

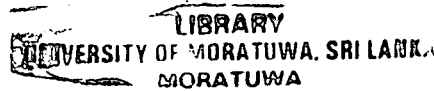
**MANAGEMENT OF PROJECTS WITH
BENEFICIARY PARTICIPATION:
CASE STUDY – REHABILITATION OF
INTERNAL ESTATE ROADS**



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MASTER OF SCIENCE
IN

CONSTRUCTION PROJECT MANAGEMENT

S. Viraj Ekanayakage
Department of Civil Engineering
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May 2011



MANAGEMENT OF PROJECTS WITH BENEFICIARY PARTICIPATION: CASE STUDY – REHABILITATION OF INTERNAL ROADS OF ESTATES

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the Degree of Master of Science.

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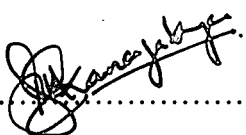
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ABSTRACT

Beneficiary participation is an important factor for donor funded projects. Since it gives many benefits and final product to the community, donors are always insisting projects with beneficiary participation. However, for smooth execution of beneficiary participatory projects has to cross many hurdles for its successful completion. Identify those drawbacks and addressing to them is necessary.

The relationship between the Donors, a Project Office, and the Engineering Body (RDA) is critical to existing organizational capacity, efficient project implementation and the subsequent institutionalization of project outcomes. This issue has not been given sufficient attention in the literature on the subject of project based organizations, which does not attempt to evaluate the Donor's or Project Office level of integration within the main organization, and the effect of this relationship on project implementation and institutional capacity and sustainability of project outcomes.

This research explores the literature and develop a model to analyse the factors effecting on successful completion of beneficiary participatory projects. The methodology includes a literature review on Beneficiary participation in rural development projects, benefits on beneficiary participation and its obstacles and constraints, beneficiary participation in Sri Lankan context. Also it includes a preliminary interview with project directors and JICA officials.

This research has taken the Estate road rehabilitated data, which were executed under the Plantation Development Project (PDP/PRP II). The data are used for the analysis and derivation of conclusions.

The research concludes that there are many factors that affect to the successful completion of beneficiary participatory projects. The findings have an emphasis on more site visits by the management staff. The rehabilitation of a particular road will be according to its location and the conditions. Fixing to a predetermined amount will stuck the executing parties. Findings have extended to management staff distances, vehicle allocations to staffs, payment procedures, meeting minutes to be distributed on time to site and also recommending to some team building and coordination programmes with management and beneficiary parties.

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ABBREVIATIONS AND ACRONYMS

ADB	-	Asian Development Bank
FAO	-	Food and Agriculture Organisation
IFAD	-	International Fund for Agriculture Development
ILO	-	International Labour Organization
JICA	-	Japan International Cooperation Agency
NGO	-	Non Governmental Organisation
PDP	-	Plantation Development Project
PPP	-	Pilot Participatory Project
PRP II	-	Plantation Rehabilitation Project
UN	-	United Nations

WB



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1. INTRODUCTION

1.1 Research Background

Using labour-based methods for road construction works has been an important part of the strategy to improve rural transport infrastructure in Sri Lanka for over the past twenty-five years. These methods not only produce gravel roads of equal quality to those produced using equipment-based methods, but they also generate rural employment in a cost-effective manner. Although labour-based methods have proved to be a cost-effective alternative to equipment-based methods in many low-wage developing countries and these methods have not been applied on a large scale.

The increasing emphasis is welcome by road construction planners on the use of local resources for infrastructure programs, can be explained in terms of the combined effect of deteriorating economic conditions an abundant supply of cheap labour, and a crippling scarcity of foreign exchange (Edmonds 1992).

Two crucial, linked issues relating to the provision of rural transport are brought into sharp focus of the situation. The first is a practical, technological one: where foreign exchange is at a premium and labour is an abundant and under employed, it makes sound economic sense to use labour-based technique to develop a rural road network. The second issue is a more general one concerning planner: where resources to develop rural transport are extremely limited, it makes sense to rationalize their use in such a way as to benefit the greatest possible number of people (Edmonds 1992).

Labor-based programs have many benefits. First, they provide a cost-effective alternative to Equipment-based methods for both road rehabilitation and maintenance. Second, they generate temporary employment for both men and women. Third, labour-based methods save foreign exchange. Fifth, labour-based construction methods facilitate the use of labour-based maintenance since, for example, it is much easier to maintain a hand-dug trapezoidal ditch by hand than to maintain a grade-dug V-ditch by hand. Sixth, they transfer knowledge of labour-based road works to local communities—knowledge that will be useful for later maintenance. Seventh, they have environmental advantages—labor-based works use less fuel, emit less exhaust, raise less dust, and are less likely to seriously damage the terrain bordering a

construction site. Labor-based methods require less manoeuvring space most work. Finally, they encourage the development of local industry for manufacturing hand tools and light road construction equipment (Stock, Expanding Labor-based Methods for Road Works in Africa 1996).

Transport infrastructure provides a basis for economic activities in the rural areas in the long term. But the environment consequences cannot be neglected only foreseeing long term economic benefit. Difficult topography and unstable geology make the road construction difficult in the rural hills. Beside, the predominantly absolute poverty in the region realizes the essence of the appropriate approach in the rural road construction. With its approach of constructing rural roads considering the environment and rural poverty alleviation measures, Green road approach are proving to be a sustainable way of constructing rural roads. Environment friendly construction techniques, participatory and decentralization approach, optimum utilization of local resources, simple technology, local capacity building and self help efforts justified Green road approach as a better way of constructing rural roads in hill districts (Mulmi, Green Road Approach in Rural Road Construction for the Sustainable Development of Nepal 2009).



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There is a growing recognition in developing countries of community-based infrastructure procurement and its potential to achieve sustainable development. The advantages of such an approach are that it encourages participative negotiation of activities and speedier implementation, the use of local resources, skills and appropriate technology, and entrepreneurship within communities. These wider socio-economic impacts arising from community-partnered micro-projects can lead to more sustainable infrastructure through meeting local stakeholders' needs, community empowerment and capacity building (A.N.Baldwin Dec 2004).

1.2 Problem Definition

Creating greater levels of beneficiary participation in rural road construction projects with community participation is therefore, an important major infrastructure development goal, but participation cannot simply be planned and implemented as the proposition looks very lucrative (Serageldin 1991). It is the result of whole heap constructive planning that needs to put into action with sound decision-making to induce interactions and interventions with beneficiaries, within agencies, and other stakeholders. There is ample labour available in village folk, and seen idle labour including youth that are 18+ qualified that those could be attracted.

There were reforms after the reforms that were rolling in every successive 6 year-long-term electoral regimes, and still we are talking such idealism without sustainable program implemented. Simply there seems to be a gamut of new rules play on and on due to controllable and uncontrollable issues that does not allow a solid system to be adopted. 25 years back, we saw and confirmed where gravel roads were done by the rural village folks, and similar inherited issues such as financial issues, management issues, and no such of heavy road construction equipment except for bulldozers were existed, but with participatory approaches were somewhat taken place. Even then the operations of highway constructions were decentralized, (Impact Evaluation of a Rural Road Rehabilitation Project - world Bank January 2002). Also there were labour laws, appropriate design standards, labour – based training, and government and donor facilitation existed, but certainly not latest technological development. There were reforms did then as well. However, the country is struggling more now to address this issue as a sustainable move for the future, and the researcher is objectively decided to address issues.

1.3 Objectives

As at to date, there are a number of rural road construction projects that are being executed with the ADB and JICA funding as it used to be like in the past. As stated there are rural breads as well as highways are concurrently moving towards country's infrastructure development projects, the researcher intentionally interested in seeking objective analysis of the project. Hence, the following broad objectives were set for research.

1. Identify the significant factors effect to beneficiary participation projects in rural road constructions
2. Develop recommendations to the future similar beneficiary participatory projects.

1.4 Methodology

In this research, qualitative approach is done to explore the research topic. A detailed literature review was carried out to determine the factors effecting on successful beneficiary participation projects and what are the failure factors. It was reviewed after informal interviews with a few project directors and JICA and ADB project officers. Finally the questionnaire was prepared according to the factors identified as above literature review and preliminary interviews.

The prepared questionnaire was distributed among the randomly selected sample from the internal estate road rehabilitation project. The questionnaire was distributed to RDA officials and Beneficiaries (i.e. Estate management staff, Superintendents, work supervisors and any other beneficiaries).

When collecting the questionnaire, it was separated to successful and unsuccessful projects. The data was analysed accordingly.

1.5 Summery

There is a growing recognition in developing countries of community-based infrastructure procurement and its potential to achieve sustainable development. The advantages of such an approach are that it encourages participative negotiation of activities and speedier implementation, the use of local resources, skills and appropriate technology, and entrepreneurship within communities.

Creating a greater level of beneficiary participation therefore is an important factor on infrastructure development in rural areas. There are many factors that effecting on the smooth execution of community participation. Identifying such restraints or obstacles is necessary for successful completion of a project.

This research has a focus on identifying of factors that effecting on beneficiary participation. Providing of valued recommendations for future similar projects will be a definite advantage for its targeted completion. Also it may help to reduce the return of funds to the donors without utilizing.



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In this research, qualitative approach is done to explore the research topic. A detailed literature review was carried out to determine the factors effecting on successful beneficiary participation projects and what are the failure factors. It was reviewed after informal interviews with a few project directors and JICA and ADB project officers. Finally the questionnaire was prepared according to the factors identified as above literature review and preliminary interviews.

Information on RDA, Beneficiaries, and other external experts is adopting exploratory & descriptive studies to attain the necessary information as regards to the research. This approach will further help us to understand and describe the phenomenon. Also it analysis the secondary data obtained from 'Estate development project' which has completed more than 1200km with beneficiary participation. The study also describes events, situation and draw conclusions on data collected. Also the study seeks to clarify understanding of problems which the researcher is unsure of the precise nature of the problems to be investigated.

2. LITERATURE REVIEW

2.1 Introduction

The beneficiary participation projects are defined by different authors with different wordings. In this literature review found that following wordings gave the same or the closer meanings. Some of those are Beneficiary participation, Labour based methods, and labour based approach, community partnered, self-help programmes and people's participation.

Community participation in the planning, designing, and implementation of development projects is increasingly a feature of development project design. World Bank experience suggests that "projects tend to be more sustainable and yield higher returns when they involve those they are intended to help". Community participation may, thus, increase the access of disadvantaged communities to project benefits, enhance motivation of communities, increase ownership of projects, encourage self-reliance by transfer of skills, build local institutional capacities, and ensure that greater proportions of project benefits flow directly to targeted deserving beneficiaries (Gopal 1994).



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Participation means different things to different people. All of them include in some measure the notions of contributing, influencing, sharing, or redistributing power and of control, resources, benefits, knowledge, and skills to be gained through beneficiary involvement in decision-making. There is also much debate among practitioners and in the literature about whether participation is a means or an end, or both (World-Bank 1995).

Labour-based methods depend mostly on human muscle, and little on equipment, differentiating them from equipment-based methods. In theory, the potential mix of labour and equipment spans the full spectrum, with no clear boundary between the two methods. For developing as well as industrialized countries, the appropriate construction methods are found somewhere between the two extremes—100 percent labour-intensive and 100 percent equipments-intensive—and depend on the socioeconomic environment and the task. In practice, the combinations of labour and machinery that are used depending on whether the technology is labour-centred, in

which labour is the central resource and equipment plays a supporting role, or equipment-centred, in which the opposite holds true (Stock, Expanding Labor-based Methods for Road Works in Africa 1996)

The same way described in the Technical Manual four Labour Based Road Construction Methods by International Labour Organisation as “labour based methods can be defined as the construction technology which, while maintaining cost competitiveness and acceptable engineering quality standards, maximizes opportunities for the employment of labour (skilled and unskilled) together with the support of lighting equipment and with the utilization of locally available materials and resources”.

Civil works programs that deliberately use beneficiaries fall into four major categories:

- Relief programs, which respond to emergencies created by natural or man-made catastrophes. Their objective is to provide income to the workforce; any assets created are of secondary importance.
- Self-help programs, in which the government appeals to communities to help themselves rather than pay community labourers. These programs are a form of regressive taxation.
- Employment-generation programs, which attempt to assuage political unrest by providing jobs. Their objective is to keep people busier rather than to improve productivity.
- Asset generation programs, which supplement beneficiaries’ usual incomes by employing them in projects that improve infrastructure facilities at the lowest possible cost. In these programs labourers are paid. This paper addresses only this last category of civil works programs—specifically, those that generate assets using labour-based methods. Here, labour-based methods refer to the use of labour and light equipment (such as, tractor-trailers and vibratory pedestrian rollers) as the predominant mode of production.

2.2 Historic Perspective

Since 1971 the World Bank and the International Labour Organization (ILO), in collaboration with several governments and other agencies, have been investigating the use of appropriate technologies for civil construction. The initial phase of the

World Bank study conducted in 1971 examined the technical feasibility of substituting labour for equipment in low-wage countries. It found that making this substitution for a wide range of construction activities was technically feasible and generally produced the same quality of product. The second phase of the study conducted over the period 1971 - 1973, examined the economic feasibility of labour-based methods by observing construction activities in India and Indonesia, where these methods had traditionally been used. Based on this evidence, the study concluded that traditional labour-based methods of construction were not economically competitive with modern equipment-based methods even at lower wage rates. The third phase of the study conducted over the period 1973 - 1976, reversed the earlier conclusions. It found that in low-wage countries, labour-based methods could be fully competitive with equipment-based methods, as long as workers were provided with adequate tools, good incentives, and effective management.

2.3 Benefits

Labour-based programs have many benefits.

- First, they provide a cost-effective alternative to equipment-based methods for both road rehabilitation and maintenance.
- Second, they generate temporary employment for both men and women.
- Third, labour-based methods save foreign exchange. In Rwanda, they reduced foreign exchange expenditures by more than 60 percent.
- Fourth, they inject cash into the local economy. In Ghana, from April 1987 to July 1989, \$368,0003 were paid as wages to workers.
- Fifth, labour-based construction methods facilitate the use of labour-based maintenance since, for example, it is much easier to maintain a hand-dug trapezoidal ditch by hand than to maintain a grade-dug V-ditch by hand.
- Sixth, they transfer knowledge of labour-based road works to local communities—knowledge that will be useful for later maintenance.
- Seventh, they have environmental advantages—labour-based works use less fuel, emit less exhaust, raise less dust, and are less likely to seriously damage the terrain bordering a construction site. Labour-based methods require less manoeuvring space, especially when doing hill cuts and excavation work.
- Finally, they encourage the development of local industry for manufacturing hand tools and light road construction equipment

(Stock, Expanding Labor-based Methods October 1996)

2.4 Beneficiary Participation in Rural Development Projects

- Around the mid-seventies there was a growing awareness that various approaches for rural development like community development, integrated rural development and basic needs did not result in substantial rural poverty alleviation. Even subsequent efforts made in some countries such as rural works, concessional credit, rural employment programmes did not improve the plight of the poor on a sustained basis. Economic growth was insufficiently combined with equity or just distribution of benefits.

International, government and non-governmental agencies realized more and more that the main reason of many unsuccessful development projects was (and still is) the lack of activity, effective and lasting participation of the intended beneficiaries. Consequently, several agencies started to promote the participation of people, in particular disadvantaged women and men, in development through various programmes, mostly on a pilot basis.

- In these Guidelines the vast literature and considerable experience which of now exist regarding popular participation and participatory rural development in general cannot, of course be reviewed: only some key notes mainly on beneficiary participation in projects are given hereunder

To start with, there is a wide range of definitions and interpretations of participation. For example, it means.

1. Sensitizing people to make them more responsive to development programmes and to encourage local initiatives and self-help;
2. Involving people as much as possible actively in the decision-making
3. A process which regards their development;
4. Organizing group action to give to hitherto excluded disadvantaged people control over resources, access to services and/or bargaining power;
5. Promoting the involvement of people in the planning and implementation of development efforts as well as in the sharing of their benefits; and
6. In more general, descriptive terms; "the involvement of a significant number of persons in situations or actions which enhance their well-being, e.g. Their income, security or self-esteem" (Heck 2003)

There is furthermore a wide range of approaches in development projects to bring participation into practice. Some major types of participation found in projects are the following:

Type I: Induced involvement: the strategy, design and work plan of a project are pre-determined and the intended beneficiaries are encouraged to participate in its activities and obtain certain benefits. In various projects people are invited to make contributions of labour and/or other resources which are also seen as a form of cost-sharing.

Type II: Transitory mobilization for community development: the people participate in certain specific temporary tasks mainly for the development of their community, but there is no institutional base or structure (groups or organizations) for more sustained participation.

Type III: Group formation: the project has a specific objective to help create new or strengthen existing self-formed and self-run groups and organizations through which the rural poor gain access to resources, inputs and services and participate actively in the project, also by means of self-proposed actions. This latter type of full participation leads also to the empowering of the poor: through their groups and organizations they obtain not only access to resources, but also decision-making and bargaining power as well as a base for sustained self-development efforts.

Self-development and self-reliance should in fact be an outcome of participation. The latter term is actually debatable when it is taken in the narrow sense that the poor should just only obtain a share of the "cake" or participate in the socioeconomic system of the non-poor as mostly implied or expressed in a top-down project. A better, wider meaning is that through participation the poor not only gradually practice self-development, but may also contribute to modify the existing system of the non-poor which left them out of development to varying extents.

- In accordance with the state of the World Conference on Agrarian Reform and Rural Development (WCARRD) on this key issue and on the basis of the foregoing considerations, by participation in rural development projects or programme is meant in these Guidelines that the intended beneficiaries, in particular the rural disadvantaged people, contribute to the planning of a project or programme, participate actively in its implementation and evaluation and share fully in its benefits. There is by now overwhelming

evidence that such participation cannot effectively take place on an individual basis but needs a structure consisting of existing and/or new, self-created and self-managed groups or organizations. This implies of course the right of free association and also the full participation of women on an equal basis with men.

- At present there is a widespread consensus that effective beneficiary participation is practically indispensable to render a project successful. However, relatively few projects have an explicit design to attain effective participation. In fact, the existing development projects dealing with rural people can broadly be divided in two categories:

Conventional projects: these include objectives and components for productive and other (supporting) activities such as training, extension, credit, irrigation and try to involve the intended beneficiaries in these activities in order to achieve the project objectives.

The projects in this category have pre-designed project frameworks (objectives, action plans, inputs, outputs and time schedules) mainly based upon top-down planning. Many of them are large-scale, capital-intensive and heavily staffed. The projects are meant for all people in a certain area who are mostly not consulted beforehand on their needs and desires. As the projects focus moreover more on macro-economical than on social aspects and the poor people's necessities, they yield mainly benefits to the better-off locals.

Participatory projects: these deliberately promotes participation which consequently is explicitly incorporated in their objectives, approach and methodology.

The distinction between these two types of projects results mainly from the fact that in practice participation is basically conceived either as a means or as an end and in some cases in both ways.

Conventional projects which by and large still prevail are predominantly produced-oriented and participation, when considered in the project design, is regarded as a means to achieve certain productive objectives which are pre-determined by an outside agency.

In a number of less conventional projects there are gradations of a partial participatory approach: the rural poor may have been consulted on their needs, aspirations, potentials and willingness, and may also be involved somehow in project

implementation. Basically, they are expected to participate, however, to varying extents in project benefits. These partial participatory approaches are certainly very useful and may help to avoid project failure; it may also lead to increased participation in the future.

In truly participatory projects, participation is seen also as an end and thus taken up clearly in the objectives which however mostly include also productive goals. In fact, these projects have two legs: participation and production and practice show that in the long term they "run" or "walk" better.

Given the importance more and more placed on beneficiary participation, no wonder firstly that the number of participatory projects is increasing; they are supported by FAO, ILO, IFAD and other UN agencies, various progressive governments and furthermore to a great extent by NGOs. Secondly, those conventional projects, though easy to design and to manage, are regarded increasingly as out-dated and after all less feasible, cost-effective and prone to be successful.

Finally, it should be stressed that the positive aspects of both conventional and participatory projects should be more and more merged. For example, the economic (feasibility, marketing, etc.) And technical (research, technology transfer, etc.) requirements for the development of certain (sub-) sectors (e.g. irrigation, crop production, livestock, extension, and credit) must be fully taken into account also in participatory projects. Top-planning (e.g. by a national body or a district development committee) and grassroots (bottom-up) planning (e.g. by groups or federations which come out with small-scale production plans) must be matched, for example by a workable coordination committee. Indeed feasible forms of vertical integration of development efforts are indispensable.

- How is participation as an end in concrete expressed in the objectives of participatory projects? The common essential elements in the overall objectives are the following: to raise the family income and standards of living of low income rural people; to Identify and apply for this purpose a sub-village development approach for and with the intended beneficiaries by actively involving them in development through the promotion of economic and social need-fulfilling group activities.

The common essential elements in the specific objectives are:

- 1) to help identify, plan and implement employment - and income-generating and other group activities for small farmers, tenants, fishermen and/or labourers;

- 2) to assist the beneficiaries to organize themselves into self-run groups and organizations (or to use existing ones) in such ways that firstly they have (increased) access to programmes of training, credit, inputs, marketing and processing as well as education, health and sanitation and, secondly, they can more and more satisfy their economic and social needs and become eventually self-reliant;
- 3) to assist line departments and other agencies including banks and NGOs to increase their effectiveness to better serve the rural weak, to develop an innovative farm and also off-farm income-raising activities, and to encourage self-development efforts;
- 4) to develop a strategy for expanding the successful features of the project in the country.

- The important elements found in the practice of participatory development projects are the following:

1) Process instead of the project approach: Conventional projects are usually planned too much in detail ("pre-cooked") over a too short time span to obtain tangible results and spread effects. A participatory project can substantially contribute to solve these problems by replacing or at least complementing the standard project approach by the process approach and to conceive a project as the first phase of a longer process enacted and sustained by a rolling programme. The project design must accordingly be more flexible and such that It can be expanded and replicated in similar areas with minimal outside assistance and recurrent costs.

2) The target group is predominantly or exclusively formed by the rural disadvantaged people. However, also non-poor or better-off rural people (local leaders, influential, etc.) As well as government and NGO officials are to be actively involved in various project actions, in particular to improve the delivery of services and facilities to the target group and to learn from each other.

3) Education for participation which is given in addition to the classic (teacher-student) types of training provided in conventional projects to transfer technical know-how. A major objective of the educational process is the awareness creation or conscientization: the poor will gradually become critically aware of their economic and social conditions, the causes of their deprivation and dependency syndrome as well as their potentials to change their plight through joint efforts by clustering into small action groups.

Participatory education attempts to develop capabilities among the beneficiaries to strive for full participation as well as self-development particularly when the project is over. This education is non-directive, dialogical (two-way) and built upon indigenous knowledge.

4) The structuring of the target group by means of group formation and group action. This entails strengthening of the existing groups or organizations /or the promotion of new, self-created and self-managed ones. The existing groups may be traditional groupings, farmer associations, cooperatives, women's, youth and village groups and/or trade unions. The groups and organizations which may later on somehow federate form the basis for sustained participation and can be regarded also as a "receiving system" through which the poorer people can mobilize their own resources and be "reached" effectively by any development agency.

5) Resource mobilization of group members which includes pooling of know-how, ideas, assets, savings and/or labour as well as obtaining services and facilities like training and credit. This is done in a gradual learning process.

6) Economic and social activities. Starting with small, low-risk, well-known income-raising and such-cultural group activities of any feasible type, the groups will undertake gradually larger, more complex ones, also on an inter-group basis.

7) The inclusion of group promoters in or attached to the project staff with the following two main roles: a) to help develop the economic and other activities of project groups and facilitate their access to resources and services; b) to help develop adequate participatory education and training activities for, with and between beneficiaries in order to increase critical awareness and stimulate meaningful and increasingly independent group actions (self-reliance). The above roles could best be performed by specific change agents (group promoters or the like) who work exclusively and directly with the beneficiaries and their group to enhance participation. In projects which unfortunately have no arrangements and/or funds to recruit group promoters, the roles of the latter could be performed in part by ad-hoc trained technical project staff.

8) Promotion of self-reliance and self-development. The relationships between supporting government, NGO and project staff and the intended beneficiaries is deliberately shaped in such ways that self-reliance and self-development are encouraged amongst the target group and depending on project inputs is gradually reduced. Project staff members encourage the beneficiary groups to identify themselves problems and seek adequate solutions and actions. Self-reliant groups are the main indicator for a successful participatory project.

9) The development of coordination and cooperation mechanisms which enable the beneficiaries to participate actively in as many project actions as possible. The latter includes the identification of needs and potentials, setting of project objectives, planning and carrying out of activities as well as monitoring and evaluation. The project avoids thus by all means to become just only a delivery vehicle. (Heck 2003)

The above are all important elements in any project design to attain full participation; they are, however, not all indispensable for certain forms of "minor" or partial participation.



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2.5 Issues in Community Related Procurement and Disbursements

Given this policy framework for community related procurement and disbursement, the design and implementation of community related procurement and disbursement generate a number of concerns or issues. These are briefly discussed below.

2.5.1 Issues in Procurement

(a) Competitive bidding is a formal method of procurement requiring the participant to have some degree of institutional and financial support, and knowledge of commercial bidding. As practiced currently, it virtually excludes smaller local level organizations, unfamiliar with commercial practices.

(b) While there is no mandatory rule, the normal practice is to package small contracts into larger packages for reasons of economy and efficiency. This poses a barrier to the participation of smaller organizations with weaker administrative and financial capabilities.

- (c) The need to specify all matters relating to procurement and disbursement fairly early on in the project cycle is a problem in many projects where the nature and quantities of goods, materials works or services to be procured can be determined only after assessments of needs and demands. Reportedly, task managers sometimes use arbitrary figures in preparing staff appraisal reports.

2.5.2 Issues in Contracting

- (a) Prior review of contracts for goods, works or services is noted to delay implementation of community related procurement.
- (b) Simple model contracts or checklists for community related procurement and disbursement are necessary for the guidance of project designers. Poorly drafted contracts cannot anticipate potential issues, impeding implementation. In some cases, NGOs have been unwilling to enter into contracts with the government since this affects their credibility with their target communities.
- (c) The inability to pay recurrent capital costs unless they will increment to the project and the reluctance to advance funds to communities without performance securities also affect the participation of smaller community organizations.

2.5.3 Issues in Disbursement

- (a) Bank policies and borrower country regulations do not always permit quick and timely disbursement of small amounts of funds to individuals or groups at local levels. The opening of a second Special Account or the withdrawal of funds from such an account to a second account, even for a short period of time for purposes of community related disbursements, is restricted.

2.5.4 Mechanisms Increasing Accountability

- (a) There is inadequate guidance on incorporating measures for accountability and transparency in the use of funds. Since community related procurement is a

fairly recent development, task managers are not always familiar with effective mechanisms and cannot find adequate support or guidance in such matters.

- (b) The Bank is yet to develop standards and formats for supervision, monitoring and evaluation of projects sensitive to community related procurement and disbursement.

2.5.5 Institutional Aspects

- (a) Inadequate skills on the part of project designers in community related procurement and disbursement are cited as an issue. This includes the lack of sensitivity to the special requirements of projects with community participation as well as the lack of familiarity of project staff with even existing Bank policies and procedures.

- (b) Inadequate institutional capacity of project execution or implementing units, absence of specialized project staff, and lack of focus on community related procurement and disbursement have been identified as contributing factors.

- (c) There is need to record and maintain information in a more systematic and accessible fashion on aspects related to community related procurement and disbursement in project documents.

2.5.6 Borrower Related Issues

- (a) The impact of national regulations on procurement and disbursement in general, and therefore on community related procurement and disbursement is another issue. Some national regulatory provisions conflict with Bank policies. When procurement and disbursement are subject to both Bank policies and borrowing country regulations and institutional arrangements, the resulting bureaucratic processes can impede implementation of projects. The borrower's reluctance to decentralize fiscal control also affects community related

procurement and disbursement. Lack of familiarity of borrower country officials with Bank policies is another dimension.

- (b) Lack of counterpart funds is a persistent problem which has impeded both procurement and disbursement in a large number of projects examined for this study. The issues discussed here need to be addressed appropriately if community related procurement is to become an effective tool for development. Recommendations on how the Bank might be more supportive of community related procurement and disbursement are suggested subsequently. (Gopal 1994)

2.6 Why Participation and What are the Obstacles?

2.6.1 Group and Individual Development Approach

Participatory projects include one or more components or elements of group formation and action but not exclusively: many development activities will continue to emerge from individual initiatives and incentives, in the areas of such projects. Group formation/activity is thus not the exclusive solution or panacea for achieving certain development objectives. Groups can be instrumented to (better) meet certain but not all needs and/or to (better) perform certain functions. Group formation should of course never be compulsory or a sine-qua-non condition, but spontaneous and voluntary. Freely formed, well-performing groups are "contagious" and have a beneficial spread effect.

In sum, "individualistic" types of involvement in project formulation and implementation can work satisfactorily in various instances. However, it is by now well realized, that only through group approaches the large numbers of marginalized rural people can be "reached" effectively by the government and other organizations. There is also overwhelming evidence that the predominantly "individualistic" approaches largely applied by conventional development agencies, bring benefits mostly to the better-off-people. For the types of projects supported by FAO, ILO, WHO and (pre-) investment agencies, group approaches are normally also more cost-effective.

A problem occasionally raised is how "individualistic" people and societies can be motivated for group-wise development efforts. It is erroneously observed that the propensity for group action amongst disadvantaged rural people is significant for social but not for economic development purposes, unless there is a strong and evident incentive (e.g. group credit, irrigation or marketing). However, firstly the economic and social actions of the rural poor are mostly still very much interwoven and less compartmentalized as in modern societies. Secondly, the participatory approach builds wherever possible, upon numerous traditional and other forms of cooperation and groupings found amongst the rural poor including those living in so-called "individualistic" societies. For example, individual profit making makes less sense in traditional societies where profits are to be shared by larger kinship groups. Finally, the activities of group members can take the form of group or individual production or a combination of these: individual operation but a sharing of common facilities, joint input-purchasing and/or marketing.

Although the participatory approach has certainly not a narrow focus, it is specifically meant for the economic and social development of the rural poor and thus does not cover in a strict sense wider form of people's participation such as community participation. The latter reference to the involvement of the entire population of a village or community in the planning and implementation of a project and is thus not target-group specific. Such "holistic" forms of people's participation are certainly required for air-based operations which affect all inhabitants like environmental protection, soil and water conservation, provision of physical, economic and social infrastructures (civil works) and irrigation, sanitation and health schemes. It is also clear that the groups formed under the participatory project approach can considerably facilitate and widen community participation.

2.6.2 Arguments for Beneficiary Participation

Various foregoing points highlight that the participatory approach gives advantages to the rural poor as well as to the agencies which implement or support a project. The main reasons are the following:

1) Coverage: to reach and involve on a wider scale the disadvantaged rural people through institution building, that is the creation of adequate "receiving" systems at the grassroots level as well as of corresponding "delivery" systems;



- 2) Efficiency: to obtain a cost-efficient design and implementation of a project. The beneficiaries will contribute more in project planning and implementation by providing ideas, manpower, labour and/or other resources (cost-sharing). Consequently the project resources are used more efficiently;
- 3) Effectiveness: the people involved obtaining a say in the determination of objectives and actions, and assist in various operations like project administration, monitoring and evaluation. They obtain also more opportunities to contribute their indigenous knowledge of the local conditions to the project and thus facilitate the diagnosis of environmental, social and institutional constraints as well as the search for viable solutions;
- 4) Adoption of innovations; the beneficiaries can develop greater responsiveness to new methods of production, technologies as well as services offered;
- 5) Production: higher production levels can be achieved while ensuring a more equitable distribution of benefits;
- 6) Successful results: more and better outputs and impact are obtained in a project and thus longer-term viability and more solid sustainability. By stressing decentralization, democratic processes of decision-making and self-help, various key problems can be better solved, including recurrent costs, cost-sharing with beneficiaries as well as operation and maintenance;
- 7) Self-reliance: this broad, ultimate objective embraces all the positive effects of genuine participation by rural people. Self-reliance demolishes their over-dependency attitudes, enhances awareness, confidence and self-initiative. It also increases people's control over resources and development efforts, enables them to plan and implement and also to participate in development efforts at levels beyond their community;
- 8) Supporting institutions like UN agencies and NGOs can fulfil better their mandates: e.g. for FAO the WCARRD mandate.

2.6.3 Constraints of Participation

These are mainly the following:

- 1) The political conditions/power structures of the country and the project area. These may vary in different forms and degrees from a decentralized, laissez-faire and/or free enterprise system to a fully centralized, strongly planned and/or controlled one. They may vary furthermore in regard to their degree of stability. Accordingly, widely differing situations can be found ranging from full support of the central and/or local

government with the participation of the poor to indifference and hostility versus this approach.

2) Legislative obstacles. In various countries freedom of association either does not exist or only formally; in the other ones where the right of association, including of small farmers, labourers, etc., is recognized in the laws, the labour legislation is inadequate and/or scarcely applied in practice. Under the influence of vested interest groups the laws might further be interpreted and/or applied in such ways that (part of) the rural poor are prevented from organizing themselves.

3) Administrative obstacles. Centralized public administrative systems that control decision-making, resource allocation and information, may ostracize participation. The staff in such structures frequently disdains people's involvement. Also complex, bureaucratic procedures impede genuine participation as well as one-way, top-down planning performed solely by professionals; the same can be said of rural development planning done in urban centres and hardly based on need assessments in the field.

4) Socio-cultural impediments. A serious obstacle is the widespread mentality of dependence, a sense of frustration as well as distrust in officials among the low income rural people. The latter are frequently dominated by local elites to whom they have to leave key decision-making. All this forms part of the "culture of poverty" of the silent, excluded majority for whom survival is the sole aspiration. Furthermore, the poor form a heterogeneous "group": there are various categories with class, caste, tribal and religious differences and also with different interests, needs, access to resources as well as potentials. Accordingly, also participation must be planned and promoted according to different local contexts and factions.

5) Other impediments are: the isolation and scattered habitat of the poor, their low levels of living and heavy workloads especially of the women. Furthermore, their weak health conditions, low level of education and of exposure to non-local information, ignorance of their rights to self-organize groups and lack of leaders and know-how to move in this direction in order to promote their interests.

Some constraints of implementing and supporting agencies are the following:

1) There is often pressure from the side of implementing institutions and/or of supporting government or donor agencies to produce visible results quickly: quantity of funding and results prevails over quality. Unlike tangible physical infrastructure

works and production outputs, most of the arduous participatory effort remains less visible and measurable as they have to focus - prior to concrete productive actions - principally on training, changes of attitudes and fostering of awareness of local needs and potentials.

2) Many implementing agencies are designed for centralized planning, decision-making and implementation; such set-ups do not favour participation.

3) There is usually a lack of skilled staff to promote participation. It is indeed often problematical to find well-motivated and capable animators for group formation and action. And yet the latter is the key women and men to make a project successful as they live and work directly with the intended beneficiaries. Most participatory projects obtained, however, eventually well-performing group promoters (in various instances from the extension field staff), also through effective training.

Most of the above listed possible obstacles can gradually be overcome as evidenced by practice in many areas. However, the list indicates that for determining the form and degree of beneficiary participation the environmental, economic and social context of a project must be fully taken into account: participation is a site- and project-specific process. Moreover, starting such a process may provoke various predictable but also unanticipated reactions on the side of the intended beneficiaries and also of the local officials and better-off who may see it as threatening their vested interests.

2.7 Strategies to Promote Participation

- **Constraints**

The main constraint of genuine participation is the political will to promote this in a country or project area. This basic problem can be overcome by means of various strategies at international, national and lower levels. The strategies should all aim at informing, sensitizing and motivating various categories of key persons in one way or another involved with rural development efforts such as: (a) politicians and governmental policy- and decision-makers; (b) the top and other staff of government, UN and donor agencies as well as of NGOs; (c) the (field) staff of development projects; and (d) the elites and better-off people in rural areas.

The practical outcome of the strategies must be that politicians, officials, experts and elites become motivated to accept, support or at least tolerate effective forms of

participation of the disadvantaged rural people of development. For this purpose it will be of course very useful to demonstrate the experience and successful results of (pilot) participatory projects like the FAO/PPP and their great benefits for the rural poor .

Various possible strategies, of which some are described in a recent PPP review paper (McKone: 1989), follow briefly hereunder. It is difficult for certain strategies to indicate precisely who should do what, when and in which way. For each strategy this has to be planned according to its concrete scope, target groups, location, timing, technical collaborators and materials needed, costs, etc.

- **Sensitizing Governments**

Politicians, top decision-makers and planners, etc. need to be convinced of the necessity to incorporate participation in rural development policies, plans and programmes. This can be and is done in many ways e.g. by:

- 1) organizing ad-hoc conferences, seminars and missions. These are so far occasionally arranged by UN bodies, donors and NGOs. An example of an interesting huge effort with wide impact is the FAO WCARRD Conference and its on-going follow-up Plan of Action under which so far several missions and other activities were carried out,

- 2) Inviting key government officials in field trips and workshops of participatory projects and also in inter-country workshops dealing with participation issues;

- 3) using mass-media and audiovisual: distributing and showing of concise promotional materials: pamphlets, slide shows, films, etc.

A number of actions indicated in the following strategies will also have direct or indirect sensitizing effects on top government officials.

- **Promoting policy dialogues**

Promoting dialogue between key officials, planners and decision-makers of national and international development agencies at the country level is important. The latter may include one or more UN bodies, international and regional development banks, donors, aid consortia and voluntary organizations such as international NGOs. They could encourage, organize and/or participate in policy dialogues with selected governmental agencies in order to obtain rural poor-oriented economic and social policies and institutional arrangements that are required for participatory projects. The dialogues may indicate the need for a different strategy as no government is

monolithic: certain government agencies may be participatory development-oriented while others may be still rather cheap-down, centralized, bureaucratic and/or technocratic.

The most important policies required for participatory development regard appropriate legislation for rural people's organizations including full freedom of association or group formation as well as the reorientation of the delivery system, in particular the extension services, towards the needs of the rural weak.

The other special policies required include full integration of women in development, decentralization of decision-making, planning and resource allocation, rural poor-oriented input supply, extension, credit and marketing, enhancing non-agricultural income-generating activities as well as just fiscal and pricing systems.

In sum, projects and programmes cannot be implemented with effect (full) beneficiary participation before a minimum of certain favourable national policies have been (or are likely to be) adopted in a country.

In order to obtain strength in policy dialogues, the participation and concerted action are needed of all national and international development organizations which strive to combat rural poverty. In fact, international agencies as well as NGOs can influence a country's policy and institutional framework for effective poverty-alleviation.

Finally, the strategy of promoting dialogues between government agencies and NGOs appears to be particularly useful. FAO, UNDP and other UN agencies are now becoming quite active in this direction; they have also created special units for dealing with NGOs.

- **Promoting the planning and implementation of participation in large-scale projects**

In a project cycle various institutions are involved such as one or more government agencies, international development, funding and/or donor organizations, NGOs, etc. The lack of understanding, sympathy and/or experience regarding participatory projects of one or more of these cooperating institutions often makes it particularly difficult to render a project or at least some of its components participatory. The institutions involved may have different, e.g. Predominantly macro-economic and/or technocratic views and approaches regarding rural development efforts. Furthermore, experience of how to attain effective beneficiary participation may be lacking as the country's projects are either not participatory or do not properly monitor and evaluate beneficiary participation.

There is thus a wide scope for strategies to motivate officials, project planners and implements through, among others, the following methods:

- meetings and field workshops at various levels
- periodic informal exchanges of views
- briefing sessions and documents on participatory development
- the inclusion of participatory experts in mission teams
- incorporation of participatory issues in the terms of reference of identification, preparation, appraisal and evaluation missions
- provision of background materials on on-going participatory projects and/or visits to the latter, if any, in a country.

A direct result of the above actions will be that project planners become convinced that participation must be included from the very beginning in all stages of the project cycle. This implies in practice, that they see the urgent necessity and importance to start with the intended beneficiaries on their needs and desires by means of pre-project identification or reconnaissance missions.

- **Systematic sensitization**



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The sensitization of the traditional, administrative and other influential leaders in the project area and higher levels.

Practice shows that the support of village leaders is crucial for a participatory project. Many villages, especially in Africa, still form very traditional communities which have a closely knit social system of clans, lineages and extended families. The indigenous chiefs are powerful and "their" poor people over-dependent upon them. Will such chiefs give their consent and support for a project specifically designed for the poorer people? The required support, advice and assistance from the elites is indeed often important. In many cases, local chiefs and elders are prepared to support project actions for rural poor groups as well as for the delivery of the required services and facilities to these groups.

In order to obtain their support, the local traditions, administrative and other influential leaders in the project's entire action area have to be systematically sensitized and motivated beforehand on the participatory project approach through meetings, initiation workshops and other actions. The local leaders have to become convinced that it is in their own short- and long-term interest to support the project: the latter yields viz. economic and social benefits also to the better-off inhabitants.

The sensitization campaign (s) must be projected area-wide so that it becomes more difficult for non-favourable village and other leaders to oppose the project's special attention to disadvantaged villagers.

Finally, the sense of administrative and local leaders involved in a project is also realized through on-going participatory training.

- **Increasing support**

The increasing support of donors and development agencies and banks for participatory projects. Efforts to obtain this support aim mainly at the following:

- to convince donors and agencies which support participatory projects, to continue this assistance until they yield sufficient successful results for demonstration to governments;
- to insist that donors, development banks and agencies will only support a project if a participatory approach is incorporated in it;
- to attain more assistance to developing countries for participatory projects on a large scale up to the point of creating a critical mass.

For these wide scopes donors as well as international development agencies and banks should participate in, initiate and/or organize various of the earlier proposed promotional actions such as policy dialogues, seminars, field workshops and visits to participatory projects. It will be crucial to show the actions and results of participatory projects also by means of good monitoring and evaluation systems. Moreover, case studies on the benefits and cost-effectiveness of participatory projects as well as promotional materials will be quite helpful.

(McKone: 1989).

2.8 Identification of Project Areas, beneficiaries and Their Needs

For an efficient development strategically poor and "better-off" rural areas need to be demarcated in a country. An area is poor when it presents (part of) the following conditions: poor physical resources, lack of physical infrastructure, of trained manpower and of basic services and facilities, inequitable land tenure conditions, production levels below potentials, administrative backwardness, , institutionalized forms of oppression and exploitation of the poor, and/or lack of people's participation in local decision-making.

For the identification of poor areas, data regarding some of the above key criteria may be obtained by means of rapid rural appraisal methods, while information on other ones is mostly hard to collect in a relatively short time span. Other reasonably precise criteria could be applied more quickly in most countries.

2.9 Post Tsunami Reconstruction with Beneficiary Participation

Beneficiary participation in decision-making and local ownership results in effective post tsunami housing and other projects launched island wide. This belief has played a central part in the shift in institutional strategies from supply-driven to demand-driven approaches, which respond to the felt needs and aspirations of users, especially the poor. However, quantitative evidence of the efficacy of participation in determining project effectiveness, relative to other factors, has been missing. The present study is a step toward filling this gap. It is based on multivariate analyses of data derived from evaluation reports of 121 rural projects implemented by different agencies around the world. The project reports were supplemented by in-depth anthropological and sociological studies and by other project reports received after data analyses had been completed.



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The Livelihoods Development Team working together with the villagers of Rekawa in Tangalle Divisional Secretary's Division, Hambantota District, and Southern Province, Sri Lanka. This study is based mainly on information generated by the villagers in the course of Participatory Appraisal sessions in which the villagers shared their experiences. The appraisal sessions were conducted from the 17th October to the 25th October 2005. The Team worked with 20-30 volunteers from the village, representing 536 families.

The following are some proposals, which emerged in the course of the appraisal, as means capable of alleviating the state of poverty. Among them are: the development of lagoon fishing, eco-tourism, homestead gardening, the establishment of rural banking facilities, distribution of fishing gears, equipment and iceboxes for the families who yet remain non-recipients of such assistance. The detailed proposals are contained in the report, which follows.

The efforts to induce participation as a means to create effective rural housing, and water and sanitary systems to build the local capacity to manage them. The beneficiary participation can be brought about in several ways: directly, through participation in decision-making; indirectly, through leaders; or through representation on committees or boards. Participation of beneficiaries can be facilitated through extension workers, local government units, nongovernmental organizations (NGOs), and the private sector. Many factors influence beneficiary participation, including the immediate and broader policy context; client characteristics (including felt need); and agency characteristics, such as flexibility, responsiveness to clients, and willingness to invest in the sound organization of communities.)

This post tsunami study specifically addresses the following questions:

- Does people's participation contribute to project effectiveness?
- How important is this contribution, relative to other factors?
- What factors and strategies influence participation in collective action?
- What are the lessons for the design of large scale projects?
- What are the implications for policy reform?

It examines the contribution of participation to project outcomes and studies the robustness of the relationship by controlling for other determinants of project success.

After establishing the importance of beneficiary participation, examines the determinants of participation itself, both project characteristics and beneficiary characteristics, and describes intermediate steps toward participation. The implications of the findings for the design of future World Bank projects and presents examples of some strategies now being used in recently designed local projects.

2.9.1 Factors affecting beneficiary participation

The greater participation is strongly associated with enhanced project performance. Creating greater levels of beneficiary participation in projects is therefore an important goal, but participation cannot simply be mandated. It is the result of decision-making rules that affect the incentives and interactions among beneficiaries,

within agencies, and between beneficiaries and agencies. Two questions are particularly important to answer:

- Which elements of the participatory process are critical to producing beneficiary participation?
- What are the project, beneficiary, and agency characteristics that influence both these elements and overall participation?

This examine the statistics and case specific material on the factors that determine the level of participation. Three of those factors were found to strongly influence the participation of beneficiaries in projects:

- Demand for the services the project delivers
- Organization of beneficiaries
- Autonomy and client-orientation of the implementing agency.

The evidence on the degree of participation elicited in the projects; this section examines the relationship between overall beneficiary participation and specific elements of the participation process, such as agency responsiveness and beneficiary commitment. Another section looks at those characteristics of projects, agencies, and beneficiaries that are associated with greater benefits from participation (for both beneficiaries and agencies), and thus reduces high levels of participation.

Participation in decision-making evolves over time, with feedback loops; it is therefore a nonlinear process. For example, if the initial interaction between agencies and beneficiaries is positive, beneficiaries are more likely to attend subsequent meetings. If a series of such interactions are positive, then trust is established among the groups. Data from the purely ex post facto evaluations cannot, of course, capture the full flavour and complexity of this evolutionary process, so this chapter weaves together narrative case material and statistics to present a more comprehensive explanation than could be achieved with the data alone.

2.9.2 Degree and Elements of Participation

The rhetoric far outstrips the practice of participation, as analysis of 121 projects shows. Seventy-nine percent of the projects were rated low or medium in overall beneficiary participation; only 21 percent received high ratings. The situation was worse for women's participation: 83 percent of all projects had low or medium ratings in this category. Even nongovernmental organizations, often assumed to be participatory by definition, are not necessarily so. A recent in depth study of thirty NGOs in Latin America found that a majority of them scored low or medium on participation (Carroll 1992). Given the apparent difficulties in achieving high levels of participation-and given participation's critical importance in achieving project effectiveness-it is important to identify the determinants of participation.

For example, achieving local control and ownership is not an all-or-nothing phenomenon. Because it changes over time and interacts with participation, it could be considered either a subset of participation or an intermediate outcome, which affects participation. Nonetheless, those who want to induce the participation need to know which key intermediate steps (or elements) indicate a healthy process of participation, without implying causality.

2.9.3 User Investment in the System

Willingness-to-pay studies are an important means of assessing demand, and their results are used in designing projects. What people in individual communities actually pay for up-front capital costs or operation and maintenance can be judged only when implementation begins, however. The commitment to "put your money where your mouth is" on the part of users marks an important intermediate step to achieving overall participation.

2.10 Relationships between Beneficiary Participation and its Determinants

2.10.1 Extent of Local Control

When outsiders induce collective action, participation can be facilitated to the extent that control and ownership of rules, regulations, and property becomes local. An inhibiting factor is the degree to which collective action is controlled and commanded by the external agency (Bromley and Cernea 1989; McCommon, Warner, and Yohalem 1990; and Donnelly-Roark, 1987). People are more likely to undertake collective action when it directly increases their access to natural resources.

The study asked three questions to address the issue of control and autonomy of the water system organization to ensure that the slight semantic differences did not produce false results in the quantification process:

- To what extent did control and ownership become local, that is, to what degree did decision-making and financial responsibility reside in the community rather than in the external agency?

In most developing countries, public sector agencies provide rural infrastructure. Poor public sector performance has led to a widespread search for institutional alternatives and means to increase the accountability of the public sector. In the rural water sector, the search has been for strategies to increase users' "exit" and "voice" options and to restructure the sector so that suppliers have incentives to match the demand of users.

The problematic issue therefore is not technology and construction but rules and regulations-institutions-and organization. The first challenge for agencies is to create an incentive for staff to work in partnership with hundreds of communities. The second tasks for agency staff are to enable communities to make informed choices, organize themselves, initiate collective action, and manage and choose from a menu of water supply options (technology and management) that the agency offers.

Although the agency task has changed dramatically over the years, that fact has seldom been recognized or acknowledged by the agencies themselves. Hence, the

agencies and their competency, organization, structure, and management-by-blueprint style have remained largely the same. The mismatch between the task and the mandate, ability, and competence of the agency has resulted in many unsuccessful government attempts to induce participation. The key question, then, is: How can organizations change to induce participation in collective action?

The three characteristics just discussed describe important elements of participatory projects. Beneficiary participation is nearly always associated with users paying part of the investment costs, with control of the project becoming local, and with an agency that is responsive to client needs. But although these characteristics (user investment, local control, and client-responsive agencies) describe the elements of the participation process, they do not cause participation. The next section goes one step further. It addresses those characteristics of projects, agencies, and beneficiaries that are associated with these participatory elements and with particular participation outcomes. In other words, it looks for the determinants of participation.

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All major decisions concerning project components were made by the World Bank, central government ministries, and other donors. Communities could not choose whether they would receive improved services; what service level they would receive; or how they might maintain their water system. Management decisions were made by the communities after construction, but within the framework established by the government.

Local management was integral to the government's strategy, yet there was no local control in the design or decision-making process. The guidelines and plan of action for project implementation, including dates of village visits, were developed far in advance, without community input. Committees were established despite the fact that the committee structure had been tried and had failed in earlier projects. The CWAs took a lot of work and time to establish, yet representatives received no pay and, in some cases, no supervision, support, or training.

Incentives for local government officials and committee members to cooperate were low. It was often difficult to convince the mayor and communal authorities adopt national policies and undertake the plan of action for the establishment of user groups

and associations. Communal authorities did not accept the principle that users should pay, or that they should be required to pay in advance. Local government officials did not want outsiders to interfere in communal mobilization; nor did they respect elected committee members.

In addition, the project structure was complex, with seven different funders often disagreeing over project components. Reaching consensus on an approach to community management took more time, under difficult communication conditions.

2.10.2 Determinants of Participation

Participation is not without costs. It requires the time and skills of beneficiaries, agency representatives, and project employees. From the agency point of view, participation increases uncertainty in project design, and it often delays physical implementation. From the client viewpoint, in addition to time, costs include not only time but outlays of cash and perhaps even social costs, such as altered conflict and changes in leadership. However, as experience proves and statistics show, participation occurs because it brings benefits to clients.

Since participation is the result of decisions by individuals (members of communities, local leaders, agency employees, and government officials, for example), it is more likely to occur when the net benefits to the involved parties are perceived to be high. As a matter of arithmetic, the net benefits to potential beneficiaries of water projects are high when either the benefits are high or the costs are low. For agencies the perceived net benefits of participation depend on the internal structure and incentives of the agency, and especially on how the agency views its objectives.

The net benefits of participation to agencies and clients were assessed for each project when the evaluation reports were coded. Net benefits were strongly associated with the observed level of participation. Indeed, it would be unsurprising to find a perfect correlation if the net benefits could be perfectly observed; but for ex post evaluations to identify not only the degree of participation but also the net benefits suggests that those benefits are associated with observable characteristics of any given project, including some within the influence of policy.

The net benefits of participation should be a function of all the users and agency determinants of participation; to test that conclusion, a multivariate regression of net benefits was conducted on the determinants of participation. Strikingly, only two factors, one relating to beneficiaries and one to agencies, emerged as significant determinants of the overall net benefits of participation. These factors were a demand or prior commitment of clients and the extent to which beneficiary participation was an agency goal that was monitored and evaluated and for which agency staff were rewarded.

Beneficiary participation can be elicited in a wide variety of political, economic, and social contexts, then, so long as incentives exist at both the agency and the community levels, and agencies send strong signals to staff about the importance of generating and supporting beneficiary participation in decision-making.

The findings on net benefits and important elements of the participatory process suggest that three classes of factors will be important influences of the level of participation. The strength of demand for the project (that is, the perceived benefits by potential clients) will determine the benefits of participation. Intensity of demand will be determined by such factors as alternative sources of water and the cost and type of proposed water improvements. The close relationship between demand and participation is evidenced by the strong association between participation and user payments, which at least to some degree must reflect underlying demand.

The second set of factors that determine participation concern the beneficiary capacity for organization, which influences the costs to a community by organizing for effective participation. The existing strength of organization and leadership, the skill and knowledge of clients, the degree of consensus on objectives, and other local factors determine whether, for a given level of potential benefits of participation, the community will mobilize. Control can become local only to the extent that clients can and do mobilize to take control.

The third set of factors that determine participation is the client-orientation of the agency, including whether the agency has sufficient autonomy to incorporate

participation as well as whether agency goals are determined by client satisfaction or by some other, physical indicator, such as production targets. The responsiveness of the agency, a crucial element of participation, depends heavily on the extent to which the agency has incentives to meet client needs.

2.10 Demand

Despite espousing participation and demand as important criteria, staff in most projects did not cease efforts in those instances when communities were clearly indifferent to what the project had to offer. In general, government agencies were more reluctant to walk away than NGOs.

The proclivity to proceed even in the absence of community interest is well illustrated in a World Bank project in the Mwanza region of Tanzania, which had as a prime objective "full participation of villages in all project activities." Once the project began, the demand for the wells turned out to be low; no requests had been received from villagers twelve months into the life of the project. Nevertheless, the detailed yearly targets for well construction drove the project; construction crews eventually did everything themselves so that implementation of the project would not be "handicapped" (Therkildsen 1988). Echoes of this story are heard all over the world. A recently completed review of a Nigerian government project revealed similar happenings (Boerma 1993).

An important innovation—a system of application forms—is now being used to sidestep political pressure and to help ensure a demand orientation. The procedures require communities to request and fill out application forms and to meet certain conditions before the external agency will commit itself to a partnership with the community. This system has been tried effectively in several projects in Indonesia, Paraguay, and Swaziland, and it is being employed increasingly for World Bank projects.

2.11 Summery

World Bank experience suggests that "projects tend to be more sustainable and yield higher returns when they involve those they are intended to help"

According to the ILO, the Civil Programmes that involve with beneficiary participation has fallen two major categories of Relief Programmes, Self-help, Employment generation, the Asset generation.

As Elizabeth Stock (1996) explains there are many benefits that community can obtain by executing labour-based programmes. Such as cost-effective alternatives, temporary employments, inject cash into the local community, labour-based maintenance system, transfer knowledge to community, environmental advantage, encourage development of local industry

Bernard Van Heck (2003) has categorized the type of participation as Induce Involvements, Transitory Mobilization for Community Development and Group Formation. Also he has identified many constraints on participation. Such as political conditions, legislative obstacles, administrative obstacles, Socio-cultural impediments, etc.

According to the World Bank report on “World-Bank Financed Projects with community Participation”, the policy framework for community related procurement and disbursement, the design and implementation of community elated procurement and disbursement generates a number of concerns or issues. Also it has highlighted the inadequate skills on the part of project designers in community related procurement and disbursement and this includes the lack of sensitivity to the special requirements of projects with community participation

At the World Bank report (1995) has stated that “Creating greater levels of beneficiary participation in projects is therefore an important goal, but participation cannot simply be mandated. It is the result of decision-making rules that affect the incentives and interactions among beneficiaries, within agencies, and between beneficiaries and agencies” at its sub chapter on factors effecting on beneficiary participation.

3. RESEARCH METHODOLOGY

Research can be formulated in certain ways depending on the objectives as indicated in the research problem. Many research activities help to categorize the approach in terms of the research into three ways, namely exploratory, descriptive & explanatory (Saunders, et al, 2000).

This chapter will provide a detailed idea about how the research will be conducted and methodology which was used. This includes the purpose of the research, research approach, research strategy, selection of samples, data collection methods and data analysis approaches.

3.1. Research Purpose

The purpose of research is to discover answers to questions through the application of scientific procedures. The main aim of research is to find out the truth which is hidden and which has not been discovered as yet. Each research study has its own specific purpose (Kothari, 2008).

Interpretive, or the qualitative approach, is a way to gain insights through discovering meanings by improving our comprehension of the whole. Qualitative research explores the rich, depth, and complexity of the phenomena. Qualitative research, broadly defined, means "any kind of research that produces findings not arrived at by means of statistical procedures or other means of quantification" (Strauss & Corbin, 1990).

Qualitative studies are tools used in understanding and describing the world of human experience. Since we maintain our humanity throughout the research process, it is largely impossible to escape the subjective experience, even for the most seasoned of researchers. As we proceed through the research process, our humanness informs us and often directs us through such subtleties as intuition or 'aha' moments. Speaking about the world of human experience requires an extensive commitment in terms of time and dedication to process; however, this world is often dismissed as 'subjective' and regarded with suspicion. This paper acknowledges that small qualitative studies are not generalizable in the traditional sense, yet have redeeming qualities that set them above that requirement (Mayers, 2002).

Table 1 Research Methodologies

<u>Types of Research</u>			
Based on Inquiry	Based on Purpose	Based on Method	
* Rationalistic	* Basic	* Historical	
* Naturalistic	* Fundamental	* Descriptive	
	* Developmental	* Qualitative	
		* Case Study	
		* Content	
		* Ethnography	
		* Quantitative	
		* Survey	
			* Cross Sectional
			* Longitudinal
			* Trend studies
			* Cohort Studies
			* Parel Studies
		* Correlation	
		* Casual Comparative	
		* Evaluation	
		* Formative	
		* Summative	
		* Experimental	
		* Field Experiment	
		* Quasi Experiment	

(Juliet, 2002)

In the times researcher may find it impossible to formulate a basic statement of the research problem, exploratory research is used to develop a better understanding (Hair, et al, 2003). Exploratory study is a valuable means of finding out what is happening, to ask questions, to seek new insights and to assess phenomena in a new light. It is particularly useful if researchers wish to clarify understanding of a problem. There are three principle ways of conducting exploratory research: Searching the literature, talking to experts on the subject, conducting focus group interviews (Saunders, et al 2000).

According to Guba & Lincoln (1994) there are two methods or approaches that are available to researchers – qualitative and quantitative.

Data collected in this research can be qualitative and quantitative in nature. In general as to what data collection approach to use depends on the research problem. This

study tends to use Qualitative method. The researcher will use structured questioners & in-depth interview through semi structured interview to collect information.

3.2. Research Approach

Statistical methods used in research approaches claimed to be either quantitative, qualitative or mixed (Creswell, 2003).

3.2.1. Quantitative Approach

Quantitative research is one in which the investigator primarily uses post positivism claims for developing knowledge (i.e., cause and effect thinking, reduction of specific variables, and hypotheses and questions, use of instrument and observation, and the test of theories), employs instruments that yield statistical data (Creswell, 2003).

3.2.2. Qualitative Research

Qualitative research is one in which the inquirer often makes knowledge claims based on constructivist perspectives (i.e., the multiple meaning of individual experiences, meaning socially and historically constructed, with an intent of developing a theory or pattern) or advocacy/participatory perspectives (i.e., political, issue oriented, collaborative or change oriented) or both. The researcher collects open-ended, emerging data with the primary intent of developing themes from the data (Creswell, 2003).

In this research, qualitative approach is done to explore the research topic. A detailed literature review was carried out to determine the factors effecting on successful beneficiary participation projects and what are the failure factors. It was reviewed after informal interviews with a few project directors and JICA and ADB project officers. Finally the questionnaire was prepared according to the factors identified as above literature review and preliminary interviews.

Information on RDA, Beneficiaries, and other external experts is adopting exploratory & descriptive studies to attain the necessary information as regards to the research. This approach will further help us to understand and describe the phenomenon. The study also describes events, situation and draw conclusions on data collected. Also the study seeks to clarify understanding of problems which the researcher is unsure of the precise nature of the problems to be investigated.

3.3. Research Strategy

According to Yin (2003) there are five primary strategies in the science of conducting research. Thus Experiments, Survey, History, Analysis of archival information, Case studies. Each of these strategies has a different way of collecting and analysing empirical evidence and can be used for exploratory, descriptive or explanatory research.

Since the limited time available for the completion of this research, the researcher only take the Construction phase of the project to analyse. It is the limitation of this research.

For the purpose of this study the survey method will be used & the prepared questioners will be distributed to the selected sample as described in the sample selection method. Also one to one interviews with Project Directors, Chief Engineers & policy makers will give insight to the expected outcome of this survey.

The secondary data obtain from the JICA and ADB projects for beneficiary participation (for PDP and PRP II projects) are analysed to understand the successful and unsuccessful projects and filter the raw data obtain from field surveys. While collecting the data, it has categorized according to the successful project or not. Those who completed the project within the budget (allow 20% of contingencies) and within the allocated time period were taken as successful projects.

3.4. Sample Selection

The samples were drawn from the projects funded by ADB and JICA for rehabilitation of internal roads of estates at 07 districts of the country. The sample was included with project management staff from RDA, Estate managers and other beneficiaries as participants. The researcher was careful to segregate the survey sample into following types shown below.

- Management staff –(RDA)
- Beneficiaries
 1. Estate managers
 2. Workers
 3. Villagers

3.5. Appropriate Survey Design

There are no best form surveys; each survey has its own advantages and disadvantages. The survey design consists of two major segments, namely the management staff and the Beneficiaries. Hence, the researcher selected the following sample size to conduct the survey.

Table 1 Sample Selection

Respondents Segment	Respondents	Representation as a %
Management Staff (RDA)	20	20%
Beneficiaries	80	80%
Total	100	100%

In this study, the management staff supervises the projects. And they are who estimate the individual projects and checking the quality control and process the payments. Beneficiaries who get the allocation from JICA or ADB and execute the project with participation of all benefitted parties.

Since some of beneficiaries can only understand one language, the questionnaire was prepared in three languages (ie. Sinhala, Tamil, English) for beneficiary party.

3.6. Method of Data Collection

After finalizing the sample, questionnaire was distributed to respondents by e-mail, fax. Some of the RDA officials and state management were interviewed personally with the questionnaire. A questionnaire was modelled so that it can easily understand to the relevant parties. Some questions were only given to management party, since only they can answer those questions. Therefore two types of questionnaires are given for the management and beneficiaries. But the research has tried to keep the both questionnaires identical as possible since it helps to do the comparison at analysing stage.

While collecting the data, it has noted down the receiver identification number. Hence it can filter the data came from successful project or not on the analysis stage.

3.7. Secondary Data

The secondary data will be captured from the following sources and summarized and interpreted in the data analysis.

- Data collected from the 'Plantation development project' and Plantation rehabilitation project II'.
- Institute of Engineers – library (Researcher is a registered member)
- Published articles and written reports in the library
- Newsletters
- World Wide Web: access previous studies.

3.8. Data Analysis and Interpretation

Qualitative studies carried out using tools understanding and describing the risk involved management experience, exposure and knowledge gained. The researcher tried to maintain the humanity throughout the interview process, as we proceed through the field research process.

A major strength of qualitative approach is the ultimate aim of the perspectives situation and to providing a well-written research report that reflect the researcher's ability to illustrate or describe the corresponding phenomenon. One of the greatest strengths of the qualitative approach is the richness and depth of explorations and descriptions of the project.

3.9 Summery

Qualitative approach is done to explore the research topic. A questionnaire was designed after having preliminary interviews with the Project Director and donor officials and literature review.

The questionnaires were distributed among the RDA officials, Estate managers and other beneficiaries are involved with the project. Data was collected through mailing, e-mailing and interviews.

The secondary data obtained from the project office also analyses to categorize the each and every project was successful or not. Accordingly the collected data was analysed.

4. DATA ANALYSIS AND DISCUSSION

4.1. Data Analysis

The process of data analysis begins after the data have been collected. The goal of most research is to provide good information for decision making and to see through beyond it. The purpose of this analysis is to bring in the raw data collected from the field/respondents of the rural road construction field must be transformed into information that will answer the researcher's questions.

4.2. Descriptive Data Analysis

The transformation of raw data collected from the field in a form that will make them easy to understand and interpret. Describing responses of the respondents and their observations is typically the first form of analysis done by the researcher. In the collection of data or the filled questionnaires, it has noted according to successful or unsuccessful project and filled party as beneficiary or management.

Data have analysed according to the mentioned categories as successful / unsuccessful projects and beneficiary / management respondents.

"All research ultimately has a qualitative grounding" (D. Campbell, 1976)

1. How frequently RDA staff visit to site

a. Successful Projects



Figure 1 Site visits by management party at successful projects

The successful projects has 70% of “once a week” site visits by management staff or otherwise they have supervised it ‘every day’ by 10% and “twice a month” by 20%. It can observe that the site visits have direct impact of the successful completion a project. At the site visits, beneficiaries able to receive more technical instructions and guidance from experience management officials.

b. Unsuccessful Projects

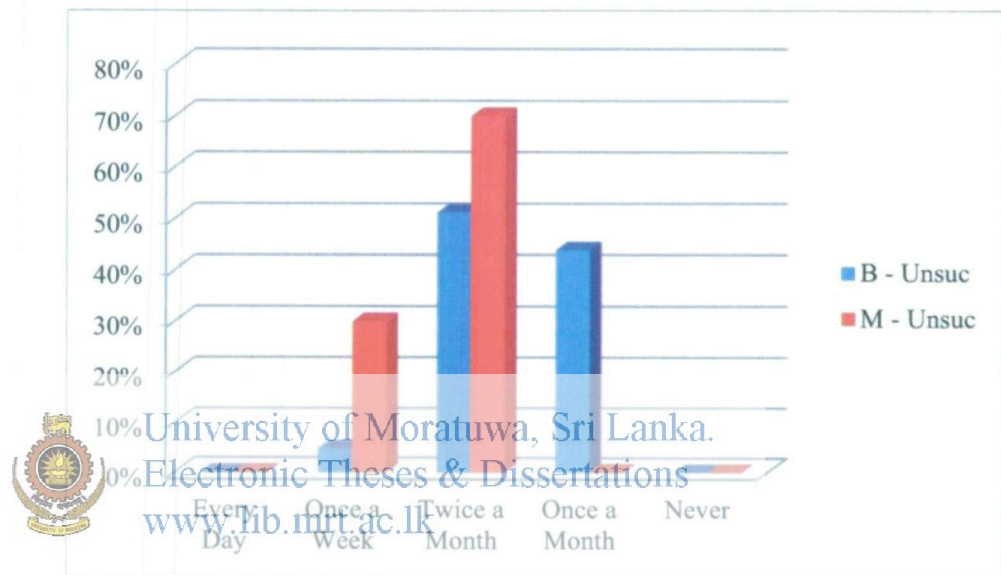


Figure 2 Site visits by management party at unsuccessful projects

At unsuccessful projects “once a week” hits only 30% according to management staff and 5% according to beneficiaries. More visits are concentrated on ‘twice a month’.

As per above tables it shows that the close supervised projects were more successful. The unsuccessful projects are more rated at twice a month and once month range. Therefore it’s clear that management visits have influence on successful projects.

Close supervision / visits is more required to keep the projects in a good phase, to maintain the quality and provide the necessary instructions at the correct time. This analysis shows the management staff visits on a regular basis will have an effect on successful completion.

2. Distance to site and How management staff travel to site

These two questions only forwarded to RDA staff

a) Average distance to the sites

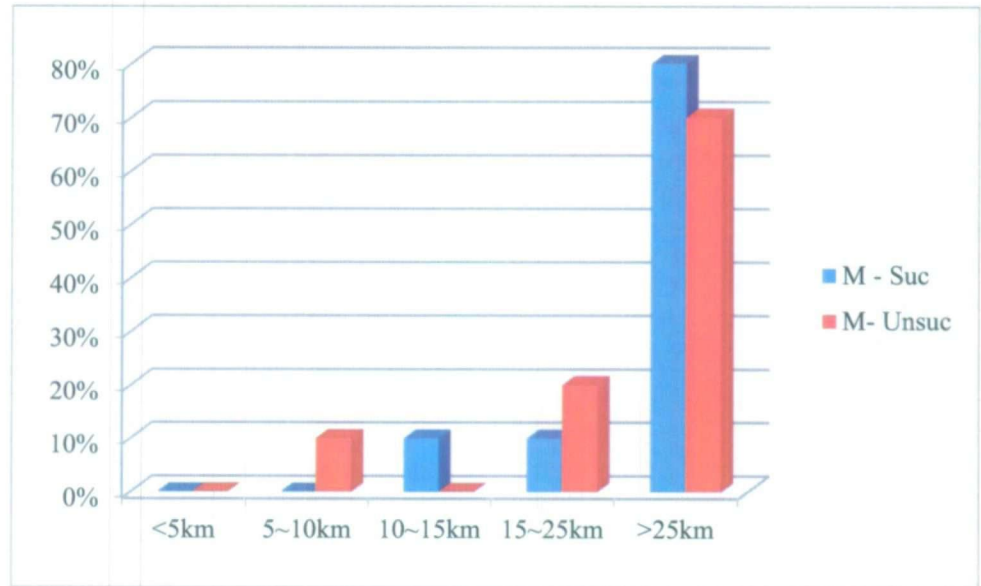


Figure 3 Average distances to travel

Even the management staff of successful projects or unsuccessful projects they have to travel a fairly large distance. 80% from successful projects and 70% of unsuccessful project management staff have to travel more than 25 km to reach their site.

b) How management staff travel to site

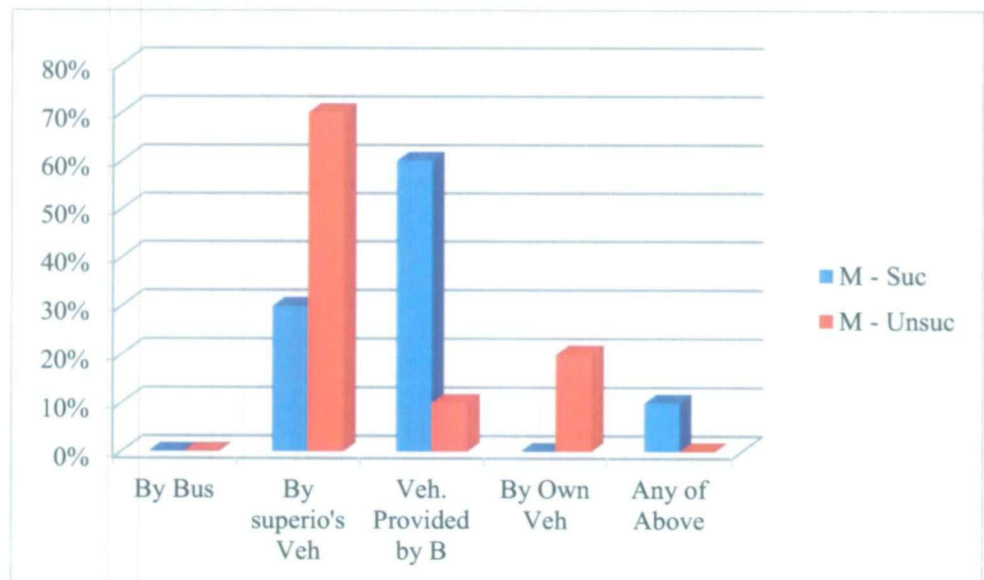


Figure 4 How management staff travels to site

60% of managerial staff from successful projects are rely on the vehicle provided by beneficiaries and 70% of unsuccessful projects management staff transportation depend on their superior's vehicle availability.

By analysing the above two responds, the management staff has to travel more than 25km to their respective sites. One way more than 25km is a fairly large distance to travel it will take considerable time to travel.

The successful projects, beneficiaries have provided transportation facility to visit the management staff to the site. And unsuccessful project management staff depends on their superior's vehicle. The superior's vehicle only he can release after his routing works. Therefore at unsuccessful projects, very rarely management staff can visit to the sites.

It can predict that of successful projects has good management – beneficiary coordination. Therefore according to the requirements they have mutually arranged their appearance to the sites.

By the data analysing of the site management staff visit to the sites for successful completion. And by data analysing no 02 shows the site distances and their transportation issue.

Therefore transportation arrangement for management staff for the site has a direct effect on successful completion.

3. Concreting Experience Enough to Carry out the Road Concreting Works

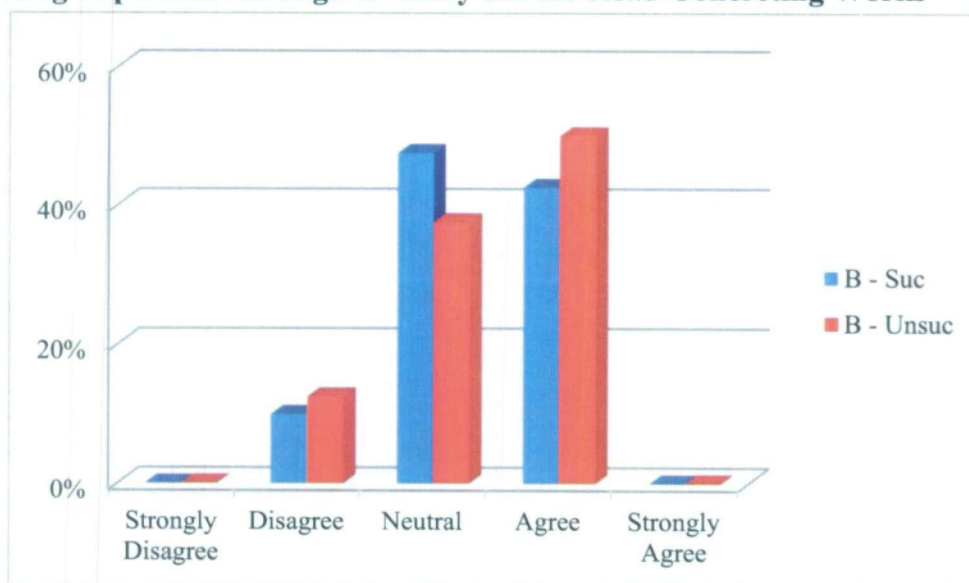


Figure Beneficiaries' concreting experience - By Beneficiaries

Even the project is successful or not the beneficiaries have some identical feeling on their capabilities. Only 10% are disagreeing with the statement. And about 50% have no clear idea about the question. The graph itself shows that they have some concreting experience, but its not fully cover the road experience.

Therefore some technical things may be loosed such as contraction joints, consideration of drainage problems, etc. This may be some over-estimating about them. Therefore this shows the necessity of management staff regular instructions and visits.

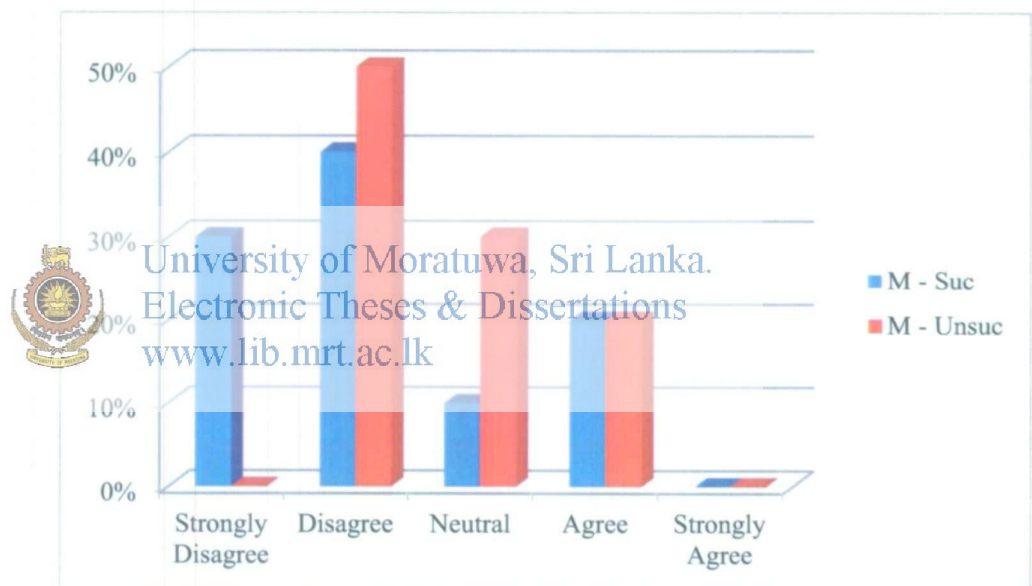


Figure 5 Beneficiaries concreting Experience - By Management Staff

This is completely different feedback from the management side compared to the respond get from beneficiaries. Only 20% agreed with this statement. The management staff already identified that the beneficiary has not enough experience of the road works.

Even it can observe that, management staff from successful projects has a very strong understanding than it of unsuccessful projects. To provide correct technical input, it's very important to understand the other parties capacity. Most of the management staff from successful staff has achieved that target.

By analysing above two responds it can conclude that beneficiaries have some overestimation on themselves or they are not up to the RDA requirements.

4. Beneficiaries have enough experience on Road Constructions

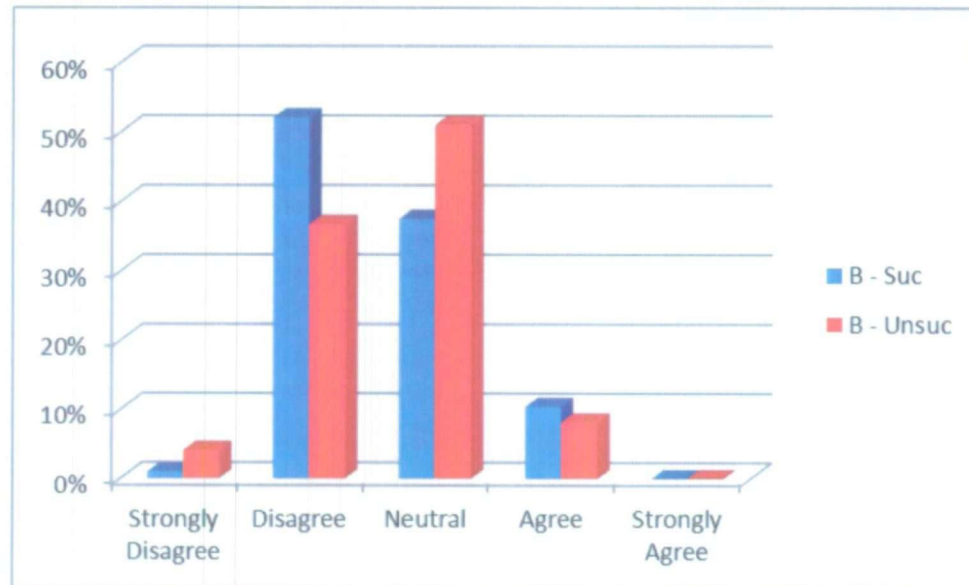


Figure 6 Beneficiaries' Road Construction Experience - By Beneficiaries

Only 10% from successful projects and 8% unsuccessful projects has agreed with the statement. This question is very close to the previous one. But the results are quite different from beneficiaries. Here the beneficiaries have agreed that they have enough experience on road works.

By combining the previous question it can predict that the beneficiaries were tending to take decision by them based on the concreting experience. This may result with roads with poor conditions and hence effect to the payments.

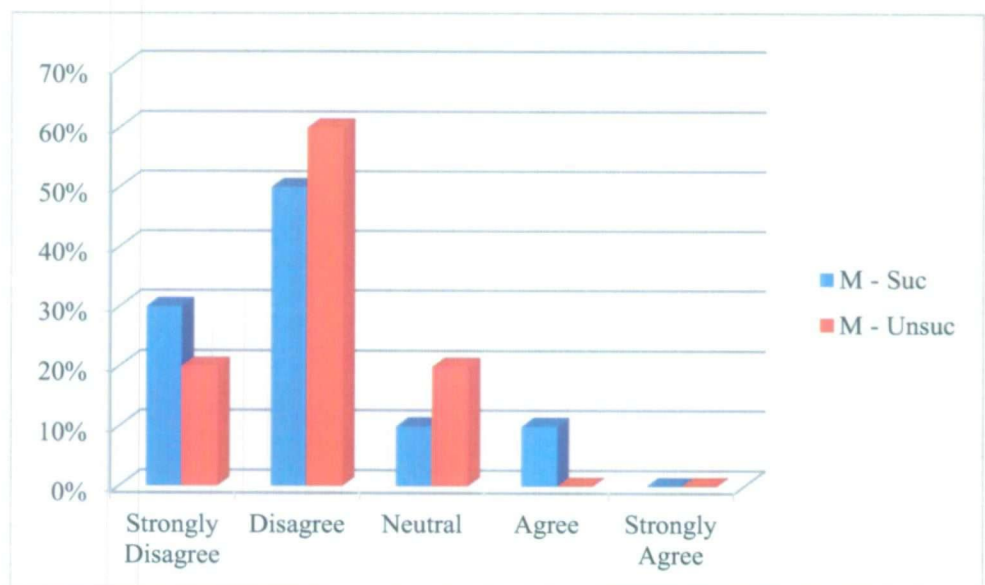


Figure 7 Beneficiaries Road Construction Experience - By Management

Only 10% of successful project management staff has agreed with the statement.

By analysing the above responds, both parties have accepted that beneficiaries have not enough experience on road constructions. As per the analysis no. 03 beneficiaries has believed that the concreting experience is enough for road construction. This may an overestimation on beneficiaries themselves. Therefore the information and details transfer regarding the scope of work may lack.

5. Technical Instructions Given at Regular Intervals

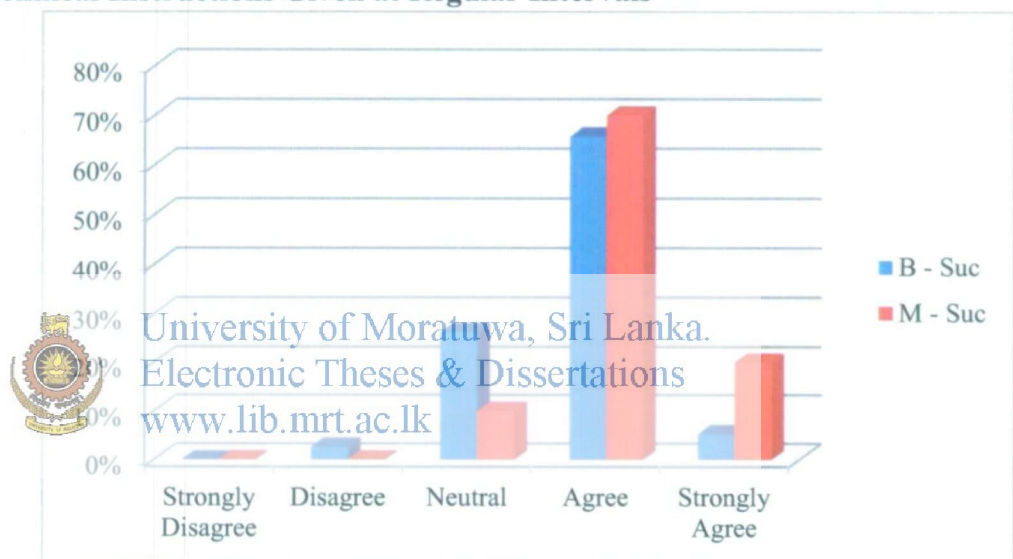


Figure 8 Technical Instruction given at Regular Intervals – successful Projects

The most successful projects have hit 65% and 70% on agreed and 5% and 20% on strongly agreed. Over 90% from management staff agreed on that they have given instructions at regular intervals and over 70% from beneficiaries are agreed that they have got enough instructions to cater their requirements.

This will give a notification that the technical instructions at regular intervals to the site will give better results. The delay will be minimum when beneficiaries get to know that what they have to do next. Therefore there will be continuing working at the site.

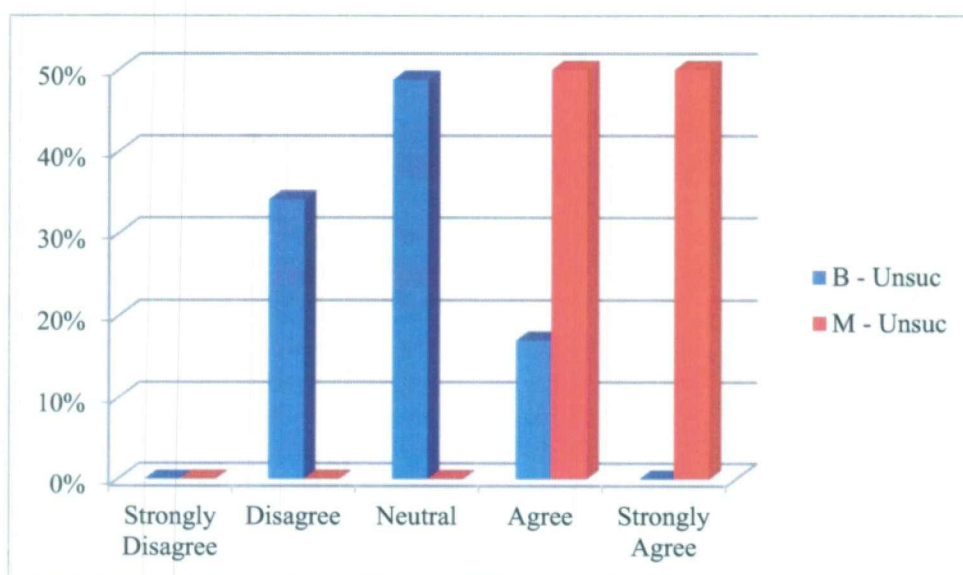


Figure 9 Technical Instruction given at Regular Intervals - Unsuccessful projects

At unsuccessful projects, 30% of the beneficiaries have disagreed with the statement and 45% has no opinion. But management staff has different responded that they have hit 100% on agree and strongly agree.

By analysing the above responds, the regular instructions will have direct influence on successful completion of the projects. At unsuccessful projects, even the management staff believed that they have given instruction at regular intervals it is not enough for catered the beneficiary's requirements.



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6. Payments to the Beneficiaries are done on time

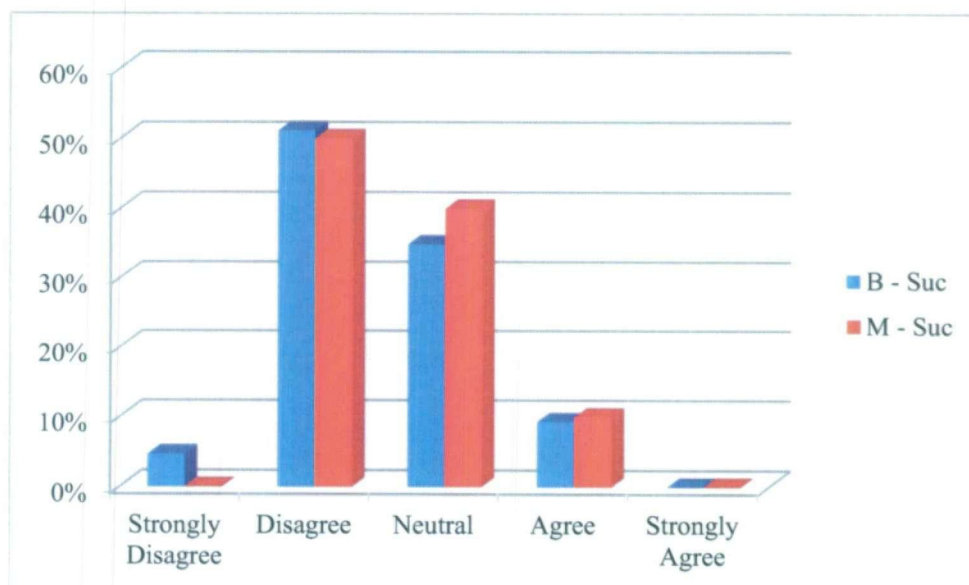


Figure 10 Payments a Timeeneficiaries done on Time - Successful Projects

At successful projects, 55% of the beneficiaries are disagreeing and strongly disagreeing with the statement. Also it can notify that 50% of management staff has disagreed with the statement while 40% were neutral.

Payments will be a critical factor for any kind of construction. Delay the payments will hold up the next activity or it will badly affect. Therefore to keep the progress, the payments have to reach the beneficiaries on time.

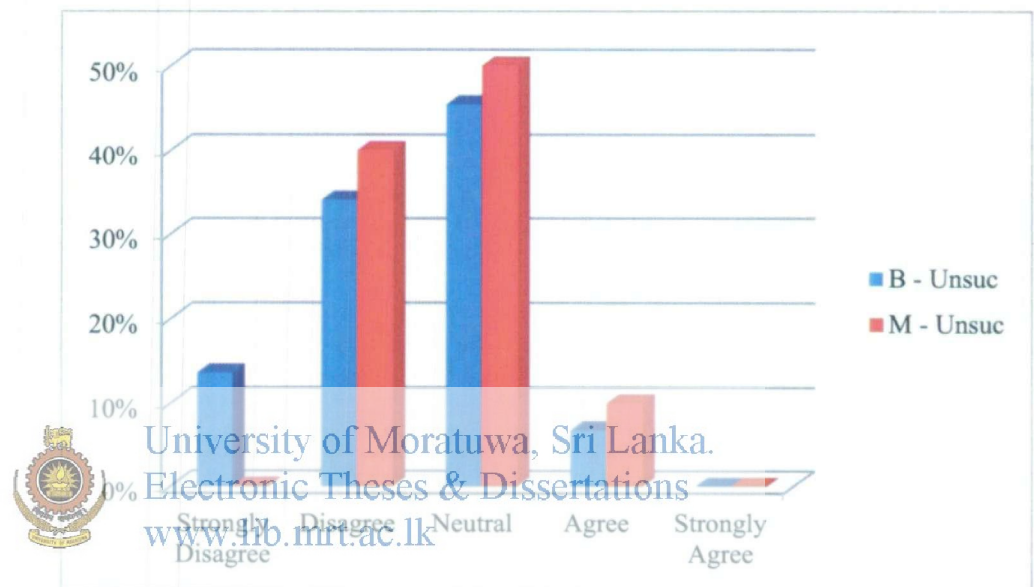


Figure Error! Bookmark not defined. Payments done on Time - Unsuccessful Projects

At the unsuccessful projects 45% of beneficiaries or disagree and strongly disagree with the statement. Management staff has hit 40% for disagreeing.

An inadequate flow of funds can have two effects on a labour-based program. First, it can delay payment to labourers and, thereby, halts or retard the speed of works. In the Dominican Republic, after a devastating hurricane in late 1979, the government's delayed disbursement to the labour-based program caused delays in the payment of wages, reduced productivity, and increased unit costs to above an acceptable level. Second and often overlooked, an inadequate flow of funds can make equipment-based methods more attractive than labour-based methods to both force account units and contractors. (Stock, 1996)

As per the above respondents, even the project is successful or unsuccessful both management parties and beneficiaries are unsatisfied with the flow of funds.

7. Payment Procedure

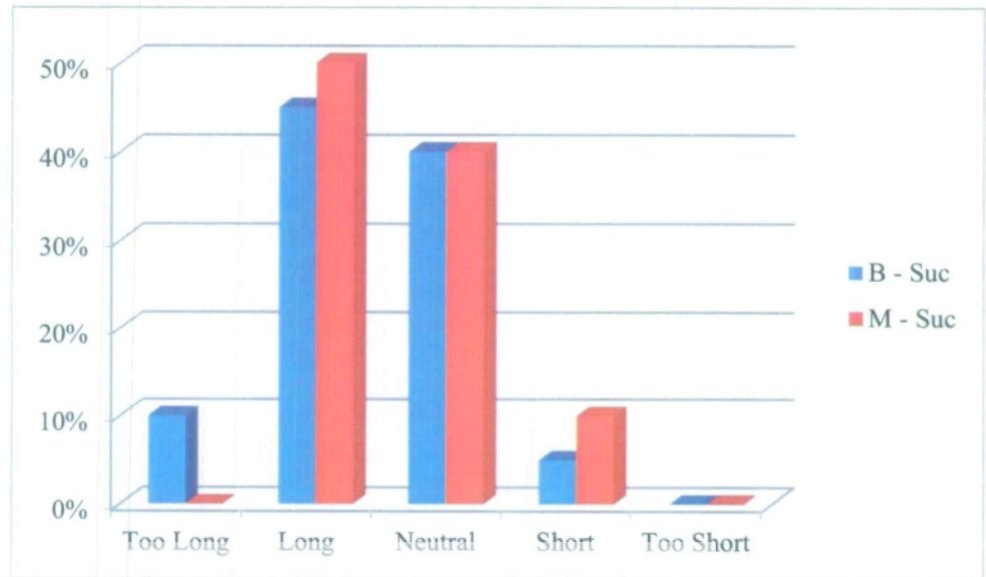


Figure 7.1: Payment Procedure - Successful Projects

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45% and 5% of the beneficiaries are accepting the procedure is long and too-long and 50% of management staff also agreed on a procedure is long. May be due to the financial soundness of the beneficiary, they were able to absorb the payment delays without affecting to the progress. But those phenomena may not true for each and every beneficiary group.

Even the management staff has feedback that the procedure they following was a long one which delay the payments to the beneficiaries. Fundamentally there will be some wrong with the procedure set for the project. Since the time limitation got for the research is limited, this research has not touched the payment procedure and any evaluation on that. Therefore it can be recommended that, there should be more practical ways to fix to the payment procedure.

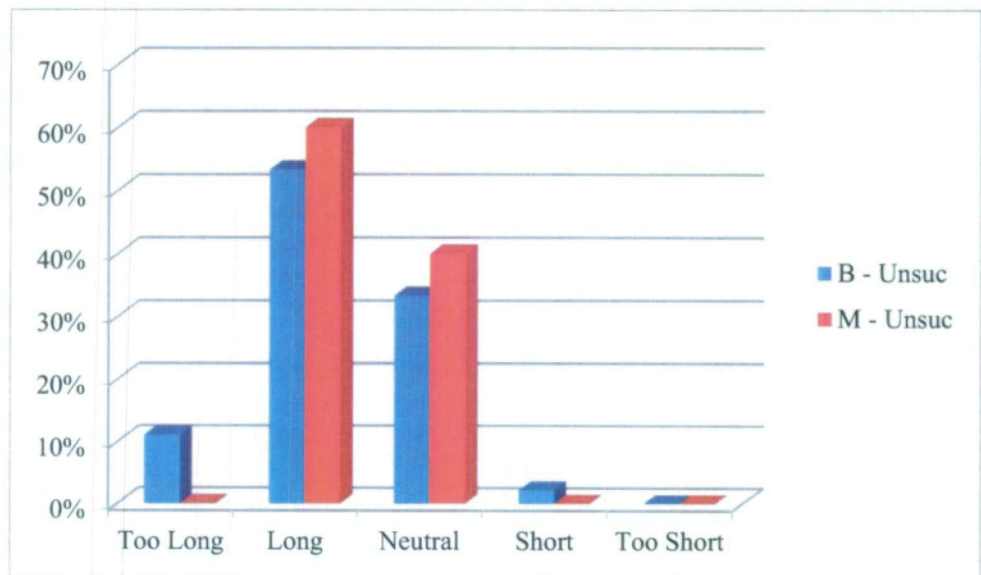


Figure 12 Payments Procedure - Unsuccessful Projects

53% and 11% of beneficiaries are accepting the procedure is long and too-long. Also the 60% of the management staff agreed on that procedure is long.



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Existing administrative arrangements are usually weak or unsuited for commercial activities. The designing of community related procurement and disbursement then becomes difficult, and greater flexibility is required to design appropriate and effective funding mechanisms (World Bank, 1994)

By analysing the above responds, both parties agreed on that the payment procedure is long even the project is successful or not.

Long procedure of payments will hold up the disbursements to the beneficiaries. Delay payments will effect to the payments to the workers, procurement of materials, etc.

8. Payments are Held up due to Unavailability of Core-Cutting Machine

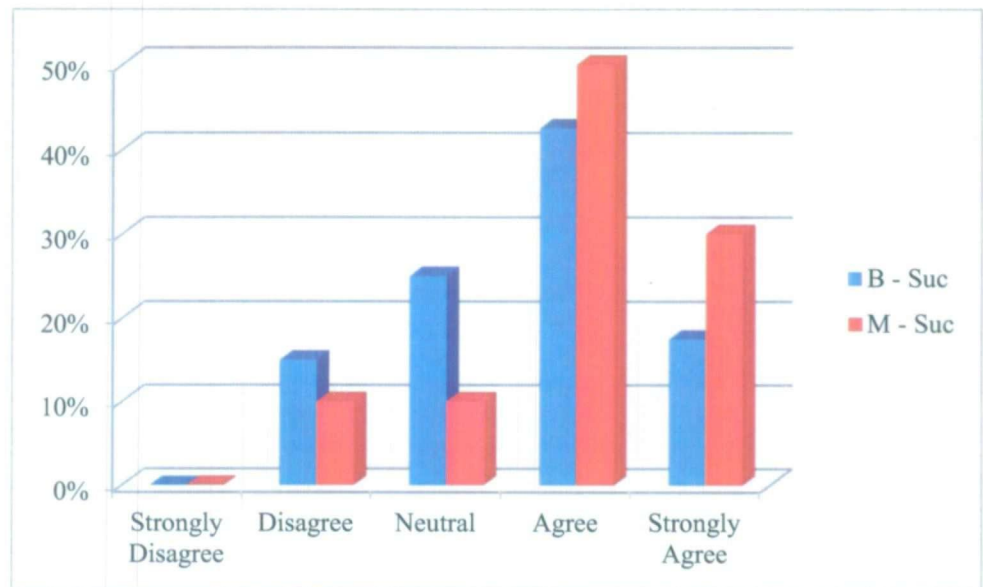


Figure 13 Payments held up due to unavailability of Core-Cutting Machine - Successful Projects

Only 15% from beneficiaries and 10% from management staff have disagreed with the statement. Even the project has completed successfully, there are payment delays has occurred due to unavailability of the core cutting machines.

The thickness of the concrete was measured and confirmed before proceeding the payments. But the unavailability of core-cutting machine will hold up the whole payment process. The lack of machines available with management staff has come to action at the checking of thickness.

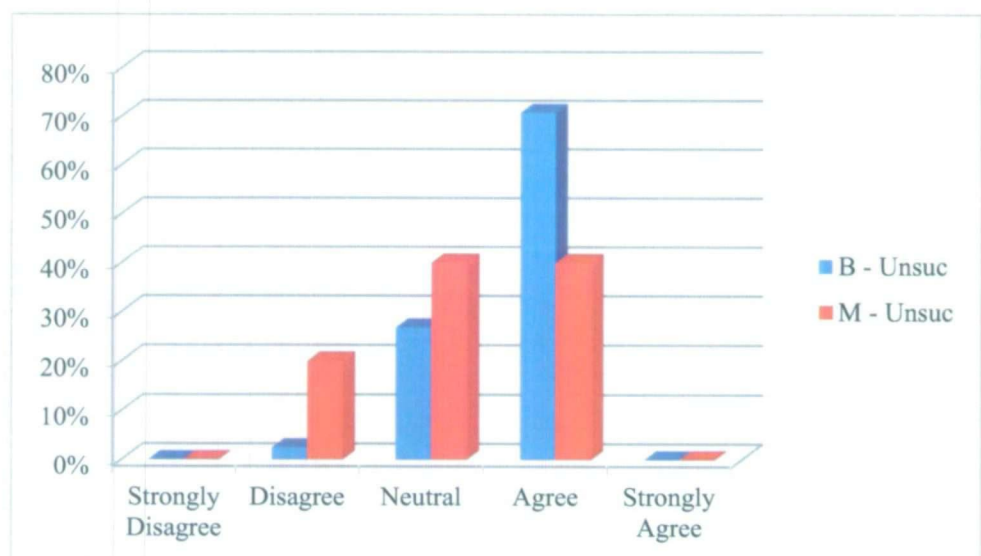


Figure 14 Payments held up due to unavailability of Core-Cutting Machine - Unsuccessful Projects

Only 2% from beneficiaries and 20% from management staff have disagreed with the statement.

The interim payment certificate may have to pass through many checkpoints before it is paid—and irregular practices can delay each signature (Lantran 1993). It should be noted that in small-scale contractor programs, streamlining payment procedures often receives more attention than other aspects of expanding labour-based methods (Stock, 1996).

Even the project is successful or not there is a payment delay due to the unavailability of core – cutting machine. Since the payments are certified only after confirming the thickness from core cutting machine, the relevant staff has to wait until they receive the machine. By delaying the process it can predict that RDA has not enough core cutting machines to cater the project requirements.

9. Most delayed processes in the project



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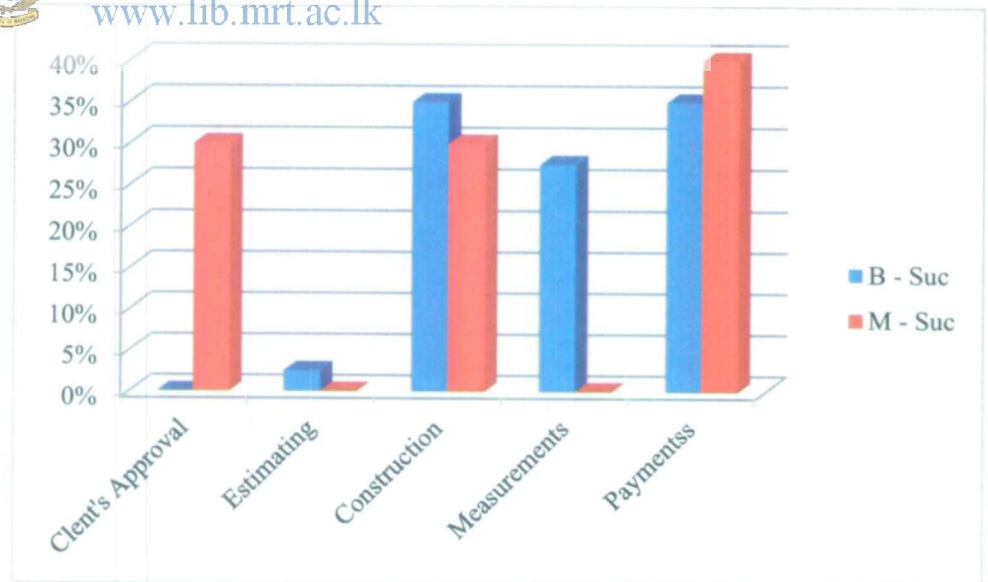


Figure Error! Unknown switch argument. Most Delayed Process in the Project - Successful Projects

Both parties agreed on construction and payments are delayed process. From beneficiaries, they have identified that measurements are delayed process while management staff identified that client approval is the more delayed

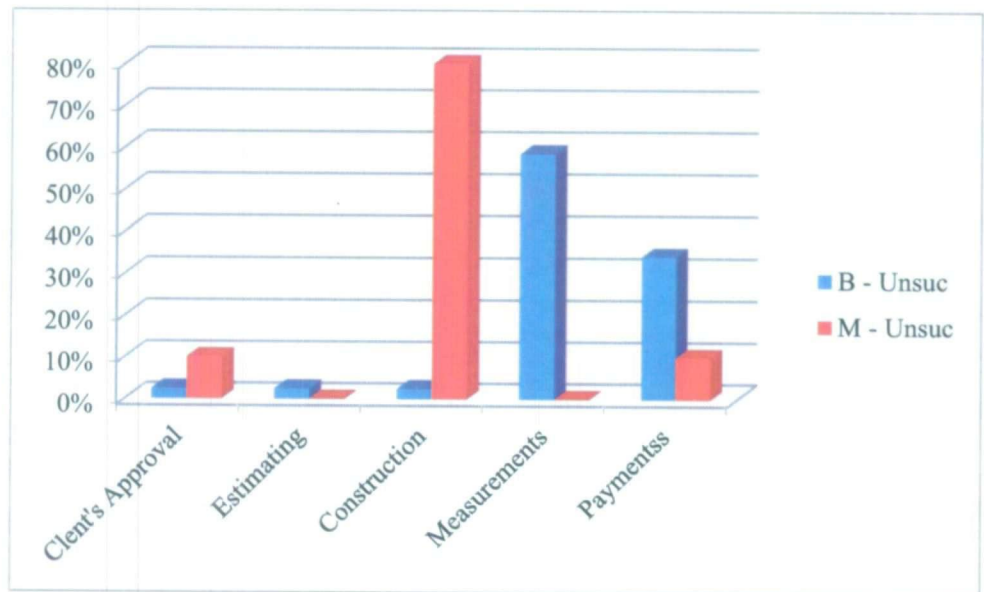


Figure Error! Unknown switch argument. Most Delayed Process in the Project - Unsuccessful Projects

At unsuccessful projects, management staff has identified that “construction is the most delayed processes while the beneficiaries have identified that measurements and payments are more delayed to them. Even this analysis, it has highlighted that payments and measurements have serious effects on the project execution.

10. Minimum Comfortable Amount to Bring the Road Motorable

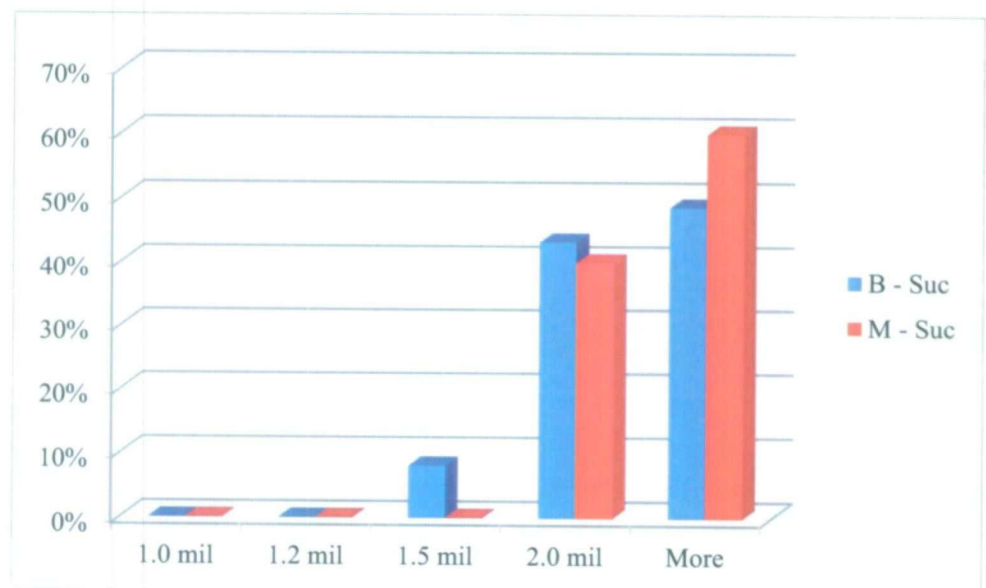


Figure 17 Minimum Comfortable Allocation - Successful Projects

Both management and beneficiary parties have identified that allocation has to increase up to 2.0 million/am at least.

The allocation will decide what to do and how to do. Fixing of allocation is very uncomfortable for the estimators and construction parties to carry out the whole work required. At the beginning of the project it has fixed to 01million per km and after three years it has increased to 1.5million per km. Even that amount to be not sufficient for the rehabilitation as get from the graphs. It can be understood that with the donor funding projects has limitations. Therefore allocation should be more practical which will consider the road condition and distance.

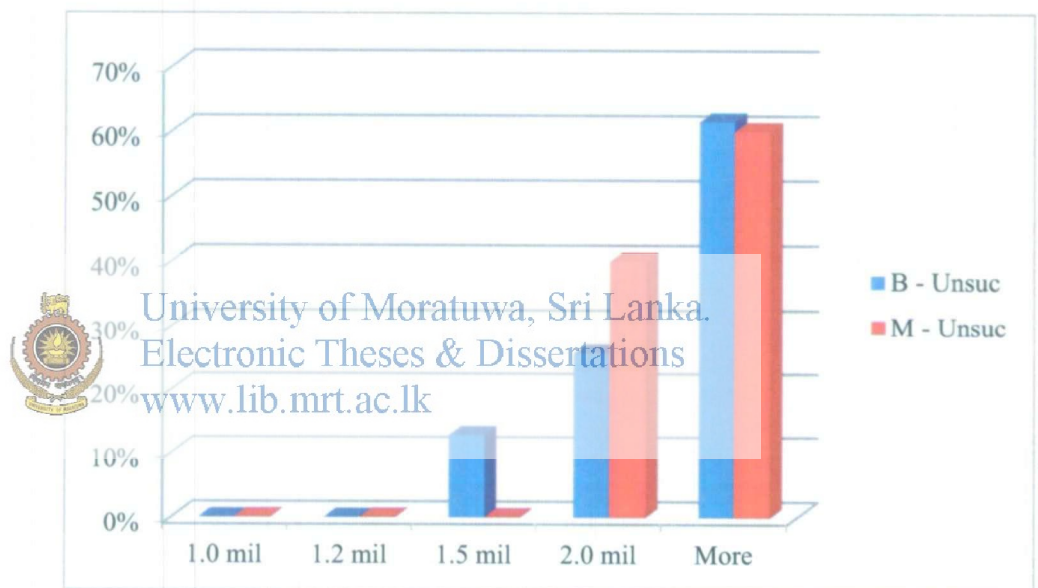


Figure 18 Minimum Comfortable Allocation - Unsuccessful Projects

100% from management staff and 90% from beneficiaries are asking 2.0million/km or more to rehabilitate the road successfully.

Insufficient or uncertain budgetary allocations to road maintenance have resulted in road deterioration that has significantly increased production and transportation costs in many countries (Gwilliam, 1999)

Here it can conclude that the allocations are not sufficient for the rehabilitation works. The roads to be rehabilitated are in different conditions and different distances from the main access roads. Therefore the cost of rehabilitation cost will be varying from road to road. Hence the upper ceiling for the future projects has to set according to its local conditions.

11. How the RDA has checked the Thickness

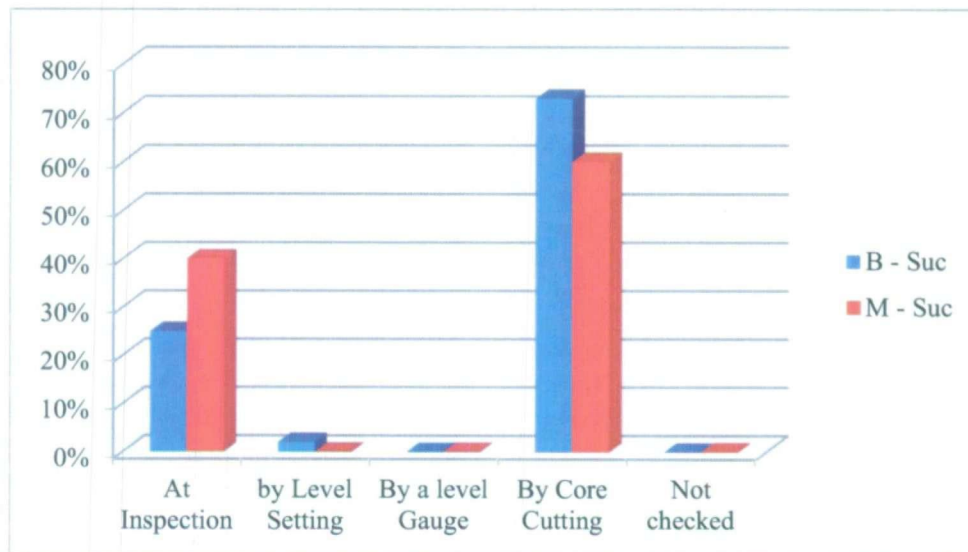


Figure 19 How RDA check the Thickness - Successful Projects

While 40% of the management and 20% from beneficiary are agreed that thickness has checked at inspection time while 60% and 70% are on at core sampling.



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Measuring of thickness has adhere to core-cutting machine, where even other methods are available. Since the unavailability of the management staff at sites they always need to have confirmed the thickness by core-cutting machine.

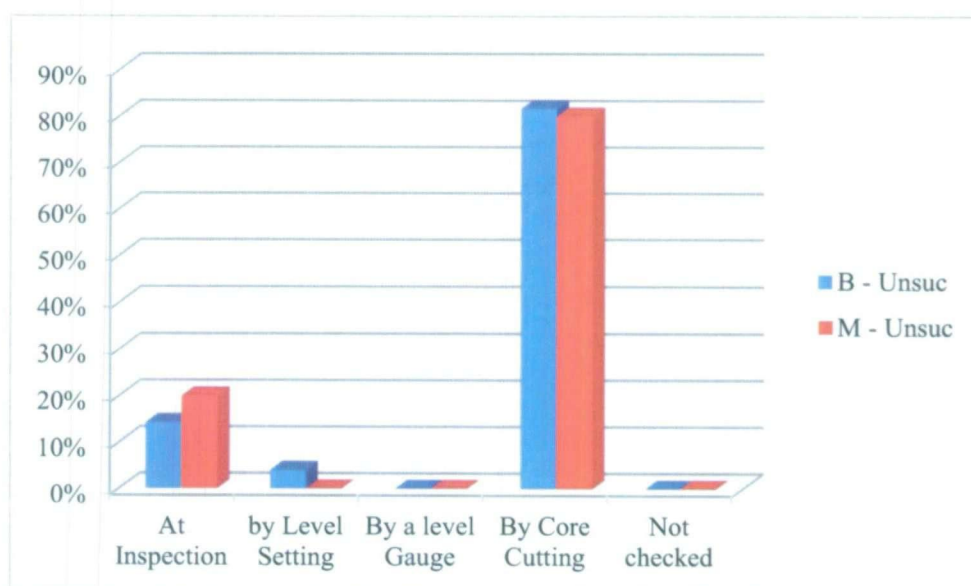


Figure 20 How RDA check the Thickness - Unsuccessful Projects

At unsuccessful projects, 80% are confirmed the thickness by core sampling.

By considering the analysis no-08, the payments are held up due to unavailability of core cutting me/c. In this analysis it can observe that thickness are checked by core cutting me/c. Even there are some other methods on to fix the thickness at site, management staff will rely on core sampling.

Therefore payments were held up until they confirm the thickness. If they sure the thickness by practicing the other methods, it can easily approve the payments rather waiting for core-cutting machine.

12. Project Construction Staff Faced Liquidity Problems at Procurement of Materials

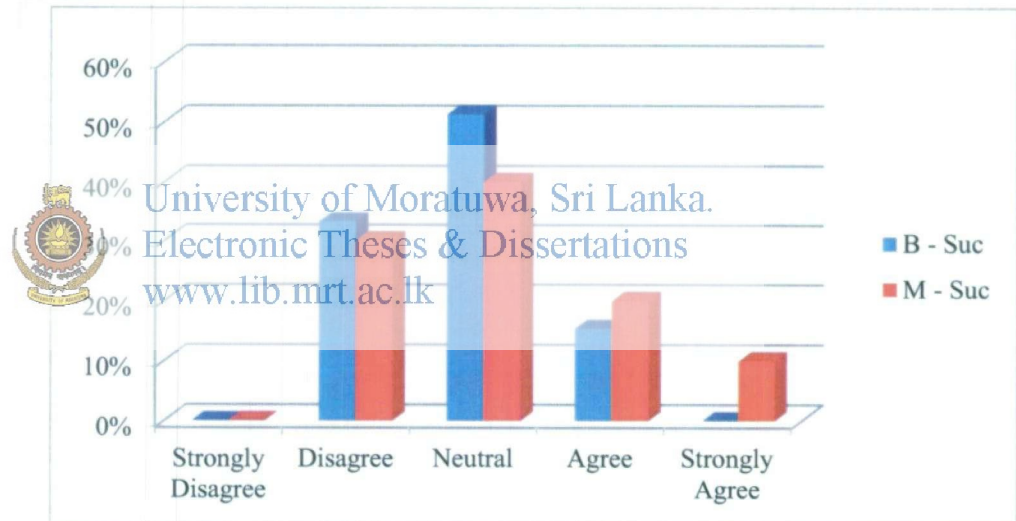


Figure Error! Bookmark not defined. Faced Liquidity Problem at Procurement - Successful Projects

Only 30% of the management and 33% of beneficiaries are disagreeing with the statement. There is 20% of successful projects were suffering from the procurement at initial stages. This is purely depending on the beneficiary's financial capacity.

Initial procurement makes the project pick-up at starting point. The beneficiaries who have a face for initial procurement successfully will able to finish the project with same manner

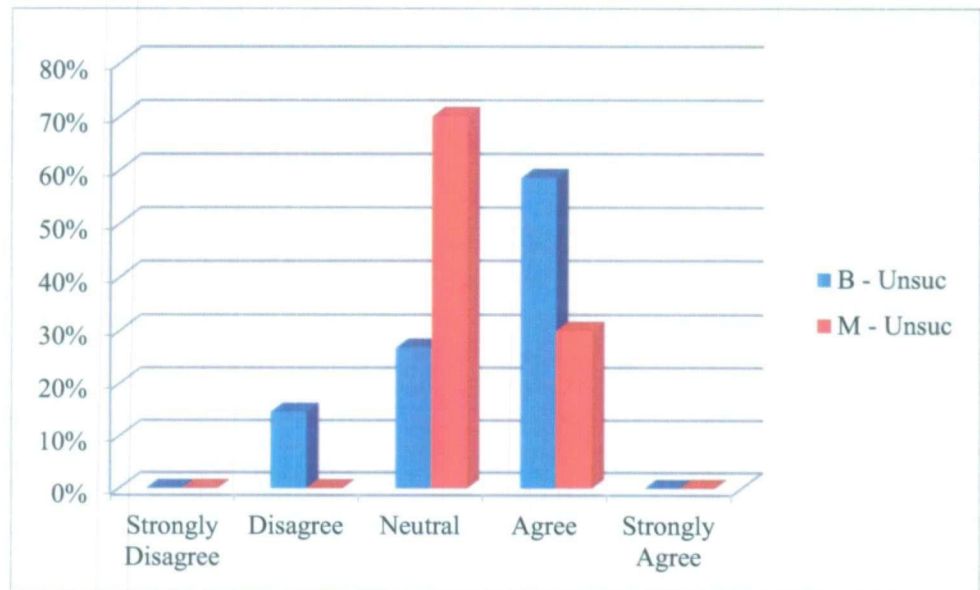


Figure Error! Bookmark not defined. Faced Liquidity Problem at Procurement - Unsuccessful Projects

Only 15% from beneficiaries are disagreeing with the statement. The project beneficiary staffs have to reimburse the expenditure after certifying the measurements.

The  up for the payments the liquidity problem has to address by the beneficiaries themselves. This may depend on the beneficiaries' capacities. By agreeing 60% of unsuccessful project beneficiary staff on the above argument, it can identify the impact of lack of funds for procurement of materials. Therefore it has to implement better mechanism to beneficiaries to fund at initial stages of the project.

13. How quickly you will Receive the Monthly Meeting Minutes

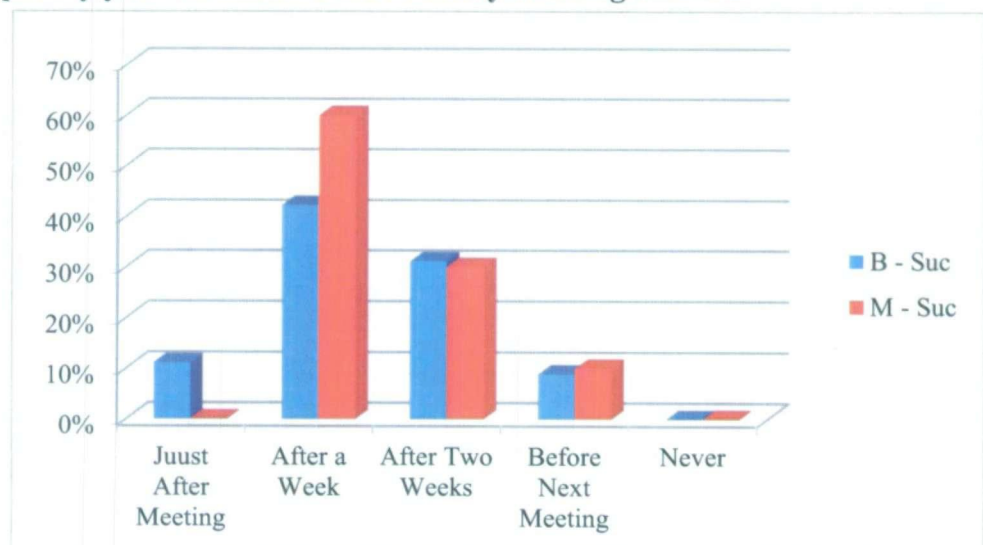


Figure 21 How quickly Receive the Meeting Minutes – Successful Projects

Only 10% and 9% from management and beneficiaries will receive the latest information. Successful projects have received the necessary details and important information regularly so that they can execute or alter their works accordingly.

The timely updated sites will have fewer complications at the end of the project. Where the decision taken at the meetings were known to the beneficiaries as well as management staff. And hence the delays at payments and other process will be lesser.

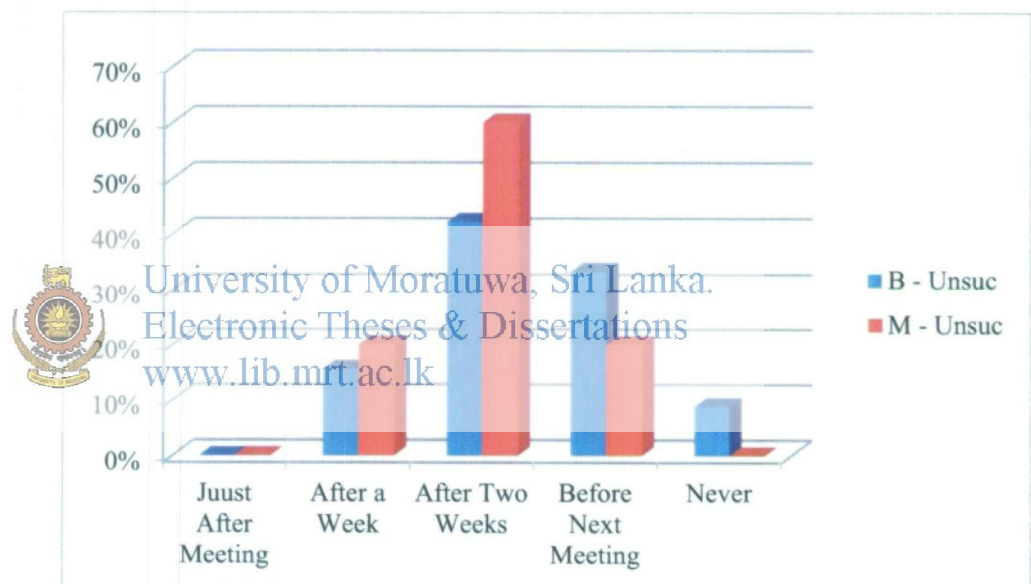


Figure 22 How Quickly Receive the Meeting Minutes - Unsuccessful Projects

At unsuccessful projects, even after one week only 15% and 20% have received the latest information. All others have received late information so that were unable to react according to the decision make at meetings. And it will make problems at the end of the projects.

Timely and accurate information is important for all project participants as it forms the basis on which decisions are made and physical progress is achieved. However, the distance between headquarters and construction sites further augments the communication barrier to achieve timely and accurate information transfer. This is more evident in construction projects carried out far away from headquarters. Wasting of time and cost in construction projects

can be traced back to poor coordination caused by inadequate information — insufficient, inappropriate, inaccurate, inconsistent, late, or a combination of them all. Thus, improving communication among project participants and management headquarters is always the key factor leading to the success or failure of a construction project (Deng, 2001).

Therefore there is a communication gap between site staff and head offices in unsuccessful projects. By considering that successful projects have reasonable communication with their head offices, the future projects has had a good information transferring system to the site.

14. You get Good Coordination from RDA/Beneficiary Staff

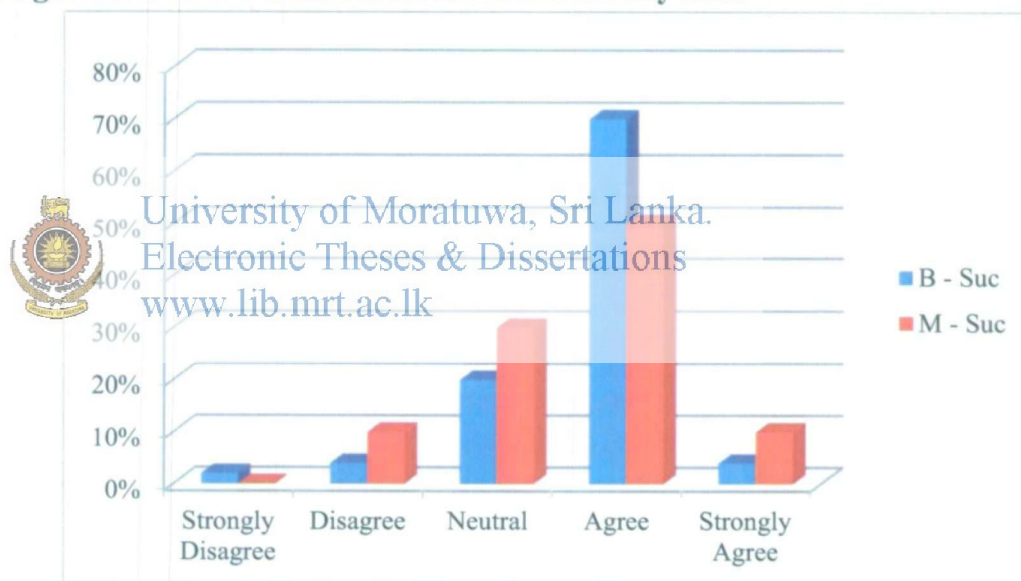


Figure 23 Get Good Coordination from Other Party - Successful Projects

At successful projects 70% from beneficiaries and 50% from management are agreed with the statement and where 5% and 10% are strongly agreed with the statement

This is purely the understanding between two parties. From the graphs it clear cut that the good coordination will deliver successful projects.

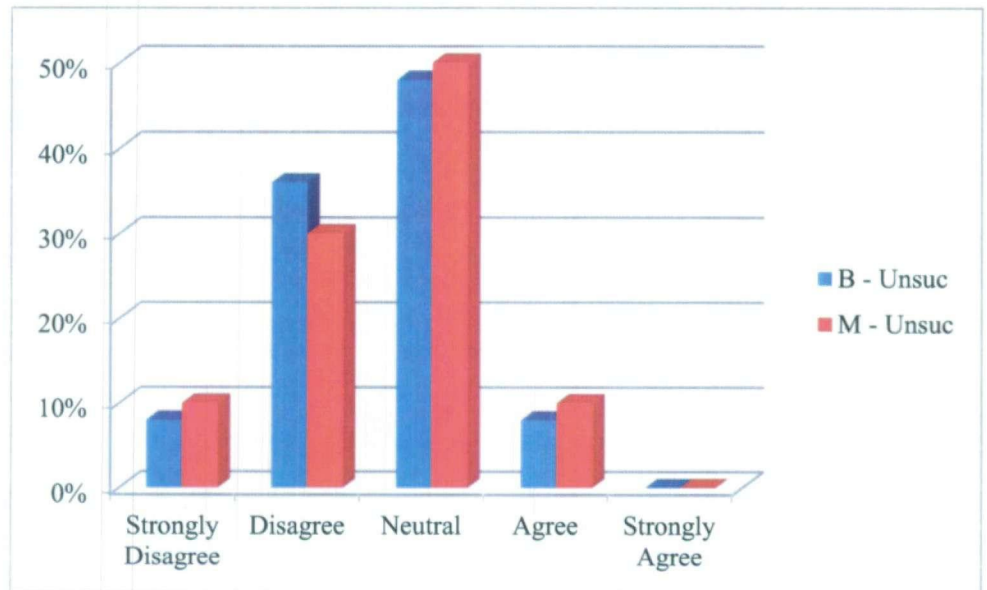


Figure 24 Get Good Coordination from Other Party - Unsuccessful Projects

By analysing this statement, 8% and 35% or disagree and strongly disagree from beneficiaries and 30% and 10% for management staff.

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 Name of project factors, project management actions, human related factors, and external environment are identified as crucial to project success (Albert, 2002).

The most successful projects have good coordination between the two parties and where the unsuccessful projects lacking. There where its need some training in this regard. Better team building programmes can recommend to have more successful projects.

4.3 Summery

According to the findings, 75% of the RDA staff has to travel more than 25km (one-way) to their respective sites. Also 70% of management staff in unsuccessful projects has travelled on their superior's vehicle and 60% of management staff in successful projects has travelled by vehicles provided by beneficiaries. This indicates that RDA staff always has to rely on others vehicle to visit to the site. Even the superior's vehicle has limited run per month it may difficult to manage RDA routing works plus this distance for visits and inspections.

The lack of inspection has a direct effect on successful completion of the project. The 90% of successfully completed projects has site visit at least 'once a week' period where the unsuccessfully completed projects has only 30%. This phenomenon gives that there is a lack of vehicles for the project execution.

It has confirmed with only 10% are agreed upon the dues payments. Even the project is successful or not both beneficiary and management parties are agreed at above percentages. The payment procedure also both beneficiary and management parties have confirmed that it is more lengthily. 50% from the successful projects and 60% from unsuccessful projects has confirmed that their payments get delayed because of the lengthy procedure.

Thickness of the concrete pavement has checked with the core-cutting machines available with the RDA. This situation has delayed the payments by 70% even the projects are successful or not. Increasing of core cutting machines is necessary for continuing the construction works without any disturbances.

The allocations for the unit length construction of the roads are depending upon the site conditions. Unsuccessful projects it has confirmed in more than 2.0 million with 92% and successful projects it will be 90%. The limited budget will restrict the successful completion of the projects.

It can see that while procuring the materials only 12% of successful projects and 55% of unsuccessful projects were effected with the procuring of materials due to liquidity matter. The initial procuring is totally depending on the financial capacity of the beneficiaries. There should be method to provide financial backing to the beneficiaries who are faced with difficulties of procuring.

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It can clearly observe that the management parties transportation. Since the management parties have less transportation the beneficiaries are sending their vehicles for inspection and site visits by management parties at successful projects. Therefore the coordination programmes and team building programmes are necessary before the project commences and while the project execution.

5. CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions

There is a growing recognition in developing countries of community-based infrastructure procurement and its potential to achieve sustainable development. The advantages of such an approach are that it encourages participative negotiation of activities and speedier implementation, the use of local resources, skills and appropriate technology, and entrepreneurship within communities.

Creating a greater level of beneficiary participation therefore is an important factor on infrastructure development in rural areas. There are many factors that effecting on the smooth execution of community participation. Identifying such restraints or obstacles is necessary for successful completion of a project.

This research has a focus on identifying of factors that effecting on beneficiary participation. The methodology adopted includes a literature review and preliminary interviews with project-directors and donor officials. Based on the factors obtain a questionnaire were designed. The analysis has done according the data collected

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The questionnaires were distributed among the RDA officials, Estate managers and other beneficiaries are involved with the project. Data was collected through mailing, e-mailing and interviews.

The secondary data obtained from the project office also analyses to categorize the each and every project was successful or not. Accordingly the collected data was analysed.

According to the findings, 75% of the RDA staff has to travel more than 25km (one-way) to their respective sites. While doing their routing works, this distance is fairly large distance to travel. Also 70% of management staff in unsuccessful projects has travelled on their superior's vehicle and 60% of management staff in successful projects has travelled by vehicles provided by beneficiaries. This indicates that RDA staff always has to rely on others vehicle to visit to the site. Even the superior's vehicle has limited run per month it may difficult to manage RDA routing works plus this distance for visits and inspections.

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Initially the expenditure should come through beneficiaries and after they can reimburse the amount according to estimations. The initial expenditure will depend on the financial soundness of the beneficiaries. It can see that while procuring the materials only 12% of successful projects and 55% of unsuccessful projects were effected with the procuring of materials due to liquidity matter. And it has effected to the successful completion of the project also. Therefore it can recommend that to improve the initial payment methods.

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According to the data analysis on coordination, 75% from beneficiaries and 60% from management at successful projects have better coordination between with each other where unsuccessful projects rated at around 10%. Therefore there was a direct effect on good coordination and successful completion of the project. Therefore it can recommend having a good coordinated programme regularly for the project.

5.2 Recommendations

Based on the findings from the research the following recommendations can derive for future similar projects

The programmes to be organise such a way that, there should be at least 'once a week' site visit by management staff in order to provide necessary technical instructions. Vehicle allocation to be at least 01 for every 07~10 project for RDA regular inspections. The secondary data analysis showed that the payments of successful projects have processed within one months' time. And 90% are agreed that there were delays in the payment procedure. Hence payments to be processed within 15 ~ 30 days for successful completion of a project. Core-cutting machine plays a vital role in this kind of project, therefore it has to provide at least one core cutting machine to each project district. Meeting minutes to be distributed to the site within a weeks' time to update the sites. Allocations to be decided with reference to the site conditions. Fixing a value per kilometre is not recommended. More team building and coordination programmes to be conducted in order to get successful completion of a project. Initial procurements were taking big impact on the successful completion. Therefore it has recommended to provide the initial procurement facility with according to beneficiary financial status.

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APPENDIX

- 1. Secondary Data Analysis sheets**
- 2. The questionnaire used in the survey**



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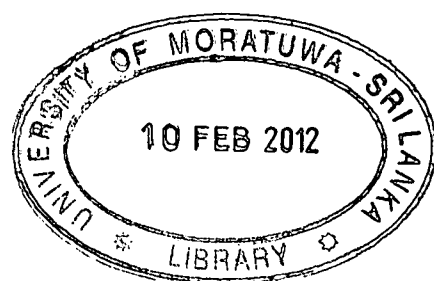
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APPENDIX

1. Secondary Data Analysis sheets
2. The questionnaire used in the survey



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Time and Cost Over-run Analysis

Prog. Year	Estate	Length (km)		Alloc. (Rs,m)	District	time taken to complete (days)	Total Paid with Retension	Time Over run	Cost Over run
		Prog	Com						
2008	Glen Alpin	1.2	1.2	1.5	Badulla	191	1,434,381.66	517%	-4%
2008	Gowerakellie	3.0	3.0	3.75	Badulla	248	3,750,000.00	527%	0%
2008	Mahawela	2.4	2.4	3	Ratnapura	665	2628607.16	1977%	-12%
2008	Non Periel	6	6.0	7.5	Ratnapura	248	7366520.88	227%	-2%
2008	Pettiagala	0.7	0.7	0.875	Ratnapura	176	818136.46	517%	-6%
2008	Rassagala	2	2.0	2.5	Ratnapura	139	2499377.31	263%	0%
2008	Bogawana	1.5	1.5	1.875	Nuwara Eliya	112	1794700.36	223%	-4%
2008	Bogawanthallawa	1	1.0	1.25	Nuwara Eliya	133	1171205.63	343%	-6%
2008	Campion	4.13	4.1	5.1625	Nuwara Eliya	165	5000879.76	137%	-3%
2008	Fetterasso	1	1.0	1.25	Nuwara Eliya	103	1125562.4	243%	-10%
2008	Kotiyagala	1.5	1.5	1.875	Nuwara Eliya	133	1438020.76	293%	-23%
2008	Lethenty	1	0.5	1.25	Nuwara Eliya	324	1246805.63	1030%	0%
2008	Loinorn	1	1.0	1.25	Nuwara Eliya	46	1243605.63	53%	-1%
2008	Maliboda	5	5.0	6.25	Kegalle	157	5509301.81	23%	-12%
2008	Miyanawita	1	1.0	1.25	Kegalle	284	1216623.11	847%	-3%
2008	Norwood	1	0.5	1.25	Nuwara Eliya	125	1060058.4	367%	-15%
2008	Poyston	0.87	0.9	1.0875	Nuwara Eliya	133	1083251.2	353%	0%
2008	Wanaraja	1	0.5	1.25	Nuwara Eliya	263	936095.64	827%	-25%
2008	Elkaduwa	2	2.0	2.5	Matale	343	1121811.75	943%	-55%
2008	Hunugalla	1	0.5	1.25	Matale	343	953136	1093%	-24%
2008	Ratwatta	1	0.5	1.25	Matale	343	533002.5	1093%	-57%
2008	Dunsinane	2	2.0	2.5	Nuwara Eliya	91	2407286.03	103%	-4%
2008	Fernlands	2	2.0	2.5	Nuwara Eliya	21	2383172.9	-130%	-5%
2008	Meddecombra	1	1.0	1.25	Nuwara Eliya	49	1229499.8	63%	-2%
2008	Nayapane	0.5	0.5	0.625	Kandy	326	608315	1037%	-3%
2008	New Peacock	0.5	0.5	0.625	Kandy	326	590491	1037%	-6%
2008	Sheen	1	1.0	1.25	Nuwara Eliya	156	1217936.06	420%	-3%

2008	Dammeria A	2.0	2.0	2.5	Badulla	105	2,418,935.06	150%	-3%
2008	Dammeria B	2.0	2.0	2.5	Badulla	82	2,486,308.69	73%	-1%
2008	Hapugast.Rub	2	2.0	2.5	Ratnapura	97	2500000	123%	0%
2008	Hapugast.Tea	1	1.0	1.25	Ratnapura	119	1229412.88	297%	-2%
2008	Hatherleigh	1	1.0	1.25	Ratnapura	103	1122998.14	243%	-10%
2008	Madampe	2	2.0	2.5	Ratnapura	37	2489036.07	-77%	0%
2008	Springwood	2	2.0	2.5	Ratnapura	184	2500000	413%	0%
2008	Barcaple	2	1.0	2.5	Kandy	124	1355440.05	313%	-46%
2008	Endana	3	3.0	3.75	Ratnapura	136	3570548.92	153%	-5%
2008	Haupe	3	3.0	3.75	Ratnapura	124	3246675.97	113%	-13%
2008	Hunuwella	3	3.0	3.75	Ratnapura	124	3164837.44	113%	-16%
2008	Imbulpitiya	2	1.5	2.5	Kandy	98	1587646.56	177%	-36%
2008	Queensberry	2	2.0	2.5	Nuwara Eliya	121	2248356.83	203%	-10%
2008	Ambadeniya	1	1.0	1.25	Kegalle	111	1211436.18	270%	-3%
2008	Atale	1	1.0	1.25	Kegalle	239	1071894.07	697%	-14%
2008	Doteloya	2	2.0	2.5	Kegalle	90	2418786.02	100%	-3%
2008	Eadella	1	1.0	1.25	Kurunegala	367	1250000	1123%	0%
2008	Annfield	2	2.0	2.5	Nuwara Eliya	35	1767909.58	-83%	-29%
2008	Battalgalla	1	1.0	1.25	Nuwara Eliya	80	1146237.2	167%	-8%
2008	Blinkbonnie	1	1.0	1.25	Nuwara Eliya	35	1232584.2	17%	-1%
2008	Dewalakande	3	3.0	3.75	Kegalle	39	3709207.85	-170%	-1%
2008	Ederapola	2	1.0	2.5	Kegalle	20	1224858.39	-33%	-51%
2008	Edinburgh	1	0.0	1.25	Nuwara Eliya	0	0	0%	-100%
2008	Fordyce	1	1.0	1.25	Nuwara Eliya	128	1191902.37	327%	-5%
2008	Glassaugh	2	1.5	2.5	Nuwara Eliya	27	1295937.14	-60%	-48%
2008	Halgolla	2	2.0	2.5	Kegalle	140	2388331.66	267%	-4%
2008	Ingestre	2	2.0	2.5	Nuwara Eliya	128	2464407.05	227%	-1%
2008	Invery	1	1.0	1.25	Nuwara Eliya	84	851552.2	180%	-32%
2008	Kalupahana	2	2.0	2.5	Kegalle	115	2486819.73	183%	-1%
2008	Kelani	2	2.0	2.5	Kegalle	122	1247641.86	207%	-50%
2008	Kiriporuwa	2	2.0	2.5	Kegalle	108	2350812.2	160%	-6%
2008	Lavant	1	1.0	1.25	Kegalle	99	1243449.39	230%	-1%
2008	Nuwara Eliya	1	1.0	1.25	Nuwara Eliya	115	1220290.86	283%	-2%
2008	Oliphant	2	2.0	2.5	Nuwara Eliya	128	1765552.77	227%	-29%
2008	Panawatte	2	2.0	2.5	Kegalle	107	2498036.25	157%	0%

2008	Pedro	2.5	2.5	3.125	Nuwara Eliya	134	2868375.78	197%	-8%
2008	Robgill	1	1.0	1.25	Nuwara Eliya	128	1249607.2	327%	0%
2008	Tillyrie	1	1.0	1.25	Nuwara Eliya	68	1232052.45	127%	-1%
2008	Uda Radella	1.5	1.5	1.875	Nuwara Eliya	121	1665801.23	253%	-11%
2008	Urumewella	2	2.0	2.5	Kegalle	107	2434719.46	157%	-3%
2008	We Oya	2	2.0	2.5	Kegalle	115	2439487.44	183%	-2%
2008	Craigie Lie	1	1.0	1.25	Kaluthara	148	1124889.48	393%	-10%
2008	Drayton	1	1.0	1.25	Nuwara Eliya	151	1249877.2	403%	0%
2008	Eduragala	1	1.0	1.25	Kaluthara	129	1112584.16	330%	-11%
2008	Mayfield	1	1.0	1.25	Nuwara Eliya	129	1124799.48	330%	-10%
2008	Millawe	1	1.0	1.25	Kaluthara	108	1236493.83	260%	-1%
2008	Payagala	1	1.0	1.25	Kaluthara	191	1240517.56	537%	-1%
2008	Sorana	1	1.0	1.25	Kaluthara	198	1112783.2	560%	-11%
2008	Kew	2	2.0	2.5	Nuwara Eliya	281	2051201.67	737%	-18%
2008	Brownlow	0.5	0.5	0.625	Nuwara Eliya	146	558029.12	437%	-11%
2008	Ferham	0.5	0.5	0.625	Nuwara Eliya	342	606829	1090%	-3%
2008	Glentilt	1	1.0	1.25	Nuwara Eliya	315	1030799.01	950%	-18%
2008	Hapugastenne	0.5	0.5	0.625	Nuwara Eliya	448	465587.87	1443%	-26%
2008	Laxapana	1	1.0	1.25	Nuwara Eliya	173	1098577.6	477%	-12%
2008	Mocha	1	1.0	1.25	Nuwara Eliya	448	770230.98	1393%	-38%
2008	Moray	1	1.0	1.25	Nuwara Eliya	370	914891.88	1133%	-27%
2008	Mousakelle	1	1.0	1.25	Nuwara Eliya	446	1100116.6	387%	-12%
2008	St. Clair	1	1.0	1.25	Nuwara Eliya	448	927153.45	1393%	-26%
2008	Strathspey	1	1.0	1.25	Nuwara Eliya	448	1122881.07	1393%	-10%
2008	Talawakelle	1	1.0	1.25	Nuwara Eliya	235	1249927.5	683%	0%
2008	Troup	0.5	0.5	0.625	Nuwara Eliya	191	624878.76	587%	0%
2008	Beverly	0.5	0.5	0.625	Matara	442	624188.96	1423%	0%
2008	Liddesdale	1	1.0	1.25	Nuwara Eliya	442	1033207.5	1373%	-17%
2008	Mahacoodugalla	2	2.0	2.5	Nuwara Eliya	442	2035282.4	1273%	-19%
2008	Maturata	0.75	0.8	0.9375	Nuwara Eliya	263	888597.86	797%	-5%
2008	St. Lenards	0.75	0.5	0.9375	Nuwara Eliya	442	434668.8	1423%	-54%
2008	Baddegama	1	1.0	1.25	Galle	173	1116050.32	477%	-11%
2008	Citrus	1	1.0	1.25	Galle	181	965091.62	503%	-23%
2008	Eladuwa	2.6	2.6	3.25	Kaluthara	64	3240237.3	-47%	0%
2008	1 Beaumont(M) 6.0km ~ 7.2km	1.2	1.2	1.8	Kandy	292	1334208.3	853%	-26%
2008	2 Beaumont(M) 0+000 ~ 0+05	0.52	0.5	1.25	Kandy	548	1096045.47	1775%	-12%

2008	3 Kaloogala(M) 0+052 ~2+200	1.7	1.7	2.23	Kandy	126	2740438.64	250%	23%
2008	4 Delta (M) 2+200 ~ 3+500	1.3	1.3	3.48	Kandy	398	2936874.35	1197%	-16%
2008	5 Delta (M) 3+500 ~ 4+000	0.5	0.5	0.75	Kandy	134	340078.69	397%	-55%
2008	6 Delta (M) 4+000 ~ 4+500	0.5	0.5	0.75	Kandy	92	315000	257%	-58%
2008	7 Delta(M) 4+500 - 5+000	0.5	0.5	0.75	Kandy	234	705509.93	730%	-6%
2008	8 Delta(M) 5+000 - 5+400	0.5	0.5	0.6	Kandy	101	600000	287%	0%
2008	8 Delta(M) 5+400 - 7+200	1.8	1.8	2.7	Kandy	115	2072416.28	203%	-23%
2008	9 Giragama Ambahara(M)	6	6.0	9	Kandy	385	8146770.04	683%	-9%
2008	10 Giragama(M)Gonadiga	4.87	4.9	9.244	Kandy	119	8381527.16	-90%	-9%
2008	Beaumont	1	0.0	1.25	Kandy	0	0	0%	-100%
2008	Giragama	1	1.0	1.25	Kandy	244	1045715.12	713%	-16%
2008	Ehaliyagoda	2	2.0	2.5	Ratnapura	447	2250000	1290%	-10%
2008	Halpe	7	7.0	8.75	Colombo	266	8447877.19	187%	-3%
2008	Helboda	2	2.0	2.5	Kandy	55	2434995.34	-17%	-3%
2008	Kalugala	2	2.0	2.5	Kandy	259	2219123.52	663%	-11%
2008	Keeragala	3	3.0	3.75	Ratnapura	287	3357776.9	657%	-10%
2008	Mooloya	2	1.0	2.5	Nuwara Eliya	411	845021.77	1270%	-66%
2008	Rothschild	6.8	4.0	8.5	Nuwara Eliya	272	5000000	507%	-41%
2008	Siriniwasa	3	3.0	3.75	Colombo	198	3135748.89	360%	-16%
2008	x Ayre	3.8	3.8	4.75	Colombo	253	4410810.08	463%	-7%
2008	Blairmond	2	2.0	2.5	Nuwara Eliya	314	2281074.3	847%	-9%
2008	Concordia	2	2.0	2.5	Nuwara Eliya	98	2500000	127%	0%
2008	Park	2	2.0	2.5	Nuwara Eliya	212	2256624.86	507%	-10%
2008	Abbostsleigh	4	4.0	5	Nuwara Eliya	259	5000000	463%	0%
2008	Carolina (5.0)	4.5	5.0	5.625	Nuwara Eliya	216	4163890.52	220%	-26%
2008	Homadola	10	10.0	12.5	Galle	160	12488582.34	-467%	0%
2008	Kenilworth	3	3.0	3.75	Nuwara Eliya	286	3348955.44	653%	-11%
2008	Vellaioya	5	5.0	6.25	Nuwara Eliya	178	6216078.64	93%	-1%
2008	Wigton (5.0)	2	2.0	2.5	Nuwara Eliya	289	2989478.66	763%	20%
2009	Albion	1	1.0	1.25	Nuwara Eliya	169	1224262	463%	-2%
2009	Balmoral	1	1.0	1.25	Nuwara Eliya	147	1249926.26	390%	0%
2009	Haputale	2.0	2.0	2.5	Badulla	75	2,500,000.00	50%	0%
2009	Glasgow	1	1.0	1.25	Nuwara Eliya	169	1245835.26	463%	0%
2009	Mattuwigalla	2	2.0	2.5	Ratnapura	74	2502134.56	47%	0%

2009	Rumbukkande	2.8	2.8	3.5	Ratnapura	84	2914766.35	0%	-17%
2009	Hapugast Tea	1	0.0	1.25	Ratnapura	146	1026380.68	487%	-18%
2009	Hatherleigh	1	0.0	1.25	Ratnapura	84	1114014.95	280%	-11%
2009	Madampe	1	1.0	1.25	Ratnapura	374	1075453.31	1147%	-14%
2009	Springwood	1	0.0	1.25	Ratnapura	257	851098.42	857%	-32%
2009	Ederapola	1	1.0	1.25	Kegalle	120	1240164.22	300%	-1%
2009	Halgolla	2	2.0	2.5	Kegalle	125	2448236.16	217%	-2%
2009	Panawatte	1	1.0	1.25	Kegalle	127	1224752.27	323%	-2%
2009	Robgill	1	0.0	1.25	Nuwara Eliya	114	1249752.2	380%	0%
2009	Uda Radella	1	1.0	1.25	Nuwara Eliya	0	1249786	-100%	0%
2009	Delkith	1	1.0	1.25	Kaluthara	101	1118658.92	237%	-11%
2009	Mount Vernon	1	1.0	1.25	Nuwara Eliya	128	991666.98	327%	-21%
2009	Usk Valley	1	1.0	1.25	Kaluthara	172	1242954.36	473%	-1%
2009	Vogan	1	1.0	1.25	Kaluthara	134	1124140.91	347%	-10%
2009	Yuilifield	1	1.0	1.25	Nuwara Eliya	218	1074736.98	627%	-14%
2009	Kerkoswald(1.0)	1	0.0	1.25	Nuwara Eliya	0	0	0%	-100%
2009	Ferham	1	1.0	1.25	Nuwara Eliya	34	1249786	13%	0%
2009	Glentilt	1	1.0	1.25	Nuwara Eliya	448	1124315.04	1393%	-10%
2009	Hapugastenne	0.5	0.0	0.625	Nuwara Eliya	86	516600.43	287%	-17%
2009	Koslanda	4.0	3.0	5	Badulla	87	3,808,249.52	-10%	-24%
2009	Laxapana	0.5	0.0	0.625	Nuwara Eliya	86	534960.43	287%	-14%
2009	Mocha	1	0.0	1.25	Nuwara Eliya	86	0	287%	-100%
2009	Moray	0.5	0.0	0.625	Nuwara Eliya	86	545940.43	287%	-13%
2009	Poonagalla	1.0	1.0	1.25	Badulla	27	1,107,032.09	-10%	-11%
2009	Elston	1	0.0	1.25	Ratnapura	75	1133295.87	250%	-9%
2009	Penrith	1.5	1.5	1.875	Colombo	69	1847484.65	80%	-1%
2009	Sogama	1	1.0	1.25	Kandy	170	1046909.21	467%	-16%
2009	Sunderland	1.5	1.5	1.875	Ratnapura	141	1638795.55	320%	-13%
2009	Blairlmond	1	0.0	1.25	Nuwara Eliya	0	0	0%	-100%
2009	Concordia	1	1.0	1.25	Nuwara Eliya	0	1248663.78	-100%	0%
2009	Park	1	1.0	1.25	Nuwara Eliya	0	1245702.5	-100%	0%
2009	Shanon	3	0.0	3.75	Nuwara Eliya	272	2104736.9	907%	-44%
2010	Haputale	2.0	2.0	2.5	Badulla	58	2,637,574.00	-7%	6%
2010	Waverly	1	1.0	1.25	Nuwara Eliya	56	802869.23	87%	-36%
2010	Millawitiya	2.5	2.5	3.125	Ratnapura	36	3123156.28	-130%	0%

2010	Elpitiya	5	5.0	6.25	Galle	21	6271583.49	-430%	0%
2010	Bentota	5	5.0	6.25	Galle	36	6119026.63	-380%	-2%
2008	Bentota	2	0.0	2.5	Galle	0	0	0%	-100%
2008	Lelwala	2	0.0	2.5	Galle	0	0	0%	-100%
2010	Nayapane	3	3.0	3.75	Nuwara Eliya	41	3749587.5	-163%	0%
2010	Dunsinane	5	5.0	6.25	Nuwara Eliya	24	6483119.77	-420%	4%
2010	Sheen	2	2.0	2.5	Nuwara Eliya	85	2543791.62	83%	2%
2010	Fernlands	5	5.0	6.25	Nuwara Eliya	39	6475687.75	-370%	4%
2010	Medacombra	1	1.0	1.25	Nuwara Eliya	48	1344653.11	60%	8%
2010	Newpeacock	3	3.0	3.75	Nuwara Eliya	51	3587418.8	-130%	-4%
2008	Talgaswela	2	2.0	2.5	Galle	0	2592919.71	-200%	4%
2010	Galeboda	1	1.0	1.25	Ratnapura	0	1250000	-100%	0%
2010	Madampe	1	1.0	1.25	Ratnapura	0	1108785.87	-100%	-11%
2008	Poronuwa	3	1.0	3.75	Ratnapura	64	1289671.62	113%	-66%
2008	Westhall	2	1.0	2.5	Kandy	42	1760465	40%	-30%
2010	Yataderiya	2	2.0	2.5	Kegalle	0	2469795.12	-200%	-1%
2010	Ambadeniya	1	1.0	1.25	Kegalle	0	1246830.3	-100%	0%
2010	Atale	2	2.0	2.5	Kegalle	0	2404088.76	-200%	-4%
2010	Nuwara Eliya	1	1.0	1.25	Nuwara Eliya	79	1296425.05	163%	4%
2010	We Oya	1	1.0	1.25	Kegalle	35	1158782.23	47%	-7%
2010	Kelani	1	1.0	1.25	Kegalle	35	1083040.41	17%	-13%
2010	Lavant	1	1.0	1.25	Kegalle	27	1067585.16	-10%	-15%
2010	Ederapola	1	1.0	1.25	Kegalle	35	1197938.4	17%	-4%
2010	Panawatte	1	1.0	1.25	Kegalle	30	1080442.29	0%	-14%
2010	Kiriporuwa	2	2.0	2.5	Kegalle	30	2320549.9	-100%	-7%
2010	Ganapalla	1	1.0	1.25	Kegalle	111	1096026.65	270%	-12%
2010	Urumewella	1	1.0	1.25	Kegalle	0	1164226.77	-100%	-7%
2010	Dewalakande	1	1.0	1.25	Kegalle	36	1139160.92	20%	-9%
2010	Kalupahana	1	1.0	1.25	Kegalle	35	1168788.43	17%	-6%
2010	Gikiyana Kande	1	1.0	1.25	Kaluthara	52	1249810.48	73%	0%
2010	Crystlersfarm	1	0.0	1.25	Nuwara Eliya	0	0	0%	-100%
2010	Poonagala	3.0	3.0	3.75	Badulla	87	3,442,850.46	-10%	-8%
2010	Craig	0.5	0.5	0.625	Badulla	87	563,454.00	240%	-10%
2010	Mussakelle	0.5	0.5	0.625	Nuwara Eliya	87	520821.9	240%	-17%
2010	Brownlow	0.5	0.5	0.625	Nuwara Eliya	118	529551.81	343%	-15%

2010	Ferham	1	1.0	1.25	Nuwara Eliya	87	1066963.87	190%	-15%
2010	Andapa	1	0.5	1.25	Matara	95	783559.81	267%	-37%
2010	Lankaberiya	2	2.0	2.5	Ratnapura	95	2037689.56	117%	-18%
2010	Eladuwa	2	2.0	2.5	Kaluthara	0	2374970.64	-200%	-5%
2010	Baddegama	1	1.0	1.25	Galle	0	1250000	-100%	0%
2010	Akurasssa	1	1.0	1.25	Matara	127	749392.62	323%	-40%
2010	Hulandawa (1.0)	1	0.0	1.25	Matara	0	0	0%	-100%
2010	Halpe	1	1.0	1.25	Colombo	52	1205214.19	73%	-4%
2010	Helboda	10	10.0	12.5	Nuwara Eliya	83	10973272.55	-723%	-12%
2010	Rothschild	4	3.0	5	Kandy	40	3079279.65	-167%	-38%
2010	Bearwell	2	2.0	2.5	Nuwara Eliya	42	2204976.28	-60%	-12%
2010	Clarendon	3	3.0	3.75	Nuwara Eliya	66	3372336.07	-80%	-10%
2010	Dessfort	5	1.0	6.25	Nuwara Eliya	65	1788342.98	117%	-71%
2010	Logie	2	0.0	2.5	Nuwara Eliya	0	0	0%	-100%
2010	Somerset	3	3.0	3.75	Nuwara Eliya	31	3356317.76	-197%	-10%
2010	Greatwestern	1	1.0	1.25	Nuwara Eliya	0	0	-100%	-100%
2010	Watagoda	2	0.0	2.5	Nuwara Eliya	0	0	-100%	-100%
2010	Palmerston	3	3.0	3.75	Nuwara Eliya	42	3302010.07	-160%	-12%
2010	Concordia	2	2.0	2.5	Nuwara Eliya	49	2497020.01	-37%	0%
2010	Cortlodge	1	1.0	1.25	Nuwara Eliya	61	1295739.5	103%	4%
2010	Park	1	1.0	1.25	Nuwara Eliya	16	1294087.51	-47%	4%
2010	Homadola	8	5.0	10	Galle	30	6124073.54	-400%	-39%
2010	Dickoya (4.0)	0.5	0.5	0.625	Nuwara Eliya	0	559147.1	-50%	-11%
2008	Strathdon (3)	1	1.0	1.25	Nuwara Eliya	50	930552.2	67%	-26%
2009	Delta Culvert 1+420 (M)	0	0.0	1.119	Kandy	129	868969.8	430%	-22%
2010	Albion (1.0)	1	0.0	1.25	Nuwara Eliya	0	0	0%	-100%
2010	Diyagama west (1.0)	1	0.0	1.25	Nuwara Eliya	0	0	0%	-100%
2010	Non Pareil (6.0)	6	0.0	7.5	Ratnapura	0	0	0%	-100%
2010	Mahaoya	1.5	1.5	1.875	Kegalle	83	1761844.7	127%	-6%
2010	Woodend	1	1.0	1.25	Kegalle	83	1184873.4	177%	-5%
2010	Nottingham	1	1.0	1.25	Kurunegala	89	911419.36	197%	-27%
2010	Muwankanda	1	0.5	1.25	Kurunegala	89	528307.75	247%	-58%
2010	Pitakanda	0.5	0.5	0.625	Kurunegala	89	618941.87	247%	-1%
2010	Reucastle	0.5	0.5	0.625	Kegalle	84	572836.98	230%	-8%
2010	Sapumalkanda	2	2.0	2.5	Kegalle	83	2256780.26	77%	-10%

2010	Eila	2.5	2.5	3.125	Kegalle	83	2886769.93	27%	-8%
2010	Pedro	1	1.0	1.25	Nuwara Eliya	75	1236214	150%	-1%
2010	Oliphant	1	1.0	1.25	Nuwara Eliya	89	1240165.25	197%	-1%
2010	Invery	1	1.0	1.25	Nuwara Eliya	77	1246051	157%	0%
2010	Ingestre	1	1.0	1.25	Nuwara Eliya	78	1245251	160%	0%
2010	Blinkbonnie	1	1.0	1.25	Nuwara Eliya	78	1245051	160%	0%
2010	Raigam	1	0.0	1.25	Kaluthara	0	0	0%	-100%
2010	Padukka	1	0.0	1.25	Colombo	0	0	0%	-100%
2010	Uskvalley (1.0)	1	0.0	1.25	Kaluthara	92	0	307%	-100%
2010	Vogan	1	0.0	1.25	Kaluthara	0	0	0%	-100%
2010	Mount Vernone	1	0.0	1.25	Nuwara Eliya	0	0	0%	-100%
2010	Kelliwatte	1	0.0	1.25	Nuwara Eliya	0	0	0%	-100%
2010	Sanquhar	2	1.0	2.5	Kandy	49	1109155	63%	-56%
2010	Mattakelle	3	2.0	3.75	Nuwara Eliya	31	2287255.48	-97%	-39%
2010	Radella	1.3	1.3	1.625	Nuwara Eliya	30	1328705.62	-30%	-18%
2010	Nakiyadeniya Rubber	2.7	2.7	3.375	Galle	0	3074678	-270%	-9%
2010	Nakiyadeniya Oil Farm	3	3.0	3.75	Galle	0	3604805.53	-300%	-4%
2010	Nayapana	2.5	2.5	3.125	Kandy	39	1606800.5	-120%	-49%
2010	New Peacock	2.5	2.5	3.125	Kandy	0	2483035	-250%	-21%



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MANAGEMENT OF PROJECTS WITH BENEFICIARY PARTICIPATION

RURAL ROAD CONSTRUCTIONS

For Office Work Only

I am a MSc Construction Project management student of UOM and it is one of the course requirements to conduct a field survey regarding the above title. I earnestly request your kind assistance and co-operation and assure you of confidentiality regarding information revealed by you.

Thank you very much.

The following questions to be offered to Management Staff (RDA officials)

A. General

A.1 Your working District

A.2 According to your knowledge with the project,

A.2.1 Quality control of the Project,

Perfect	Good	Neutral	Bad	Worst
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A.2.2 Cost management by beneficiaries

Perfect	Good	Neutral	Bad	Worst
---------	------	---------	-----	-------

A.2.3 Time management

Perfect	Good	Neutral	Bad	Worst
---------	------	---------	-----	-------

B. Management

B.1 How frequently RDA staff visit to site

Every day	Once a week	Twice a month	Once a month	Never
-----------	-------------	---------------	--------------	-------

B.2 Average distance from your EE-office or your working location to site

< 5km	5km ~ 10km	10km~15km	15km~25km	25km<
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B.3 How many additional staff has employed for the project

B.4 If no any additional staff employed, how many (average) additional projects has to supervise/manage

B.5 RDA has given technical instructions to site at regular intervals

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
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C. Payments

C.1 Payments to the beneficiaries are done on time

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

C.2 The payment procedure,

Too long	Long	Neutral	Short	Too short
----------	------	---------	-------	-----------

C.3 RDA has additional staff for the process the payments

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

C.4 If existing staff utilized, they have been paid for additional works

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

C.5 Salaries paid to road workers are done on time

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

C.6 After taking the measurements, how long it will take to get the payment

Two weeks	One month	One and half month	Two months	More than two months
-----------	-----------	--------------------	------------	----------------------

C.7 The estimates prepared by RDA are reasonable

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

C.8 The payments are held up due to unavailability of core-cutting machines with RDA

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

D. Time Frame

D.1 Duration given to complete a project is adequate

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

D.2 What is the most delayed process in the project?

Client's approval	RDA estimating	Construction	Measurements	Payments
-------------------	----------------	--------------	--------------	----------

E. Allocation

E.1 Allocation provide for construction of 1km is adequate for make the road motorable

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

E.2 The price escalations fixed is reasonable

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

E.3 If you 'DISAGREE' with E.1, What is the minimum comfortable allocation that you believe to bring the road motorable

1.0 million	1.2 million	1.5 million	2.0 million	More
-------------	-------------	-------------	-------------	------

F. Experience

F.1 The concreting experience is enough to carry out the road concreting project

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

F.2 The beneficiaries have enough experience on road constructions

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

G. Transportation

G.1 Do you provided with a vehicle for project purpose

YES	NO
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G.2 If 'NO', then how you will travel to site

By Bus	By superior's Vehicle	By a vehicle provided by beneficiaries	By your own Vehicle	Any of above methods
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G.3 If 'YES', the monthly km allocation is adequate for project management

YES	NO
-----	----

H. Quality

H.1 What is the concrete thickness specified for project roads

50.0mm	75.0mm	100.0mm	125.0mm	150.0mm
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H.2 How RDA has checked the thickness of the concrete

At Inspection time	By level setting	By providing a height gauge	By core-cutting	Not checked at all
--------------------	------------------	-----------------------------	-----------------	--------------------

H.3 How quickly you will receive the core-cutting machine, after requested to site

The same day	Next day	Within a week	Within two weeks	More than two weeks
--------------	----------	---------------	------------------	---------------------

I. Beneficiaries Financial Status

I.1 The project construction staff has faced liquidity problems at procurement of materials

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

I.2 Do you receive any advances from Client?

YES	NO
-----	----

I.3 If 'No', how it has effect to the construction works

Severe	Mild	No effect
--------	------	-----------

J. Availability of Resources

J.1 Beneficiaries are came through village societies

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

K. Communication

K.1 How quickly you will receive the monthly meeting minutes

Just after meeting	After a week	After two weeks	Before next meeting	Never
--------------------	--------------	-----------------	---------------------	-------

K.2 How you will receive the information from Head Office

Post	Over the phone	Fax	e-mail	Never communicate
------	----------------	-----	--------	-------------------

L. Coordination

L.1 You get good coordination from RDA / Beneficiary Staff

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
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MANAGEMENT OF PROJECTS WITH BENEFICIARY PARTICIPATION

RURAL ROAD CONSTRUCTIONS

For Office Works Only

I am a MSc Project management student of UOM and it is one of the course requirements to conduct a field survey regarding the above title. I earnestly request your kind assistance and co-operation and assure you of confidentiality regarding information revealed by you.

Thank you very much.

The following questions to be offered to Beneficiaries (ie. Plantation PLCs and Estates Management staff, Estate workers, Villagers, etc)

A. General

A.1 Your working District

A.2 According to your knowledge with the project,

A.2.1 Quality control of the Project,

Perfect	Good	Neutral	Bad	Worst
---------	------	---------	-----	-------

A.2.2 Cost management by beneficiaries

Perfect	Good	Neutral	Bad	Worst
---------	------	---------	-----	-------

A.2.3 Time management

Perfect	Good	Neutral	Bad	Worst
---------	------	---------	-----	-------

B. Management

B.1 How frequently RDA staff visit to site

Every day	Once a week	Twice a month	Once a month	Never
-----------	-------------	---------------	--------------	-------

B.2 RDA has given technical instructions to site at regular intervals

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

C. Payments

C.1 Payments to the beneficiaries are done on time

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

disagree				
----------	--	--	--	--

C.2 The payment procedure,

Too long	Long	Neutral	Short	Too short
----------	------	---------	-------	-----------

C3 RDA has additional staff for the process the payments

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

C.5 Salaries paid to workers are done on time

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

C.6 After taking the measurements, how long it will take to get the payment

Two weeks	One month	One and half month	Two months	More than two months
-----------	-----------	--------------------	------------	----------------------

C.7 The estimates prepared by RDA are reasonable

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

C.8 The payments are held up due to unavailability of core-cutting machines with RDA

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

D. Time Frame

D.1 Duration given to complete a project is adequate

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

D.2 What is the most delayed process in the project?

Client's approval	RDA estimating	Construction	Measurements	Payments
-------------------	----------------	--------------	--------------	----------

E. Allocation

E.1 Allocation provide for construction of 1km is adequate for make the road motorable

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

E.2 The price escalations fixed is reasonable

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

- E.3 If you 'DISAGREE' with (E.1), What is the minimum comfortable allocation that you believe to bring the road motorable

1.0 million	1.2 million	1.5 million	2.0 million	More
-------------	-------------	-------------	-------------	------

F. Experience

- F.1 The concreting experience is enough to carry out the road concreting project

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

- F.2 The beneficiaries have enough experience on road constructions

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

G. Quality

- G.1 What is the concrete thickness specified for project roads

50.0mm	75.0mm	100.0mm	125.0mm	150.0mm
--------	--------	---------	---------	---------

- G.2 How RDA has checked the thickness of the concrete

At Inspection time	By level setting	By providing a height gauge	By core-cutting	Not checked at all
--------------------	------------------	-----------------------------	-----------------	--------------------

- G.3 How quickly you will receive the core-cutting machine, after requested to site

The same day	Next day	Within a week	Within two weeks	More than two weeks
--------------	----------	---------------	------------------	---------------------

H. Beneficiaries Financial Status

- H.1 The project construction staff has faced liquidity problems at procurement of materials

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

- H.2 Do you receive any advances from Client?

YES	NO
-----	----

- H.3 If 'No', how it has effect to the construction works

Severe	Mild	No effect
--------	------	-----------

I. Availability of Resources

I.1 Beneficiaries are came through village societies

Strongly disagree	disagree	Neutral	Agree	Strongly Agree
-------------------	----------	---------	-------	----------------

I.2 How you get joined to the project

By your self	By some one's information	Through labour contract	As a request from Superior	By force
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J. Communication

J.1 How quickly you will receive the monthly meeting minutes

Just after meeting	After a week	After two weeks	Before next meeting	Never
--------------------	--------------	-----------------	---------------------	-------

J.2 How you will receive the information from Head Office

Post	Over the phone	Fax	e-mail	Never communicate
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