

# Sri Lanka Training Needs Assessment for Rural Roads Construction and Maintenance



**A report prepared jointly by:**

**Sri Lanka Institute of Local Governance**

**&**

**The International Labour Organization**



**In collaboration with:**

**The Intermediate Technology Development Group**



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# FOREWORD

It is with great pleasure I note that the World Bank together with the technical support of ILO, has taken initiatives to assist the rural infrastructure development in Sri Lanka. The overall project of the World Bank has identified the construction and rehabilitation of rural roads as one of its major components. It is an encouraging and positive step towards the rural development in the country, as the rural road network is the biggest road sector component, which exceeds 68,000 km.

The contribution made by the ASIST-AP Programme of ILO under its Labour-Based Technology (LBT) is particularly appreciated, since it serves several needs identified by this sector:

- a) Introduction of a highly technological construction, rehabilitation & maintenance mechanism,
- b) Preparation of a series of Training Modules, which are practical and user-friendly.
- c) Conducting of LBT Training of Trainers (TOT) at all operational levels (PS & PS) for the existing technical staff of SLILG and for the local contractors.

The Training Needs Assessment (TNA) for the Road Sector Assistance (RSA) Programme was carried out by ILO in collaboration with SLILG to identify and plan out the whole process adhered to the above process. The project will be implemented as a pilot exercise in three selected provinces, namely Southern, Uva and North-Central, covering 9 Pradeshiya Sabha (PS) areas, with possible extension to another 6 PS areas. Whilst SLILG and respective provincial CLGs will function as implementation authorities of the project, the identified local bodies (PSs) will be responsible for actual implementation of the project activities, at the field level.

Since the project activities are going to be based on LBT, the whole project would entail two main components as training and implementation. The ILO will provide funding for training while the World Bank will fund for the implementation under its overall RSA project.

This document, which is the outcome of the above TNA/RSA exercise of ILO-SLILG collaboration, can be regarded as an important landmark for both short-term and long-term operationalisation of the rural road sector development in Sri Lanka. This report is based on the findings of the TNA carried out in the selected 15 PSs in the 3 provinces.

I wish to place a special word of appreciation on record, for the technical support of ITDG, which is the main technical partner of this exercise and Mr. Carl Berentsen – the International Consultant, who compiled and authored the document.

SLILG is mandated for the capacity building for local authorities, and I am confident that our institution as the Implementing Agency of the programme would be able to implement it, with the positive support and guidance of the Ministry of Provincial Councils and Local Government, which holds the overall ownership and responsibility of rural road sector in Sri Lanka.

Cashian Hearath  
Director, Sri Lanka Institute of Local Governance

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## ABBREVIATIONS

ASIST	Advisory Support Information Services and Training
CBR	California Bearing Ratio
CBO	Community-Based Organisation
CDO	Community Development Officer
CLG	Commissioner of Local Government
CTU	Central Training Unit
DS (s)	Divisional Secretary
GOSL	Government of Sri Lanka
IA	Implementation Agency
ICTAD	Institute of Construction Training and Development
ILG	Institute of Local Governance
ILO	International Labour Organisation
IRDP	Integrated Rural Development Programme
IT	Information Technology
ITDG	Intermediate Technology Development Group
LBT	Labour-Based Technology
NCP	North Central Province
NGO	Non-Government Organisation
PC	Provincial Council
PIU	Project Implementation Unit
PS(s)	Pradeshiya Sabha
RCDC	Road Construction and Development Company
RDA	Road Development Authority
REAP	Regional Economic Advancement Programme
RSA	Road Sector Assistance
SLILG	Sri Lanka Institute of Local Governance
SPC	Southern Provincial Council
STU	Sub-Training Unit
TNA	Training Needs Assessment
TO	Technical Officer
TOR	Terms of Reference
UOM	University of Moratuwa
UPC	Uva Provincial Council

## **Executive Summary**

### **Project Content and Objectives**

The World Bank Mission in early March 2004 collaborated with GOSL in the preparation of the Road Sector Assistance Project. During the same period ILO ASIST AP mission also visited Sri Lanka to look into a project to support the rural infrastructure sector in maximizing the use of local resources and to develop initiatives with government, donors and financing agencies.

It was agreed that during the initial phase of the project, ILO would allocate a nominal fund to carry out training needs assessment of the PS and CLG and a capacity assessment of SLILG. The training needs assessment was then carried out by employing an international expert in the field of labour based technology and contractor training.

The objective of the consultancy service is two-fold:

- a) To assist the Ministry of Provincial Councils and Local Government in the development of capacity at the central and decentralized units in relation to the delivery of rural roads,
- b) To identify overall requirements to establish the required capacity at central and local levels to execute various work activities.

### **Current Situation**

The lack of access to various services at the rural level has been an issue basically due to poor upgrading and maintenance of existing rural roads. Some recent studies have revealed that the main transport need in the rural areas in Sri Lanka is the introduction of an improved system of upgrading and maintenance of rural roads.

The majority of the roads in the road network of Sri Lanka come under the category of rural roads, which amount to over 65,000 km. The responsible authority for these roads is the local authority – the Pradeshiya Sabha (PS). These local government bodies generally are constrained by inadequate funds for upgrading and maintenance of the rural road network

The general perception is that gravel roads are constructed through a lower standard of technology. During the past, most of these roads plus some 'unregistered roads were upgraded and maintained by 'Shramadana' (labour donation) organised by local NGOs and CBOs.

### **Approach and Implementation**

The approach for the assignment, which consists of developing the framework for training for construction and maintenance of rural roads, was by selecting 15 PSs in 7 districts covering 3 provinces of Sourthen, Uva and North Central. The 15 (5 from each province) PSs were selected by the consultant in close cooperation with CLG and SLILG.

### **Institutional Issues**

Recent post-election changes in Sri Lanka have affected the delegation of work and timely receipt of information. These national/provincial changes are outlined in Chapter 6.1.

The main institutional issue is how to identify and train central and regional personnel. The overall scope of the project is planned for a period of 4 years, during which time regional/national expertise will be hired and trained and 400 km of rural roads plus 400 m structures will be constructed over 9 PSs. This will be done in a two-stage programme, viz. 1-year pilot phase subsequently followed by a 3-year implementation period.

To plan and manage this project, it is suggested to introduce a 3-tier Organisation structure as follows:

1. Central level – The implementation agency/project management unit will be in charge.
2. Provincial level – Each CLG will require a full-time project implementation unit (PIU); At present there is inadequate staff available at CLGs to fill this post.
3. PS level – At the grassroots level, each of the selected PSs will need to employ and train a group of technical administrative personnel, who are competent enough to manage the additional work induced by the programme.

## **Training**

Training will be required at each of the above levels for the correct and timely execution of the planned physical construction. In particular this training will be related to labour based technology (LBT). The training will be designed on a modular basis both for management staff and contractors. It is expected, that the heaviest volume of training will be during the 12 months pilot phase. After reviewing lessons learnt from this initial period, it is expected that the training necessary during the subsequent three years can be gradually reduced.

Training materials, procedures and contract documents are expected to be developed during the first 6 months of the pilot phase. Due to the lack of expertise in LBT, it is envisaged that the programme will rely on external support during the pilot phase.

## **Next Steps**

Five main steps are proposed as post-mission activities:

1. Upgrading local capacity through awareness campaigns and training sessions,
2. Conduct training of trainers at each operational level,
3. Finalize training modules and training materials,
4. Select demonstration sites & respective roads in each PS for implementation under the scope of the project,
5. Develop the preliminary budget estimates for training.

# 1.0 Introduction and Background

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## 1.1 Background

A World Bank team visited Sri Lanka from February 25 to March 12, 2004 to collaborate with the Government in the preparation of the Road Sector Assistance Project.

The mission met with the Road Development Authority, the Ministry of Home Affairs, Provincial Council and Local Government (changed after the April 2004 election<sup>1</sup>), and conducted site visits to various rural roads to be rehabilitated and maintained as a part of the overall project. During this period, a mission from ILO ASIST - AP was also visiting Sri Lanka from March 8<sup>th</sup> to 11<sup>th</sup>). The prime objectives of this mission were to firm up proposals for ASIST AP's support to the rural road sector in the area of maximizing the use of local resources, and to develop initiatives with both Government, donors and financing agencies.

To assist in the initial phase of the project it was agreed that ILO would allocate a nominal fund for a short term consultancy to carry out an initial training need assessment. This assessment would include the review of a number of Pradeshiya Sabhas (PSs) from three pre selected Provinces, the respective CLGs and conduct a capacity analysis of the Sri Lankan Institute of Local Governance (SLILG) as the main training hub in the country. In addition to the above it was also discussed whether ILO's resources and expertise could be used at a later stage for training the trainers on labour based (LB) construction techniques as a result of the assessments and recommendations provided in this report, plus for ILO to conduct relevant seminars in participatory rural road planning and quality certification of works carried out by the selected Pradeshiya Sabhas.

## 1.2 Short term consultancies

The ILO proceeded by drafting two sets of terms of reference (TOR) for short term consultancies to cover the first part of the above scope. One assignment was designed for a 4-week period for an international expert in LB technology and contractor training. The second assignment was drafted for a national Sri Lanka consultant (or team of consultants) to assist the international expert during his/her mission.

The TORs were approved by the World Bank in due course, and an international expert/civil engineer was recruited forthwith.

The international project consultant, Mr. C.E. Berentsen mobilized in Colombo on April 17 & 18 and commenced work with ILO on April 19<sup>th</sup>. Shortly thereafter, meetings were set up with a reputable locally based, international NGO and engineering firm; ITDG<sup>2</sup> of Colombo, which would assist the international consultant to complete the TNA-tasks starting with central and regional field surveys, and subsequently draft up an assessment report with finding of facts and a proposed training programme.

## 1.3 Reports

Within 5 days of the commences assessment consultancy, an Inception Report was prepared as part of the TOR, outlining the proposed programme, approach and methodology to perform the necessary tasks. (As agreed with the World Bank's Colombo office, the report was submitted one week earlier than originally scheduled).

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<sup>1</sup> Refer Section 6.1

<sup>2</sup> Intermediate Technology Development Group.



The findings and recommendations from the completed assignment are documented in this mission report. The report is produced in a team effort by the international and national consultants and ILO with input from SLILG and the regions.

#### **1.4 Rural Roads and PSs**

Over 70 per cent of Sri Lanka's population lives in rural areas. The roads they use most in their day-to-day activities are within the boundaries of their villages and local towns. Yet, most of these access roads are overgrown footpaths, dirt tracks and narrow paths over craggy terrain. These, termed as 'Unclassified Roads' in the roads and highway management terminology, are under the purview of the Pradeshiya Sabhas (PSs), which are the state administrative institutions that are closest to the village communities.

The PSs being on the lowest rung of the political-administrative structure<sup>3</sup> are typically resource-poor, both in terms of finance and skilled/adequate staff. The Department of Local Government (DLG) under the Commissioner of Local Government is the main line authority over the PSs, mainly regulating the administrative functions. Within this framework, however, the PSs have the autonomy to decide their own development priorities and financial allocation preferences.

#### **1.5 Funding of rural roads**

The funds to keep roads to an acceptable standard are channeled through the Provincial Councils. These funds, however, are often inadequate and are often received late. In addition, the revenues from the PS are also insufficient to maintain their roads adequately.

In addition to the case of severe lack of funds, marginal enthusiasm to roads maintenance and upgrading in the regions must also be added related to the problem of a mismatch between government and village self-help, or "shramadana", methods of working. If the Sri Lanka government were to contribute technical supervision and/or equipment to village road projects, it may agreed this to be on a continuous basis for periods of several weeks, months, or even years. On the other hand, in absence of continuous, well organized road programmes with sustained employment and reliable resources, villagers are more likely to be able to sustain self-help while working for short periods at a time only with gaps in between, when they can attend to their other activities.

#### **1.6 World Bank's support**

The World Bank is presently in the process of implementing a larger road sector assistance project in Sri Lanka. As part of the support which has been pledged in this programme, the project is also intended to assist in curbing the above problems in the Districts and at Pradeshiya Sabhas levels, to develop a sustainable and nationally managed rural roads improvement & maintenance programme.

The rural road component of the World Bank funded Road Sector Assistance project (RSA) will focus on upgrading the quality of rural roads to an all weather level, primarily through improvement of design, application and quality of surface material and by construction of proper cross drainage features at optimum cost. Wherever possible, labour based methods will be used for this work.

As recently as May 10, 2004 the Sri Lanka national press (Daily News) confirmed that the World Bank has pledged the Sri Lanka Government aid to upgrade the country's rural road network.

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<sup>3</sup> Refer Figures 5.1 and 5.2

The planned scope of the RSA comprises mainly of civil works for rehabilitation and upgrading of approx 400 Km of existing roads, plus rehabilitation/repairs of approximately 400 m of small bridges and structures.

The Bank's Aide Memoire of March 17, 2004 confirmed the agreement reached with the MHAPCLG that the project should focus on nine PSs in the following three Provinces (three PSs per Province) as a pilot project:

- North Central Province (NCP)
- Uva Province (UP)
- Southern Province (SP)

Subsequently, the ILO added another six PSs (two PSs per Province), and thereby increased the scope for a longer term project to a total of fifteen (15) Pradeshiya Sabahs. These PSs were selected by the consultants as indicated in the Aide Memoire, based on their preparedness and priority as shown in section 4.1

To ensure sustainability of the works it is necessary to develop a strengthened capacity for the improvement and maintenance of rural roads at both local and central levels. This is planned through an initial needs assessment exercise followed by a series of training sessions of private and public stakeholders and finally the implementation of "live" road contracts in the identified Pradeshiya Sabahs.

The project will constitute rehabilitation and regular maintenance and of the core road-network selected in the pre-selected fifteen PSs. The overall programme is planned to be initiated in two phases: firstly through a 12-month pilot phase during which 100 Km rural road will be upgraded/maintained in 9 PSs of the above 3 Provinces. Pending results from the pilot phase, this is intended to be followed by a more comprehensive World Bank funded training and implementation programme over a period of three years.

## 2.0 Current Status

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### 2.1 Transport issues faced by the rural communities in Sri Lanka

People in rural areas travel long distances on a daily basis, to access goods and services for domestic requirements and livelihoods. Most existing rural roads have been badly constructed and inadequately maintained, and become impassable after the rains, either because of sections with deep mud or damaged by floods.

Thus the absence of a proper means of transporting produce into the markets on time is a great hindrance to district trades and economic development. Farmers, along with their wives and children, transport head-carry produce to areas in which they can be sold. Usually the villagers make four to five trips a week to the main road which is several kilometres away. A fair amount of produce that is left back in the village and goes waste. Small scale cultivators, who are unable to transport their goods to the markets on time, resort to selling their produce within the villages at a minimum cost.

Bicycles, motor cycles, animal carts and tractor trailers are the most commonly used vehicles in rural areas. Yet even these, the farmers do not own, and therefore cannot afford to move their goods on a daily basis.

Bicycles	Motor Cycles	Three Wheelers	Tractors	Cars/Vans/Jeeps	Light Goods vehicles	Heavy Goods Vehicles	Buses
57%	21%	6%	6%	6%	3%	0%	1%

**Table 2.1 Traffic on Rural roads<sup>4</sup>**

The majority of the journeys are made on foot, and this includes travel related to the provision of the daily needs of the family (e.g. collection of water for drinking and cooking, firewood, food and other provisions).

The lack of motorable roads also has a negative impact on the education of the children in rural villages. The average student travels 2 km daily to attend school. Some villages have their own school, which conducts classes for the lower grades. Yet since there are no teachers within such villages, and transport facilities are almost non-existent, the local school finds it very difficult to maintain their education programmes or retain staff. This contributes to the low standards or insufficient schooling, which in turn compels children to live outside their locality for better education.

The lack of transport on the poorly maintained rural roads in turn result in inadequate access to medical facilities. The closest rural hospitals can be 10- 20km away from certain villages, and impossible to reach in an emergency. Those in need of medical assistance often walk or are carried to the nearest bus route, from which they have to travel further, to reach a hospital.

### 2.2 Rural roads construction and maintenance

The rural Transport Needs Assessment study conducted by ITDG, in collaboration with the Ministry of Transport and the universities of Colombo and Ruhuna, highlighted that the main transport need in the rural areas of Sri Lanka is the introduction of an improved system of upgrading and maintenance of rural roads.

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<sup>4</sup> Source: RDA

At present it appears that there is no overall policy which provides suitable technical or sustainable mechanism for rehabilitation and maintenance of rural roads. The advantages that could be gained through community participation and the involvement of other responsible organisations in the development and maintenance of rural roads have not been sufficiently considered in most areas.

The majority of the rural roads are earth or gravel roads, cart tracks or footpaths, which are ideally suited to be rehabilitated and maintained by labour based methods. One or two paved roads pass through each Divisional Secretariat division, but the conditions of these do not facilitate easy travelling. Often the earth and gravel roads are not constructed properly and become muddy and impassable during the rains.

The need and expectation of villagers for roads with “all weather” access is high. The existing roads network in the rural areas consists of badly constructed paths which prevent the use of any vehicle other than the bicycle. In some cases the road is in such dilapidated conditions, that it is very risky for even bicycle or pedestrian traffic. Villagers often have to walk kilometres to reach a quality and well maintained road.

The low funding and lack of priority given to rural roads by the local authorities are further aggravated by the village communities’ dependence on the higher authorities for the development of their own village. Quite often villagers take the above circumstances for granted, some taking it to be their fate. That condition alone will justify the implementation of the potential programme reviewed in this report.

In certain cases, however, some villagers have taken the initiative to develop their village transport conditions by *shramadan*<sup>5</sup> activities. This is not a sustainable development mechanism. The lack of technical knowledge, skills and minimal interaction with local authorities limit the durability and quality of the work considerably. By introducing the training programme and labour based technology in three Provinces initially, as planned, this will introduce a regional educational incentive as well as meet a vast demand for improved rural access.

### 2.2.1 The responsibility of rural access road construction and maintenance

Historically, the provision and maintenance of rural infrastructure and services in Sri Lanka were the responsibility of the central government. The current context illustrates several changes to this historical situation. Macro economic policies have advocated the retreat of the state and the removal of subsidies. However, where road construction and maintenance is concerned, this responsibility still lies with the state, although decentralised to a considerable level.

Road Development Authority (A & B)	11,000 Km
Provincial Council (C& D)	14,000 Km
Local Authority or Pradeshiya Sabha (E & Other minor roads)	65,000 Km
Others: Irrigation Department, Mahaweli, Agriculture Department, Plantation sector	6,000 Km
<b>Total</b>	<b>96,000 Km</b>

Table 2.2 Road Ownership in Sri Lanka<sup>6</sup>

The local government institutions of the decentralised administrative system have suffered from a lack of sufficient funding, and as a result improving rural transport infrastructure receives low

<sup>5</sup> Voluntary labour

<sup>6</sup> Source: ITDG TNA study

priority. (Refer section 5/ Figures 5.1 ad 5.2 for the various lines of communication between central and local levels for managing of rural roads).

As seen in the table above, the majority of rural roads belong under the PSs, most of which are heavily under-funded. In one PS studied<sup>7</sup>, finance was available for only 38 out of 249 roads.

The PSs prioritise the `main' roads in their area (i.e. E roads or roads that link with the A, B, C or D – class roads), while less attention is paid to the access roads that run through the village.

During the team's visit to the regions, it was understood that the receipt of state funding for road maintenance to the PSs could also be improved upon. One issue is that allocated funds are received in the middle of the year and need to be spent within a short period of time. PSs entrust the work to contractors who are expected to carry out a rush job if they are to receive their payments without delay. Present tendering procedures for smaller road contracts in the regions should provide equal opportunity also for smaller contractors of the private sector. This is also an issue which will be the responsibility of the programme through the SLILG as the new Implementation Agency to review (refer Figure 5.2) . The result is often sub standard work requiring more repairs at increased cost on a long term basis.

The "ownership" of all rural roads should be at PS level. This however is not the case. As an example, the PSs have little authority over the roads belonging to the Irrigation Department, Mahaweli, Agriculture Department, Plantation sector etc. These roads automatically come under the authority of the above mentioned sectors either because they own the land area or because their development interventions in the area (e.g. canals) cut across or involve sections of the roads network. Unfortunately, not much attention is paid to the maintenance and rehabilitation of these roads by the said authorities, and since the roads are out of reach of the PSs, they are neglected and forgotten by both parties.

A new strategy and road management policy set out already at the pilot phase of the proposed programme should hopefully improve on this, as well as reinforce the understanding of quality of work.

### **2.2.2 Choice of technology in the current system**

In addition to available funds, the decision to tar or gravel the surface of a road is primarily based on the volume of traffic, the population of the area, political influence and the class of road. The general perception is that gravel roads are constructed to a lower standard of technology. This is mainly because gravel roads deteriorate soon after construction, due to the sub standard construction practices. These roads are generally built by using heavy machinery which, when not supervised carefully, will not comply with relevant specifications of the design and functions such as camber, compaction, shape of drains and scour checks etc.

The impression from discussions with the CLGs is that increased interest should be paid to improving the overall aspects of gravel road construction. Presently undue attention is often given to improve the road surface. Due to this, the road deterioration set in sooner than expected. The low interest in labour based technologies is due to the lack of knowledge of appropriate technology in gravel roads construction and maintenance.

The system of rural road construction and maintenance should take place with the active participation of the village people. Rural communities should not be looked upon as recipients of state support but as a valuable resource. While there have been attempts to involve rural communities in road construction and maintenance these attempts have not been very successful.

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<sup>7</sup> Rural transport needs assessment study

This will be a challenge for the pilot programme and for the new SLILG and its partners to successfully introduce labour based methods. These methods will not only create longer lasting gravel roads and systems of routine maintenance, but also improve the local participation in construction and maintenance, through higher employment generation in adjacent villages and communities.

### 2.3 Training Capacity at Central and Regional Levels

Central Level: The Sri Lankan Institute of Local Governance (SLILG) was established on the 15<sup>th</sup> October 1999, by an act of Parliament, under the Ministry of Home Affairs, Provincial Councils and Local Government, and is the main government body responsible for capacity building of local authorities and PCs in the country.

As shown in Figure 3.1, there are four main management disciplines where SLILG is responsible for providing inputs to the local authorities. At present, however, the mission does not see that SLILG is in a position to provide added training inputs in rural road management effectively unless serious revisions/additions are made in terms of human resources, material and other facilities, as suggested in section 3.1

Specifically, the mission observed that proper training materials, literature and expert knowledge is presently lacking with SLILG on the different alternatives of rural road construction & maintenance.

The training programmes which ILG is implementing are mainly through directives or proposals initiated by the Ministry of Provincial Council and Local Government. The courses are planned and implemented partly through their own limited in-house expertise while primarily performed by/or in association with other resource personnel or units. At present the SLILG has relied heavily on institutions like ITDG plus national and provincial RDAs.

In addition to the training programmes conducted together with ITDG on labour based technologies for road construction, it is suggested that closer collaboration between SLILG and other institutions such as RDA and Universities should be considered in order to reinforce their knowledge and senior role as trainers in rural road construction and maintenance.

To illustrate this point, one instance is explained below.

*In June 2003, RDA organized one week conference on "International Focus Group on Rural Road Engineering" in Colombo.  
The conference was attended by nearly 100 professionals from around the world, involved in the development of rural road, while no participants attended from SLILG or CLGs.*

Both National RDA and Provincial RDA have a wealth of knowledge and expertise which should be taken advantage of in the process of building up the SLILG as the Implementation Agency, initially as the training hub of the pilot phase of the programme.

These resources could be tapped through close cooperation under his programme in order to build the capacity of the technical staff of the local authorities. There are about 400 qualified

engineers, apart from the diploma engineers and the technical officers employed at RDA around the country<sup>8</sup>, who have contributed immensely for the development of rural road sector.

Though the RDA is well equipped with the resources and the facilities, there is no central authority to provide expert knowledge and technical specifications for rural road construction. The technical staff at the local authorities do not have access to hand books which could be used to select different technical options depending on the geographical condition, anticipated traffic volume and other factors like axle loads, design speed and drainage structures etc. Establishing a Rural Road Division within RDA (similar to *the Rural Water Section of National Water Supply & Drainage Board*) which can work together with the PSs to provide technical inputs need to be considered as another option by the government in order to tap the available expertise to develop the rural road sector.

### **Recent initiatives by Central Agencies on capacity building for rural road infrastructure.**

- The most recent training programme in labour based construction and maintenance of gravel roads were conducted in April/May 2004 by ILO/ASIST for the Ministry of Samurdhi in Colombo and Monaragala, as part of a technical support programme to Districts under a World Bank funded project.
- Support is provided both by Roads Development Authorities, which has solid resources both in material and manpower.
- ITDG recently completed the rural Transport Needs Assessment study in collaboration with the Ministry of Transport and the universities of Colombo and Ruhuna.
- Training capacity as far as material and personnel at University of Moratuwa is listed briefly in Section 7.5
- ICTAD has no training capacity in this relevant field at present, while there is ample potential to use its library and their facilities for training and workshop. It is suggested that ICTAD could be supported to be able to provide the level of service and quality training capacity it had 15-20 years ago.

### **Decentralised**

From the consultant team's visits to the 15 PSs it was evident that the capacity to provide training inputs to the PSs is limited with the provincial technical units. Also the collaborative efforts between the CLG office and the provincial road authorities could be reviewed as far as how to enhance the sharing of knowledge, to develop the rural roads in their regions. It is also suggested that added efforts in encouraging the interest of the private sector will give a broader scope of resources for future maintenance work as well as potential assets in teaching.

Small and medium size rehabilitation of infrastructure schemes are primarily implemented through award of contracts to Community Based Organizations (CBOs), while larger schemes are implemented through conventional competitive bidding. Immediate actions for streamlining and capacity building through training interventions would include:

- a) Development of improved Community Contract management systems and procedures for the planning, design and implementation of rural infrastructure works.
- b) Training of project personnel
- c) Training of Local Authorities and District Staff
- d) Support and Capacity Building at Central and Regional Levels
- e) Capacity assessment of local contracting market, as well as public sector, and assess requirement for a project awareness related to rural road maintenance and labour based technology to enhance the involvement of the private sector through

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<sup>8</sup> A few of these are: Mr Amarasekara (Director of RDA.Uva), G Jayalath (Engineer/RDA, Colombo) and Dr J Edirisnghe (University of Peradenya).

small and medium sized firms and propose cooperation with the public sector in maintenance and infrastructure projects.

As indicated in Chapter 9, a follow up to the observations and recommendations made in this report is suggested through the proposed actions of the (post mission-) next steps. This will firstly streamline the factual build up and facilitate the preparation before the planned workshop with the World Bank later in the year, but also develop a broader and more solid basis and understanding of regional and central needs on which further development and design of training modules can be made.



## 3.0 Objectives

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### 3.1 Capacity Assessment and Development

As outlined in the consultancy TOR, the main objectives of the local and international consultancy services of this assignment are two fold: First, to assist the Ministry of Home Affairs Provincial Councils and Local Government<sup>9</sup> in capacity development both at the centre and decentralized government unit levels in relation to delivery of rural roads; and second, to assess the related training requirement to build all sectors up to the required level to handle such responsibilities, and draft a related outline of a training programme as a result of the above.

Most of the review and recommendations in this report are based on the results from meetings with the SLILG and the field survey and findings from the three pre-elected Provinces; i.e. from visiting the 15 PSs (including the 6 PSs added by ILO). As mentioned in Section 4, the 15 PSs were chosen from the 7 Districts of the three Provinces, in cooperation with the SLILG and CLG.

Section 19 of the World Bank's Aide Memoire of March 2004 identifies the need for a next consultancy to identify the specific roads of the respective PSs to be part of the programme, and secondly also prepare design standards, environmental guidelines etc. The present short term consultancy, however, has contributed as an introductory time saver in fact findings and recommendations for the next consultancy.

Results from discussions with CLGs, SLILG, ITDG, ICTAD, etc. and reviews of the regions' organization structures as well as of the relevant physical work completed over the last years contributed to preparing the suggested training plan.

Since the World Bank project's aims are to build on lesson learned from the first year pilot programme, a primary focus of the evaluation of this initial mission is on the institutional capacity of the districts and communities to manage and implement rural roads rehabilitation and maintenance projects and programmes. Such assessments are also based on a review of present conditions, observed from the visits and interviews described in Annex VII.

One approach to improve this situation is through the steps suggested in the next sections. The capacity building of the private and public sector is suggested to start with building up the three tier training and management cadre around a central Implementation Agency (SLILG's Project Unit) as outlined in Chapter 5. This central and more sustained level of coordination is necessary for a continued support and control of the progress.

While the outline of this new organization structure is presented only as an outline, each of the three training and implementation levels, i.e.: Central, Provincial and PS level must be filled with quality personnel, provided with necessary facilities, funding, job definitions, assignment objectives and task deadlines, plus a core training and a firm sense of team responsibility (Refer Chapters 5 and 7).

As noted by the mission, the Central Level of the training hierarchy through SLILG's leadership must be strengthened from its present status through expansion of technical, administration and training staff.

- An internal project unit of this new Implementation Agency (IA) must be developed with clear objectives how to function as the expected training and management hub for this project only. Separate office/facilities should be allocated, similar to that of other

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<sup>9</sup> Note changes after April 2004 election

programmes presently in the SLILGs repertoire, and a qualified engineer/trainer, plus a clerk/secretary with support staff should be employed. Also provisions for communication and IT facilities should be set up with direct links to the other project training and project teams all the way to PS and contractor levels, as shown in Figures 5.1 and 5.2.

In setting up and staffing this new unit it, is recommended that the SLILG is gender sensitive in its recruiting approach.

An important logistic issue for this unit to function as the training hub in its real sense, is to create a data base and library of relevant training material, trainers, suppliers, equipment, etc. which can be accessed on short notice. It is suggested that a recommended source for reference and training material for small scale contracting, in addition to the more limited material presently available with the SLILG should be ILO ASIST.

- The wider day to day support structure to the SLILG in its new role as Implementing Agency of the coordinating and training duties, will be from the next level of a range of specialized units, consultants, NGOs, etc. as a sub-training unit.

The groups suggested in the line diagram in Figure 5.2 represent a preliminary assessment of qualified training providers, to which a wider range of specialist units must be added. This should be an important task as part of the post mission activities, listed in Section 9.1 and 9.2.

- The above two components will represent the central programme level. The proposed programme management structure will comprise of a Provincial Level directly reporting to the IA, with training support from the sub training units. The CLG at each Province will have its own Project Implementation Unit (PIU), with a typical project team of an Engineer, Technical Officer and a clerk/accountant.

Through this set up the IA. should have instant access to the progress of each project even at PS level, and maintain control of each level of training.

From the capacity assessment during the mission teams' visits to the three Provinces (NCP, Uva and Southern Province), the respective CLGs advised that each PIU had to be built around the existing skeleton staff. Initially, the CLGs appeared cautious in confirming the apparent lack of support staff, but eventually all three offices confirmed their need for personnel and equipment support, as well as showing a keen interest for added training in their respective field of duties.

The training proposed for PIUs is outlined in Chapter 7 and Annex VI

The technical unit at the CLG office comprises of an engineer with few or no technical officers. The unit is supposed to provide technical inputs for the Pradeshiya Sabhas in the respective provinces. These technical units are heavily under staffed and lack expert knowledge and resources on rural road engineering. They have to carry out a range of activities in diversified fields or disciplines such as building construction, water and drainage, roads, solid waste etc. This does not create the space and the necessary conditions for focused attention on developing engineering specifications & standards, guidelines and monitoring mechanisms on rural road construction & maintenance.

At Pradeshiya Sabah (PS) level, the rural road management will be the responsibility of a project team comprising of a technical officer (TO), a secretary/clerk and a community development officer (CDO). Each position will require training based on needs which were assessed during the field mission. The training scope is outlined in Chapter 7.

The proposed curriculae listed in Section 7 and Annex VI, related to the types and duration of required theoretical and practical courses to bridge the gap between present capacities and long term requirements for upgrading and maintenance of rural roads.

The development of a course matrix was a result of a team exercise during the mission:

- From ILG's recommendations through its Engineering Consultant. The course outline was partly based on his knowledge from ILG's own courses, which primarily concentrate on capacity building of local authorities,
- From ITDG and ILG's knowledge of regional training requirements; i.e. at Provincial and PS levels.
- Through interviews conducted by the ITDG's three independent survey teams in the three designated Provinces
- Regional interviews by the consultant in partnership with ITDG and ILG
- From review of curricula and course development from similar training courses, followed by team review of facts and suggestions derived from the above items and summarized in the initial training outline of 13 courses in Chapter 7 and Annex VI

### **3.1.1 General observations and suggestions: Rural road awareness and management**

**Policy** - In many countries transport policies are framed with a focus on the higher levels of the road network. These are not always appropriate for lower level roads. They do not consider the range of issues required to create an effective policy environment for good management and financing of CLGs. Experience has shown that policies have to clearly define responsibilities for the CLG. These are usually assigned to local authorities, who are often newly formed or constituted and do not have the technical or financial capacity to manage CLGs rural roads.

Therefore, policy has to be developed to support these authorities. This often involves cross sector/ministry decision making and resource allocation. In addition, communities can have a role to play and this role needs to be properly defined.

**Planning** – The planning, prioritisation and re-organisation of the structures of the CLG at the local administration level is often a political decision, without little technical objective criteria. The problem is that, with the majority of the rural roads being of low volume, there are very few planning tools available to enable more objective decisions to be made. Coupled with a lack of resources to collect and analyse data, the political decision becomes paramount.

Similar projects in many other countries use integrated rural accessibility planning. This enables quick and efficient planning tools to be applied and understood by technocrats, politicians and their constituents alike.

Within the prioritisation of roads, cost is obviously a key factor. Methods such as objective orientated spot improvement to maintain dry season access, have been widely used with success. Also a more discerning approach to the provision of road access, for example distinguishing between all-weather/all the time and acceptable partial closure, can bring more realism into local level planning.

**Execution** – there are two elements in the execution of improvements and maintenance of rural roads under the CLGs and respective PIUs: the management of actual works, including various modes of contracting – including community and petty contracting; and, the financing or contribution to works. The management of works on rural roads has generally moved from force account systems to locally managed contracting. This has presented a challenge to the local contracting industry for which it is often ill prepared. There are valuable experiences in

both the management and development of local, district-level contractors that should be considered, and the approach and technology of labour based methods must be revisited.

The financing of maintenance and upgrading of rural roads at Class E level is inevitably the 'bottom line' for many resource poor local administrations. There have been positive examples of community contribution coupled with road fund allocations in Tanzania that appear to give a realistic and sustainable solution to this problem.

Beyond the limited period of this TNA mission, the next steps must address specific case studies and draw out the best practise in each of the above areas, culminating in a summary of experience and lessons that can be taken forward in a set of more comprehensive training and management modules. This should go beyond what is presented here for the proposed 12 months pilot project and be discussed at the forthcoming World Bank Mission for a longer term programme in the three provinces and in 15 Pradeshiyah Sabahs

### **3.2 The SLILG**

The assignment's TOR calls for providing a framework for the development of the SLILG in its capacity under the programme.

Sri Lanka Institute of Local Governance (SLILG) was established under the act of parliament No. 31 of 1999 and it commenced functioning with effect from 15<sup>th</sup> October 1999. The main objective of the institute is to facilitate the enhancement of Institutional and managerial capabilities of provincial Councils and Local Government Institution for the efficient and effective provisions of service to the people. (See Annex IX)

At present the SLILG has a staff of 30-35 at various levels, with a key vacancy of Deputy Director/Training. The proposed requirements for SLILG to function as the main Implementation Agency of rural roads training is shown in this section as well as in the diagrams of Chapter 5.

The project line diagrams in Figures 5.1 and 5.2 show that the Ministry of Local Government does not have a clear line authority over PSs, although the PSs are still dependent upon the SLILGs inputs on various technical and managerial matters. Therefore the SLILG has to work through the CLGs to approach respective PSs. The assessment of SLILG's long term role attempts to take this issue into account.

As mentioned above, the mission is of the opinion that if the SLILG is to function as the main management and training unit under this rural road programme, both from the pilot phase and later, the Department in its present form needs to be strengthened both in manpower and facilities and operate from a new structure set up as a Project Management Unit.

Below is shown the present overall organization of the SLILG, while in Chapter 5 its new function as the IA of training at the central level is also shown.

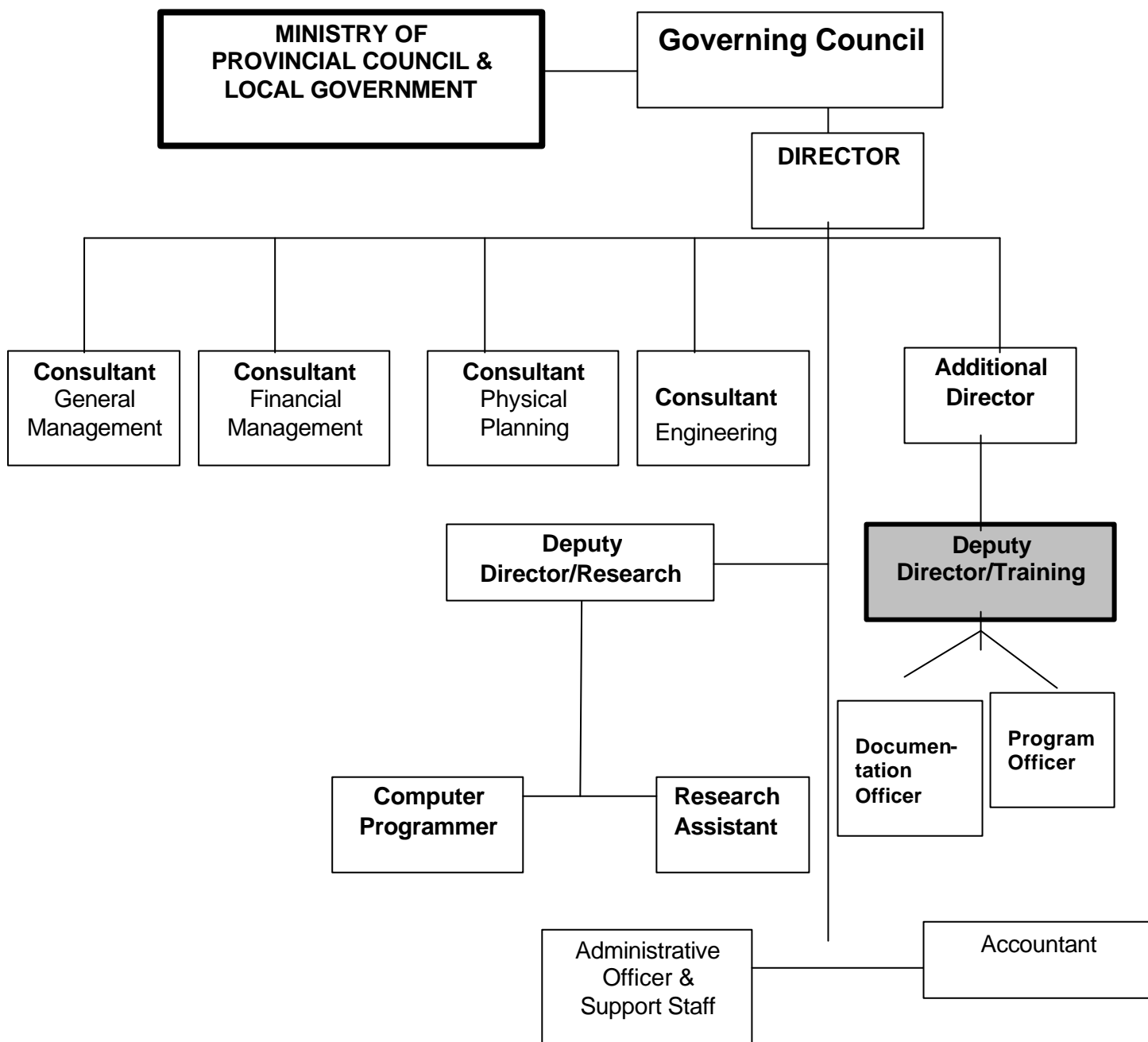


Figure 3.1 SLILG Organization

Full legal name	SRI LANKA INSTITUTE ON LOCAL GOVERNANCE
Date established	15 October 1999
Legal status (including official registration number, where relevant)	Government Institution, Under the Ministry of Home Affairs, Provincial Councils and local government - has been established by an act of parliament.
Official address	17, Malalasekara Mawatha, Colombo 7
Telephone n°	94 1 2580307 94 1 2580335
Fax number	94 1 2580316
E-mail address:	<a href="mailto:mpclgmu@slt.lk">mpclgmu@slt.lk</a>
Person responsible for this project	Mr.Dilan Fenandopulle
Type of organisation	Support the local authorities and Provincial Councils
Main areas of activity	Capacity building of Local Authorities and Provincial Council
Total annual budget (in EUR)	Capital - 24000 Recurrent- 83000
Main donors	The Treasury, Government of Sri Lanka
Staff numbers (administrative and technical)	30
Membership of networks, federations etc	Member of Local Government Training and research Institute Asia & Pacific(LOGOTRI) Member City Net
Training experience on rural roads	SLILG and ITDG have been involved in the capacity building of local authorities on labour based road construction & maintenance in the North Western and Uva provinces for the past two years
Experience over the last five years	SLILG has been carrying out activities related to capacity building of local authorities in the areas of roads, water, solid waste, drainage systems, Finance & Admin and physical planning.

**Table 3.1 Sri Lankan Institute of Local Governance**

### 3.3 Decentralized Units

For SLILG to function as the overall implementation agency for rural roads training, it is recommended that the present organization and reporting structure must be strengthened; firstly to comply with the three tier management and training structure outlined under Section 5.1, secondly to strengthen and expand the teams within the sub-training unit and the actors at the Provincial level through the new set up of Project Implementation Units (PIU) at each CLG. More importantly the SLILG in its new role must ensure a close, transparent and regular dialogue and understanding of roles between the Provincial Level partners and the next tier at the Pradeshiyah Sabah level, their respective TOs and the private sector.

This will require a carefully planned and introduced training and implementation program, which is envisaged to start with the 12 month pilot phase in 3 Provinces and 9 PSs.

**Pradeshiya Sabha** - PSs are administered by the elected political representatives from the locality and headed by a chair person. The responsibilities of the PSs are the operational aspects of the rural development activities such as roads, buildings, water supply, waste management etc. The key personnel in the implementation of the proposed World Bank funded road sector assistance project will be the Secretary, Technical Officers (TOs) and the Community Development Officers (CDOs). The CDOs are responsible for development and training of communities and will play a crucial role in the project if the involvement of CBOs in the implementation of road work is promoted. Training of these officials on the labour based road construction & maintenance methods will create the technical and managerial capacity within the PSs to plan and monitor the road improvement activities effectively in the future.

The field survey carried out during the period 27<sup>th</sup> April to 30<sup>th</sup> April in the 15 PSs of Uva, North Central and Southern provinces by the 3 ITDG teams with the support of SLILG and ILO, reveal that most of the PSs use the village CBOs as their small scale contractors (see Annex VII). The team was advised that this is mainly due to the inability to hire contractors as the funds are not sufficient to implement the work through competitive bidding. The team felt that this approach, if implemented properly, would create sense of ownership among the communities and the transparency of the financial transactions could also be ensured.

**Department of Local Government (DLG):** DLG is headed by the Commissioner of Local Government (CLG) attached to the respective Provincial Council. The PSs are under the administration of CLG and have the authority over PSs in terms of resource allocation and training etc. CLG is a non political institution and plays a key role in the process of any project implemented together with the PSs. Each DLG in the province has a technical division headed by a provincial engineer. The human and other resources availability in the technical division differ from province to province depending on the provincial administration.

Building capacity of the technical division in the CLG office is essential and should be considered as a priority area. The capacity building should not only be focused on the rural road aspects; but also by providing the required human and other resources.

The following box story provides some of the findings by the officials of SLILG, ILO and ITDG who visited the CLG offices in the North Central and Uva provinces on the 27<sup>th</sup> & 28<sup>th</sup> April 2004. Some of these comments and requests were typical also from other regional meetings, and the curriculae of the training programmes intend to meet these and other typical requirements.

*The two provincial engineers of North Central and Uva Provinces, Mr. Matupala and Mr. Jayathilaka when interviewed by the visiting team explained a range of similar issues that they confront when performing their duties and also requirements that need to be fulfilled in order to carry out their work effectively. These included lack of trained technical staff both at the CLG offices and the PSs, measuring and levelling equipment, compactors, Vibrators, CBR and other soil properties testing apparatus.*

*Mr. Jayathilaka has to monitor the activities of 23 PSs in Badulla and Monaragala districts without any technical assistants. He is of the view that there should be 01 S. Grade TO at the CLG office while he requested another 2 TOs each to monitor the work in Badulla and Monaragala Districts. In addition he also requested that they need training on Tender procedure, quality control, LB techniques, new testing methods, relevant computer applications financial control and regulations etc.*



## 4.0 Approach and activities

### 4.1 Selection and Indicators

In the World Bank's Aide Memoire of March 2004, three Provinces were identified to be included in the scope of the planned RSA pilot project, viz: North Central Province (NCP), Uva Province (UP) and Southern Province (SP). The further selection of each of the respective 9 PSs ( 3 per Province) were left for the project consultant to identify.

The selection of the 9 PSs will be based on poverty levels, proximity to other IDA projects, existing connectivity and access.

The work described in this report relates specifically to the capacity of the central, provincial and PS institutions to effectively plan, design and deliver rural roads works. An attempt was made however in addition to have some understanding of the priority PSs. Clearly within the time available it was not possible to carry out a full analysis and indeed that will be the work of the project consultants. However the overall issue was addressed during discussions with the SLILG and the CLGs in the Provinces.

Province	Selected PS & District	Poverty level %age families
<b>Southern</b>	<b>Overall</b>	<b>26.2</b>
	Habaraduwa, Galle	38.4
	Akurassa, Matara	55.0
	Pasoda, Matara	40.3
	Tissamaharama, Hambantota	45.0
	Weeraketiya, Hambantota	<b>41.6</b>
<b>North Central</b>	<b>Overall</b>	<b>29.3</b>
	Medirigiriya, Polonnaruwa	47.2
	Madagamnuwara, Anuradhapura	61.5
	Padaviya, Anuradhapura	43.4
	Talawa, Anuradhapura	52.6
	Lankapura, Polonnaruwa	49.0
<b>Uva</b>	<b>Overall</b>	<b>36.4</b>
	Elle, Badulla	52.0
	Bibile, Monaragala	60.0
	Buttala, Monaragala	58.0
	Ridimaliyadda, Badulla	49.1
	Uvaparanagama, Badulla	46.5
<b>Sri Lanka</b>	<b>Overall</b>	<b>23.9</b>

Table 4.1 The selected Pradeshiyah Sabahs with their Poverty levels

As an input to the work of the consultants therefore we include the results of the discussions with the CLGs and overall assessment of road provision in the three Provinces. Clearly the latter provides only general background and the selection of the PSs for the pilot project would

require much more detailed analysis. Annex VIII contains some information on accessibility which may be useful to the consultants.

Based on the overall assessment 15 PSs, 5 from each Province, were selected to be visited by the team to obtain a comprehensive understanding of the existing capacity at the PS level. The 15 PS in table 4.1 were selected by the CLG in discussion with ILG:

## **4.2 Field Survey mission and interviews**

The survey approach followed the TOR's first objective, i.e. to perform a general framework assessment for the development of the Institute of Local Governance's capacity to provide support to the LGUs.

This was briefly been touched upon during the first week of the assignment through the initial meetings with SLILG and their subsequent assistance to the project in identifying the PSs and contacts with CLG through a fact finding exercise and acting as an important liaison for the 4 day field survey mission to the three Provinces. The SLILG also joined the team to North Central and Uva Province after having pre- arranged appointments with the respective CLG.

One of the major tasks specified in the TOR is the assessment of the LGUs. As part of this assessment, all the 15 PS were visited by the consultants. The capacity assessment of the decentralised units and suggestions of reorganization and strengthening of the CLGs in this report are based on the fact finding mission to the Pradeshiya Sabahs.

In addition to the observations and notes from the field visit shown in Annex VII, the following gives the findings from the discussions in the three Provinces:

### **Southern Province**

The following five PSs were surveyed in Southern province; Habaraduwa, Akuressa, Pasgoda, Weeraketiya and Thissamaharama.

- The PSs were generally reluctant to accept gravel standard for the roads. This was mainly due to the expected problems with maintenance for which only limited funds are available.
- Basic equipment is required for earth road improvement and maintenance such as rollers, levelling equipment and tractors.
- The technical officers attached to the PSs have over 10 years experience. However they need to be trained on government regulations and contracts of rural road works. However, most of the secretaries and chairmen are reluctant to release TOs for long training programmes as it obstruct the routine work.
- Raising the technical awareness among labourers was also highlighted.

### **North Central Province.**

- All the PSs were severely constrained by the lack of human and financial resources. Manpower resources were the biggest problem as all recruitment was frozen 4-5 years ago by a government circular. Consequently, the capacity and size of the staff also inadequate. PSs were struggling to keep their normal administration work going rather than properly maintaining roads.
- Due to lack of equipment to improve and maintain roads, most PSs were incurring large sums of money to hire them or were ignoring the work due to the lack of funds.
- The technical officers receive most of the necessary trainings from Local Government Ministry. They expressed the need for more training on new and innovative road construction and maintenance technologies. The PSs were

reluctant to pay for such trainings and it cannot be expected that participants will pay for themselves.

- Lack of technical knowledge of contract management was cited as a main problem. This has happened due to a government regulation that all the contracts should be awarded to CBOs and not to professional contractors.

## **UVA province**

- According to the discussion the team had with the head of the PSs, there is no technical training provided on building and construction to the chairmen and secretaries. Most of the department heads have a long experience in community development activities
- All the PSs lack financial, physical, and human resources. Lack of basic resources has led the PSs to minimize the development of the infrastructure in the areas and the administration concentrates more on basic activities.
- In the rolling and hilly areas there is an aversion to the use of gravel as a surfacing material as it is perceived that there is no possibility maintain gravel roads.
- In three PSs however labour based gravel road construction is successful in the area and the people's participation is above the average.
- Technical officers have completed the National Certificate in Technology in Civil [NCT Civil] and some of them have also completed Draftsmen courses.
- New technologies in the building and constructions are desired but not within reach due to financial constraints. Development assistants are basically arts graduates who do not have any of the technical background.
- There are many contractors in the province who are registered with ICTAD Construction of the rural roads, however, is executed through the CBOs in the area who do not have adequate technical background. If the estimate for a project is above 0.5 million, it will be tendered for construction with the private sector organizations. As the budgets are very small with the Pradesheya Sabha, the result is that the tendency is to work with the CBOs for constructions.

## **4.3 Capacity building**

The Sri Lanka Institute of Local Governance (SLILG) is the prime institution set up by an Act of Parliament for the capacity building of Sri Lankan Local Authorities (see annex IX). It is therefore important in a general sense that an assessment of the SLILG is made to identify the present capacity of the SLILG to provide services to the decentralised government institutions in the area of infrastructure delivery.

More specifically in relation to the World Bank funded RSA project, SLILG is assigned a key role. Therefore the institutional strengthening of SLILG also has to be carefully looked into, as far as this additional the work load is concerned.

Project staff will need to be recruited for the project. Communication facilities will be needed in order to have a better and efficient dialogue with selected PSs and CLGs. Transport facilities will also be required for conducting of training as well as during the construction of roads. Organizing of training involves secretarial, administrative, stationery, office accessories. The Institution will need to be strengthened in this regard together with a rent for project office.

The relevant staff of SLILG are keen to update their knowledge and skills in labour based technologies and the management of the same coupled with foreign exposure.

The more detailed assessment activities, which will concentrate on the definition of a framework for development of the SLILG's infrastructure unit, and possible partners in the central rural road management, should be part of the tasks in the post-mission "Next Steps" as suggested in Chapter 9. Further capacity and needs assessments should be performed based on facts from the field visits to the three Provinces, the team's review of the facts in this report, but also follow up surveys at central and regional levels.

SLILG should act as an interface between different individuals and organizations in order to bring all the expertise in the rural road sector together. It should facilitate the strengthening of PIUs and technical units at the PS level by interfacing and linking the expert knowledge from the relevant organizations like ITDG, RDA, and ILO etc. The capacity of SLILG as the central training unit, needs to be enhanced strongly by providing them with training on the technical and managerial aspects of rural road engineering. The consultant engineer is the functional head of the technical division who is burdened with heavy work load as he has to coordinate and provide inputs to PSs and DLGs in several fields in addition to the routine administrative work.

As mentioned in 2.3, efforts should be made to coordinate organizations such as ITDG, RDA, Universities, ICTAD and the provincial road authorities who have developed expertise on rural roads. It should be noted that ITDG is the first organization in Sri Lanka to introduce labour based methods for rural road construction and maintenance with the initial technical inputs from ILO/ASIST trained engineers and subsequently developed its capacity by providing comprehensive training at the Labour Based Training Center in Kisii, Kenya.

A technical advisory committee should be formed comprising the key stake holders to provide technical inputs for the SLILG and the provincial training units.

A rural road classification system need to be established to ensure the systematic financial resource allocation by the different donors and the government in order to ensure the sustainable functioning of the subsequent maintenance after the four year project period.

### **Public v Private Sector**

There is a scarcity of good rural road contractors in the country and there were little or no investments made on the private sector capacity building on rural roads. As the field survey reveals, most of the PSs tend to work with village CBOs especially in the rural road construction due to inadequate financial resources available to attract private contractors. Certain PSs carry out road construction using direct laborers or force account units.

All these methods lack proper quality control mechanism. Involvement of the CBOs is vital in any rural development activity as the local knowledge could be incorporated in the planning and implementation process. Past experience of ITDG shows that the participation of the CBOs in the road construction proved to be successful when a proper social mobilization process is in place and the knowledge on LB methods could be easily transferred to the local community. This will require considerable involvement of the CDOs as the social mobilization process is time consuming.

Although the contracting transparency is ensured to a certain extent, lack of technical competency at CBO level often results in poor quality product if continuous technical inputs are not provided. Therefore one option might be to develop regional level technical assistants so that the CBOs could obtain their services.

The modular training programme suggested in Chapter 7 and Annex VI should be reviewed closer under the post mission period in order to attract the private sector contractor with quality, relevant training and provision for job opportunities.

Competent individuals, institutions and also CBOs should be developed as entrepreneurs to

undertake road improvement contracts and also efforts should be made to attract existing local contractors by establishing sustainable funding mechanisms. Capacity to manage the local contractors at the local authority level should also be enhanced. This was clearly mentioned by the PS officials by requesting for training on tender procedure, quality control and contract planning and management, all of which are suggested as part of the modular training in this report.

## 5.0 Implementation arrangements

### 5.1 Overall Organisation Structures

The TNA-RSA programme, calls for an organization structure based on the existing and potential capacities of ILG, CLG and PSs at their levels of operation. The proposed Organization Structure (Re. Figure 5.2 ) has taken the present human resources and the minimum additional requirement, into consideration. The programme suggested involves a three-tier hierarchy in which all stakeholder play complementary roles that are crucial to programme implementation. There is one main functioning body in charge, the Implementation Agency through SLILGs new Project Management Unit, which is still to be developed as part of this programme.

Whilst all three levels of operation are considered as important, it is understood that the existing capacity, also at the PS level is needed to be enhanced in such a way to absorb project inputs and to deliver intended outputs.

Of the national level Training Units, several competent institutes are mentioned, namely, ITDG, ICTAD, RDA and Universities (Re. Figure 5.2).

In seeking technology and training needs for the TNA-SLRSA project, the most competent agency is the University of Moratuwa, which is reputed as the Engineering University of Sri Lanka. The Department of Civil Engineering in UOM has long-term experience in collaborative work with RDA, PCs and Donor-funded programmes (IRDP, REAP), under road sector development.

#### 5.1.1 The responsibility of rural access road construction and maintenance.

Historically, the provision and maintenance of rural infrastructure and services in Sri Lanka was the responsibility of the central government. The current context illustrates several changes to this historical situation. Macro economic policies have advocated the retreat of the state and the removal of subsidies. However, where road construction and maintenance is concerned, this responsibility still lies with the state, although decentralised to a considerable level.

Road Development Authority (A & B )	11,000 Km
Provincial Council (C& D)	14,000 Km
Local Authority or Pradeshiya Sabha (E & Other minor roads)	65,000 Km
Others: Irrigation Department, Mahaweli, Agriculture Department, Plantation sector	6,000 Km
<b>Total</b>	<b>96,000 Km</b>

**Table 5.1 Road Ownership in Sri Lanka**

As seen in the table above, the majority of rural roads are the responsibility of the PSs, most of which are heavily under-funded. In one PS studied<sup>10</sup>, finance was available for only 38 out of 249 roads.

The PSs prioritise the core roads in their area (i.e. E roads or roads that link with the A, B, C or D roads) and pay less attention to the access roads that run through the village. The receipt of state funding to the PSs also experience problems. Allocated funds are received in the middle of the year and need to be spent within a short period of time. PSs entrust the work to

<sup>10</sup> ITDG Rural Transport Needs Assessment study

contractors who are expected to carry out a rush job if they are to receive their payments without delay.

A revised and more open system of tendering for smaller contracts would provide added and evenly distributed opportunities across the board.

From the mission's visits to the 15 respective PSs and interviews with the CLGs and lower rank regional officials it was clear that the existing situation at the CLG level suffer from insufficient project budgets and lack of contracting competence. This is leading to semi-completed and sub standard work which in turn will require more repairs at increased cost.

As one example, the PSs have little authority over the roads belonging to the Irrigation Department, Mahaweli, Agriculture Department, Plantation sector etc. These roads automatically come under the authority of the above mentioned sectors either because they own the land area or because their development interventions in the area (e.g. canals) cut across or involve sections of the roads network. Unfortunately, not much attention is paid to the maintenance and rehabilitation of these roads, and since the roads are out of reach of the PSs, they are neglected and forgotten by both parties. Those who suffer most from such indecision and lack of attention are the ultimate users; i.e. rural villagers.

Figure 5.1 below provides an overall schematic line diagram of the levels and lines of communication and responsibilities between the Ministry of Local Government through the CLGs to the levels of individual PSs, their Technical Officers (TOs) and the regional contractors which are the ultimate executing force of the road maintenance.

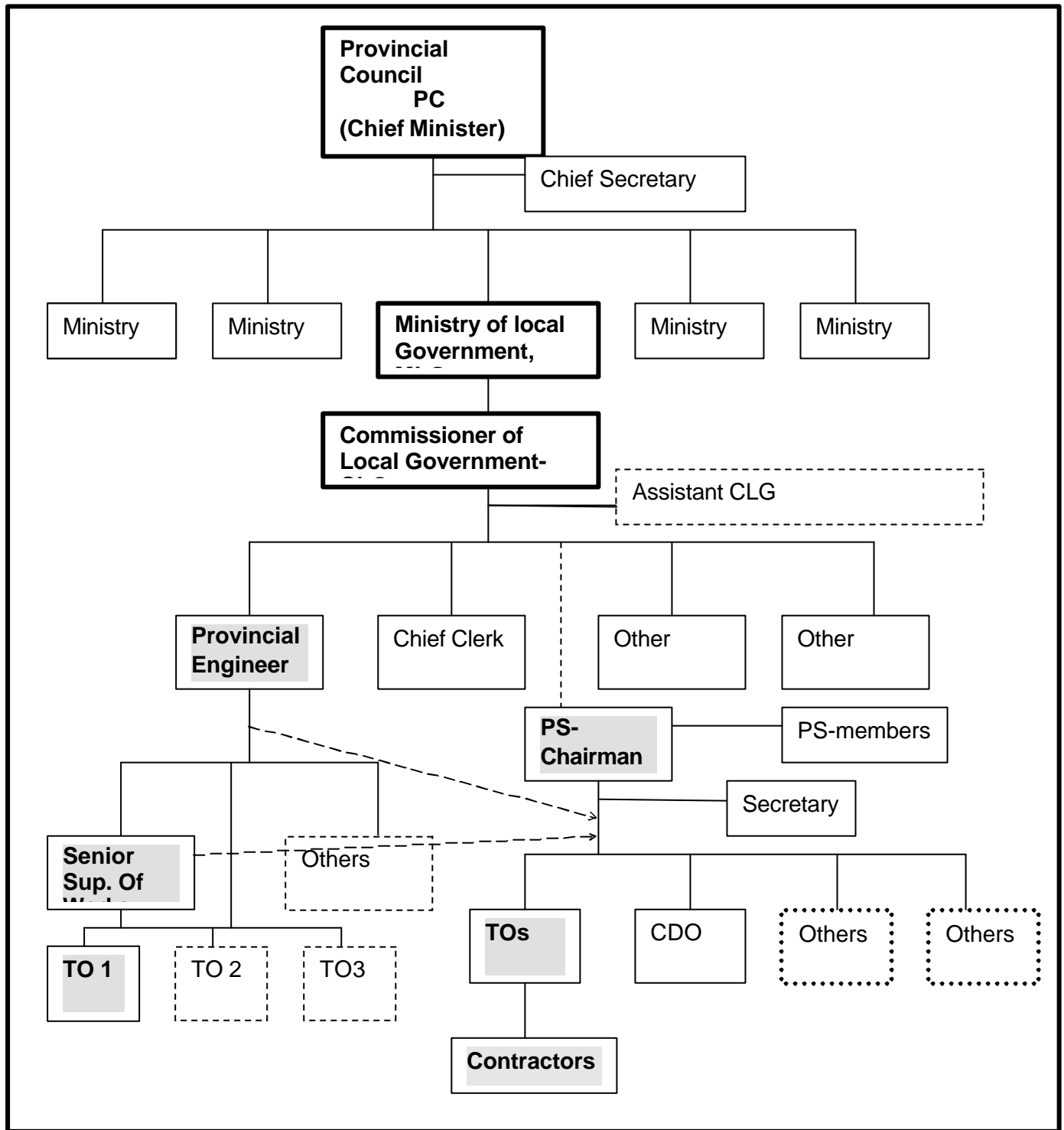
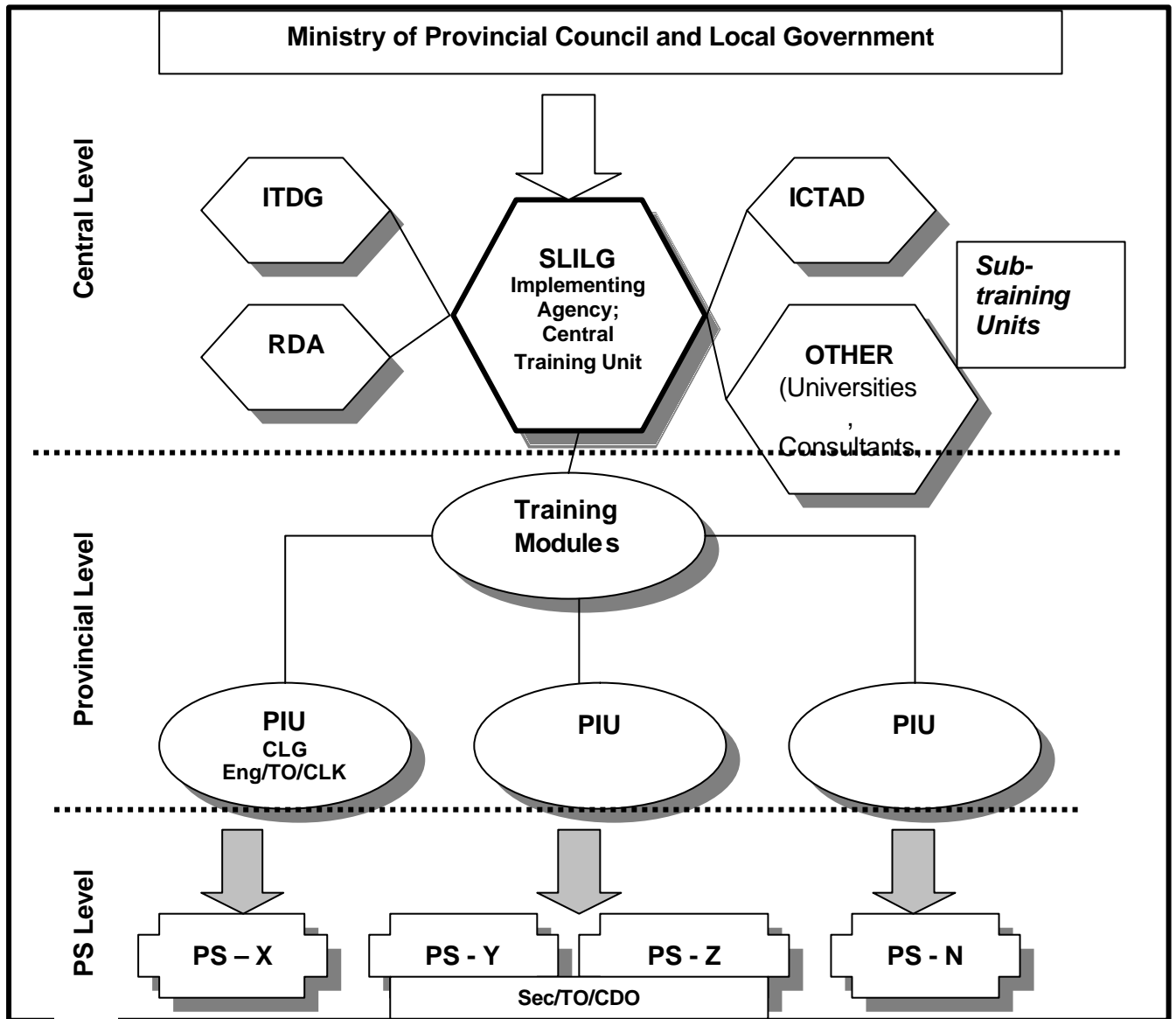


Figure 5.1 Schematic levels of communication and responsibilities; rural road maintenance works





**Figure 5.2 Organisation Structure for Project Implementation of Rural Roads**

Figure 5.2 suggests a three tier framework for rural road management and maintenance which could be used in the RSA rural road component from the pilot phase through the 4 year programme and beyond:

- As suggested by the World Bank, the institution of the SLILG as the main training hub, reporting upwards to the Ministry should act as an Implementing Agency (IA)/Central Training Unit.
- As a direct support to SLILG there will be teams of responsible parties is proposed, based on present capacity, experience and knowledge. This tier should be broad based and closely linked. Initially there are four groups suggested: ITDG, ICTAD, RDA and others, which also should have a solid training experience and available staff.
- At Provincial level, each CLG should have a Project Implementation Unit (PIU), which can be built from a combination of existing and new staff; primarily an engineer, TO and clerical/accounting staff. With a separate PIU, the Central Unit of IA and sub levels will have access to continuous information of work progress.

This way the IA and the sub units will also know how to implement training and management follow up services.

- The final level of the chain of command will be the PSs, which again require full time secretarial staff, TOs and CDOs for quality and timely implementation of contract works.

## **5.2 Venues**

As part of the consultancy's TOR , one task is to assess the suitability of the institutional and implementation arrangements for training on rural road infrastructure. The issue of available training venues for theory and practical training was discussed with SLILG, which advised that there are a number of adequate training venues in the three Provinces, hence this would not be a major issue at this time.

Training centers are established by the Provincial Councils in each of the selected Provinces. These centers are provided with all necessary facilities. Therefore the venue will be decided in cooperation with CLG and SLILG depending on the training programme.

It is still recommended, however, that due to the nature and duration of the proposed training modules (Refer chapter 7 and Annex VI) , part of the post mission tasks (Next steps) should be to further investigate venues in Galle, Matara, Badulla, Anurathapura, Polonnaruwa and Colombo, also with respect to location of demonstration sites, housing, training facilities, local contractors, and trainers etc.

Such reviews will also provide sufficient facts to budget estimates for shorter and longer training courses.

## 6.0 Institutional Issues

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### 6.1 Post election changes

The change of government after the recent Parliamentary Election (April 02, 2004) has brought about changes in the provincial and local government portfolios as well. Accordingly, the central authority responsible for programme coordination and management is the Sri Lanka Institute of Local Governance (SLILG), which is now under the purview of the Ministry of Provincial Councils and Local Government. The regional/provincial level programmes and projects of multi-lateral and bilateral nature come under several other ministries as indicated below:

1. **Ministry of Rural Infrastructure Development** – Central authority for infrastructure development in Southern Province, Western Province and North Western Province.
2. **Ministry of River Valley Development & Rajarata Development** - Central authority for infrastructure development in North Central Province.
3. **Ministry of Healthcare & Uva-Wellasa Development** - Central authority for infrastructure development in Uva Province.
4. **Ministry of Post & Telecommunication and Udarata Development** - Central authority for infrastructure development in Central Province.

The above ministries will function as the line ministries for development in the indicated regions (provinces) and the Provincial Councils will continue to be responsible for the implementation of the donor funded programmes and projects (IRDP, REAP etc.).

### 6.2 Regional Capacities

#### Project Implementation Unit

As described in 3.3 there is no adequate capacity at the CLG level at present to operate independently to implement the proposed road project. Geographically each province covers a large area. The provincial engineer does not have the capacity and the time to travel frequently to the PSs and provide his/her inputs whenever the need arises. The provincial engineer often has to borrow the vehicle from CLG whenever he needs to visit the PSs causing delays in the process due to administrative regulations. In Uva, even the CLG does not have a vehicle and has to borrow one from the Provincial Council when required.

A vehicle for each PIU at CLG office is a requirement as the provincial engineer has to travel long distances to supervise and monitor the activities at PSs. However to what extent such an expense could be covered under a programme of this magnitude should be reviewed during the scope and project review during the forthcoming workshop, taking into account that as travels related to training plus close supervision and monitoring of works are essential during the first year of the project.

As shown in Figure 5.2, the PIU should comprise of the Provincial Engineer as the head of the unit with a TO and a clerk. A financial incentive system should be introduced as a motivating factor to encourage the PIU members as the amount of work will be increased with the

proposed project.

The PIU should also be supplied with required tools & equipment as described in 3.3 and SLILG should facilitate process of networking with provincial road authorities to share the knowledge and experiences. A Technical Advisory Committee comprising the key stake holders could also be set up at provincial level to support the PIU.

**Technical Units at PS Level:**

This unit should comprise of the TO and CDO with the support services from the secretary and clerks. Once the capacity is enhanced at the PS level on different aspects rural road construction & maintenance, the TO and the CDO would be able to carry out the tasks independently with the assistance from the PIU at the CLG office. A monitoring mechanism should be established linking the SLILG, PIU at CLG office and the technical unit at the PSs in order to ensure the knowledge transfer during the 1<sup>st</sup> year. Regulatory mechanisms should be introduced by the CLG office, so that the TO and CDO would be able to perform their duties without political interference.

# 7.0 Training

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## 7.1 Purpose and strategy

The training in rural roads management should be conducted at all three main levels of the programme ( refer Figure 5.2).The more concentrated training will be conducted during the pilot phase as shown in Annex VI, and gradually decreasing over the subsequent three years when the input will focus more on field mentoring.

The training will follow different modules, subjects and durations between the various categories of trainees, whether at the central management level, regional TOs, contractors, etc.

The four major elements in standard training packages are shown in Table 7.2, while the suggested 13 courses and respective categories are listed in Table 7.1

More detailed design of training material and courses will be commenced already at the post mission phase following the completion of this assignment (refer Chapter 9).

For all the courses women should be encouraged to apply, as labour based contracting and training throughout the world see the need and advantage of being gender friendly as well as using participatory training approaches more extensively.

A typical 8 – modular course in road management for small scale contractors is outlined in section 7.3. This typical step-by-step training approach has proven to be very successful in other programmes.

The course subjects and categories of “trainees” are largely based on the mission’s needs assessment. The training will concentrate on skills development specially required for the planning, execution and supervision of the planned road rehabilitation and maintenance works carried out by selected local contractors in the three Provinces.

## 7.2 Training Needs

In terms of the small scale contractors for the road rehabilitation works , their work experience and formal training background needs to be identified through individual interviews with the contractor candidates and the staff they select for the projects. The detailed content and extent of each training module and course can therefore only be finalized once the final screening and selection of the contracting firms have been carried out. This also applies at a less extent to training of semi professional and professional staff at central and regional levels.

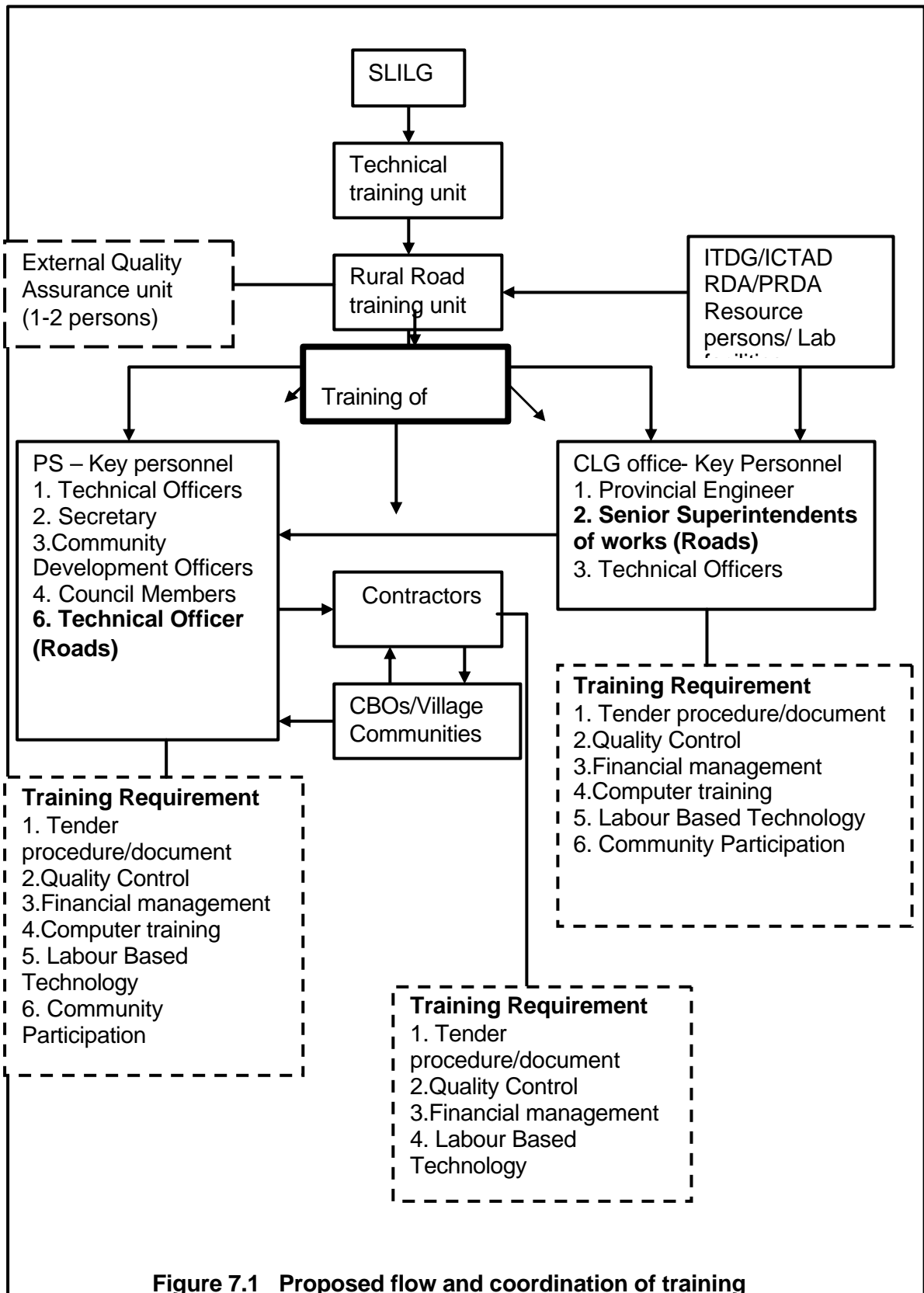
However, as is shown in this chapter and in the related Annex VI, it is possible to identify the main topics which need to be included in the programme.

The training needs are not an isolated one-time exercise at the initiation of the training process. As mentioned above, they need to be continuously assessed during project implementation, while the assessment conducted during the 4 week period of this mission should give an objective foundation on which to proceed. One purpose of the pilot phase of the programme will be to get the physical works started, and gain sufficient experience to build on, both with respect to training, management, monitoring and implementation. Thereafter on-the-job-training and mentorship plus added refresher courses should be arranged to cover areas where the various operators show weakness in their respective performance.

As per the identified needs during the field survey , the consultancy team propose the following training courses and modules to be carried out to enhance the technical capacity at central intermediate and PS levels of the road maintenance hierarchy.

<b>Course No.</b>	<b>Training Course</b>	<b>Category</b>
01	Planning of Labour Base Projects	Labour Based Planning(LBP)
02	Design	Labour Based Planning(LBP)
03	Labour Based Technology	Labour Based Implementation (LBI)
04	Quality Control	Labour Based Contracting (LBC)
05	Contract Administration	Labour Based Contracting (LBC)
06	Organisation and Implementation	Labour Based Implementation (LBI)
07	Preparation and understanding of contracts	Labour Based Contracting (LBC)
08	Contract Supervision	Labour Based Implementation (LBI)
09	Financial Management and Accounting	Labour Based Implementation (LBI)
10	Environment	Labour Based Monitoring (LBM)
11	Community Participation and CBO involvement	Labour Based Monitoring (LBM)
12	Monitoring & Evaluation	Labour Based Monitoring (LBM)
13	Labour Based Road Maintenance	Labour Based Monitoring (LBM)

**Table 7.1 List of Standard Courses and categories.**



## 7.3 Methodology

### On- the- job Training

It has been proved over the years in a number of countries that on - the - job training is the most effective tool for training most categories of government and contractor's staff. This approach should also be used during these training programmes, carried out through the demonstrations and practice at sites. This approach can be used for managers, engineers, technical officers, community developments officers, technicians etc. with on site training being supported by class room components tailored for the various categories of staff.

### Classroom Sessions

Although the training needs to focus on practical skills which are the best taught in the field, there is always a demand for certain theoretical foundation on to which the practical skills are placed. Experience show that it is useful to review basic arithmetic and geometry, which in the next turn is explained in the context of road works technology.

## 7.3 Curricula and Training Programme

The envisaged training package consists of the following four major elements:

- Orientation of provincial & local authorities, project staff on the labour based road construction & maintenance work
- Planning, organization, implementation and monitoring of labour based road construction & maintenance work
- Contract Management
- Community participation and CBO involvement

The labour based technology would constitute a major part of the training programme and will be the core of the whole training package and will target the Managers, Provincial Engineers, Technical Officers and Community Development Officers of the SLILG, Provincial and Local Authorities.

The contract and business management training for the contractors and the entrepreneurs will be the focus of private sector capacity building while this will also provide adequate knowledge for the engineers, Technical Officers and other administrative staff on the management and supervision of contracts. A typical training programme has been developed for contractors covering the following subject areas;

- Orientation
- Work-shadowing
- Apprenticeship
- Tender
- Tender review
- Final Theory
- Subcontracting
- Union registration and graduation

The community participation and social mobilisation also need to be included in the training package as most of the PSs have recruited CDOs and work with CBOs in the implementation of road projects. The gender aspects are also incorporated in the training curricula as a cross cutting issue reflecting in all of the training programmes



No.	Training package/ Workshop	Target audience	Content/Curricula
01.	Orientation workshop on the project and method of implementation	Secretary-PC, CLG, Managers, PS- policy makers, PE, Accountant, Senior TOs	Introduction to the project, LB methods, Video show, overall training programmes discussions etc
02.	Training Programme on the management of Labour Based Road Construction & Maintenance	Managers, PEs, Other selected Engineers, and senior TOs at CLG offices, TOs at PSs	General aspects of LB rural road construction & maintenance programmes, Inception and planning of LB road programmes General management, aspects, Cost estimates, Planning & Logistics, Site organization & management for construction and gravelling, Practical field work, Quality control Maintenance using LB methods, Maintenance organization & management, maintenance field works, Use of local contractors, Tender procedures, Estimates Quality control & Practical field work, Small structures, Erosion Control, Gravelling works,
03	Training programmes on Contract and business management/supervision	PEs, TOs, CDOs, Contractors, Clerks Accountants,	Costing principles, pay item, supervision, profits, contingencies, procedures for tendering, evaluation and award of contract, pre qualification, procedures for measurement, certification and payment, retention many, liability period Contract Form of tender, form of agreement, General Conditions of Contract, BOQ, Basic labour rates, Interim Payment, Certificate of Practical Completion
04	Training programme on social mobilization and community participation	CDOs, DAs, CD specialists at CLG office, CBO leaders,	Organization & management of LB road programmes, Community organization, Mobilising the work force, Employment policies, Labour recruitment, Working terms and motivation, Gender aspects,

**Table 7.2 Four major elements in the training package**

#### **7.4 Trainers**

ITDG, ICTAD, RDA and with inputs from university of Moratuwa could be used as trainers in

developing the capacity of SLILG, PIU and the technical unit at the PS level. The current capacity at the ICTAD on rural road sector is not very significant. However, ICTAD will play a vital role together with the trainers on the development and publishing of handbooks and training materials. Arrangements should be made for the contractors with Labour Based training to register with ICTAD, which will provide them with legal recognition, to apply for contracts.

### **University of Moratuwa**

The Department of Civil Engineering (DCE) in the University of Moratuwa (UOM) is fully-equipped to undertake road sector development and training, both in human resources and physical resources. The facilities available at UOM for training and trainers are:

- Database developed for the road network of Sri Lanka (10,000 km of national roads (A & B), of which updated data to the year 2004 are available for 4,500). UOM are working on a scheduled programme on database (with software) to cover rest of the road network (C,D, & E), including rural roads
- One Highway Engineering Laboratory with 75 percent of required equipment, and one Transportation Engineering Laboratory with GIS facilities, both of which can address the required training needs for rural roads as well.
- The following personnel are available at the national and provincial levels:
 

- Senior Lecturers at the DCE	- 05
- Consultant Graduate Training Assistants	- 10
- Other Resource Personnel (Graduate, Non-graduates/TOs)	- 20
- There are an adequate number of personnel working at the PC level in various capacities, who can be used as prospective trainers in their area of operations.
- There are road sector experts working in all 3 provinces (SPC, UPC & NCPC), earmarked for project implementation; they have experience working with various donor-funded projects.

### **Intermediate Technology Development Group ( ITDG-South Asia)**

The Village Road Development Project of ITDG-South Asia initially received technical inputs from two Nepal consultants who were trained by ILO/ASIST. Subsequently, the Project Manager obtained advanced training on labour based road building and maintenance in Kenya, conducted by ILO/ASIST and the government of Kenya. On request by several organisations, including PSs, an introductory technical training programme was held. The outcome of this showed that the potential is high for such an approach to be used in the mainstream road construction system, enabling effective use of state funds and ensuring benefits to rural communities.

The Village Road Development Project, initiated in 1998, and worked on two sites in Akurassa (Matara district) and Weeraketiya (Hambantota district) with the objective of pilot testing the technology and project approach. After a two year construction and maintenance period, the approach was proven and accepted by the community and local authority in the two sites. This resulted in the subsequent replication of the project in 25 more sites in the Southern, North Western, Eastern, Central and Uva provinces, gaining valuable experiences in mobilizing communities for systematic and technologically accepted rural road construction. The pilot projects also worked closely with several PSs.

The project approach has also been identified and accepted by various organizations and institutions in the Southern province, including the local government authorities, Southern Province Development Authorities, the provincial councils, Southern Development Authorities, Southern Province Rural Development Authorities, the key NGOs and GOs in the area.

The acceptance of the project by the Central Government authorities was highlighted at the Transport 2001 celebration, where the project was awarded a trophy by the Minister of Transport for the Best Innovation in transport for the year 2001.

### **Capacity building of local authorities and NGOs**

As a part of technology dissemination the project initiated developing capacities of the Technical Officers of the local authorities (PSs & DSs) the community development officers of the PSs mainly from the project areas in the Southern, Central, North Western & Uva provinces. Together with the government institutions the project also provided training for the partner organizations and other interested NGOs, Individuals in Sri Lanka. Two 10 day training programmes were held in the year 2001 and 2002 for which 35 TOs attended from various parts of the country representing both PSs, NGOs and Divisional Secretariats.

The project also carried out 3 day training for the community development officers of the PSs together with the community leaders on social mobilization which is an essential part of the community based road concept.

### **Capacity Building of Local Authorities in North Western and Uva Provinces**

ITDG in partnership with SLILG and departments of local government headed by the Commissioner of Local Government (CLG) in Uva and North western province started a programme to build the capacities of 16 Pradeshiya Sabhas in the Kurunegala and Monaragala districts on the construction and maintenance of community based road construction & maintenance.

SLILG coordinate the programme with the respective CLG offices, PSs and ITDG. ITDG provides technical and managerial inputs to build the capacity of the PSs officials and thereafter to implement road projects in each PS division. The CLG's offices monitor the progress of the projects and transfer the funds to the respective CBOs with the recommendation of the PSs.

The major activities carried out under this programme are;

- Creating awareness among the policy makers and the officials of the local authorities in the two districts on labour based approaches to road construction as an alternative, which was organized by the respective local government departments in collaboration with the Ministry of local government.
- Creating awareness among the TOs and CDOs of the PSs in the two districts with a field visit to completed projects sites to interact with communities and gain first hand information from the communities on the approach.
- Conducted a training programme for the TOs on the labour based technologies.
- Conduct a training programme for the Community Development Officers on Social mobilization.

The training covered the following topics

- Formation, Strengthening of village CBOs
- Organizing and conducting stakeholder meetings and stakeholder analysis
- Gender aspects in village road construction & maintenance
- Socio economic data collection and analysis
- Formation and training of small groups for road construction

Each PS was requested to implement at least 1 Km of road using the labour based approach in order to gain the experience on the technology so that PSs could internalize the technology in to their system.

### **RDA**

National and provincial RDAs are the main government authorities responsible for maintaining

the A,B,C & D class roads in the country and have their engineering unit in every major city in the country. RDA also has laboratory facilities for testing of various geo technical applications specifically the applications that are used in the construction of roads. The services of the RDA engineers could be obtained for the training programmes as well as to support the PIUs at provincial level.

### **ICTAD**

Currently ICTAD does not conduct training on the rural road construction and maintenance. However, they have got involved in the training of contract assistants in Monaragala on labour based road technologies under the World Bank funded Community Development and Livelihood Improvement Project (CDLIP) under the ministry of Samurdhi in association with ITDG and a consultant supplied by ILO ASIIST AP. After discussions with their Training Department, ICTAD's current role could be identified as;

- Training facilitation
- Sale of project contract documents
- Sale of training materials
- Registration of contractors
- Production of training documents

Suggested cadre of trainers:

- There should be a full time civil engineer at SLILG for the monitoring of the process and also to provide inputs for the training
- ITDG has the experienced Project Manager/Civil Engineer who has been involved in the promoting LBT in Sri Lanka together with SLILG and other GOs & NGOs since the year 1998
- 2-3 resource persons from RDA
- 1 senior trainer from ILO/ASIST( Inputs to management and contractor training)

Training of Trainers - As shown in Figure 7.1, and in Chapter 9, one of the tasks to address in the next steps is the logistics of needs assessment, planning and implementation of Training of Trainers at the various level of the programme, from I.A. to the PS levels

### **7.5 Training Material**

ILO/ASIST - is the main resource unit for LBT material and training; see Annex V

ITDG

- Management of Labour Based Road Construction & maintenance for engineers
- Management of Labour Based Road Construction & maintenance for technical officers
- Community participation and social mobilization for CDOs
- Labour Based techniques for earth/gravel road construction and maintenance for CBO leaders

RDA

- Sri Lanka country specific training material on quality control, Design principles and standards

ICTAD

- Contract management, tender procedures, Quantity surveying. Contract Documents

SLILG

- Financial Management for Local Authorities

## 8.0 Conclusions and Key Recommendations

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### 8.1 Development Strategy of Provincial and Central Units

Since several ministries are responsible for rural infrastructure development under the recent changes by the new government as indicated under Section 6.1, development strategies, both at the Central and the Provincial level need to be coordinated through a 'special committee' to avoid conflict, competition and duplication. Such a committee should not only attend to crucial coordination functions, but also assess and build on capacity requirements at the PC and PS level, which is presently considered as weak.

These duties should also relate directly to the supply of funds, manpower and facilities to develop a training and management framework for a project like the RSA

A Three tier Programme Organization is shown in Figure 5.2.

It is recommended that as explained in Chapters 3 and 5, the units and their functions must be set up in an agreement with the Ministry and the World Bank. The posts must be filled with candidates approved by SLILG and the functions of the Project Management Unit under SLILG (IA) must be approved and funded by the World Bank.

All stakeholders at the three levels organization set up must be aware of the IAs Central functions, the chain of command, and their roles in the organization structure, both in training and site work implementation.

This programme is focused on organization development and contractor training in LBT. However, it should be noted for vacancies of all of the posts in the programme, the recruiting procedure should be gender friendly.

The majority of Sri Lanka's rural roads are in urgent need of rehabilitation or maintenance. According to R. Madawela's October 2003 report for the World Bank: "A strategy for Developing Feeder Roads in Sri Lanka", close to 9,500 Km rural roads of the network of seven Provinces need urgent attention to be rehabilitated.<sup>11</sup> For the three Provinces in this programme more than 5,000 Km are noted as in extremely poor condition.

Within this scope, therefore, and moreover while considering the total estimated 65,000 Km Class E roads or below which exist under the Local Authorities or PSs in the country, (refer Table 5.1), the 400 Km considered in this programme will only represent a small part of the rural road network.

It is important, however, for all the participants in the programme to keep in mind the background for the project as a whole, as well as the anticipated down stream effects which will depend on an economical, technically sound and effective implementation as a result of adequate training, project procedures and quality performance.

To initiate a project of this nature and complexity, It is a sound approach to start with a pilot phase, followed by a larger training and implementation phase, which will take advantage of lessons learned during the first 12 months. over the subsequent longer period with a broader technical and human resource scopes.

The outcome of this programme will rely heavily on the initial studies and reviews of the main causes for the dilapidated state of some of these roads. Only when this is assessed, can the updating of the design of the roads and structures as well as development of contract

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<sup>11</sup> World Bank Oct. 2003 Report Page 22

documents take place. The World Bank's March 2004 Aide Memoire states that these tasks will be conducted by a separate consultancy prior to training start up.

## **8.2 Post Training Work**

Upon completion of the training programmes it is vital that work opportunities exist for the graduates. This does not mean that the courses or lecturers can guarantee work for the graduates, but the PSs must provide opportunities for tendering on the same level as is normal in competitive tendering. Often the graduates from LBT courses can be given bonus points when presenting themselves for LBT projects as compared with contractors who are not experienced in this type of work.

The contractors should have the opportunity to be registered in relevant categories/levels, and be allowed to tender for work in the regions, for which they were trained.

It is often difficult to attract contractors to take time off for training in work which many will assume they are already competent in performing. Some form of incentive should be considered to attract contractors. This may be in the form of an assurance that LBT work will be available in the future and the course will give them an advantage over other contractors. Sometimes it is possible for per diem compensation to be paid, however this is often difficult to justify.

To even out the competition between the more established contractors and the new graduates from the LBT courses, the contract document should be designed such that there are ample opportunities for team work through subcontracting

## **8.3 External Input**

The mission found that as a result of limited experience in LBT locally, the national NGO ITDG should be used as advisers and trainers in cooperation with their local companies. However the local capacity on this front is extremely limited. Hence training capacities will likely be supplied from the pool of experts available with the ILO,

## **8.4 Sustained Rural Roads Management**

After the construction of rural roads, there should be a sustainable management and maintenance system. This activity can be carried out in a variety of ways. Individual contracts can be signed with local people, petty contractors can be employed or small contractors can be given contracts for the maintenance of a number of roads.

IN the total absence of funds for maintenance, communities are often also asked to contribute to the maintenance of the road. In general experience with community based maintenance where no financial or resource incentives are provided to the communities has been very poor. In Sri Lanka there is some positive experience which should be more closely evaluated.

During the project implementation period in the three provinces, each PIU and the technical unit at the PS level should be gradually transformed into fully equipped rural road management units. The rural road classification system based on functionality needs to be developed to prioritize the investment on rural roads at PS level. Currently there are no systematic road selection criteria at PS level.

The development of effective policies for planning, funding and performing rural road maintenance are an important field to be added to the tasks of national stakeholders at Central level in cooperation with international expertise.

It is imperative for the assurance of longer life of the programme that the training and managerial personnel will reside in the regions, and not work as short term visitors, with a base in Colombo. This means that the IA through the SLILG at Central level will have at least one permanent trainer/Engineer stationed at each of the Provinces during the training and implementation. This must be initiated at the pilot phase.

During the review of the suitable training venues, the location of reliable equipment suppliers should also be looked into. A good training hall might not be suitable if it lies 50 km from good demonstration sites and also far from suppliers and testing laboratories.

## **8.5 Equipment and Manpower**

The type of equipment and tools to use in LB road maintenance and rehabilitation are well published from several similar projects. Most of this information can be obtained from ILO documentation but also from completed projects under DFID, NORAD, CARE, NDF, Danida, etc.

It will simplify the training and encourage the enrolment in the programme if a range of tools and equipment will be made available from the project to the trainees. Often such tools will be the property of the candidates upon satisfactory completion of the course.

Much of the equipment can be produced in the project areas and that would be an asset to the contractor or to the Pradeshiya Sabha.

The cooperation of the adjacent village are necessary to hire laborers. Often there is an apprehension from the villages to employ women on road works, and if they are employed the wages pay are less.

Clear directives on labour laws, minimum wages etc must be attached to every contract.

## 9.0 Next Steps

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General: The subjects referred to in this Chapter are “post-mission” activities. These are tasks which should be attended to shortly after completion of this mission, based on a review of priorities required as a result of findings and recommendations of this report. It is recommended that these tasks should be duly and objectively attended to by the personnel allocated, in order to maintain the present momentum enjoyed by the project team. Further findings and recommendations would hopefully surface as a result prior to the planned workshop with the World Bank.

### 9.1 Updating local capacity

The present project calls for very close management and coordination in terms of its nature and complexity, in planning, design, implementation and monitoring. Another more fundamental long term challenge is to introduce LBT in the regions in an appropriate, timely and economical manner, so that the Provinces and the Pradeshiya Sabahs will accept and understand the advantages, as well as the limitations of LBT.

It is reported that in many a PS, the post of a secretary is held by a Grade II clerk, who is insufficiently trained to undertake the intended work. It is recommended that a person with good education and/or technical background should be appointed as secretary as the first step of the capacity building at the PS level.

The posts of TO and CDO will also be required to be filled appropriately before the intended training under RSA project takes off.

Whilst it is a matter of updating the capacity at the national (ILG) and provincial (CLG), there is an urgent need to building capacity at the lowest PS level. This approach is crucial for the implementation of the planned activities. Therefore, the following steps should be taken in building the required local capacity:

- a) Initial awareness creation among all stakeholders (responsible parties in Ministries, SLILG, PCs/CLGs & PSs) of the programme by formal and informal discussions and mini-workshops with their participation,
- b) Making all stakeholders the owners and partners of the whole process, through relevant guidance and exposure to central and regional locations.
- c) Make maximum of the supporting training institutes (ITDG, ICTAD, UOM, RDA, ILO/ASIST etc) to contribute with material and expertise to produce relevant training modules and materials. One should focus on training that can be transferred into action, in order to achieve intended project outputs. A good example is recently completed LBT training programmed in road construction under the World Bank funded Community Development and Livelihood Improvement (CDLI) project.
- d) Host workshops and awareness campaigns as appropriate prior to training sessions commence, and implement other capacity building activities as measures to incorporate the project activities into the Government’s development agenda.
- e) Develop and institutionalize appropriate monitoring formats to assure the timely implementation of scheduled activities.



## 9.2 Finalize Training Modules.

Based on the draft curricula presented in this report, (Chapter 7 and Annex VI), training material must be finalized in detail and tailor made for local conditions and translated.

ILO, ICTAD, ITDG and others have access to a range of quality training material, which can be used extensively. They will still be need for short term international support in the development of the materials to relate to Sri Lankan circumstances.

**9.2.1 Demonstration Sites.** To introduce the LBT approach on rural roads, model sites should be prepared. This innovative task is to avoid any misunderstanding by the trainees of any point under the capacity of LBT. A lot of preparatory work is needed here. This should also be started under the scope of post mission activities. Where, how and by whom this task will be performed must be planned closely with the PSs.

**9.2.2 Labour Based Specifications.** Under the broader aspects of the LBT training prior to the initial pilot phase of the total 4 year project, the results from other projects should be researched to develop locally applicable technology neutral contracts and specifications.

**9.2.3 Data Base.** The records of the major steps that will take place during the 4 year preparation and implementation of the training project is imperative to maintain for the sake of evaluation and appraisal, but also to build on. Training contractors for LBT is unique in the Provinces.

## 9.3 Proposed Budget Outline for Training.

Another important future step would be to identify the budgetary requirements and formulate tentative budget components, which can be discussed and incorporated in the overall budget of the project prior to start up. The following are a range of baseline items which should be estimated and included in the respective budget lines of the approved programme:

- 1) Awareness Campaign in Labour Based Technology (LBT) and project scope
  - Meetings, seminars and workshops
  - Promotion material, handouts, brochures, posters, etc.
  - Introduce the regions to environmental issues related to the project
  - Prepare material, and contact resource persons to conduct information sessions on gender, employment regulations etc.
- 2) Update and develop detailed modules and training materials
  - Update existing modules and formulate new modules
  - Develop and translate appropriate training material for each level of operation
  - Obtain or design appropriate procurement policies.
- 3) Develop/Strengthen Central and Provincial Labour Based management units.
  - Training of personnel/HRD
  - Investigate provisions for material and equipment in the regions where road will be maintained and training conducted.
  - Locate venues for training and relevant facilities in each PS
  - Required facilities

#### 4) Train Contractors and Consultants

- Training Workshops
- Site visits
- Training Material

### **9.4 Implementation Programme - Pilot**

The World Bank Aide Memoire specifies that the pilot phase of the programme will be for 12 months for works on 100km rural roads. This scope is broadly outlined in annex VI.

Preparatory works for his period will be required before the Workshop planned for later this year.

- 1) Disseminate the mission report and initiate consultations with main stakeholders
- 2) Finalize the scope of the project scope with the World Bank; i.e 100 Km rural roads (Class E); 10 Km for demonstration and 90 Km for contracted maintenance. Obtain directive from the WB on whether this will be part of a separate consultancy (Refer Aide Memoire)
- 3) Carry out detailed selection of the 9 PSs.
- 4) Final selection of rural roads to be included in the first year programme.
- 5) Organize and host national level workshops in collaboration with Ministry of PC&LG under ILOs sponsorship.
- 6) Finalization of a programme training budget for the pilot period.
- 7) Facilitate and conduct training of ILG, CLG staff, Partner PSs, contractor and CBOS on LB rural road maintenance and rehabilitation.

### **9.5 Implementation Programme – Long Term**

An implementation period of four years is ear marked for the long term programme during which the activities initiated during the pilot phase needed to be expanded. Accordingly, the main post mission activities for this will include the following:

- 1) Finalize and schedule the scope of the project with all implementation agencies and donors.
- 2) Final selection of rural roads to be developed in the selected PSs, during the expanded phase.
- 3) Follow-up with staff and support personnel training and facilities, including contractors, PSs and CBOs as appropriate for this scope of the programme. Organize and host a national ILO funded workshops in collaboration with the Ministry of PC & LG.
- 4) Set up procedures for regular monitoring and training of the RR programme to ensure a functional system and cooperation between CTU (Central Training Unit) and STU (Sub Training Unit).
- 5) Organize and host annual project coordination workshops with all senior participants to review progress, and to activate project

# **Annex I Terms of Reference**

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- a) **International Consultant**
  
- b) **National Consultant**

## **Terms of Reference; International Consultant Training Needs Assessment Sri Lanka**

### **Objective of Assignment**

The main objective of these consultancy services is to assist the Ministry of Home Affairs, Provincial Councils and Local Government in the development of capacity both at the centre and in the decentralised government units in relation to the delivery of rural roads. Part of this work will concentrate on the three Provinces included in the proposed Roads Sector Improvement Project. More specifically, the purpose of the services is to identify the overall training requirements in order to establish the required capacity at central and local level to execute the various work activities for both the RSA project and other Government and donor funded rural road projects.

However, it is important to note that the RSA is essentially a sector support loan in which project activities are executed by the local administrations with back-stopping support from the MHAPCLG. Although a major element of this assignment will focus on the capacity development requirements in the RSA project area, this training needs assessment will also be highly relevant for other Provincial Councils, Pradishiya Sabah's and institutions not directly involved in the RSA.

#### **World Bank Road Sector Assistance Project**

The rural roads component of the World Bank funded Road Sector Assistance project will focus on improving seasonality to all weather roads with the improvement in type of surface and cross drainage at optimum costs. The low cost labour based construction approach will be adopted wherever feasible. The project comprises mainly of civil works for rehabilitation and upgrading of existing roads of about 400 km and small bridges of about 400m in the selected PSs. To guarantee sustainability of the works, capacity for regular maintenance will be built at the Local Authority level, through civil works for annual regular maintenance of the core network of roads in the selected PSs for 4 years. It was agreed to pilot these works in three provinces: Uva, North-Central and Southern province. These provinces have been selected due to: (i) their poverty levels; (ii) the presence of areas close to conflict zones in the NE (i.e. NCP, Uva); and (iii) ongoing IDA projects. In this way, it is expected that this small pilot will help maximizing the impact of ongoing efforts to develop other infrastructure, to build capacity in the Local Authorities and to somewhat address the consequences of years of conflict. The mission agreed with MHPCLG to include nine PS for the project implementation (3 each from project provinces). These PS will be proposed by the consultants on the basis of their preparedness and priority. Preference will be given those PS which have other ongoing IDA projects as to enhance the impact of undergoing efforts.

Rural works will be carried out in two tasks. For the first year about 100 km of roads will be identified in three PSs and works will be implemented the same year. Presently available guidelines and standards (i.e. developed for the CDLIP project) will be used for the first year. The remaining works will be implemented taking into account the lessons learned in the first year (covering both the implementation of work and capacity building/training) but using the guidelines and norms developed during the first year.

Equally, this assignment aims to identify solutions and implementation arrangements which will not only meet the training needs of this particular project, but also seek arrangements which can secure adequate training facilities on a long term basis and which can be made available to the entire sub-sector as a whole.

One of the key components of the RSA is to set out a framework for improving the insitutional capcity of the decentralised governance system for rural roads rehabilitation and maintenance. Obviously, training and the development and provision of an effective training programme forms an essential part of this project component. For this reason, this assignment is expected to form a significant contribution to the capacity building efforts of the RSA in the short term and hopefully to a wider audience in the long term.

## **General Approach**

The assessment will consist of two elements. The first will be concerned with providing the framework for the development of the Institute of Local Governance's capacity to provide effective support to the LGUs in the planning, design, implementation and maintenance of rural roads. The assessment will consist of i) identifying to what extent the ILG is presently able to fulfill its mandate in relation rural road infrastructure ii) identifying the key institutional and technical issues that need to be resolved iii) preparing an overall development programme designed to ensure that the ILG can fulfill its mandate in relation to rural road infrastructure.

The second, albeit linked, element will be an assessment of the existing capacity of the LGUs to effectively deliver and maintain rural roads. This training needs assessment (TNA) will also include a sample selection of key staff from contractors and private consultants.

It is expected that the training requirements will cover subjects such as rural road engineering technology, effective use of labour-based road works technology, planning, organisation and implementation of rural road maintenance, preparation of civil works contracts, contract supervision, financial management, environmental safeguard measures, community involvement and mobilisation, effective local level planning methods, monitoring and evaluation and others.

Nine PSs from Uva, Southern and North Central Provinces to be included in the TNA will be selected by local consultants hired under the RSA project. A further 6 PSs will be included in the TNA. These will be selected in coordination with the ILG. In addition 4 Commissioners of Local Government (CLGs) will be included in the TNA, three of these will be from the three RSA project Provinces.

## **Detailed Activities**

Detailed activities will include the following:

### **For the definition of a framework for development of the ILG infrastructure unit**

- a) Describe the resources presently available to the ILG to respond to the needs of the LGUs in relation to rural roads infrastructure delivery. This would include an assessment of the human as well as financial and technical resources available
- b) Describe how the existing course programmes developed by ILG are initiated, planned and delivered
- c) With the staff of the ILG develop a matrix of courses and target participants and identify the gaps in the present set of ILG materials
- d) Identify the expertise that exists in ILG on rural road infrastructure
- e) Assess to what extent external institutions could be contracted to implement elements of the matrix described above
- f) Develop a five year development programme in order that ILG can play its full role as a service provider to the LGUs

## **For the capacity assessment of the decentralised units**

- (a) review the detailed implementation arrangements for rural roads at the Central, Provincial and Pradishiya Sabah levels.
- (b) review and summarise any recent initiatives and work carried out by central agencies in the field of training and capacity building for rural road infrastructure.
- (c) on the basis of management arrangements, job descriptions, terms of references, establish critical performance requirements of key works implementation staff, i.e. engineers, technicians, procurement officers, finance and administrative staff;
- (d) discuss and confirm the contents of performance requirements with key project management staff in MHAPCLG as well as the Commissioners of Local Government (CLGs) in each of the study provinces and the various levels of user groups;
- (e) carry out interviews with sample group of potential government, consultants' and contractors' staff who could be involved in rural road programmes including the RSA in order to:
  - identify individuals' extent of understanding their future work duties and responsibilities,
  - assess to which extent job descriptions actually reflect the actual work content to which staff has been assigned,
  - assess current capacity of staff in terms of skills and experience, in relation to performance requirements,
  - document extent of deficiencies and draw up general trends based on individual interviews on above activities,
  - draw up general training requirements for major subjects such as planning, technology, work organisation and management, quality assurance, procurement (from tendering to works supervision and payment), financial management, accounting, language skills,
  - translate the training requirements into detailed practical skills oriented training course programme.
- (g) On the basis of the above develop a detailed implementation strategy including elements such as:
  - Up-front course programmes,
  - Follow-up on-the-job training activities and advisory support services,
  - Need for repeat courses to same and new audiences,
  - Use of local training providers, i.e. professional associations, in-house training facilities, vocational training centres, Universities, commercial training institutions, training programmes run by other development projects, or a combination of these and other mechanisms,
  - Demand and strategy for training of trainers,
  - Scope for commercialising the training services.
- (h) Estimate the inputs required from local and international staff, facilities, and student expenses for (i) the initial training to be carried out before commencement of first year work programme, including training of trainers, and (ii) for the training services required during the entire duration of the project.
- (i) Outline demand for training materials, possible sources and parts thereof from within Sri Lanka as well as elsewhere, and identify subjects for which new training literature needs to be developed from scratch.
- (j) Coordinate, supervise and consolidate the work and outputs of the national consultants.

## **Implementation Arrangements**

This assignment will be carried in close consultation with the government agencies at both the centre as well as in the districts.

In order to secure full ownership of the outputs of this assignment, three stages of consultative meetings should be carried out during the course of the assignment. During those sessions, findings on the following key issues should be presented before ensuing activities are commenced:

- (i) There needs to be full agreement and common understanding of the management organisation and performance requirements before training needs are explored in detail. At this stage, the strategy for conducting interviews should also be presented.
- (ii) Training needs on the basis of staff proficiencies should be presented to the project management to ensure that all training requirements are adequately covered before designing the detailed training programme.
- (iii) Final presentation of training programme, including course programmes, training providers, resource requirements, estimated costs, duration and timing of activities, etc.

### **Outputs:**

- ✓ Brief reports outlining the results of the three stages of the assignment.
- ✓ Survey data collated and organised so it can be used as a future reference during training.
- ✓ Final report outlining training needs and in detail describing recommended training programme and training arrangements.

### **Inputs:**

- ✓ International training consultant with extensive experience from the rural road sector and dealing with capacity development aspects linked to the use of labour-based works technology and involving the private sector in design and works implementation,
- ✓ One counterpart engineer with long experience from the rural road sector in Sri Lanka in particular the capacity building demands,
- ✓ A national consultant to conduct the field surveys. The national consultant will be recruited by and report directly to the international consultant,

MHAPCLG will assign a training engineer to take part in this assignment. In addition, the staff currently involved in the preparation of the RSA will be available for briefing the consultants and providing relevant information which may facilitate and improve the outputs of this assignment.

Although the local staff will be involved in all activities in this assignment, they will play a central role in conducting the surveys.

The international consultant will be responsible for the drafting of the final report, with the inputs of the local staff.

### **Required Qualifications**

The international consultant will need to possess the following qualifications:

- ✓ a degree in civil engineering with at least ten years of professional experience from the road sector, a major part in planning and implementation of rural infrastructure projects in developing countries,
- ✓ at least seven years of proven experience in working with development and conduct of training programmes for rural road construction and maintenance,
- ✓ thorough knowledge, experience and understanding of the use of local resources for the construction and maintenance of rural roads, including minimum five years experience with the use of labour-based works technology for road construction and maintenance,

- ✓ extensive experience in contracts management and the related systems and procedures for quality assurance when contracting out civil works,
- ✓ good knowledge and understanding of the rural road sector of Sri Lanka, and the implementation mechanisms established for rural infrastructure provision through the district authorities,
- ✓ solid experience in technical review and project design/preparation,
- ✓ relevant knowledge and experience with the use of the green roads approach for trail improvement,
- ✓ an ability to establish good working relations with government counterpart staff at the centre as well as in the districts and be able to communicate effectively, thus ensuring that divisions of work responsibilities are clear and securing the timely delivery of various work outputs by all parties.

## **Logistics**

The consultants will be provided with adequate office space within the premises of MHAPCLG. Travels and other logistics by the consultants and counterparts will be provisioned under the contract. The costs for such provisions shall be included in the contract. All travel costs will be paid to the consultants as per prevailing rates applied by the UN on the basis of actual travels through a provisional sum provided in the contract.



## Annex I (b)

### Terms of Reference; Local Consultant Training Needs Assessment, Sri Lanka

#### Objective of Assignment

The main objective of these consultancy services is to assist the Ministry of Home Affairs, Provincial Councils and Local Government in the development of capacity both at the centre and in the decentralised government units in relation to the delivery of rural roads. Part of this work will concentrate on the three Provinces included in the proposed Roads Sector Improvement Project. More specifically, the purpose of the services is to identify the overall training requirements in order to establish the required capacity at central and local level to execute the various work activities for both the RSA project and other Government and donor funded rural road projects.

However, it is important to note that the RSA is essentially a sector support loan in which project activities are executed by the local administrations with back-stopping support from the MHAPCLG. Although a major element of this assignment will focus on the capacity development requirements in the RSA project area, this training needs assessment will also be highly relevant for other Provincial Councils, Pradishiya Sabah's and institutions not directly involved in the RSA.

#### **World Bank Road Sector Assistance Project**

The rural roads component of the World Bank funded Road Sector Assistance project will focus on improving seasonality to all weather roads with the improvement in type of surface and cross drainage at optimum costs. The low cost labour based construction approach will be adopted wherever feasible. The project comprises mainly of civil works for rehabilitation and upgrading of existing roads of about 400 km and small bridges of about 400m in the selected PSs. To guarantee sustainability of the works, capacity for regular maintenance will be built at the Local Authority level, through civil works for annual regular maintenance of the core network of roads in the selected PSs for 4 years. It was agreed to pilot these works in three provinces: Uva, North-Central and Southern province. These provinces have been selected due to: (i) their poverty levels; (ii) the presence of areas close to conflict zones in the NE (i.e. NCP, Uva); and (iii) ongoing IDA projects. In this way, it is expected that this small pilot will help maximizing the impact of ongoing efforts to develop other infrastructure, to build capacity in the Local Authorities and to somewhat address the consequences of years of conflict. The mission agreed with MHPCLG to include nine PS for the project implementation (3 each from project provinces). These PS will be proposed by the consultants on the basis of their preparedness and priority. Preference will be given those PS which have other ongoing IDA projects as to enhance the impact of undergoing efforts.

Rural works will be carried out in two tasks. For the first year about 100 km of roads will be identified in three PSs and works will be implemented the same year. Presently available guidelines and standards (i.e. developed for the CDLIP project) will be used for the first year. The remaining works will be implemented taking into account the lessons learned in the first year (covering both the implementation of work and capacity building/training) but using the guidelines and norms developed during the first year.

Equally, this assignment aims to identify solutions and implementation arrangements which will not only meet the training needs of this particular project, but also seek arrangements which can secure adequate training facilities on a long term basis and which can be made available to the entire sub-sector as a whole.

One of the key components of the RSA is to set out a framework for improving the insitutional capcity of the decentralised governance system for rural roads rehabilitation and maintenance. Obviously, training and the development and provision of an effective training programme forms an essential part of this project component. For this reason, this assignment is expected to form a significant contribution to the capacity building efforts of the RSA in the short term and hopefully to a wider audience in the long term.

## **General Approach**

The assessment will consist of two elements. The first will be concerned with providing the framework for the development of the Institute of Local Governance's capacity to provide effective support to the LGUs in the planning, design, implementation and maintenance of rural roads. The assessment will consist of i) identifying to what extent the ILG is presently able to fulfill its mandate in relation rural road infrastructure ii) identifying the key institutional and technical issues that need to be resolved iii) preparing an overall development programme designed to ensure that the ILG can fulfill its mandate in relation to rural road infrastructure.

The second, albeit linked, element will be an assessment of the existing capacity of the LGUs to effectively deliver and maintain rural roads. This training needs assessment (TNA) will also include a sample selection of key staff from contractors and private consultants.

It is expected that the training requirements will cover subjects such as rural road engineering technology, effective use of labour-based road works technology, planning, organisation and implementation of rural road maintenance, preparation of civil works contracts, contract supervision, financial management, environmental safeguard measures, community involvement and mobilisation, effective local level planning methods, monitoring and evaluation and others.

Nine PSs from Uva, Southern and North Central Provinces to be included in the TNA will be selected by local consultants hired under the RSA project. A further 6 PSs will be included in the TNA. These will be selected in coordination with the ILG. In addition 4 Commissioners of Local Government (CLGs) will be included in the TNA, three of these will be from the three RSA project Provinces.

These terms of reference refer to the work of **the local consultants**

## **Detailed Activities**

Detailed activities will include the following:

### **For the definition of a framework for development of the ILG infrastructure unit**

- g) Assist the international consultant with the activities under this item in his/her ToR (see Annex )

### **For the capacity assessment of the decentralised units**

- (f) review the detailed implementation arrangements for rural roads at the Central, Provincial and Pradishiya Sabah levels.
- (g) review and summarise any recent initiatives and work carried out by central agencies in the field of training and capacity building for rural road infrastructure.

- (h) In collaboration with the IC and on the basis of management arrangements, job descriptions, terms of references, establish critical performance requirements of key works implementation staff, i.e. engineers, technicians, procurement officers, finance and administrative staff;
- (i) Assist the IC with the discussions of the the contents of performance requirements with key project management staff in MHAPCLG as well as the Commissioners of Local Government (CLGs) in each of the study provinces and the various levels of user groups;
- (j) carry out interviews with sample group of potential government, consultants' and contractors' staff who could be involved in rural road programmes including the RSA in order to:
  - identify individuals' extent of understanding their future work duties and responsibilities,
  - assess to which extent job descriptions actually reflect the actual work content to which staff has been assigned,
  - assess current capacity of staff in terms of skills and experience, in relation to performance requirements,
  - document extent of deficiencies and draw up general trends based on individual interviews on above activities,
  - draw up general training requirements for major subjects such as planning, technology, work organisation and management, quality assurance, procurement (from tendering to works supervision and payment), financial management, accounting, language skills,
  - translate the training requirements into detailed practical skills oriented training course programme.
- (k) Assist the IC to develop a detailed implementation strategy including elements such as:
  - Up-front course programmes,
  - Follow-up on-the-job training activities and advisory support services,
  - Need for repeat courses to same and new audiences,
  - Use of local training providers, i.e. professional associations, in-house training facilities, vocational training centres, Universities, commercial training institutions, training programmes run by other development projects, or a combination of these and other mechanisms,
  - Demand and strategy for training of trainers,
  - Scope for commercialising the training services.
- (l) Define the possible sources and parts thereof of the training materials from within Sri Lanka.
- (i) Provide inputs to the Inception Report and to the subsequent reports to be prepared by the IC.

## **Implementation Arrangements**

This assignment will be carried under the overall supervision of the International Consultant and in close consultation with the government agencies at both the centre as well as in the districts as well as the technical assistance personnel to be provided by the World Bank for the preparation of the RSA.

In order to secure full ownership of the outputs of this assignment, three stages of consultative meetings should be carried out during the course of the assignment. During those sessions, findings on the following key issues should be presented before ensuing activities are commenced:

- (iv) There needs to be full agreement and common understanding of the management organisation and performance requirements before training needs are explored in detail. This would form part of a brief Inception Report which should be completed within two weeks of the start of the work. At this stage, the strategy for conducting interviews should also be presented to the Ministry and agreed with them.
- (v) Training needs on the basis of staff proficiencies should be presented to the Ministry to ensure that all training requirements are adequately covered before designing the detailed training programme.
- (vi) Final presentation of training programme, including course programmes, training providers, resource requirements, estimated costs, duration and timing of activities, etc.

### **Outputs:**

- ✓ Inputs into the brief Inception Report two weeks after the initiation of the work defining the survey methodology and identifying the key issues to be addressed
- ✓ Inputs into the brief reports outlining the results of the three stages of the assignment.
- ✓ Survey data collated and organised so it can be used as a future reference during training.
- ✓ Detailed inputs into the final report outlining training needs and in detail describing recommended training programme and training arrangements.

MHAPCLG will assign a training engineer to take part in this assignment. In addition, the staff currently involved in the preparation of the RSA will be available for briefing the consultants and providing relevant information which may facilitate and improve the outputs of this assignment.

Although the local staff will be involved in all activities in this assignment, they will play a central role in conducting the surveys.

The international consultant will be responsible for the drafting of the final report, with the inputs of the local consultant.

### **Logistics**

Travels and other logistics by the local will be provided under the contract. The costs for such provisions shall be included in the contract. All travel costs will be paid to the consultants as per prevailing rates applied to local consultants in Sri Lanka on the basis of actual travels through a provisional sum provided in the contract.

## Annex II

### ITINERARY, International Consultant

### TRAINING NEEDS ASSESSMENT; Sri Lanka

April - May, 2004

1. The mission to Sri Lanka took place from 18 April to 16 May 2004.
2. The project work was conducted in a team with ILOs Ravi Samithasa and M Dayaratne, but also with the main assistance through ITDG as the local consultant: Susil Perera and ILGs Engineer: Mr Dilan Fernando Pulle.
3. The aim of this assignment is described in the TORs for the international consultant and the local consultant (ITDG).
4. The first meeting took place with the ILO on April 19<sup>th</sup>.
5. Overall itinerary and daily calendar of tasks and outputs are summarised below:

April 17	Saturday, Arrived in Sri Lanka, booked at Colombo Continental Hotel	
April 18	Sunday, Established at Colombo Continental Hotel	
19	Introduced to ILO, Colombo team. Officed at ILO, Colombo  Confirmed arrival & start up to ILO ASIST Met ILG Director and Consultant	Ms S Hassendeen, Ayoma De Silva, Ravi Samithadasa, plus admin & support staff, Gemunu Alawattegama, D.Fernando Pulle
20	Discussed Mission Approach and Inception Report outline with ILO. Commenced Inception Report Met World Bank and ITDG Staff. Received G Edmond's Aide Memoire and Copy of W Illi's report. Internal notes on course requirements based on WB and GE Aide memos.	Ms Amali Rajapaksa, Susil Perera and Upali Pannilage
21	Met New ILO staff member: M.H.S Dayarathne, 2 <sup>nd</sup> meeting with ILO (Dilan F Pulle) and ITDG (2 PM), required organization info, ILG to contact 3 LGUs, continued draft of PS selection and Inception Report and agreed on field visits to three Provinces. Discussed draft ITDG contract with ILO Received ILG brochure. Discussed itinerary for 3 Provinces with ITDG (Susil)	
22	Produced survey forms for ITDG, prepared trip itinerary set up for 3 teams, contacted ILG for participation, drafted letter to WB with proposed selection of PS. ILG contacted CLGs for PS selections, agreed on indicators, included in draft I. R.	
23	Contacted NORAD. Back ground information on rural roads, Government structure and knowledge on LBT received from ITDG. Discussed indicators, field trip team, training requirements, regional capacities, field mission outputs, format and timing.	Mr Kubberud and C Fougner  Susil Perera, Dayarathne, Dilan F Pulle
24	Saturday, Completed Inception Report	
25	Sunday	

Annex II

April 26	Submitted I.R to ILO and WB Full briefing of IDG survey team with ILO; ITDG team; NCP, Uva P, SP, plus lead team: CB, DFP and S. Perera Contacted ILO ASIST (Bangkok)	NCP: R Wijethuna, UP; R Weragoda SP R Pallawala
27  27 PM	Colombo-Negambo-Puttalam, Anarathapura,(Susil Perera and R Wijethunga, Dilan F Pulle and C Berentsen) met with CLG at Anarathapura. Briefing on TNA (W Bank had visited in March) <b>NC Province</b> Polonnaruva, briefing on TNA Polonnaruva-Badulla	Ms Bandara (CLG), B.K. Mathupala(Provincial Engineer) PS Secretary Ms LKA Leelawathi, S.Priyadharsane (Chairperson PS)
28	<b>Uva Province;</b> A.M. Badulla; Commisisoner of LG  PM: Travel to Ridimaliyadda PS, and rural roads sites Joined ITDG's: R Weragoda at PS office  Kandy- Negambo-Colombo	Ms Helen Samarasinghe (CLG), W.S. Jayatilaka (Prov Engineer), B Dharmapala (Clerk) P.Dissanayaka, P Rideemalyadda (TOs), S. Nawdrathan
29	With Ravi and Geoff Edmonds: SIDA ( Rural access program) and WB (Strategy for Feeder Roads reports), WB Head Office	K.Romeshun Roshan Madawela Amali Rajapaksa
30	Survey teams returned and correlated data with ITDG,. Data and scope reviewed by CB; further work added for ITDG (per TOR) Introduced to ILO Director Follow up meeting with ILG Management with G Edmonds, and ILO team	Ms C. Coejaerts Dilan F Pulle and Mr Alawattagama
May 1	Public Holiday, worked on data from field trip and Mission Report	
2	Sunday	
3	Survey team post mission debriefing at ILO office with CB, Ravi, Dayarathne and Dilan F Pulle. Dayarathne on board full time as national Project Coordinator	
4	Public holiday, worked on Mission Report	
5	Reviewed report inputs from ITDG	
6	Met with NORAD's 1 <sup>st</sup> secretary Further expansion on Report contents. Discussions with ILG. Update of data with ITDG	C. Fougner
7	Requested LGA data from ILO –ASIST B Kok (ref e mail) Short briefing with ILO Director, prep for next week Update delegation of report tasks for ITDG (week end work), Regional and Central Organizations prepared, ILG provided electronic copy of 2004 work plan.	
8	Saturday: Report work	
9	Sunday	

Annex II

May 10	Monday  Review PS selection, Work on report, set up meetings with ICTAD and U O M	
11	Tuesday Further review of ILGs capacities Proposed office sharing by ITDG Susil Perera PM print Draft Report Draft outline of Training Scope University of Moratuwa	Dayaratne, Carl, Susil  Dayaratne met with Sr Lecturer with CE Dept (S Bandare)
12	Wednesday Print Draft Report, Team review and update	
13	Thursday Prepare Report, Meet ICTAD Lanka Form on Rural Transport Development	MN Zafar, Director of Training RDA presenters; Rural Roads
14	Friday Print and Bind report Present to ILO	
15	Saturday, last mission day	
16	Return to home base	
17	Arrive at home base	

## **Annex III**

### **Field Visits of the Mission Team to North Central and Uva Provinces**

**Mission team: Mr. Carl E Berentsen - ILO/ASIST  
Mr Dilan Fernando Pulle - SLILG  
Mr. Susil Perera - ITDG**

#### ***27<sup>th</sup> April 2004***

The mission first visited the Department Of Local Government located in the District Secretariat building Anuradhapura and had discussion with the CLG, Ms. Badrani and the Provincial Engineer, Mr. Mathupala.

Mr. Ramitha Wijetunga and Mr. Priyankara of the field survey team also participated in the discussion with CLG where the logistic arrangements for the field visits were also made.

The discussions were focused on the issues and resource constraints faced by the PSs and the CLG office and the requirements of training and other facilities.

The team then visited the Madagamnuwa PS and had a discussion with the Secretary LKA Leelawathi to acquire first hand experience and assess the PS level issues, resource constraints and training and the requirements.

The team then travelled to Badulla via Polonnaruwa and Mahiyanganaya and stayed the night in Badulla.

#### ***28<sup>th</sup> April 2004***

The mission team visited the CLG office in Badulla and had discussions with the CLG, Ms. Helen Samarasinghe and the Provincial Engineer Mr. W S Jayathilaka. The discussion topics were similar to that of Anuradhapura.

The team then visited to the Ridimalliyadda PS and met Mr. K. R. Sarath Nawarathnan (Secretary) Mr. Priyantha Dissanayake (Technical officer) Ms. Dammika Ratnayake (Development Assistant) and the field survey team Mr. Rohana Weheragoda and Mr. K Kulatunga



**ANNEX – IV: PERSONS MET** (International Consultant & national consultancy team)

<b>NAME</b>	<b>POSITION</b>	<b>ORGANIZATION</b>
1. Mr. Gamunu Agalawatte	Director, SLILG	Sri Lanka Institute of Local Government
2. Mr. A.M. Amarasekara	Provincial Director	RDA, Uva Province
3. Dr. S Bandara	Senior Lecturer, DCE	University of Moratuwa
4. Ms. Badrani	Commissioner, LG	CLG/North Central Province
5. Ms. Claudia Coenjaenrts	Director, ILO	ILO, Colombo Office
6. Mr. M. H. S. Dayaratne	National Coordinator	LBTIRP/ILO, Colombo
7. Mr. B. Dharmapala	Clerk	CLG Office, Uva Province
8. Mr. P. Dissanayake	Technical Officer	PS, Rideemaliyadda
9. Dr. Geoff Edmonds	Program Coordinator	ILO/ASIST
10. Mr. D. Fernando Pulle	Consultant (Engineer)	Sri Lanka Institute of Local Government
11. Mr. Christian Foungrer	First Secretary	Royal Norwegian Embassy
12. Ms. S. Hassandeen	Sr. Programme Officer	ILO, Colombo
13. Dr. (Ms) V. Hidellage	Country Director	ITDG/South Asia
14. Mr. Granie Jayalath	Engineer	RDA, Colombo
15. Mr. W.S. Jayathilake	Provincial Engineer	CLG Office, Uva Province
16. Ms. L.K.A. Leelawathie	Secretary, PS	PS, Medagamnuwara, NCP
17. Mr. B.K. Mathupala	Provincial Engineer	NCP
18. Mr. Toni Michelsen	Minister Counsellor	DANIDA, Colombo
19. Mr. R. Pallawela	Project Manager	ITDG, Colombo
20. Mr. Upali Pannilage	Program Team Leader	ITDG, Colombo
21. Mr. Susil Perera	Project Manager	ITDG, Colombo
22. Mr. S. Priyadharsana	Chairperson	PS, Medagamnuwara, NCP
23. Ms. Amila Rajapaksa	Infrastructure Specialist	World Bank, Colombo
24. Ms. M.J. Sahabandu	(former DG/NTC)	Present member of LFRTD
25. Mr. M. Samarasekara	Chairman/RCDC	RCDC (former Add Sec. to RDA)
26. Ms. Helen Samarasinghe	CLG	CLG, UPC
27. Mr. Ravi Samithadasa	Programme Assistant	ILO, Colombo
28. Mr. Rohana Weragoda	Project Manager	ITDG, Colombo
29. Mr. R. Wijethunga	Project Manager	ITDG, Colombo
30. Mr MNM Zafar	Director ; Training	ICTAD

## ANNEX – V: REFERENCES OF TRAINING MATERIALS

SERIAL NO.	TRAINING MATERIAL CATEGORY	TITLE	COURSE REFERENCE
1	General Training	<p>1. Training material source book, <i>Andreas Beusch, 1997.</i></p> <p>2. Trainer's toolbox of training techniques, <i>David J. Mason, 1995</i></p> <p>3. Labour-based Technology: A review of current practice, (Volume I &amp; II 1990, <i>ibid.</i> 1992, 1993, 1995, 1996, 1998, 1999, 2000, 2001, &amp; 2002.</p>	<p>ASIST/ILO</p> <p>ASIST/ILO</p> <p>ASIST/ILO</p>
2	Contractor Training	<p>1. Entrepreneurship development for labour-based road construction contractors, LCU 1999.</p> <p>2. ROCAU training programme: Training guidelines</p> <p>3. ROCAU course: Training manual</p> <p>4. IYCB – series, 2 books (Handbook &amp; Workbook) in 1994, 2 books (Handbook &amp; Workbook) in 1996.</p> <p>5. Interactive contractor training, # modules, <i>T. Hemes &amp; D. Miles, 1997.</i></p> <p>6. Management training for labour-based road contractors, <i>C. Andersson, 1997</i> (Book 1 &amp; 2)</p>	<p>ILO</p> <p>ILO</p> <p>ILO</p> <p>ILO</p>
3	Access and Rural Employment	<p>1. Integrated Rural Accessibility Planning (IRAP) project series (3 Issue papers), <i>Chris Donnges, 1998</i></p> <p>2. A guide to Integrated Rural Accessibility Planning series, 1997.</p> <p>3. Guidelines to Integrated Rural Accessibility Planning: Planning for Peoples' needs, <i>Geoff Edmonds, 1994</i></p> <p>4. A gender responsive monitoring &amp; evaluation system for rural travel &amp; transport, <i>P. Maramba &amp; M Bamberger, 2001</i></p>	<p>UNDP/IRAP/ ILO</p> <p>ILO/ASIST</p> <p>ILO/DIGL</p> <p>World Bank</p>
4	Construction Management	<p>1. Accounting and book-keeping for the small building contractors, <i>Derek Miles, 1986,</i></p>	ITP

	and Contracting	<p>2. Contracting out road maintenance activities, 5 volumes, 1990, 1991, 1991, 1993 &amp; 1994.</p> <p>3. Labour-based contracting on the road to 21<sup>st</sup> century, <i>J. de Veen &amp; T. Tessem, 1996</i></p>	<p>World Bank</p> <p>ILO/SAMAT</p>
5	Project Planning and Evaluation	<p>1. Design, monitoring &amp; evaluation of technical cooperation programmes and projects: A training manual, 1995,</p> <p>2. Managing for a change: How to run community development projects, <i>A. Davies, 1997</i></p>	<p>ILO</p> <p>ITP/VSO</p>
6	Tools and Equipments	<p>1. Better tools for the job. Specifications for hand tools and equipment, <i>W. Armstrong, 1980.</i></p> <p>2. Guide to tools and equipment for labour-based road construction, 1981.</p>	<p>ITP</p> <p>ILO</p>
7.	Sri Lanka Country-specific Training materials	<p>1. Roads in Sri Lanka – Emphasis on maintenance, <i>Hathotuwegama, 1985,</i></p> <p>2. Manual of road construction rehabilitation and maintenance, <i>RDD/RDA, 1995</i></p> <p>3. Gravel roads, techniques of construction, 1986</p>	<p>RDA</p> <p>RDA</p> <p>Ministry of Highways</p>

## ANNEX VI TRAINING PROGRAMMES

The project proposes 13 main areas of training courses for the development of the capacity of SLILG, PIUs at the provinces and the PSs in the three Provinces on the management of rural road construction and maintenance as suggested below.

### LIST OF TRAINING PROGRAMMES AND THEIR CATEGORIES

<b>Course No.</b>	<b>Training Course</b>	<b>Category</b>
01	Planning of Labour Base Projects	Labour Based Planning(LBP)
02	Design	Labour Based Planning(LBP)
03	Labour Based Technology	Labour Based Implementation (LBI)
04	Quality Control	Labour Based Contracting (LBC)
05	Contract Administration	Labour Based Contracting (LBC)
06	Organisation and Implementation	Labour Based Implementation (LBI)
07	Preparation and understanding of contracts	Labour Based Contracting (LBC)
08	Contract Supervision	Labour Based Implementation (LBI)
09	Financial Management and Accounting	Labour Based Implementation (LBI)
10	Environment	Labour Based Monitoring (LBM)
11	Community Participation and CBO involvement	Labour Based Monitoring (LBM)
12	Monitoring & Evaluation	Labour Based Monitoring (LBM)
13	Labour Based Road Maintenance	Labour Based Monitoring (LBM)

**PLANNING (Course No.: 1)**

Category: Labour Based Planning(LBP)

Course Objective:

- Surveying Road Condition
- Site Mobilisation And Establishing of Camps
- Planning and Scheduling of the work
- Recruitment of Labour
- Organising site work and administration

Key Words:

- Tools & Equipment
- Gantt Charts
- Laborers
- Payment systems
- Project cash flow forecasting
- Budgeting and estimating
- Bills of Quantities
- Monitoring & Reporting
- Administration & correspondence
- Logistics arrangements

Target Audience:

- Provincial Engineers
- Technical Officers
- Contractors

Training Materials:

Available material with ILO/ASIST and ITDG

Duration:

Class - room Training:	10 days
Field Demonstration:	2 days
Field Training:	

## DESIGN (Course No.: 2)

Category: Labour Based Planning(LBP)

Course Objective:

- Understand the basic principles of road designing
- Understand the parameters design standards used in road designing
- Able to design different types of roads sections depending on the locality
- Design the road longitudinal and cross sections
- Understand the materials and their properties used in road construction

Key Words:

- Longitudinal section
- Cross section
- Gradient
- Cutting & Filling,
- Axle -loads
- Design speed
- Curvatures
- Drainage structures
- Average Vehicle per Day
- CBR
- Sub grade & Sub base

Target Audience:

- Provincial Engineers
- Technical Officers
- Contractors

Training Materials:

Materials available with RDA, Universities, ITDG and ILO/ASIST

Duration:

Class - room Training:	5 days
Field Demonstration:	2 days
Field Training:	

## QUALITY CONTROL (Course No.: 4)

Category: Labour Based Contracting (LBC)

Course Objective:

- To use relevant equipment in quality controlling
- To understand the terminology used in quality controlling
- To understand the compaction methods
- To Understand the various parties involved
- To understand different testing methods

Key Words:

- California Bearing Ratio
- Plasticity
- Plastic limits
- Liquid limits
- Sieve analysis
- Proctor Compaction
- Gravel selection
- Grading
- Permeability
- Optimum moisture content
- Bearing capacity
- Cohesiveness
- Density

Target Audience:

- Provincial Engineers
- Technical Officers
- Contractors

Training Materials:

Available training materials and facilities with RDA, Universities, ICTAD

Duration:

Class - room Training: 5 days

Field Demonstration: 2 days

Field Training:

### LABOUR BASED TECHNOLOGY (Course No.: 3)

Category: Labour Based Implementation (LBI)

Course Objective(s):

Able to plan, organize, implement and control labour based road construction & maintenance projects

Key Words:

- Inception & Planning
- Choice of technology
- Tools & Equipment
- Structures
- Site Organisation
- Horizontal Alignment
- Vertical Alignment
- Setting out of curves
- Excavation
- Ditching
- Camber
- Gravelling
- Maintenance

Target Audience:

- Provincial Engineers
- Technical Officers
- Contractors

Training Materials:

Available training materials with ILO/ASIST and ITDG

Duration:

Class - room Training: 3 weeks

Field Demonstration

Field Training: : 1 week



## CONTRACT ADMINISTRATION (Course No.: 5)

Category: Labour Based Contracting (LBC)

Course Objective:

- Able to effectively organize and manage tenders, issue contracts, supervise and certify works and arrange payments for road rehabilitation works using labour based work methods
- Estimate and submit tenders, negotiate contracts, plan and execute works according to contract agreements and submit invoices for completed works
- Fully understand contents of contract document

Key Words:

Costing principles, units rate, mobilization, pay item, supervision, profits, contingencies, procedures for tendering, evaluation and award of contract, pre qualification, procedures for measurement, certification and payment, retention many, liability period

Contract Documents: Notice for invitation, Instructions to tenderers, Form of tender, form of agreement, General Conditions of Contract, BOQ, Basic labour rates, Interim Payment, Certificate of Practical Completion

Target Audience:

- Provincial Engineers
- Technical Officers
- Contractors
- Community Development Officers
- Chief Clerks
- Development Assistants

Training Materials:

Available training material with ICTAD, SLILG and ILO/ASIST

Duration:

Class - room Training: 1 week

Field Demonstration:

Field Training:

## ORGANISATION & IMPLEMENTATION (Course No.: 6)

Category: Labour Based Contracting (LBI)

Course Objective:

- Able to organize and implement earth work operations
- Able to organize and implement gravelling operations
- Able to organize and implement maintenance operations

Key Words:

Site inspection  
Planning and reporting systems  
Technology options  
Stores  
Tools & Equipment  
Workshop facilities, Staffing and activities  
Service scheduling  
Routine, Periodic and urgent maintenance organization  
Types of contract

Target Audience:

- Provincial Engineers
- Technical Officers
- Contractors
- Community Development Officers
- Chief Clerks
- Development Assistants

Training Materials:

Available training materials with ILO/ASIST, ICTAD and SLILG

Duration:

Class - room Training: 1 week

Field Demonstration:

Field Training:

## PREPARATION AND UNDERSTANDING CONTRACTS (Course No.: 7)

Category: Labour Based Contracting (LBC)

Course Objective:

- Able to prepare of Bills of Quantities and set of technical drawings
- Able to understand the tender procedure
- Able to prepare set of contract documents

Key Words:

- Invitation for Bids
- Instructions to Bidders
- Bidding documents
- Preparation of Bids
- Bid security
- Letter of Acceptance
- Agreement
- Performance Security
- Advance payment security
- Retention money guarantee
- Conditions of contract: The Employer, Engineer & Contractor
- Specifications
- Bills of Quantities

Target Audience:

- Provincial Engineers
- Technical Officers
- Contractors
- Community Development Officers
- Chief Clerks

Training Materials:

Available training materials with ICTAD, ILO/ASIST and SLILG

Duration:

Class - room Training: 1 week

Field Demonstration:

Field Training:

## CONTRACT SUPERVISION ( Course No.:8)

Category: Labour Based Contracting (LBC)

Course Objective:

- Able to understand the roles of each stakeholder which is part of the contract
- Able to monitor the quality of the work as specified in the contract (Gnl & Special Conditions/Specs)
- Able to resolve disputes arising during and after implementation

Key Words:

- Site measurements
- Billing & Estimating
- Valuation of works
- Interim payments and certificates
- Variations
- Retention money
- Specifications
- Bills of Quantities
- Delayed payments
- Mobilisation advance
- Remedying defects
- Procedures of disputes
- Default by the contractor & employer

Target Audience:

- Provincial Engineers
- Technical Officers
- Contractors
- Community Development Officers
- Chief Clerks

Training Materials:

Available training materials with ICTAD, CLGs, SLILG, Uof M, ILO, W Bank

Duration:

Class - room Training: 1 week

Field Demonstration:

Field Training:

**FINANCIAL MANAGEMENT AND ACCOUNTING ( Course No.: 9)**

Category:

Course Objective:

- To Prepare budgets, cash flow statements
- To understand and interpret basic set of accounts
- BOQ, procurement and estimates

Key Words:

- Ledger accounts, Double entry methods
- Trading and Profit and loss accounts
- Balance sheet
- Cost accounting
- Budgets

Target Audience:

- Chief Clerks
- Accountants
- Accounts assistants

Training Materials:

Available training materials with SLILG and develop new training materials

Duration:

Class - room Training: 1 week

Field Demonstration:

Field Training:

**ENVIRONMENT (Course No.: 10)**

Category: Labour Based Monitoring (LBM)

Course Objective:

- To understand the environmental damages done during the road construction
- Able to use appropriate methods to control soil erosion
- Able to plan appropriate drainage structures to control soil erosion
- Able to plan the road to minimize the cutting of trees
- Able to plan control unnecessary earth excavation
- Able to plan for effective use of gravel

Key Words:

- Earth Excavation
- Soil erosion
- Turfing
- Gravel quarry
- Road alignment
- Scour checks
- Drainage
- Jungle clearing
- Use of machines

Target Audience:

- Provincial Engineers
- Technical Officers
- Community Development Officers

Training Materials:

Available training materials with ITDG, ILO/ASIST and develop new training materials

Duration:

Class - room Training: 5 days

Field Demonstration:

Field Training:

## COMMUNITY PARTICIPATION AND CBO INVOLVEMENT ( Course No.:11)

Category: Labour Based Monitoring (LBM)

Course Objective:

- Able to mobilise communities in the villages
- Able to coordinate work between PSs, CBOs and Contractors
- Able to incorporate communities views in the project planning
- Able to understand Gender issues in road construction

Key Words:

- Participation
- Gender and development
- Equal rights
- CBO strengthening
- Data Collection
- Rural travel patterns
- Community Development
- Village meeting
- Leadership and Motivation
- Labour Recruitment
- Employment policies

Target Audience:

- Community Development Officers
- Development Assistants

Training Materials:

Available training materials with ITDG & ILO/ASIST

Duration:

Class - room Training: 1 week

Field Demonstration:

Field Training:

## MONITORING & EVALUATION (Course No.: 12)

Category: Labour Based Monitoring (LBM)

Course Objective:

- Able to use monitoring and reporting formats in Labour Based Projects
- Able to compare the specified work output Vs actual work outputs

Key Words:

- Weekly report
- Monthly reports
- Labour days used
- Materials used
- Calculating quantity of work
- Supervision

Target Audience:

- Provincial Engineers
- Technical Officers
- Contractors

Training Materials:

Available training materials with ILO/ASIST, ITDG and develop new training materials

Duration:

Class - room Training: 1 week

Field Demonstration:

Field Training:



## LABOUR BASED ROAD MAINTENANCE (Course No.: 13)

Category: Labour Based Monitoring (LBM)

Course Objective:

- Able to understand the maintenance requirements
- Able to plan and organise maintenance programmes
- Able implement maintenance programmes

Key Words:

- Routine maintenance
- Periodic maintenance
- Emergency maintenance
- Maintenance requirements
- Road inventory
- Inspection of road
- Removal of obstructions
- Repair of drainage structures
- Contract management for routine maintenance
- Work plans, monthly reports

Target Audience:

- Provincial Engineers
- Technical Officers
- Contractors

Training Materials:

Available training materials with ILO/ASIST, ITDG and develop new training materials

Duration:

Class - room Training:	1 week
Field Demonstration:	2 weeks
Field Training:	1 week

## Annex VII Facts & Survey Sheets

### FIELD SURVEYS AND INTERVIEWS Southern Province

Team: Mr. Ranga Pallawala & Mr. Priyanka Kodituwakku	
<b>Itinerary</b>	
April 27 <sup>th</sup>	Meeting with assistant ACLG Mr. Saman Pandikorala at the CLG office in Galle Visit to Habaraduwa Pradeshiya Sabha and discussion with the chairman (Lionel Ipalawatte), secretary (D.Nimalsena) and Technical officer (A.Gunawardene) Visit to Akuressa Pradeshiya and discussion with a T.O - Mr. D.A.Premawansa
April 28 <sup>th</sup>	Visit to Pasgoda Pradeshiya Saba and discussion with the Chairman(G.H.Dayananda), TO (C.Prathapasinghe) and DA (W.M.Ariyawansa)  Visit to Weeraletiya Pradeshiya Saba and discussion with the Secretary (Mr. Premadasa Muthukumarana) and TO (M.V.S. Bandara)
April 29 <sup>th</sup>	Visit to Thissamaharama PS and discussion with the Chairman (H.L. Jayasiri) and TO (Y.G.Bennet)
April 30 <sup>th</sup>	Back to Colombo
<b>Summary of findings</b>	<p><b>Habaraduwa:</b> The earth roads are not suitable for the area due to heavy rains. Number of earth roads under the PS is limited but require high effort to maintain.</p> <p><b>Akuressa:</b> Very limited road maintenance done. No contracts offer to maintain earth roads. Labourers are limited and used for other activities such as water and waste management sectors.</p> <p><b>Pasgoda:</b> Rainy and hilly area and hence earth roads are not suitable for the area. Officers are more interested on tar and concrete roads.</p> <p><b>Weerakeiya:</b> No contracts offer and carry out direct implementation. It responsible of high number of earth roads. Finding of suitable gravel type is a problem.</p> <p><b>Thissamaharama:</b> Have established effective village level committees to obtain community participation for road maintenance. No contracts offer.</p>
<b>Existing Capacity</b>	<p><b>CLG Level:</b> Capacity with earth road maintenance is moderate and a capacity building programme is carrying out with Regional Economic Enhancement Project (REEP). Human resources on mechanical engineering is lacking according to <b>ACLG</b>. Coordination between district offices should be enhanced</p> <p><b>PS Level:</b> In all PSs budget restrictions are there which restricts the capacity</p> <p><b>Habaraduwa:</b> basic equipment are lacking: Roller, compactor and water bowser, Two out of 4 Tos have trained on earth road maintenance. It requires higher level of resources to road maintenance</p> <p><b>Akuressa:</b> Tos are experienced over 20 years and have under gone ITDG training on road construction and maintenance. No equipment available for road maintenance except mamoties (Hoes). Human resources are also limited (Labourers, Supervision officer)</p>

	<p><b>Pasgoda:</b> The TO s are well experienced (over 25years). Equipment are lacking only a tractor is available but used in waste management. TO's attention is mainly on building approvals and tar road maintenance. Travelling and transportation problems limits the capacity of work</p> <p><b>Weeraketiya:</b> Equipment are lacking (roller, leveling equipment, tractor/bowser), 2 TOs has underwent ITDG training. All TOs have over 10yrs experience.</p> <p><b>Thissamaharamaya:</b> Capacity is very high. Except a roller and levelling equipment all the other equipment available. TOs are well experienced.</p>
<b>Training Needs</b>	<p><b>Habaraduwa:</b> TO: Importance of earth roads and its quality against tar roads, Government regulations and laws affecting in road maintenance. Quality assurance of road maintenance</p> <p><b>Akuressa:</b> TO: Quality assurance of gravel roads, Economics of frequent maintenance, Tender procedures</p> <p>Labourers: Basics of earth road maintenance</p> <p><b>Pasgoda:</b> TO: Quality assurance of earth road construction and maintenance. Site identification for earth roads, designing proper drainage systems for earth roads</p> <p><b>Weeraketiya:</b> TO: identification suitable material in road construction, quality assurance, economics of earth roads against tar/concrete roads, Social mobilization</p> <p><b>Thissamaharama:</b> TO: Government regulations and laws affecting road maintenance and construction including limits on community involvement. Identification of suitable gravel types</p> <p>Labourers: Basics of earth road maintenances</p>

**Uva province**

**Team : Mr.Rohana Weheragoda & Mr. K Kulatunga**

<b>Team : Mr.Rohana Weheragoda &amp; Mr. K Kulatunga</b>	
<b>Itinerary</b>	
April 27th 2004	Buttala: Mr. W. H.M. Dharmasena (The Chairman) Mr. K. M. Upasena (Technical Officer) Mr. Dissanayake (Development Assistant)
April 28th	Bibile:Mr. Ranjith Aberathna (The Chairman) Mr. R. M. Thilakarathna(Technical officer) Mr. H. M. G. Herath (Development assistant) Rideemaliyadda:Mr. K. R. Sarath Nawarathnan (Secretary) Mr. Priyantha Dissanayake(Technical officer) Ms. Dammika Ratnayake (Development Assistant)  CLG Office: Mr. W S Jayathilaka(Engineer), Mr. Buddika ( Assistant)
April 29 <sup>th</sup>	Elle: Mr. R. M. Wijekoon (Chairman) Mr. S. V. M. S.D. Serasinghe (Technical Officer) Uvaparagama: Ms K. R. Malwatta (Chairman)- Mr. H. M. R. Mallikaarachchi(Technical officer)
April 30 <sup>th</sup>	Back to Colombo
<b>Summary of findings</b>  Public Sector	<p>There is no any technical training on building and construction for the chairmen and secretaries. But most of the officials have a longer experience in the community development sector and they have the experience on the construction without a proper technical background.</p> <p>Out of five selected Pradesheeya Sabhas, two are in the mid and upcountry areas where the feasibility for gravel roads is minimal. Main reason for this is due to heavy rains and mountainous terrain, which contribute for the deterioration of the roads.</p> <p>According to views of those chairmen in Uvaparagama and Ella Pradesheeya Sabha which are in the up country areas, mentioned that they need to construct roads with Tar or concrete. But in the Buttala, Bibile and Redeemalidda, earth/gravel roads feasible. They mentioned that the labour based gravel road construction is successful in the area and there is higher people's participation. This is also leading to proper maintenance of the roads as the community members are willing to involve in the construction and maintenance.</p> <p>Technical officers have completed the National Certificate in Technology in Civil [NCT Civil] and some of them have completed Draftsmen courses as well. There is lack of access to new methods and practices. Most of the technical officers do not have essential equipments for them to carry out the routine activities. Lack of resources availability has burden the job of technical officers. Development assistants are basically arts graduates who do not have any of the technical background. Development assistants are involved in the development activities at the community level. In some cases they have to monitor and evaluate the activities in the building and construction with the technical officers. According to them, community development, technologies are the main priority areas of training needs.</p>

<p><b>Summary of findings</b></p> <p>Private Sector</p>	<p>There are plenty of contractors in the Uva province who are registered with ICTAD (Institute for Construction Training and Development) However; Constructions of the rural roads are done with the CBOs in the area who are not having proper technical background. If the estimate of a project is above 0.5 million, tenders will be called from private contractors. As the budgets are very small with the Pradesheya Sabha, there is a tendency to work with the CBOs.</p> <p><b>Some names and addresses of Private sector Constructors;</b></p> <ol style="list-style-type: none"> <li>1. Chatura constructors, Demodara, Badulla</li> <li>2. Mr. D. Aberathna, Hela-Halpe- Elle</li> <li>3. Mr. T. B. Sugathapala (NCT civil)- Badulla Rd, Bibile</li> <li>4. Gunasekara Constructors, Millanwewa, Girandurukotte.</li> <li>5. Ranjaneer Constructors, New Market complex, Girandurukotte</li> <li>6. Anjana Constructions, Mahiyangana Road, Bibile</li> </ol>
<p><b>Training Needs</b></p>	<p><b>Buttala</b></p> <p><b>Chairman</b> - General management, Financial management, Tender/ Agreement procedures ,New technologies on building and construction</p> <p><b>TO-</b> Tender/ Agreement procedures, New technologies on roads, building and construction, Financial Training.</p> <p><b>DA/CDO-</b> General Management, Leadership Training, community participation</p> <hr/> <p><b>Bibile</b></p> <p><b>Chairman-</b> Quality control of construction, Basic computing,</p> <p><b>TO-</b> Technical training on Rural Road construction, Local governing procedures- (AR&amp;FR) , New technologies on Roads, Building and constructions, Training on Machinery and equipments,</p> <hr/> <p><b>Rideemaliyadda</b></p> <p><b>Secretary</b> - Technical training, Computer training, Quality control, Training on community Development,</p> <p><b>TO-</b> New Technologies on Building and constructions, Basic computing and AutoCAD, General Management, Leadership Training</p> <p><b>DA/CDO-</b> General Management, Leadership Training, community participation</p>

	<p><b>Elle</b></p> <p><b>Chairman-</b> Quality control of construction, Basic computing, Technical training on Rural Road construction,</p> <p><b>TO-</b> Computing Local governing procedures- (ARFR) , New technologies on Building and constructions, Training on Machinery and equipments</p>
	<p><b>Uvapanagama</b></p> <p><b>Chairman-</b> General management, Financial management, Technical training in Building and constructions</p> <p><b>Technical officer-</b> Tender/ Agreement procedures, New technologies on building and construction, Financial Training</p> <p><b>Development Assistant-</b> Tender/ Agreement procedures, New technologies on building and construction, community participation.</p>
	<p><b>Other Needs</b></p> <p>According to the information gathered there are several vacancies for the road laborers, work supervisors, account clerks in PSs. Among the physical resource requirement there were following equipments: Compressing hammers, Computers, Pre-mixers, Drawing Equipments, Surveying equipments, Tractors (Two wheel and four wheel), Transport facilities etc;</p>

### North Central province

**Team : Mr.Ramitha Wijetunga & Mr. Priyankara Seneviratne**

<b>Team : Mr.Ramitha Wijetunga &amp; Mr. Priyankara Seneviratne</b>	
<b>Itinerary</b>	
April 27th 2004	CLG office- Ms.Badrani (CLG), Mr. Mathupala( PE) NGPC- Ms. L.K.A. Leelawathie( Secretary), Mr. B.S.C. Jayasinghe(TO)
April 28th	Padaviya- Mr. D.J. Senevirathna(Chairman), Mr.L.G.S. Jayasinghe(Secretary) Thalawa- Mr. R.I.B. Jayasena(Secretary), Mr. D.D. Senevirathna and Mr. M.L. Chandralal (TOs)
April 29th	Medirigiriya- Mr. Saman Premasiri(Chairman), Ms. V.H. Dasanayaka(Secretary) Lankapura- Mr. R.M. Anura Rajamanthri ( Chairman)
April 30th	Return to Colombo
<b>Summary of findings</b> <b>Public Sector</b>	The existing system of contracting out public work (through CBOs of the villages) gives enough opportunities for mismanagement of the funds by the authorities. In addition to that, due to poor technical capacity of those contractors, the quality of work is adversely affected. The capacity of the PSs are not up to the required level of human resources and physical resources.
<b>Summary of findings</b> <b>Private Sector</b>	The use of CBOs in all the PSs for construction activities is evident and there is very little opportunity there to use private contractors. However, according to the TOs, the involvement of the private sectors will ensure to maintained the quality as the private contractors have been used for the construction of roads done with the funding from the central province development ministry.

<p><b>Training Needs</b></p>	<p><b>NGPC-</b>  <b>Secretary:</b> Tender procedures; Office management  <b>TO:</b> New technological developments in road construction; how to increase community participation; Tender procedures; Survey and levelling  <b>Other Needs:</b> Motor grader; Bacco loader; computer; electric type writer, Transport facilities (incentive scheme to travel and supervise work)  <b>HR Needs:</b> Development assistant; Librarian; clerk</p> <p><b>Padaviya-</b>  <b>Chairman:</b> human resource management, conflict management  <b>Secretary:</b> Trainings on computer skills; accountancy- financial management  <b>HR Needs:</b> Technical officer; clerks; road maintenance labours, typist, revenue officer; Book keeper; Development Assistant</p> <p><b>Other Needs:</b> Building renovation of the PS; 1 Backhoe loader; Motor grader; tractor trailer, Computer; photocopy machine; English type writer</p> <p><b>Talawa-</b>  <b>Secretary:</b> Computer training  <b>TO:</b> No need of training  <b>HR Needs:</b> Clerks (8-10)  <b>Other Needs:</b> Building repair; Computers 2-3; Compactors, Motor grader</p> <p><b>Medirigiriya-</b>  <b>Chairman:</b> Road maintenance and construction; The chairman and the staff needed to be trained on human resource management-how to improve productivity of the human resources; technical trainings on road maintenance  <b>Secretary:</b> Human resource management; Tender procedures; computer training  <b>HR Needs:</b> Technical officer, Typist; Clerks 1-2; Revenue officer</p> <p><b>Lankapura-</b>  <b>Chairman:</b> No need of training</p> <p><b>Other Needs:</b> "Road maintenance unit" including a compactor, motor grader; office equipment</p> <p><b>HR Needs:</b> Road maintenance labourers;</p>
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## Annex VIII Some selected access characteristics

Province	Selected PS & District	1 Km roads (E & below)	2 Number Markets	3 Number Dispensaries	4 Number Schools	5 Population
SP	Habaraduwa, Galle	92	7	8	93	104,712
SP	Akurassa, Matara	118	3	68	46	79,914
SP	Pasoda, Matara	155	8	24	72	57,309
SP	Tissamaharama, Hambantota	280	4	4	41	75,188
SP	Weeraketiya, Hambantota	210	9	44	268 *)	67,115
NCP	Medirigiriya, Polonnaruwa	280	4	24	54	57,713
NCP	Madagamnuwara, Anuradhapura	491	3	3	71	71,991
NCP	Padaviya, Anuradhapura	294	2	4	33	26,195
NCP	Talawa, Anuradhapura	205	9	4	19	92,551
NCP	Lankapura, Polonnaruwa	495	5	1	17	33,009
Uva	Elle, Badulla	476	1	11	60	42,615
Uva	Bibile, Monaragala	367	3	9	71	35,435
Uva	Buttala, Monaragala	595	12	22	73	47,086
Uva	Ridimaliyadda, Badulla	426	1	16	25	42,555
Uva	Uvaparaganagama, Badulla	273	2	12	94	22,658
<b>Total</b>	<b>15 Pradeshiyah Sabahs</b>	<b>4,757</b>	<b>73</b>	<b>254</b>	<b>1,037</b>	<b>856,046</b>

Location		Total No. of Families	Families below poverty line	Percent of poor families
<b>Southern Province</b>				26.2
<b>District<sup>12</sup></b>	<b>Pradeshiya Sabha</b>			
1. <b>Galle</b> (17.8%)	1. Habaraduwa	24,619	9,447	38.37
2. <b>Matara</b> (29.5%)	2. Akurassa 3. Pasgoda	21,041 29,315	11,563 12,695	54.95 40.31
3. <b>Hambantota</b> (37.8%)	4. Weeraketiya 5. Tissamaharama	15,829 17,878	7,124 7,431	45.01 41.56
<b>Uva Province</b>				36.40
<b>District</b>	<b>Pradeshiya Sabha</b>			
1. <b>Badulla</b> (37.7%)	1. Elle 2. Ridimaliyadda 3. Uvaparaganagama	11,196 11,522 19,870	5,283 7,091 8,615	47.19 61.54 43.36
2. <b>Moneragala</b> (33.8%)	4. Bibile 5. Buttala	10,022 13,195	5,270 6,463	52.58 48.98

<sup>12</sup> District level poverty rates are given in parenthesis.  
Source: Samudri Commissioner's Dept, Colombo

<b>North-Central Province</b>				29.30
<b><u>District</u></b>	<b><i>Pradeshiya Sabha</i></b>			
<b>1. Anuradhapura (29.5%)</b>	1. Medagamnuwara	19,802	10,254	52.0
	2. Padaviya	5,700	3,409	60.0
	3. Talawa	21,956	12,783	58.0
<b>2. Polonnoruwa (29.0%)</b>	4. Medirigiriya	16,117	7,908	49.07
	5. Lankapura	9,315	4,334	46.53
<b>Sri Lanka overall</b>				23.9

<b>Province</b>	<b>Number of Districts</b>	<b>Number of Villages</b>
South	3	5,228
North Central	2	3,743
Uva	2	3,427
Total	7	12,398

## **Annex IX Sri Lanka Institute of Local Governance**

### **INTRODUCTION**

SLILG was established under the act of parliament No. 31 of 1999 and it commenced functioning with effect from 15<sup>th</sup> October 1999. The main objective of the institute is to facilitate the enhancement of Institutional and managerial capabilities of provincial Councils and Local Government Institution for the efficient and effective provisions of service to the people.

In designing of 2004 action plan special emphasis employs was given to following areas.

1. The devolution process
2. The policy statement on 'Regaining Sri Lanka'
3. The Millennium Development goals
4. The Recommendation of the Local Government Reform Commission of 1997

### **Devolution Process**

The devolution process has been worked out in the country for almost sixteen years since the thirteenth amendment to the constitution of Sri Lanka in 1987. The implementation of provisions of the devolution process was never designed for the system to reflect an organized constructive mode. Hence it reflected the normal administrative system that existed, and operationally it took a varied form that did not reflect an innovative nature. A deeper study into the working of the devolved system has precipitated the need for capacity building in various fields, from management to aspects of technical and operational level.

This process of capacity building was a challenge that SLILG had to take over though a mandatory task, through research and actual needs assessment. The demise of the Local Government service invariably brought out a quality change for the worse. This necessitated a sustained effort to build quality into the Local Government system. Research findings have spotlighted the level of Secretaries of local authorities who had the foremost task of guiding the local authorities as a category of staff among others that needed training as they derived their position from a combined service similarly new recruits as CBOs and EOs and others were never exposed to the know how in their particular areas of duty that they were entrusted with. Hence since the inception of the SLILG capacity building and awareness creation with research support came to be reckoned with all seriousness. Areas such as financial Management, Local Government legislation, rules and regulations, management capacity, the role of chief executives, affective planning and budgeting, resource mobilization, technical training needs, were all taken as priority training areas. These training opportunities will be continued with further identified additional areas in 2004.

### **Relevance of current Policy Initiatives**

Policy enunciated in "Regaining Sri Lanka" confers promising expectations from the local government sector particularly in mobilizing the local communities in empowering people. The existence of conflicting parallel systems of administration has been recognized as a serious constraint in implementation of the key policy and incurring expenditure, under these constraints the government expects to rejuvenate the local authorities to be an institutional arrangement that could effectively be used in effecting political control and responsibility for greater accountability and governance. It will be the responsibility of SLILG to address in their training programmes to build up an attitudinal change in the members of local authorities and also the chief staff in its venture towards making local authorities more useful to the government as SLILG is the arm of the Ministry in charge of the subject of Local Government. The local authorities need to be built up to the levels of institution that could help the government in its capital investment and planning and strengthening the decentralized process.

### **Millennium Development Goals**

This strategic intervention will also fulfil the basic background in promoting a mechanism for the Millennium Development goals particularly in poverty reduction and Gender equity arrangements in establishing sustainability of the goals, and also furthering environmental concerns for the future of Sri Lanka.

### **Recommendations of the Local Government Reform Commission**

The findings of the Local Government reforms commission of 1997 are also relevant and significant to the mandated tasks at SLILG. The Training and Research study programmes of the SLILG have been designed to accommodate some of the recommendations of this commission.

## **Target Group**

The total target group as recipients of training and beneficiaries of research and other mobilization activities are the eight provincial councils and 311 local authorities.

This total number is the target that needs development through training and capacity building. Each category is different for the other. Hence programmes are designed to cater to the needs identified through discussion with MDTUs. The SLILG has to play an active supporting role even with MDTUs in their own programmes in designing and activating.

In addition to the New Programmes set out for the 2004, a component of work programmes which will be brought forward from the current year (2003) will form the total component of Training, Management and Research activities for 2004.

## **Mission**

“To be the foremost National Agency in Local Governance for building capacity of sub National (Regional / Provincial) and Local Government Institutions through Advocacy, Training, Research and Consultancy services towards upliftment of the quality of life of the people”.

## **Objectives**

The above mission leads to the following objectives:-

1. To formulate and deliver a programme of capacity building activities for the institutional strengthening of local governance in partnership with Provincial Management Development Training Units (MDTU).
2. To Support and strengthen the capacity of MDTUs toward delivering training and development programmes for improving the performance of Provincial Councils and Local Government.
3. To function as a resource centre on Local Governance providing technical and information services for its stakeholders.
4. To function as the focal point for Local Governance networking with relevant National and International Institutions.
5. To provide specialist support services in the development of human resources, improvement of management systems, and organizational change.
6. To build the capacity of SLILG to provide Advocacy, Training, Consultancy and research support for strengthening institutions of Local Governance.

The following activities are aimed at the fulfillment of the above objectives

1. Training
2. Research
3. Consultancy Services
4. Dissemination of information
5. Publication and Documentation
6. Co-ordination and Monitoring
7. Networking with National and International Training and Educational Institutions.

## **Training**

Training is one of the main areas of activities of Sri Lanka Institute of Local Governance (SLILG).

Training focuses on strengthening the Institutional and management capabilities of Provincial Councils and Local Authorities to provide efficient and effective services to the people. Developing of training modules and designing of training programmes are mainly done on the basis of training needs identification at the Management Development Training Unit (MDTU) meeting where provincial Deputy Chief Secretaries and Provincial Commissioners of Local Government are participated. Many of the provincial Level and local level training programmes are conducted by the MDTUs with the Financial and Technical assistance of the SLILG.

## **Consultancy and Advisory Services of SLILG**

SLILG itself has set up 5 major divisions for Consultancy and Advisory services as follows;

1. Engineering
2. General Management
3. Physical Planning
4. Financial Management
5. Legal

These five divisions are catering to the Local Authorities and Provincial Councils in the respective fields. Problem Solving in above field has become the major role. These divisions are headed by professionals and they are in full time service to SLILG.

In additions to that, these consultancy divisions are maintaining close links with an external faculty. These professionals are always meeting their advisory committees set up for necessary advice and guidance. So far SLILG consultancy and advisory services were able to build up a good understanding and it has resulted an increasing demand.

## **Research**

The Research division of Sri Lanka Institute of Local Governance has been mandated to study, Analyze and Review the functioning and performance of Devolved Governance; Apart from this the Division is geared to provide the necessary Services that are required for identifying training and development needs in provincials and Local Authorities, conducting special studies to document lessons learnt from past experiences both Nationally and Internationally.

It is also in a unique position with low cost operations within the Central Government to network with related agencies to draw on the expertise of NGOs, Consultants and the private sector.

It is Crucial to learn from experience and to evaluate the performance of Local Government agencies in an on going manner so that they know where they are and what improvements they need to make.

## **Dissemination of Information**

Dissemination of information of the activities of the Institute and research findings are considered as one of the important subject areas of the Institute. At present, Institute issues a bulletin titled "Palath Palana Puwath" twice a year a Journal titled governance once year. In addition, research findings and proceedings of important workshops and seminars will be published and be made available to the relevant agencies and interested parties.

A data base will also be developed and maintained to provide information to the Ministry and other relevant organizations. The resource centre is being maintained with all the information in relation to the Local Government and Provincial Administration.

## **Co-ordination and monitoring**

Co-ordination and monitoring of training activities carried out by Provincial MDTUs and Provincial Commissioners of Local Government is also considered as one of the important activity of the institute. The progress are reviewed through monthly review sessions with Heads of MDTUs and PCLGs.

## **Publication and Documentation**

The aim of this publication on the one hand are expertise on know how and knowledge based dialogue with the public and academics of standing. It provides an opportunity with those who are interest to participate in the dialog. A part from this achieve provisions is made to initiate a deep understanding of the workings of Local Authorities, through publication of success stories for mutual benefits among them. New funding from research goes to strengthening these development role of the publications to the extent they could influence policies academics, those with experience and those with Local Governance at their heart to participant in this publications are sent to Inter National bodies in Local Governance those response help us to improve our selves. In addition to the normal publications we have taken the initiative to help Local Authorities with different type of hand books, modules and model by-laws. These have added the popularity in the Local Government sector of Sri Lanka Institute of Local Governance and

the local Government Institutions are in direct contact with us in affairs which the Local Authorities cannot resolve by themselves.

### **Linkages with National and International Training and Educational Institutions**

Sri Lanka Institute of Local Governance has direct links with both National and Inter National organizations. These links have been utilized mutually for the benefits of both parties. Such a process has had its impact with SLILG in improving in our skills and also adding the most recent development Training and Research areas in the International scenes as imparts in to our Institute. The established contacts are further enhancing by the provisions by particularly the CITYNET and LOGOTRI of opportunities for facilitation of training and research in out side the country through their sponsorship. The exchange of information with thesis organizations has gone long way in strengthening a dialogue mode with them, which be utilize to the maximum of the benefit of the Local Government sector in the country. By using these linkages impact promote the Inter National conferences also held is Sri Lanka on the them of "Effective Decentralization for Community Development"(APO), "National summit for Women Councilors of Local Authorities" (UN-SCP). Such Inter National organizations with which we have establish links are as follows;

LOGOTRI  
CITY NET  
UN – SCAP  
USAID  
JICA  
UN-Habitat  
SAP  
AULA  
AIIILSG

Contact with Local Universities and other academic and research institution in the country is also in strategy adapted by the Institution in order to expand its portfolio and to get the best from them in the form of guidance and knowledge on advance technology relevant to the country's Local Government sector.

### **Finance (Funding)**

At present the Institute mainly depends on funds provided by the government. But the institute carries out many programmes on funds receives from donor agencies and other organizations.

### **Library Service**

SLILG has a library consists of many valuable books, magazines Enachments, etc. in order to keep abreast of changing times. The library collection is updated periodically. The library has the reference facilities, which caters to special needs of readers who under take research studies especially in the field of Good Governance, Devolution and Local Governance.

### **Foreign Funded Projects**

#### ***Solid Waste Management JICA Project***

SLILG has been assigned the above project starting for the year. At present there are two major section that SLILG has got involved.

1. Solid Waste Management of Local Authorities
  2. Preparations of By-laws in Solid Waste Management for Local Authorities
- These two activities are very smoothly functioning with the assistance and guidance for both JICA and SLILG. The Sri Lanka Local Authorities are also very strongly felt that, the project has come forward to address their one of the major burning issues.
- The above two operations are with in a budget limit over RS. 1 million.

### ***Sustainable Cities Programme (SCP)***

UN-Habitat in collaboration with SLILG are in the process of finalizing twelve Management Modules. Concurrently, training programmes are being conducted for selected Local Authorities in the Western Province and in the Central Province at present under this programme.

The Sustainable Cities Programmes (SCP) carries out world-wide technical cooperation activities within the United Nations; it works at city level in collaboration with local partners to strengthen their capacities for environmental planning and management (EPM). Each city-level SCP project is adapted to the particular needs, priorities, and circumstances of that city; nonetheless, all SCP city projects follow the same general approach and all are implemented through the same series of activities, known as the SCP Process.

The SCP recognizes that cities play a vital role in social and economic development in all countries; efficient and productive cities are essential for national economic growth and, equally, strong urban economies are essential for generating the resources needed for public and private investments in infrastructure, education and health, improved living conditions, and poverty alleviation.

UN-Habitat has indicated the willingness to fund part of the training programme for the year 2004, though the areas have not yet been identified.

The target groups are the officials at the local authorities.

### ***Implementation of "Managing information for Local Environment in Sri Lanka (MILES)***

This Asia Pro Eco Programme is being funded by European Economic Commission. The partners to the project are City of Munich(Germany) and City of Victoria (Spain). The objective of the programme is to support SLILG in its capacity as a training centre for local authorities to use information technology for improved participatory decision making. It is proposed to develop a full fledged information system for selected local authorities under this programme.

This would include equipment, high-resolution satellite imagery, data collection, analysis and training.

The Consultant, General Management, will be coordinating this two year programme starting from October 2003.

### ***Benefits of the Projects***

- Improved decision making processes in urban environmental issues and city development strategies;
- Consolidation of innovative information system technology and geomatics through local adaptation and packaging;
- Marketing of innovative products to a network of public sector institutions;
- Improved image through new partnerships (city to city cooperation);
- Prepared ground for bankable investment projects;
- Contribution to sustainable urbanization processes

### ***Project Objectives***

- Improving the health condition of poor urban population through reducing negative environmental impacts of flooding and solid / liquid waste disposal;
- Supporting SLILG in its capacity as a training centre for local governments in using information technology for improved participatory decision making;
- Building national and international partnerships for exchanging know-how in urban environmental planning and management;
- Supporting sustainable urbanization, which can contribute to the peace process in Sri Lanka.

## **MANAGEMENT STRUCTURE OF SLILG**

The policy decisions and guide lines in regard to functioning and management of the institute are taken by a governing councils. The governing council of the institute composed of Secretaries of specified Ministries as well as representative of the professional an organizations, Associations of local authorities and Non-Government Organization sector of the private sector having direct involvement in the field of provincial or local governance. The Chairmen of the council is the Secretary to the minister in charge of provincial councils and local government.

The Director of SLILG who is also a member of the Council is the Chief Executive of the institute. He functions under the over all guidance of the governing council. The Director is assisted by a team of consultants and support staff including Additional Director, two Deputy Directors, Accountant and Administrative Officer.

Presently SLILG is organized in to divisions. They are HRD, General Management, Engineering, Physical Planing, Research and Publications Administration and Accounts.

### **Constraints Experienced**

Several constraints have been highlighted in the Research and also in training review programmes that were experienced in 2003' The officers of the Local Government Institution are from a combined services hence are transferable to other sectors in the public service. This happens so often and may be from the trained Local Government institutional cadres. This draw back results in the need for training of new cadres that enter the Local Government services constantly for which a limited budget can create further difficulties. The impact is heavier when the transferred officers are of the higher cadres as Secretaries. These are bound to affect the efficiency in seminar provisions. MDTU's are also affected by this particular constraint. Another identified constraints is that our institute being the national body for Local Government training is by passed by other organization with the similar mission and programmes such as the sustainable city programme of UDA. This result in duplication of training areas which further results in confusion among the recipients of the training. Several chairperson of Local Authorities performs have discussed with us such difficulties. Hence an affective coordination process in such instance is necessary at the National level.

The initiations on the Budgeted funds imposed by the National Budget has also created difficulties in extending our financial and other supportive services to the MDTU's. At the same time constraining our own programmes of in training and Research activities.

In most of the training session that we have conducted it has been emphasised that a large number of vacant cadres in Local Government institutions remain unfilled. This is sited as one of the main, causes for delay and inefficiencies in local authorities. This has also affected the service provisions resulting in public dissatisfaction has and loss of confidence. The ministry needs to address these concerns at a policy level.

### **Human Resource Development Division**

One of the main objectives assigned to the Sri Lanka Institute of Local Governance is to support the councilors, officers and workers attached to LAA to develop their management capacities to provide their services efficiently and effectively. The institution has intimate contacts with the Management Development Training Units and Provincial Commissioners of Local Government in identifying training needs, preparation of training programmes, identifying target groups and conduction training programmes. The training programmes conducted by the institution can be categorized as follows.

1. National Level Training Programmes
2. Provincial Level Training Programmes
3. Regional Level Training Programmes

### **National Level Training Programmes**

This category includes the training programmes conducted at the national level after identifying the training needs. For these programmes, preparation of training modules and the programme, organization of the programme are solely done by this institute. National level resource persons participated for these



programmes. Inter provincial programmes also included in these programmes. These programmes are conducted as follows.

1. Seminars
2. Workshops
3. Training programmes

The above-mentioned programmes are conducted at the National level. Considering the convenience of the participants the programmes are usually conducted at regional training centres.

### **Provincial Level Training Programmes**

This category includes the training programmes organized and conducted by Management Development Training Units, established by the Provincial Councils, with the facilitation and guidance of the Sri Lanka Institute of Local Governance. The programmes are conducted with the directions of Deputy Chief Secretaries in charge of Management Development Training Units and the Regional Provincial Commissioner of Local government. These programmes are conducted after identifying the regional and local training needs following a training plan prepared by each province. The progress of those programmes is reviewed at the monthly meeting conducted at the Sri Lanka Institute of Local Governance with the participation of chief officers of Management Development Training Units and PCLGs.

### **Regional Level Training Programmes**

This category includes the training programmes and workshops conducted with a view to making the councilors, officers and workers aware of their role and uplifting their performance. These programmes get the patronage, guidance and the participation of this institute and the cost of these programmes is borne jointly by those institutes and the SLILG. Since the elected members, officers and workers participate for these programmes, it is quite evident that these programmes give a valuable support to get their participation to develop the group dynamics among them and to improve their performance.

### **Programme for 2004**

The following training programmes have been designed to conduct in 2004.

#### ***Programmes already started in 2003 which will be continued in the year 2004***

**ex.**

- Preparation of New Model By-laws for Local Authorities
- Awareness programme for elected members for LAs
- Capacity Building programme for selected LAs
- Preparation of Budgets in LAs
- Performance enhancement of LAs
- Statute Drafting

#### **News programmes**

**ex.**

- To make amendments to the existing rules of LAs
- Revenue generation of LAs
- Environmental Management
- Solid Waste Management
- Community Development
- Preparation of Final Accounts of LAs
- Tender procedures of LAs
- The Devolution process and provincial administration

## **Engineering Division**

### **Introduction**

Engineering division of SLILG is overall in charge of capacity building of Technical departments of Local Authorities. It is expected to achieve this target through Training, Research and Consultancy. In this aspect, the training is given for Superintendents of Works, Technical Officers, and Work Supervisors attached to all Local Authorities.

Also, the Engineering Division has launched skills development and knowledge updating programme for Engineers as well as Technical Officers attached to Provincial Councils.

### **Local Authority Technical Officers Training**

This division initiated the above activity by carrying out a **Training Need Analysis** in year 2000. Followed by that, a concept paper was submitted to the Governing Council including the identified needs. Based on training needs and carefully matching them with their duty lists, the Training Modules were prepared. Training of Local Authority technical officers is being done as per the following modules.

#### **Training Modules**

1. Acts, Ordinances Rules, Regulations, Statutes and By-laws relevant to Technical Personnel of LAs
2. Building Construction and Maintenance
3. Road Construction and Maintenance
4. Water Supply and Drainage
5. Solid Waste Management and Garbage Disposals
6. Vehicles and Heavy equipment Maintenance
7. Project Planning and Plan Implementation

### **Work Supervisors of LAs**

#### **Training Modules**

1. Labour rules, regulations and labour handling
2. Building Construction and Maintenance
3. Road Constructions and Maintenance
4. Water Supplies and Drainage

In year 2004, it is expected to cover the above training for all provinces as far as possible.

### **Provincial Council Staff Training**

There had been a series of requests from most of the provinces about the capacity building of Engineers and Technical Officers. Therefore the above same procedure was adopted so as to initiate the Training.

### **Skills Development and Knowledge Updating of PC Engineers**

#### **Training Modules**

1. General Administration
2. Contract Administration
3. Tender Procedure
4. Devolution Process

It is planned to launch this programme in all provinces in 2004, with the establishment of training pool in each province.

### **Skills Development and Knowledge Updating of PC Technical Officers**

#### **Training Modules**

1. General Administration
2. Contract Administration
3. Tender Procedure
4. Road Constructions and Maintenance

5. Building Construction and Maintenance
6. Irrigation
7. Water Supply and Drainage

Training impact assessments are scheduled in the activities of 2004, to ascertain the out come of the training conducted. This is planned to have only after completion of at least 75% of the Modules. Certain provinces are little weak in organizing training programmes. To arrest this situation, Progress Review meetings are arranged at the end of every quarter and that the Chief organizer or the resource person from each province is invited for this meeting.

### ***Hand Book for Technical Officers of LAs***

It is expected to develop a handbook on seven chapters for technical Officers attached to Local Authorities. These seven chapters will be the seven modules on which the training is being conducted.

In year 2004, it is intended to publish the second version of this handbook.

### **Community Based Rural Road Construction Project**

This project was successfully implemented for Kurunegala and Monaragala districts in 2003. It was able to cover 16 Local Authorities in above two. The technical assistance as well as funds was provided by ITDG for the construction of 1 Km in each above 16 roads. In year 2004, it is planned to launch this project for few other districts, with the assistance from funding agencies.

## **Physical Planning Division**

### **Introduction**

Physical Planning is one of the key functions of the Local Authorities in Sri Lanka. It is all about orderly development of land and buildings and is a process through which various existing land uses are identified and suitable locations are allocated for various uses, developmental activities are promoted and introduce controls for undesirable land uses. The ultimate goal is the improvement of the quality of life of the people. Therefore, the subject of Physical Planning is an important subject, closely connected with the activities of Local Authorities.

The Sri Lanka Institute of Local Governance, as the educational arm of the Local Government Ministry, has to help LAA to handle development control activities and prepare physical plans for respective local authority areas. In order to promote physical planning, elected members and officers need a fair knowledge about the main planning legislation and relevant by-laws. The local authorities are in charge of issuing building permits and various other development permits. These local bodies also will have to prepare their Physical Development Plans under Urban Development Authority Law or under Town and Country Planning Ordinance.

There will be future requirement to open web sites for local authorities so that a ratepayer may be able to down load a building application or planning and building regulations via Internet. Sri Lanka is to be divided into five economic zones. The Board of Investment is already decentralised to cater to the economic zones. LAA will have to work in close collaboration with BOI. They also will have to undertake work with the Land Titling and Registration Project in future. Therefore, to keep in line with such development to enhance the economy of the country it is necessary to train LAA officers in above activities.

**Objective** :- To provide an opportunity for participants to:

- Understand the concept of Physical Planning
- Understand the main Physical Planning Legislation, Environmental Law & other laws relating to Physical Planning and their relevance to Local Government & Provincial Administrations
- Enhance knowledge and skills on development control & Physical Planning practice
- Learn about data collection & analysis and planning technique

- Participate in the preparation of existing land Use Plan of the LA area.
- Understand the importance of Conservation and protected area areas in the process
- Participate in a multidisciplinary team for the preparation of detail physical plans under Town and Country Planning Ordinance or Urban Development Authority Law and Community base action planning with public participation
- Participate in the preparation of development plans for the LA areas
- Use of Geographical Information Systems
- Use of e-mail and internet facilities for physical planning activities

Training Modules on Planning Laws, Planning and Building Regulations, and Physical plans are already prepared. One-day awareness programmes were conducted at provincial levels for Chairmen of local authorities. The Chairmen of all the local authorities within each province were invited for those programmes and they were briefed about the subject of Physical Planning and their powers functions and responsibilities under physical planning Legislation.

The proposed physical planning programme for 2004 is the training of officers to handle the subject of Physical Planning. It include the training of officers handle development control activities and the training of officers to prepare development plans for their local authority areas under UDA Law and Town and Country Planning Ordinance.

Content –

1. **Concept of Planning and History of Physical Planning in Sri Lanka**
2. **Housing and Town Improvement Ordinance of 1915**
3. **Town and Country Planning Ordinance.**
4. **Urban Development Authority Law.**
5. **Planning procedure under Town and Country Planning Ordinance and Urban Development Authority Law.**
6. **The other laws connected with physical planning**
7. **Development Control**
8. **Data collection and analysis**
9. **Planning techniques**
10. **Geographical Information Systems**
11. **Preparation of existing land use Plans.**
12. **Preparation of Web Sites and use of internet facilities for Planning activities**

Target Group :-

1. PCLG / Assistant PCLG
2. Commissioners
3. Secretaries
4. Engineers
5. Physical Planners
6. Technical Officers
7. Development Assistants
8. Medical officers of Health
9. Public Health Inspectors
10. Environmental and Community Development Officers and
11. Clerks in the respective planning departments or sections.
12. Investigating Officers from PCLG Office

**Methodology :-**

- Lectures, Presentations, Discussions, Case Studies, Practical Work.

**Duration**

- Two programmes of duration 3 ½ half-days each.  
(It will not be possible to conduct training programs for all the 311 LAs in 2004. Therefore, a programme will have to be conducted for few selected LAs. The number of participants for any training batch (class) should be limited to about 20 trainees. About 45 to 55 man-hours should be devoted to one batch of trainees to educate on Planning Legislation and the preparation physical plans. Therefore, it will be two three and half-day programmes. It is proposed to conduct 26 training programmes during the year 2004 out of which two programmes will be to prepare a development plan for a selected local authority by the participants using data collected by themselves.)

## **Research Division**

The Research Division of Sri Lanka Institute of Local Governance has been mandated with the task of identifying critical areas pertaining to local governance in the country for research study and strategy formulation to impact on capacity building competence and skills development in making the service delivery system effective and efficient in provincial council and local authorities. Along with this strategy gain the confidence of the citizenry who are the beneficiaries of such services as specified in the legislation governing local authorities.

It is expected that these research studies could ultimately be the helpful base for the government in policy development and direction with good governance as the objective to be achieve for the sake of the citizens.

The areas that needs such deep study are identified on a priority basis and address with the approval and guidance of the Governing Council of the Sri Lanka Institute of Local Governance (SLILG).

The SLILG Act No. 31 of 1999 has stipulated in the enactment areas where the Institute should be concerned and direct there research initiatives as an effective tool in dealing with the competence building and gap filling as envisaged therein. Section three “D” to three “M” are such identified clear intentions for which research as proposed in section three “N” will be of caring importance. Hence all such areas are been closely followed in establishing priorities in research.

the research studies are expected to be published for guidance with the local governance sector and for effective use by academic Institutions such as Universities and training Institutes. Publications of Journals and News Bulletins are also activities that impact on capacity building in the local government sector under taken by the research division.

Co-operation of and coordination with International Research Agencies has already been firmly established. While expanding this research field contact with them will be made more effective in the discharge of the mandate of the research division of the SLILG.