this dissertation would have hardly been possible. I also appreciate the assistance given to me by the other members of the staff of the Town and Country Planning Department, University of Moratuwa.

I wish to place on record my deep appreciation of the following persons and institutions that assisted me in numerous ways during the course of this study. Mr. N.D. Dickson, Director Planning U.D.A., Mr. J. Wahalawatta, Registrar, Sri Lanka Institute of Development Administration, Mr. K. Tillkeratne, Asst. Director, Ministry of Plan Implementation, Mr. H. Sumanapala, Deputy Secretary District Development Council, Kalutara, Mrs. Chandra Kanthi, Development Officer, District Development Council Kalutara and Mr. T.A. Sirisena, Chairman Gramodaya Mandalaya, Palatota assisted me during the course of this study.

Among the institutions which assisted me, special mention must be made of the Regional Unit of the Ministry of Plan Implementation, Ministry of Local Government, Housing and Construction, Local Government Training and Research Institute, Department of National Housing, and Sri Lanka Institute of Development Administration.

Finally my thanks are due to Mr. M. A. Hassen and Mr. D.V.F. Walter de Silva of the Marga Institute who accomplished the difficult task of typing this dissertation.

D.L. Udayawarna.


Department of Town and Country Planning
University of Moratuwa
Katubedde.

25th NOVEMBER 1982.



University of Moratuwa, Sri Lanka.
Electronic Theses & Dissertations
www.lib.mrt.ac.lk

L I S T O F C O N T E N T S

	Page
SYNOPSIS	i
ACKNOWLEDGEMENTS	vi
LIST OF CONTENTS	viii
LIST OF FIGURES	ix
LIST OF MAPS	ix
LIST OF ILLUSTRATIONS	ix
LIST OF TABLES	ix
LIST OF CHARTS	ix
INTRODUCTION	x - xi
CHAPTER 1 THE PURPOSE OF PARTICIPATION IN PLANNING	1
CHAPTER 2 SOME THEORETICAL CONCEPTS OF PUBLIC PARTICIPATION	13
CHAPTER 3:  University of Moratuwa, Sri Lanka.	
PART 1 PUBLIC PARTICIPATION IN PLANNING FOR DEVELOPMENT SOME INTERNATIONAL EXPERIENCES	37
PART 2 INTERNATIONAL EXPERIENCES OF SOME ORGANIZED CITIZEN ACTION GROUPS - PATERNALISM, CONFLICT AND CO-PRODUCTION	74
CHAPTER 4 PUBLIC AWARENESS AND ARTICULATORY SURVEY - PUBLIC PARTICIPATION IN DECENTRALIZED PLANNING	86
CHAPTER 5 APPRAISAL OF THE DECENTRALIZED ADMINISTRATIVE AND INSTITUTIONAL FRAMEWORK IN SRI LANKA FOR PARTICIPATION IN PLANNING	101
CHAPTER 6 PROPOSALS AND RECOMMENDATIONS FOR REFORMS TO ENSURE EFFECTIVE AND MEANINGFUL PUBLIC PARTICIPATION FOR DEVELOPMENT PLANNING	121
BIBLIOGRAPHY	131
APPENDIX 1 QUESTIONNAIRE - PUBLIC AWARENESS AND ARTICULATORY SURVEY	136 - 138

LIST OF FIGURES

			<u>Page</u>
FIGURE	1	"Senses of Representation	21
FIGURE	2	Arnstein's Ladder of Citizen Participation	25
FIGURE	3	Styles of Rural Development	42

LIST OF MAPS

MAP	1	Map of Kalutara District	86
-----	---	--------------------------	----

LIST OF
ILLUSTRATIONS

ILLUSTRATION	1	Brian McLaughlin's Concept of Planning Process.	104
--------------	---	---	-----

LIST OF TABLES

TABLE	1	Establishment of Pradesheeya Mandala (Divisional Councils) in Sri Lanka	113
TABLE	2	Establishment of Gramodaya Mandala in Sri Lanka	114

LIST OF CHARTS

CHART	1	Existing Organizational Structure	115
CHART	2	Proposed Organizational Structure.	130