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Japan International Cooperation Agency

The Democratic Socialist Republic of Sri Lanka
Ministry of Plan Implementation, Ethnic Affairs and National Integration

**The Master Plan Study
For
Southern Area Development
In
The Democratic Socialist Republic of Sri Lanka**

Final Report

Participatory Development Report

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February 1997

**Nippon Koei Co., Ltd.
International Development Center of Japan
System Science Consultants Inc.**

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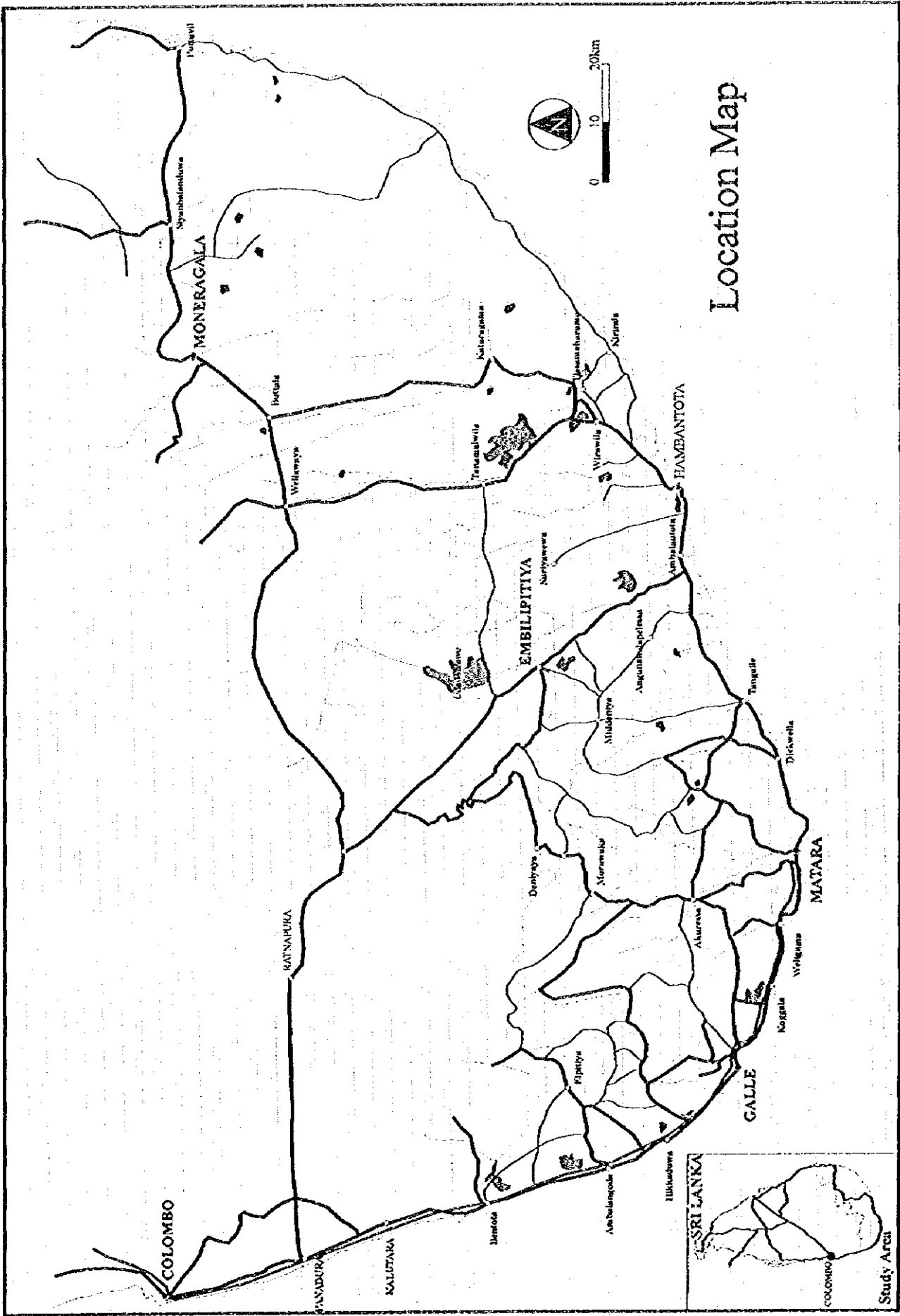
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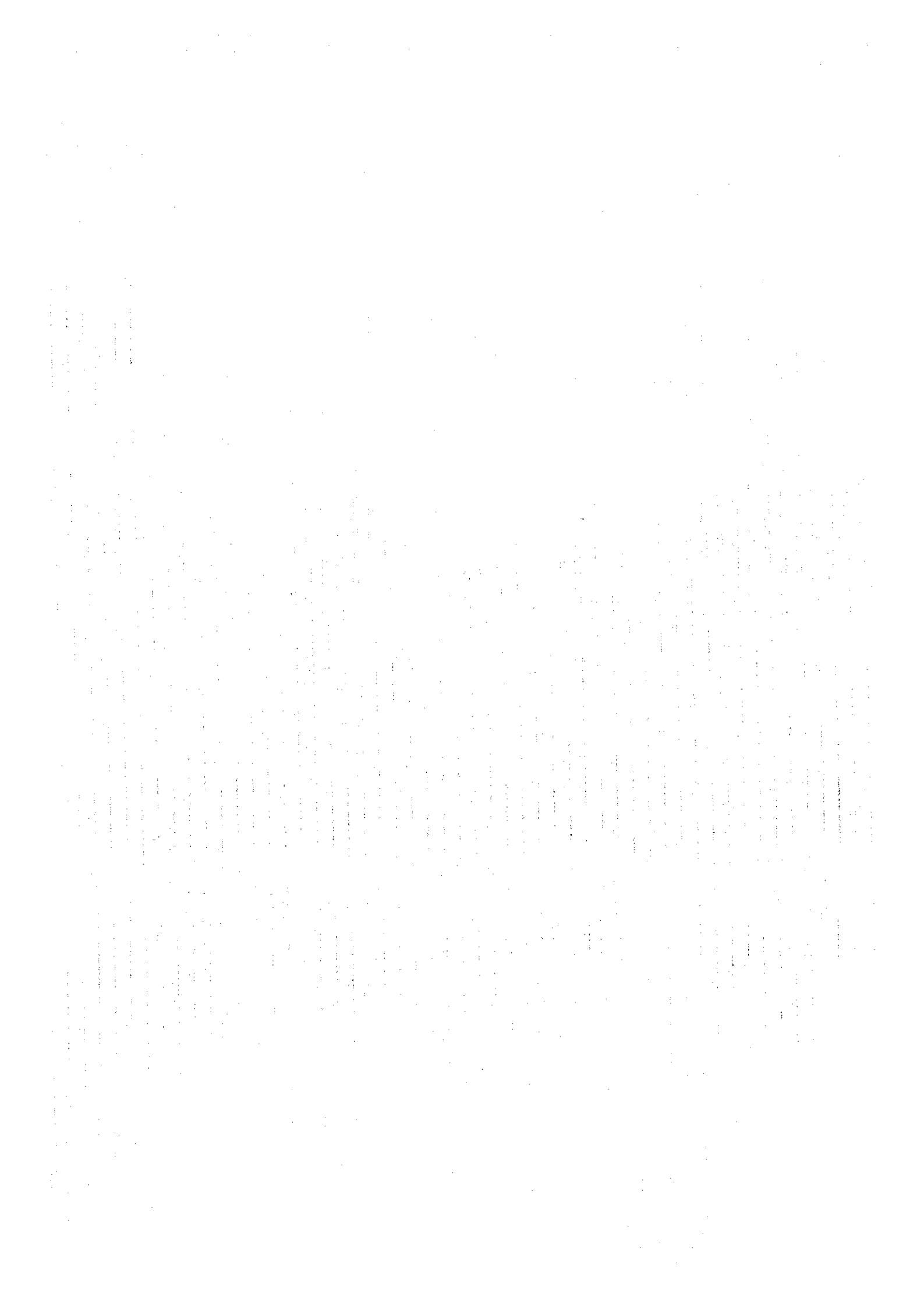
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US\$ 1 = ¥ 110



Location Map

Study Area



PARTICIPATORY DEVELOPMENT REPORT

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ABBREVIATIONS

ADB	Asian Development Bank
ARTI	Agrarian Research and Training Institute
CBO	Community-Based Organization
DS division	Divisional Secretariat Division
DZR	Dry Zone Rural
GM	Gramodaya Mandalaya
GN division	Grama Niladhari Division
HELPO	Women's Primary Bank
HIRDEP	Hambantota Integrated Rural Development Program
IDPSS	In-depth Participatory Survey
IO	Institutional Organizer
IPID	Institute for Participatory Interaction in Development
IRDP	Integrated Rural Development Program
KOISP	Kirindi Oya Irrigation and Settlement Project
MONDEP	Moneragla Integrated Rural Development Program
MP	Member of Parliament
NARA	National Aquatic Resources Agency
NGFPS	Nilwala Ganga Flood Protection Scheme
NGO	Non-governmental Organization
NORAD	Norwegian Agency for Development Cooperation
PRA	Participatory Rural Appraisal
PS	Pradeshia Sabha
PSS	Participatory Social Survey
RDS	Rural Development Society
SANASA	Federation of Thrift & Credit Co-operative Societies Ltd. in Sri Lanka
SB	Samurdhi Balakayas (Task Force)
SDA	Southern Development Authority
SIDA	Swedish International Development Authority
SPSS	Simple Participatory Social Survey
WZR	Wet Zone Rural

Participatory Process for the Master Plan Study

PART 1. PARTICIPATORY PROCESS FOR THE MASTER PLAN STUDY

CHAPTER 1. INTRODUCTION

1.1 Concepts of Participation

The meanings of participation in development activities vary among different persons and from time to time. Participation in development may be represented by two broad categories: "participation as a means" and "participation as an end"¹. The former may typically imply the use of peoples' resources for achieving the objectives of given projects and programs. Someone may denote holding opportunities to talk with local people, regardless of how their opinions are incorporated into projects. Major emphasis is placed on results within a shorter term of project periods. On the other hand, the latter may refer to the enhancement of people's ability to take initiatives in development with measures required to get rid of conditions which hamper it. More attention is paid to the process in a longer-term beyond project periods. As a corollary, priority should be given to those who are more disadvantaged like the poor, women, ethnic minority etc. In reality, participation process in development activities could fall in the spectrum between them.

Put it differently, the concept of participation can be broken down into three stages in terms of the degree of people's involvement in decision-makings². First, information about a planned project/ program is made available to the people whose responses to it may be fed back to planners. However, most of decision-makings are left to the hands of planners. Second, people are more involved in projects/programs in the form of contributions of labor or maintenance of facilities/ services, or even to plan their future use. In this case, the initiatives still come from outside. Lastly, people's own initiatives can form and control over planning and implementation of projects/programs.

1.2 Major Effects of Participation

There is a negative view that participation of the people affected by projects/programs create some problems for the implementors. It would take time and cost more, including laborious works and energy, especially in those with stronger objections. It has been argued, however, that participation could provide positive effects even for implementors, such as :

¹: Oakley, P. et al. 1991 *Projects with People*, ILO (Japanese Translation).

²: Gardner, K. & D. Lewis 1996 *Anthropology, Development and the Post-Modern Challenge*, Pluto Press, p.111

- Sustainability: the benefits of projects could continue to be accrued even after decrease in, or stoppage of, external assistance, if the beneficiaries can manage them by themselves;
- Effectiveness: the objectives of projects could be achieved more effectively once beneficiaries agreed on them and are motivated to do self-help efforts; and
- Efficient use of resources: people's self-help efforts could decrease use of external resources including government staff, and their knowledge, experiences and technique could contribute to the objectives of projects.

In a longer term, "participation as an end" would enable people to be more self-reliant. As a result, welfare services could be reduced and thus the resources for them decreased. Besides, earlier findings of expected negative impacts or defects in projects may decrease financial, economic and social costs in implementation stages, when any changes in designs would be more difficult or, if possible, more costly.

CHAPTER 2. THE MASTER PLAN AND PARTICIPATORY PROCESS

2.1 Approach

The Master Plan Study for Southern Area Development (hereafter called the Study) takes a blueprint planning and top-down approach, covering a large area and multi-sectors. Scope for popular participation in its planning and implementation is inevitably limited as compared with learning process and bottom-up approach. The participatory process for the Study has a fundamental limitation as decision-makings in the planning are made by planners or the JICA Study Team (hereafter called the Study Team) in consultation with relevant Sri Lankan agencies.

The Study Team has taken two approaches. One is to incorporate into the Master Plan people's responses to the proposals of projects/ programs prepared by the Study Team. This approach may be called a consultative process. Another is to exercise a bottom-up approach on a pilot basis. With facilitators, people in some selected areas identified their problems, analyzed them and formulated projects/ programs for themselves. The Study Team was not involved directly in the process and thus the extent of participation was more significant. The results of participatory planning are included in the Project Report. This approach may be called participatory planning.

The Study Team has asked selected Colombo-based non-governmental organizations (NGOs) to advise or make comments on the participatory process for the Study. Although they provided useful comments and advice, the Study Team has not fully followed them due to given conditions of the Study. All the responsibilities for the participatory process are attributed to the Study Team, not to the selected NGOs.

2.2 Process

2.2.1 Planned process

(1) Consultative process

Figure 1.1 shows the above two processes in a schematic manner. The consultative process started with workshops on the Master Plan proposals in Moneragala, Hambantota, Matara and Galle districts before submission of the Interim Report to the Government. Main emphasis was placed on the invitation of representatives from non-governmental organizations (NGOs)/ community-based organizations (CBOs) and the private sector, taking into account working areas, types of activities and whether they are active or not.

After the workshops, the Study Team had meetings with representatives of the NGO/CBO sector to ask them to have local consultations with the local people about the preliminary project/program ideas and feed back their responses to the Study Team, aiming at setting up the consultative process for the Master Plan Study. The methods of local consultations were determined by the representatives. Some decided to take the opportunities at the monthly meeting with the Divisional Secretariat and others chose individual consultations with local people.

The Study Team entrusted a local consultant to follow up the consultative process while it was out of the Country. It was found out that the process was not functioning as expected. Then, the consultant had to make arrangements to have local consultations through the IRDP office or NGOs/CBOs. Their responses were fed back to the JICA Study Team, compiled and translated into English, and circulated among its members.

This attempt brought about good inputs useful for the Master Plan, but the lack of systematic approach and dialogue between the people and the Study Team limited their utility. The consultations were limited to certain localities on an ad hoc basis, and the Study Team has not been able to directly respond to the people's responses made at consultations. In addition, as the project/program proposals were at preliminary stage, they were relatively vague and did not necessarily address potential beneficiaries of the projects/ programs.

Therefore, the Study Team felt the needs for setting up a consultative mechanism sustainable even in the implementation stage of the Master Plan and for local consultations with potential beneficiaries of selected projects/programs with higher priorities for the Master Plan. In the Phase II of the Study, it entrusted the Institute for Participatory Interaction in Development (IPID), a Sri Lankan NGO to facilitate a workshop on consultative mechanism and local consultations on the selected Anchor projects. Moneragala district was selected as a pilot case for the workshop and representatives of political leadership, government officials and NGOs involved in development activities were invited to join it. The results of the workshop was incorporated into the sub-section 4.2.2 of PART 2.

As for the consultations, the Study Team selected four anchor projects, i) Southern Highway Project, ii) Industrial Districts for Small and Medium Sized Industries, iii) Marine Fisheries Complex and iv) Rural Road Improvement Program, taking into account the extent of availability/clarification of information on the projects/ programs. Projects i) and ii) are partly underway. IPID also facilitated the consultations with the people considered to be affected by the projects/ programs. The location of the villages selected is shown in Figure 1.2. The

results of the local consultations will be described in the next section and the subsection 4.2.1 of PART 2.

The second series of district workshops were held immediately after the submission of the Draft Final Report. Participants from political leadership (Provincial Councilors and Pradeshiya Sabha), as well as from local governments, NGO/CBO and private sectors. The share of NGO/CBO participants became smaller than in the first workshops and the number of participants from Ratnapura and Ampara districts were limited due to their smaller areas included in the Area.

Like the previous case, the Study Team prepared papers in Sinhala for the workshops and distributed them in advance to the participants through IRDP offices at Moneragala, Hambantota, Matara and Galle, which also organized and facilitated the workshops. Participants were divided into three groups (Economic/ Infrastructure, Social and Environment sectors) and discussed both the Anchor and characteristic projects/ programs (around 10) to each district, based on the papers with the project/ program profiles. The results of the discussions were presented by each groups and responded by the Leader of the Study Team. They have been incorporated into the Final Report of the Study.

(2) Participatory planning

In Phase I of the Master Plan Study, the Study Team tried to identify the people's priority needs. The survey, called the Participatory Social Survey (PSS), was intended to clarify the issues related to development at grassroots level through discussions among villagers, including disadvantaged people such as the poor. It has two components, which are called "simple PSS" and "in-depth PSS". The simple PSS (hereafter called the SPSS) emphasizes the coverage of villages for the survey: as large a number of surveyed villages as possible, with simple questions. The in-depth PSS (hereafter called the IDPSS) is intended to serve for a deeper analysis on the problems and needs by paying attentions also to the related aspects of village life in selected villages.

In late October through November 1995, the SPSS was conducted in 131 villages in total: 45 in Galle, 31 in Matara, 38 in Hambantota and 17 in Moneragala districts (Figure 1.3). The Change Agents or Social Mobilisers, the facilitators of Government-initiated programs, facilitated discussions among participants for the SPSS. By nature of the programs, the village participants of the SPSS, a small group of 8~14 people, mainly belong to the poor. The survey is not based on a questionnaire, but on free discussions on some selected issues. It should be noted here that there are some biases in the SPSS, for instance, many of the surveyed villages

are more or less concentrated in the rural areas with better access and tend to be selected by practical reasons rather than the criteria that ensure the representative characteristics of the Area.

The IDPSS was undertaken at 10 Divisional Secretariat Divisions in Matara, Galle, Hambantota, Ratnapura and Moneragala by the IPID in collaboration with Marga Institute. The sample villages (2 Grama Niladhari divisions for each DS division) were selected so as to represent salient characteristics of the Area as much as possible, mainly taking into account agro-ecological zones and the type of economic resources (Figure 1.4). A report on the results of the survey was submitted to the Study Team and made available to its members. The results of the SPSS and the IDPSS will be incorporated in PART 2 of this report.

In Phase II, three localities (six GN divisions) out of the surveyed villages of the IDPSS were selected as pilot cases to plan and formulate projects/ programs based on the needs/ problems identified in the previous phase. The selection was designed to address a major issue in common for each of three distinctive areas in the Area. The selected localities are as follows.

	Planning level (DS division/ District)	GN divisions surveyed in the In-depth PSS	Major issues identified through the In-depth PSS
(1) Coastal Area	Hikkaduwa / Galle	Narigama & Pannangoda	High rate of unemployed youth
(2) Wet Zone Rural	Kamburupitiya/ Matara	Gathare West & Malwathugoda	Unemployment & low income
(3) Dry Zone Rural	Tanamalwila/ Moneragala	Suriya Ara & Weli Ara	Scarcity of water and marketing of produce for Chena cultivation

Participatory planning was undertaken by the local people; representatives of villagers, CBOs/NGOs, local authorities and officials of local administrations. They had two to four days workshops for the planning. IPID facilitated the planning process with some planning skills. The details of the results are summarized in the sub-section 4.1.1. The profiles of the projects/ programs formulated through the participatory planning are presented as the Special Program in the volume of Project Report.

2.2.2 Lessons learned from the process

(1) Consultative process

The failure to set up the consultative process may be attributable to the Study Team's assumption about the situations of local NGOs/ CBOs. Although the Study Team and the representatives from NGO/CBO sector agreed to rely on their voluntality including the costs involved with the consultations, it was not a realistic and feasible agreement for the NGO/CBO

sector usually with financial, logistic and time constraints. In addition, the preliminary proposal covered various sectors and it might be difficult for NGO/CBO sector to have incentives for local consultations as most of the proposal were not directly related to their activities.

Another major challenge was how to incorporate the people's responses into the Master Plan. It was left to each member of the Study Team and no systematic approach was undertaken how to deal with the responses. The Study Team was not able to respond to the feedback from the local people. The establishment of the consultative process would have facilitated continuous dialogues between the people and the Study Team in a systematic manner, resulting in better incorporation of people's voices into the Master Plan. Time allocated to stay of the Study Team in Sri Lanka was another major constraint.

In the second stage local consultations, the people were able to figure out, with facilitators' assistance, what would be the positive and adverse effects of each project/ program, which are generally appropriate judgments, and their recommendations and suggestions to enhance the positive effects distributed to the local people and to minimize the adverse effects. They may include inappropriate ones, but it is largely attributable to insufficient information provided to them. Indeed, the consulted people unanimously were eager to obtain more information on the project/ program and be involved in planning and implementation stages while potential beneficiaries and affected people have not been consulted with regard to even partly implemented projects such as the Southern Highway and the Industrial Estates. The people had an experience that several organizations undertook various studies with no feedback or follow-up to them and were reluctant to provide information.

Planners and implementors should take their aspirations for the positive effects as part of objectives to enhance the benefits of the project/ program for the local people, and do their fears as the one to minimize the adverse effects while correct the people's aspirations or fears if they are based on misunderstandings. This will lead to more effective and sustainable implementation and resultant increased benefits of the project/ program. To achieve it, they should begin with and keep dialogues with affected people or awareness programs about each project/ program. In addition, an Environmental Impact Assessment should also involve the affected people in that process. Detail of the local consultations will be depicted in the sub-section 4.2.1 of PART 2.

(2) Participatory planning

A major issue is how the participatory planning or identified needs can be integrated into the Master Plan. The Study Team was not able to link them directly mainly due to resource

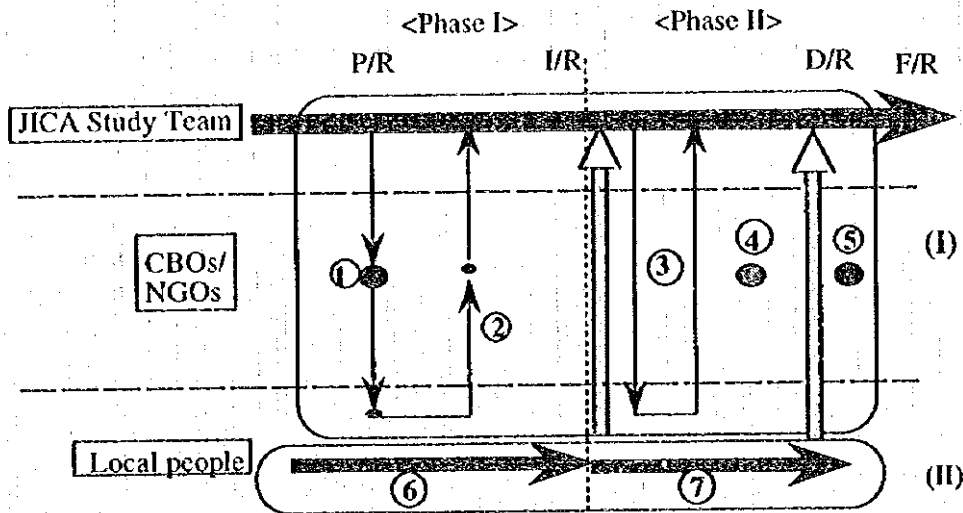
constraints. Participatory planning may have been linked with the Master Plan if the former had been undertaken in a comprehensive way before the Study commenced. In that case, problems/needs in common in wider areas across administrative boundaries could be addressed by the Study.

A more fundamental question lies in the difference in the objectives of the two approaches. A top-down approach like the Study is usually subject to the national development policies while a bottom-up approach like participatory planning to the local people's needs. They are not necessarily compatible with each other.

The Master Plan aims to promote socio-economic structural changes to achieve increased employment opportunities and economic growth in the Area. Such structural change, however, may negatively affect the existing social and economic stability that the people in the Area perceive as described in the sub-section 1.1.1 of PART 2.

The participatory planning is, by nature, a continuous or learning process. The planned projects/ programs should be revised as needed. In practice, there would often be cases that the planning is subject to changes caused by difficulties in its implementation. The Study provided only an opportunity of planning without its commitments to continuing planning and implementation. As the selected problem/ need for each participatory planning is considered to be a common and prioritized in each selected area, it will deserve continuation with necessary assistance even after the completion of the Study.

Figure 1.1 Schematic Participatory Process for the Study



LEGEND	
(I) Consultative process	
① District workshops	③ Local consultations (some Anchor projects)
② Local consultations (preliminary proposal)	④ Workshop on consultative mechanism
	⑤ District workshops
(II) Participatory planning	
⑥ Needs identification through Participatory Social Survey	⑦ Participatory planning for project formulation
P/R: Progress Report	D/R: Draft Final Report
I/R: Interim Report	F/R: Final Report

Figure 1.2 Location of Villages for Local Level Consultations on Selected Anchor Projects/ Programs

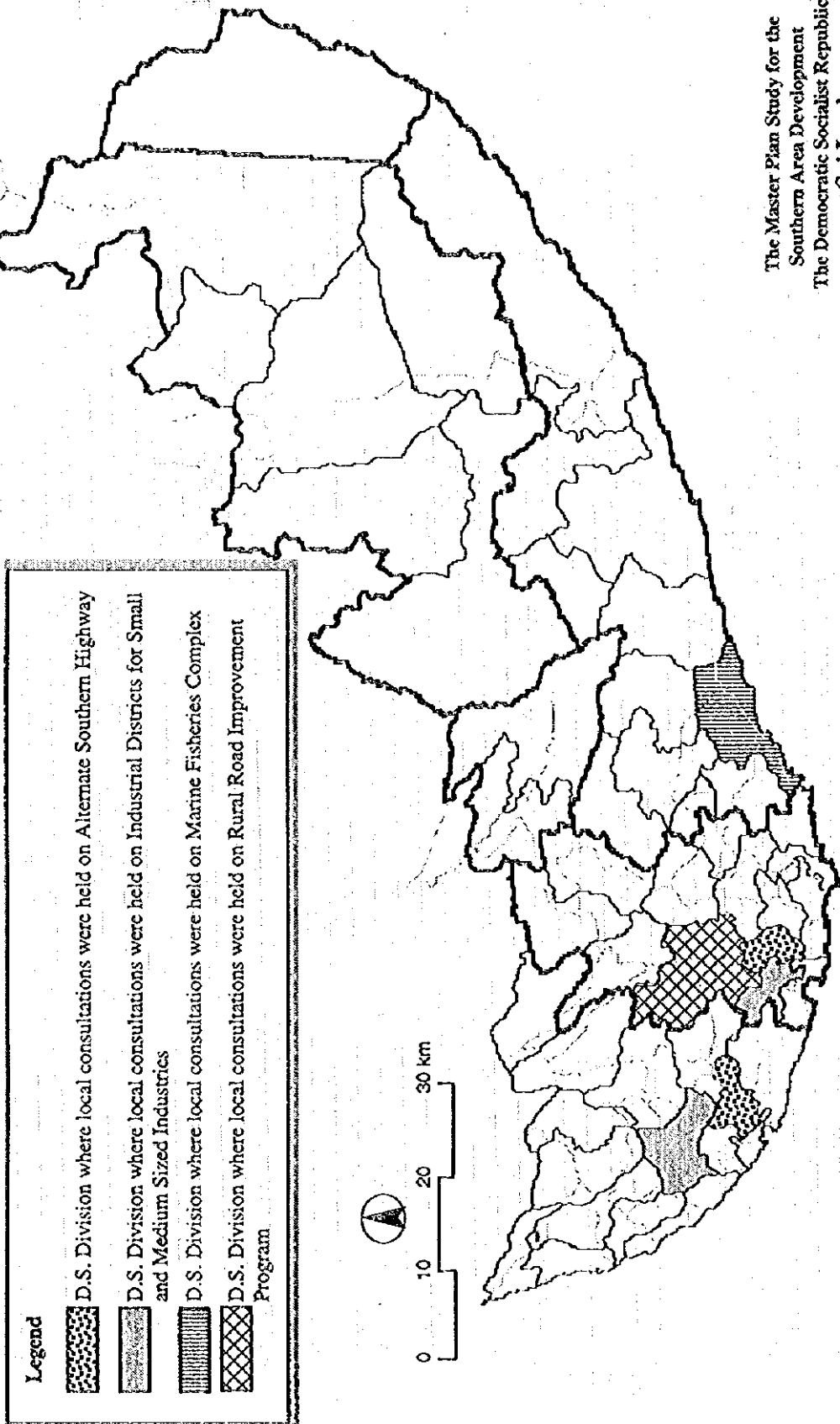
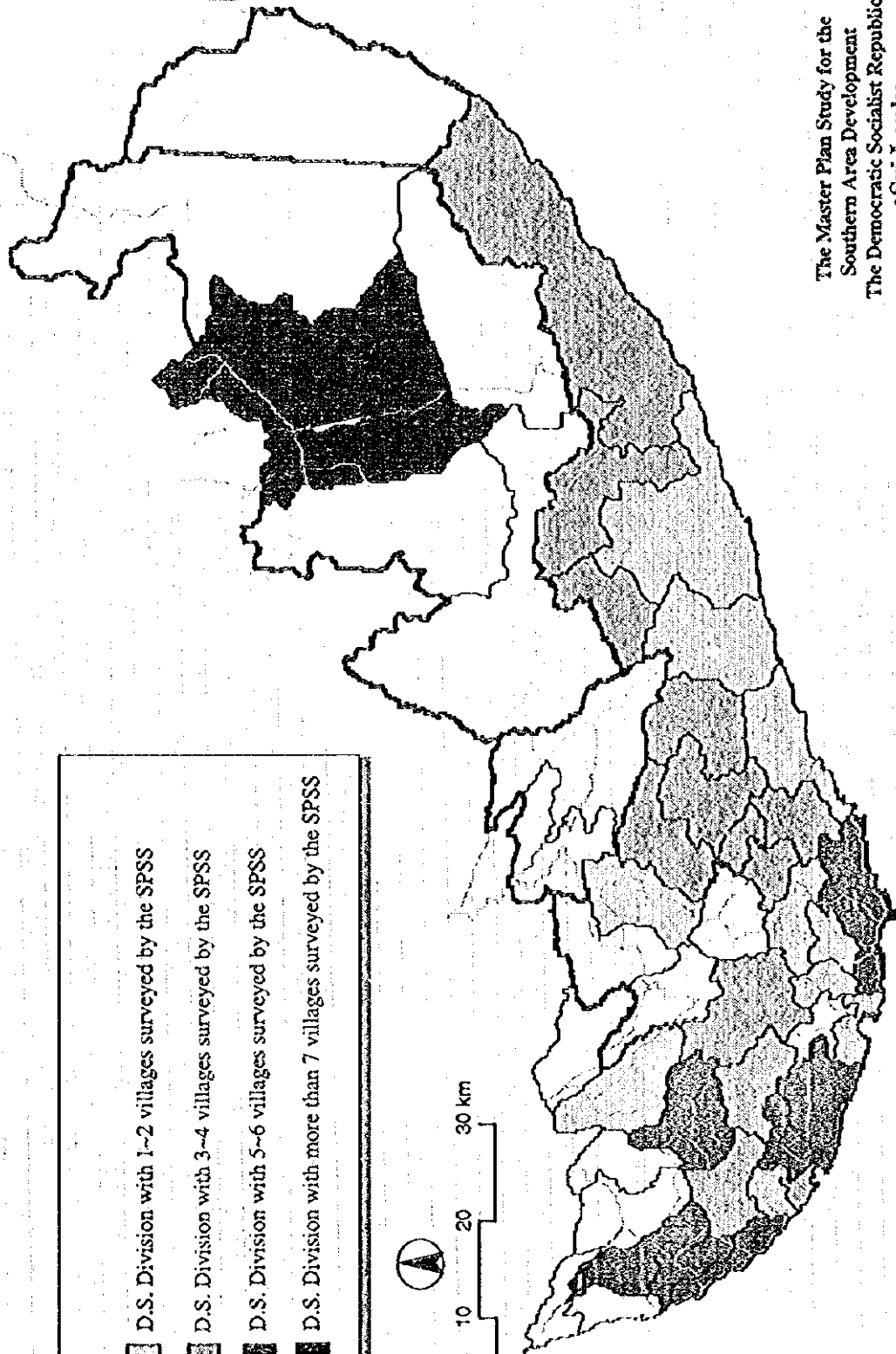
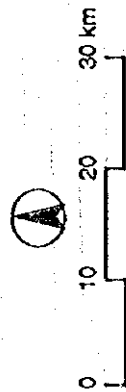
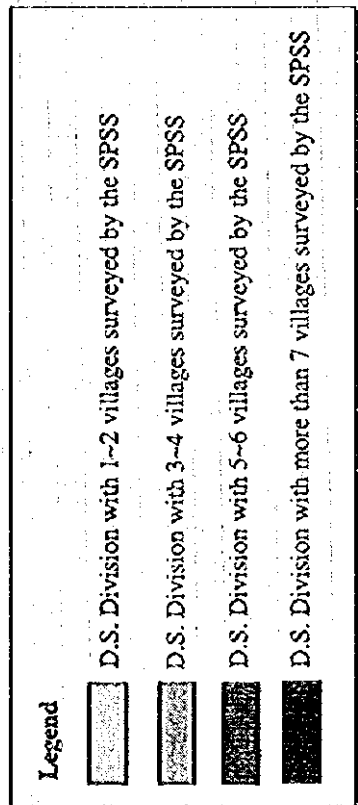


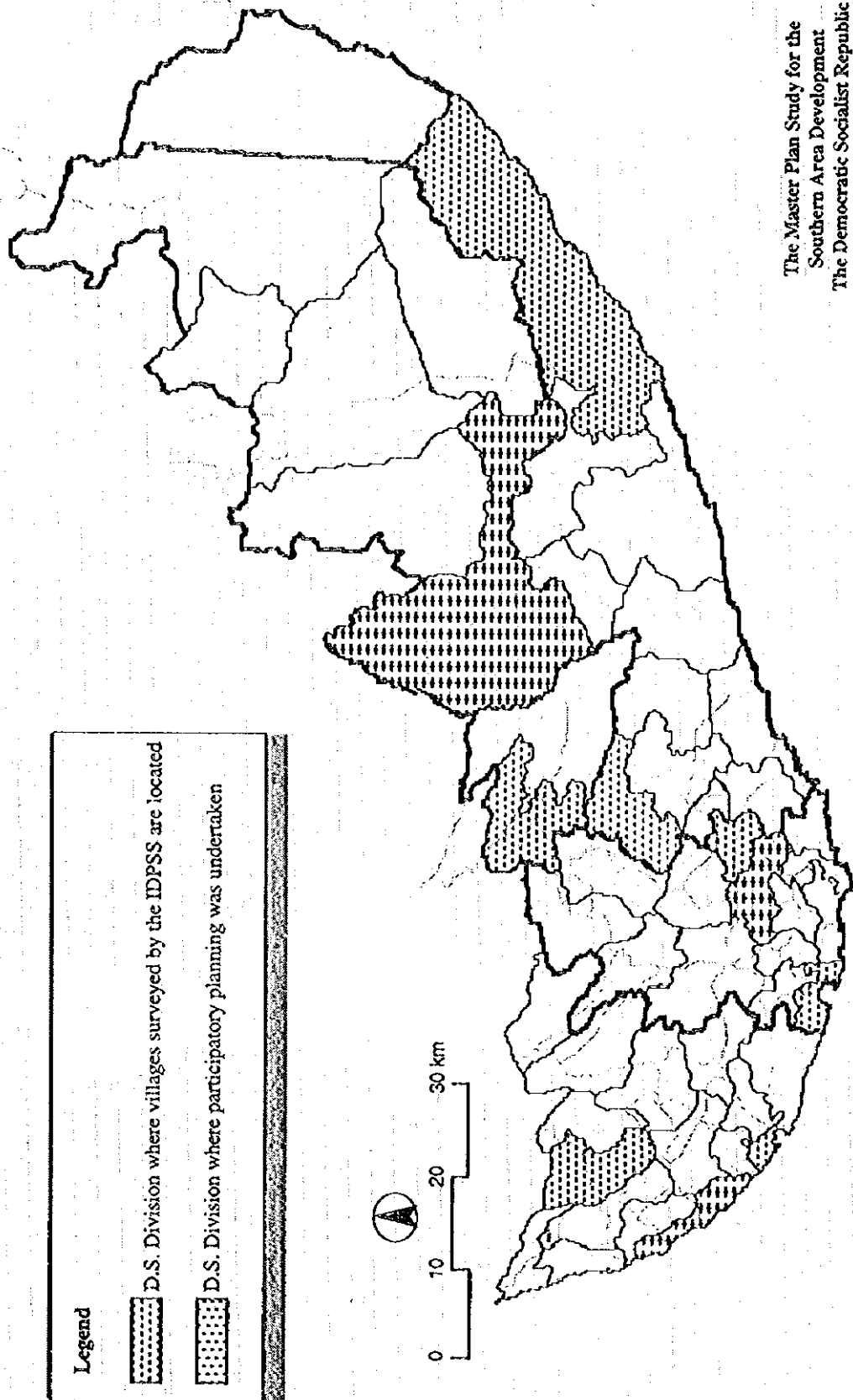
Figure 1.3 Location of Villages Surveyed by the Simple PSS



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Figure 1.4 Location of Villages Surveyed by the In-depth PSS and with Participatory Planning



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Participatory Development

PART 2 PARTICIPATORY DEVELOPMENT

CHAPTER 1 EXISTING CONDITIONS

1.1 Scope of Development for the People in the Area

There are two types of issues which the people in Southern area should address with regard to development. One is the existing advantages or strengths to be sustained and enhanced. Another is the needs or problems to be fulfilled or solved. From people's point of view, the "development" is not limited to the economic aspect and social infrastructure as social and cultural aspects and natural / social environment are also important for them.

Different characteristics can be distinguished in people's life and livelihood in the Area, mainly subject to natural (agro-ecological) and geomorphologic conditions, demography, resource endowments and access to outside centers. The differences have led to people's different weights on the issues of development by localities. For a comparison, the Area can be divided broadly into three sub-areas: 1) Wet Zone Rural, 2) Dry Zone Rural and 3) Coastal Area. It should be noted here that this distinction is only for the purpose of analysis as there are local variations in reality.

1.1.1 Existing advantages/ strengths

(1) General

The SPSS revealed that people in the Area, in general, perceive four major advantages/ strengths to be sustained and enhanced. First, resources endowed in villages or localities are essential for their lives and livelihoods. They are not only the bases for livelihood (land, sea, materials for self-employment, etc.), but for their life (water, forests, jungles etc.).

Second, people highly appreciate social and cultural aspect of life. This includes i) good social relations with relatives, friends, neighbors or village in general, ii) good life style (rural life, simple life, quiet life etc.) or living in freedom, iii) good values (customs, morale, sense of belonging, etc.), iv) people's characteristics (trustworthy, helpful, honest, hard-working, etc.) or beliefs (close to religious places), and v) inheritance through generations (land, traditions, etc.). The social relations are based on personal networks, which serve for mutual assistance every day and in times of need. However, social organizations for collective actions are much less appreciated as very fewer people stated them as their advantages.

Third, people also appreciate good conditions for sustaining their lives. Some can live a life on self-reliance or with low income (even without jobs), meet daily needs, or produce foods. Others have access to common resources such as water and forests. Low cost of living is also helpful for their lives. On the other hand, convenience, availability of common facilities, good access are appreciated to the lesser extent.

Lastly, they perceive important good natural environment (no pollution, clean, spacious etc.), and peaceful environment or living without external/ ethnic problems.

(2) Wet Zone Rural Area

Wet zone rural area (hereafter called the WZR area) administratively covers Galle and Matara districts in the Area. People enjoy relatively abundant precipitation though water surfeit tends to cause drainage problems in rainy seasons. Villages are densely populated and population growth has decreased land availability, resulting in smaller size of land holdings, and fragmentation together with traditional land inheritance system in an egalitarian manner. This factor together with lower land productivity has contributed to a substantial number of landless and involvement in non-agricultural occupations³.

Favorable accessibility to, and contact with, urban areas, i.e. Colombo and Galle as the largest city in the Country and the Area respectively, as well as high level of education have also enhanced the people's preference to work in non-agricultural fields such as urban and government sector. Availability of external resources are relatively substantial outside villages⁴.

These salient features of the WZR area seem to apply more to Galle than to Matara district as far as the results of SPSS indicate. As shown in Table 1.1, more people in Galle and Matara districts referred to sources of non- / off- agricultural activities such as self-employment and casual jobs than those did to resources or conditions for agriculture, as advantages of livelihoods. Convenience, availability of facilities and access, however, are appreciated by a larger portion of people in Galle than in Matara.

Although the above characteristics indicate less dependence on agriculture in the WZR area as compared with the Dry Zone Rural area, "traditional" social relationships of village people were fostered through farming practices, especially in paddy cultivation. In the past, social groupings based on the principles of equality and cooperation were important: for instance, cooperating groups (*Kayya* in Sinhala) cultivated their land in common and shared the harvest

³ : Moore, M.P. and G. Wickramasignhe 1980, *Agriculture and Society in the Low Country Sri Lanka*, Agrarian Research and Training Institute, Colombo: p. 31 This is based on the results of field studies in low land villages in Galle and Matara.

⁴ : *ibid.*p.31

equally. Farmers also worked together in water management, in particular, channel clearing and the construction of small anicuts. Though such forms of cooperation have almost disappeared, there remains an interdependent nature of farming among cultivators, between land owner - tenant (*ande*) relationship or between cultivators and hired labors. Long-standing social interactions have contributed to the established personal networks useful for every day assistance and in times of need or for gaining access to external resources. However, villages comprising mainly the people of lower socio-economic status have weak relations with those with higher status.⁵

The importance of social networks is verified by the result of the SPSS that social and cultural aspect, especially good social relations, is appreciated the most by the people in both Galle and Matara districts.

(3) Dry Zone Rural Area

Dry Zone Rural area (hereafter called the DZR area) administratively covers Hambantota, Moneragala and Ampara districts in Southern Area. The portion of Ratnapura district in the Area may be also included since it is more similar to the DZR area than to the WZR area as far as the result of the IDPSS indicates. As compared to the WZR area, population is sparsely distributed, and social and economic facilities are less equipped. Economic activities present less diversity. Agriculture is the dominant economic activities, mainly consisting of paddy and *chena* (slush and burn) cultivation.

Indeed, the SPSS shows that among the livelihood and use of resources, referred to the most as advantages of their villages, land and conditions for agriculture are appreciated the highest by the respondents in both Hambantota and Moneragala districts (Table 1.1). Among the conditions for agriculture, water occupies a larger share. This is a sharp contrast with the WZR area, where non-/ off- farm employment is emphasized more.

However, the IDPSS suggests that increased population mainly due to migration has caused shortage of land in some localities, resulting in encroachment into reserved area of tanks and rivers. It was also found out that there are farmers who have to obtain income from secondary sources, mainly wage labors and small scale self-employed.

There are two types of villages in the dry zone: "old" (*prana*) and recently settled villages⁶. The *prana* villages center tanks in life and livelihood, which provide water for farming, as well as

⁵: ibid, pp.36-58

⁶: Gooneratne, W. 1980 "Social Background of Rural Economy" (in Japanese), Oouchi, T et. al. *Paddy Villages in Sri Lanka*, Tokyo University Press, Tokyo: p.59

human beings and animals, especially in dry season by reserving north-east monsoon rainfall. The tanks also serve to maintain the water table in its vicinity at a higher level than other areas⁷. The DZR villages in the Area appear to have depended not only on tanks but on anicuts or a chain of anicuts due to the existence of perennial streams to flow across the area⁸. Anicut system provides a greater assurance of water for cultivation throughout the year. These two types do not make difference in the fundamental importance of water source for the emergence and survival of communities.

Village settlement and paddy fields are located adjacent to tanks while surrounding bushes/jungles extending in a wider area provide spaces for chena cultivation with rainfall. Importance of the *chena* cultivation has been augmented and shifted from supplement to paddy production for the peoples' subsistence, especially when crop failures take place, to a significant income source mainly due to increased prices of its produce and better marketing system⁹.

Aside from water for agriculture, the SPSS indicates that access to common resources (water, forest, jungles etc.) for sustaining life is actually emphasized by the respondents of Moneragala district, and by those in Hambantota district to lesser extent.

It was a scarcity of water source that largely underlay "traditional" social system that required farmers' cooperation and mutual regulations/ rules for maximized use of the scarce resource. Aside from *Kayya* and *Attam* (exchange of labor), an egalitarian principle was pursued in the form of *bethma* practice in which, during drought season, limited water available was shared among all share holders of the paddy tract. The social system evolved through use of scarce water sources, however, has dwindled mainly owing to increased incorporation of villages into the wide socio-economic system including market economy with diminished prominence of water sources in village life and institutional changes with shrunken initiatives of communities¹⁰.

Government initiated settlement schemes have created "new" villages in the dry zone area. The large-scale ones have usually involved irrigation development, such as the Kirindi Oya Irrigation and Settlement Project (KOISP) in Southern Area. The ultimate objective of this kind of settlement schemes is to alleviate land shortage in densely populated wet zone areas and increase food production by exploiting unused land resources in the sparsely populated dry zone area. The settlement pattern based on requirements for agricultural development and the

⁷: Swan, B 1987 Sri Lankan Mosaic - environment, man, continuing and change, Marga Institute, Colombo: p. 102

⁸: Abeyratne, S. & J. Perera 1986 Change and Continuity in Village Irrigation Systems: A Case Study in the Moneragala District Sri Lanka, Agrarian Research and Training Institute, Colombo: pp.41-44

⁹: Gooneratne.W, op.cit.

¹⁰: Gooneratne.W and Abeyratne & Perera., op.cit.

settlers' various places of origins with different social backgrounds suggest difficulty in establishing cohesive social relationship among new settlers, or it would take long time to do it.

The SPSS indicates that the respondents of Hambantota district emphasize the importance of social and cultural aspect in their lives as significantly as those of Galle and Matara districts do. They appreciate not only good social networks, but good values and people and life style. However, fewer respondents in Moneragala referred to good social relations.

(4) Coastal area

Coastal area runs across Galle, Matara, Hambantota and Ampara. Major urban areas have been developed along the coastline, like Galle, Matara and Hambantota. The urban areas have populated peoples with multi socio-cultural and economic backgrounds, more diversified than in rural areas. They have been developed around trade and services, as well as government sectors.

Other localities are usually characterized as fishery villages though remarkable changes have been induced mainly by tourism sector. A major feature of fishery may lie in the elusiveness of resources. Agricultural production depends on resources with strict spatial boundaries while resources of fishing, i.e. fish, are not constrained by spatial boundaries. Consequently, fishermen have to face more fluctuations in their income than farmers. Their resources can be diminished by over-fishing as it is difficult to assess resource endowments due to natural fluctuations. Both male and female are engaged in farming while off-shore fishing is carried out only by male¹¹. Except some fishermen with trawlers, those in small boats going out to sea on a daily basis have been forced to stop fishing at the East coast during the south-west monsoon due to the security problem. Women in fishery villages traditionally have been engaged mainly in coconut husk coiring. Cash income through this work has occupied a great share of their livelihoods. Like fishery, there are also hierarchical relationships between *mudalali* and workers.

In the SPSS, only eight villages out of 131 surveyed villages included fishermen as participants of the discussions. A larger share of respondents referred to the advantages of resources for livelihood and availability of income generating opportunities. Some 60% of them stated the availability of sea for fishing and its related activities, and 25% did to self-employment/ jobs, specifically coir and other industries.

¹¹: Alexander, P 1995 *Sri Lankan Fishermen: Rural Capitalism and Peasant Society*, Charles Subasinghe & Sons, Sri Lanka: pp. 239-240. This study is based on his field work at a fishery village in Hambantota district.

Traditionally, fishermen in Southern Area, like in other areas, were engaged in fishing as a sole livelihood and seasonally migrated to other coasts to avoid influences of monsoon though they have not recently been able to move to the East coast due to the civil war. They have presented a higher degree of independence on individual or family basis partly because small scale fishing does not require their cooperation to a substantial extent. However, beach seining villages are exception. Groups of fishermen have nets for beach seining in common, which require cooperation among them. They may need to discuss the rotational use of beach with different groups when there are several groups in a beach. Those who have acquired opportunities for capital accumulation through beachseins, modernized boat holdings, or good marital alliance tend to become fish traders/ middlemen (*mudalali*). There appears also a preference for affordable fishermen to diversify their sources of livelihood such as agricultural land holdings and livestock¹².

Though the base of social organizations for collective actions may be weak, social networks in fishery villages seem to have been developed well as far as a survey about fishery villages in Hambantota indicates¹³. Out of the sampled 438 households, 60% stated that their relationships with neighbors are cordial and cooperative, while 38% has neutral relations and only 1% with tensions and hostility.

1.1.2 Needs/ problems and their causes

(1) General

The concerned areas of needs/ problems are , in general, distinct by the sub-areas (the WZR, the DZR and the Coastal areas) and largely overlapped with the aspects of life and livelihood identified by the people as their advantages. For instance, one of major issues in the WZR area is employment, including self-employment, while that in the DZR area is a shortage of water for agriculture and life.

In spite of a relatively few reference to the social and cultural aspect, specifically cooperatives, equality and inculcating good values and social environment, there is a major issue in the social and cultural aspect in solving problems. By tracing causes of the problems/needs, it was found out that the lack or weakness of social organizations is a main concern in common for collective actions to tackle them (to be discussed in the next sub-section). Similarly, degradation of

¹²: Takakuwa, F. 1989 "Fish traders in Southern Sri Lanka: from fishermen to fish traders (in Japanese)" *Annals of Social Anthropology*, Kobundo, Tokyo: pp. 142~143

¹³: Consultants in Technology, Management & Development Studies, *Study on the Impact of Government Assistance Scheme on the Fishing Communities in Hambantota District*, Ministry of Fisheries and Aquatic Resources, December, 1993

environment due to development activities has extensively affected the resources which are the base for life and livelihood in both rural and coastal areas.

Causes of the problems are diverse and multi-faceted with different stresses depending on the situations of localities. Some can be solved by the concerned people themselves, but others are beyond their capacities. For instance, maintenance of irrigation facilities like clearing of channels can be done by farmers in a collective manner, but it is beyond their capacities to solve encroachment on reservation areas and beds of tanks or rivers in the form of settlement or cultivation.

(2) Wet Zone Rural Area

Figures 1.2 and 1.3 show the needs/ problems rankings (top five priority issues) in Galle district and in Matara district, respectively. In both the districts, employment needs/ problems are among the big issues in common, in terms of both the number of all ranked and of highly ranked ones. However, major issues relatively spread over several sectors for Galle district while relatively concentrated in a few sectors for Matara district.

In Galle, highly ranked issues, say the top and the second, are Employment, Housing, Household economy, and Transportation and Agriculture to lesser extent. The order of issues are changed in terms of the number of all ranked, that is Employment, Housing, Health and Sanitation, Agriculture, Transportation and Household economy though there are no significant differences. More detailed analysis on the employment issue indicates that many of the participants think that they need "facilities, skills, markets, resources and other measures for self-employment". That issue seems to be related to their major concern of the Household economy, that is "no permanent/ stable income" (Table 1.2). In Agriculture, they pay a greater attention to land issues: "land titles/ regulation" and availability of suitable land for agriculture. "Toilets" are the most significant issue in Health and sanitation, followed by "health and medical facilities".

In Matara, Transportation and Employment are two salient issues in terms of both higher ranking and the total number. They are followed, at a distance, by Health and sanitation, Water and Education in terms of the number of all ranked. Measures for self-employment are also important in Matara, but referred to by a smaller portion of participants as compared to the case in Galle (Table 1.3). As for Transportation, a third of the participants specifically referred to roads. Aside from health/ medical facilities, an emphasis was placed on women (facilities for mother and child and maternity home).

Out of the 12 surveyed villages, including coastal towns and villages for the IDPSS in Galle and Matara districts, seven villages voted unemployment problems as a priority issue (one of the top three ranked problems)¹⁴. This is followed by housing issue (five villages), land problems (four villages) and others. The unemployment problem of the relatively well educated youth is, in particular, perceived serious as elder people are worried that such young would be afflicted with alcohol, drugs or radical politics. In fact, it has already taken place to some extent. They reportedly prefer desk-jobs though they are not necessarily be qualified to such jobs to the full extent. Even if there are shortages of labor in skilled rubber tappers, cinnamon skin strippers, coir workers etc., the unemployed youth are unwilling to engage in them.

The participants of villagers in the IDPSS identified the causes for the unemployment problems, such as listed below (the figures in parentheses are the number of villages reporting the cause).

Causes attributable to the unemployed

- Expectation of good positions despite deficiency in qualifications demanded (2)

Causes pertinent to qualifications or skills

- No training available (5)
- No proper education (3)
- No funds to undergo training elsewhere (2)

Causes pertinent to availability of opportunities

- No employment opportunities in villages, including those which suit qualifications (4)

Causes pertinent to access to opportunities

- Prevalence of nepotism in access to jobs (3)
- Lack of information on employment opportunities (1)

Causes pertinent to resources for creating opportunities

- Difficulty to obtain loans for self-employment (3)
- Unidentified resources for income generating activities (1)

Causes pertinent to assistance

- Disinterest of politicians (3)
- Insufficient attention by State and other institutions (2)

They also realize the major effects of the unemployment issue. It leads to the unemployed people's frustration, engagement in illegal activities and disintegration of their families. In addition, it creates low income, indebtedness, malnutrition and diseases, resulting in worse financial situations and more disputes within families.

(3) Dry Zone Rural area

¹⁴: IPID and Marga Institute 1996, *Participatory Social Survey*, JICA Study Team for the Master Plan Study for Southern Area Development: pp. 99-105.

Figures 1.4 and 1.5 present the needs/ problems ranking in Hambantota district and in Moneragala district, respectively. Agriculture is a dominant issue in both the districts, especially water for agriculture. In Hambantota, it is followed by Water, Transportation, and Health and sanitation in terms of the number of all ranked. However, highly ranked needs/ problems are salient in Water, followed by Agriculture, Transportation, Health and sanitation and Employment. In Agriculture, there are two remarkable issues: the water for agriculture through irrigation and drainage and/ or well and the availability of suitable land for agriculture (Table 1.4). A half of Water issues is specifically related to "drinking / bathing water" and "clean/ good water". In Health and sanitation, dispensary (mobile or others) is also specifically demanded, following toilets and health/ medical facilities. Aside from roads, three villages gave a priority to " improvement of bus routes, including more bus trips" in Transport issues.

In Moneragala, Agriculture is followed by Housing, Transportation, Health and sanitation and Water. In terms of highly ranked issues, Agriculture ranks the first, followed by Transportation, Education and Water. Table 1.5 indicates that land titles/ regularization and the water for agriculture through irrigation and drainage and/ or wells are two major issues in Agriculture. In Transportation, roads are a dominant issue. Like the cases in Hambantota, "drinking / bathing water" and "clean/ good water" is also a salient issue and dispensary (mobile or others) is specifically demanded in Health and sanitation after "health/ medical facilities".

Out of the six villages surveyed for the IDPSS in Hambantota and Moneragala districts, three villages identified the shortage of water for cultivation and the absence of electricity as priority problems¹⁵. Both of the two surveyed villages in Kolonne DS division (Ratunapura district) also identified the shortage of water for cultivation and the absence of (rehabilitated) roads as their priority problems. Other priority problems are absence of income generation activities and land problems in Hambantota and absence of agricultural cooperatives for agricultural produce and damage to crops by wild animals in Moneragala.

People perceive the causes for the water scarcity as follows:

Causes pertinent to natural environment

- Insufficient rainfall (3 villages)
- Difficult location (rocky, hilly terrain) (3)
- Water sources directed to other places (1)

Causes pertinent to man-made

- Deforestation (3)
- Old, neglected tanks (3)

¹⁵: *ibid.*

- Insufficient tube wells or piped water (2)
- No storage (1)
- Landowner's attitudes of reluctance for cooperation (1)
- No funds to remove rocks (1)

The deforestation is allegedly attributable to *chena* cultivation or migration. People also perceive that the absence of community based organizations have caused the badly maintained tanks. Absence of water control policy was also mentioned as a reason for the water scarcity.

According to the participants, the shortage of cultivation water lead to crop failures, financial problems, food shortage and malnutrition and diseases, affecting as a result education and income negatively. It also contributes to land problems, disintegration of families and shattering of traditional customs.

(4) Coastal area

According to the results of the eight coastal villages in the SPSS, Employment and Fishery are the most significant issues in terms of both the highly ranked and the total number of needs ranked (Figure 1.7). Six villages respectively ranked them as the priority needs, followed by Water (five villages), Health and Sanitation (four), Transportation (four) and Industry (three).

In the Employment, two villages specifically stated the needs for measures for self-employment, while one villages did the needs for employment, unemployment, employment for youth and employment for women, respectively. Needs in Fishery sector are also evenly distributed among fishery in general (two villages), fishing facilities (one), reconstruction of river mouth (one), equipment (one) and marketing/ middlemen problem (one). In Water sector, water for drinking are the most needed (Drinking/ bathing water (three) and Clean/ good water (one)). The needs in Industry are all related to coir industry.

The IDPSS surveyed six villages in the Coastal area¹⁶. They were chosen by the characteristics of resource bases: fishery for two Matara villages, and tourism and urban-based livelihoods for two couples of Galle villages. Major common problems regarding fisheries are decrease in fish catch, a diminishing access to beaches and marketing problems, seriously affecting small-scale fishermen. Illicit dynamite fishing and use of course nets with fine mesh by wealthier fishermen have been allegedly leading to the depletion of fish in coastal zone. Disposal of wastes from the tourists and hotels, often at night, is also perceived to have damaged corals and fish living there. It is also aggravated by breaking corals and fishing at the coral reef.

¹⁶: *ibid.* pp. 25~27 and 31~33.

Increased ownership of land along the coast and construction of buildings, including those without proper authorization, by private people have made it difficult for fishermen to keep access to beach. They are not allowed to construct their own houses near the sea. Fishing licenses are not issued easily in tourist areas. In addition, beaches have increasingly suffered from a loss of their extent due to sea erosion and removal of sand for construction, as well as construction of hotels and others, resulting in difficulty in the anchoring of fishing boats¹⁷. Another type of problem is related to middlemen (*mudalali*). Fishermen in a village complain about the prices of Cray fish and ornamental fish decided by *mudalali*.

In a village where coir industry is a major income source of some 60% of families, women have been often assisted by men in manufacturing the equipment and transporting the coir. The number of those engaged in coir industry has been decreased due to the tendencies of the well-educated youth to prefer other jobs and of increased use of coconut husks for fuel as the scarcity of fuelwood became significant. In addition, places for retting pits has become insufficient and the reservations are occupied by neighboring landowners. The coir workers in the two villages wanted to manufacture value-added goods from coir like door mats. Repayment of loans during the period with no return on investment is another problem because it takes at least eight months to complete the retting process. They also complain about very low price of coir ropes set by *mudalali*.

Although tourism and related activities provide a major source of income, the villagers engaged in them fail to find out other sources during the off-season of tourism. In addition, villagers perceive difficulty in obtaining employment of hotels and permits to sell wares to tourists. They also fear that much of the available land is sold to foreigners. A serious problem is drugs trafficking spreading with tourism development. Main clientele is now local people and parents are worried that youth is susceptible to the easy money derived from drug trafficking.

In urban locations, casual laborers posed the irregularity of the work and income while high interest rates on loan was presented with regard to self-employment, trading and procedures for foreign employment. Lack of space to work and to sell, and low prices set by middlemen were also raised. People are worried about the trading of illicit alcohol and drugs.

¹⁷: *ibid.*, pp. 90-91

1.2 Measures for Meeting Needs and Constraints

1.2.1 General

The people participated in the SPSS proposed measures to fulfill their needs or solve their problems with variations from specific ones to general directions. They expect outside assistance, especially funds (93% of 104 responded villages), while making contributions by providing mainly labors (92% of 96 responded villages). However, at least one third of the surveyed villages also recognizes the importance of people's participation, planning or organizing themselves.

Among 54 of the SPSS surveyed villages which provided general directions, 10 stated people's participation/ planning/ organizing themselves as measures for solution. This follows funds/ equipment (13 villages) and outside assistance (11) (Table 1.6). As for the people's own contributions, 32 % of 104 responded villages stated their efforts through social organizations or groups and participation at village level, and their knowledge and ideas (Table 1.7). Some 20% of 96 responded villages require outside supports for their own planning, or advice and guidance (Table 1.8).

The emphasis on people's initiatives in a collective/ systematic manner suggests the existence of problems/ needs with difficulties which cannot be tackled only by a single approach (on an individual basis) or provision of physical facilities. For instance, it is difficult for the concerned people to figure out the measures for the problems involving conflicts of interests within villagers or with outsiders in development activities.

Local resources, including raw materials and funds through saving or others, are also perceived to contribute to meeting their needs, especially for employment issues. One fourth of the responded villages referred to it. On the other hand, outsiders are expected to provide technical skills/ know-how/ training by 45% of the responded villages.

1.2.2 Specific measures

(1) Employment/ improved income

The people in the Area indicate that measures for employment should take into account development of existing industries, taking advantages of resources endowed in the localities, or creation of new employment opportunities which will serve for existing or prospective demands. As measures for employment, the largest number of villages proposed use/

improvement of existing resources and industries (Table 1.6). Other main measures are provision of training/ guidance/ knowledge, provision of funds and improvement in marketing.

At least in the surveyed villages of the IDPSS in Matara, however, some types of existing self-employed face a shortage of materials endowed within villages or nearby due to depletion of resources/ materials or increased use for other purposes. Brick makers suffer from a scarcity of suitable clay while carpentry and masonry suffer from shortages of timber, sans and cement. The mat weavers are confronted with a shortage of reed. Coir workers are encountering declined availability of husks as their demand as fuel has been boosted due to the scarcity of fuel wood, and insufficiency of locations for retting pits¹⁸.

On the other hand, the villages of the IDPSS proposed, especially for the unemployed youth, training for certain skills of which demands are existing in their own villages or in towns though they are not necessarily related to desk-jobs. Out of 12 villages in Galle and Matara, 10 villages referred to the needs for sewing training, four villages for carpentry, three villages for motor mechanics, welding and reed work, two villages for masonry, electricity, typing and computer. Training for food processing, as well as handloom weaving, lace and flower making are expected by women for income generation. The surveyed villagers, however, pointed out that there are no such training institute nor a trainer, or the one accessible for them. Although vocational/ technical training is located in three villages and within 10 km distance for five villages, they cannot afford to pay for classes run by private entities or to travel¹⁹.

Some villages indicated that they have no funds to buy sawing machine, or necessary implements to take up carpentry or masonry even if there may be a demand and a scope for such jobs. Institutionalized and the most mentioned sources of credits for income generation activities in surveyed villages are State banks such as People's Bank, Bank of Ceylon, Rural Development Bank and the Rural Cooperative Bank. They often stated, however, that it is very difficult to find acceptable guarantors or other security to comply with the requirements of the banks. Loans are issued only after a long delay or are simply not available at the times when most needed. Filling forms are rather complicated and the conditions to obtain loans are complex and stringent for some people. On the other hand, some NGOs / cooperatives provide more accessible credits. Among the surveyed villages in Galle and Matara districts, Women's Primary Bank (HELPO) serves for two villages and SANASA for six villages. Still, there are people who have no access to such credits²⁰.

¹⁸ *ibid.*, pp. 25-30

¹⁹: *ibid.*, pp. 69-71

²⁰: *ibid.*, pp. 81-85

In the surveyed villages, saving is not common in a large scale mainly due to seasonality and irregularity of earnings. Many people admitted that much money is spent for alcohol and drugs. The reported savings are generally made by women.

Judging from current situations of some existing self-employed jobs in the surveyed villages, access to information for obtaining better chances are limited. The self-employed usually obtain information on market and inputs from traders/ shopkeepers and/ or neighbors/ friends. Few people can obtain information from media and other outside sources. Coir rope makers and reed hat makers want to produce more value-added products, but have no idea how to do so nor how to get assistance for it. Similarly, granite industry workers have an idea to increase their incomes by polishing the stone to produce new items. They do not know how to get guidance to acquire such skills. The unemployed interested in self-employment also feel the needs for information on the appropriate types of enterprises for them²¹.

(2) Water shortage

The SPSS shows that installation of wells and improvement (clearing and repair)/ expansion of channels are proposed the most for solving water shortage in life and in agriculture, respectively (Table 1.6). They appear to have proposed the measures to be implemented or solved more easily on a smaller scale than those with difficulties in solution or implementation. As described in the previous section, however, people recognize more substantial problems to be solved, such as maintenance of tanks and afforestation, though involved with more difficulties.

In the villages surveyed by the IDPSS, water from tanks is utilized mainly for cultivation, and for fishing and self-employed industries, to a lesser extent. Almost all the villages (seven out of eight villages with tanks) suffer from some form of degradation. Four villages reported silting of tank beds and paddy lands, and other four villages encroachment in reserves around the tanks. In Hambantota, all the surveyed villages mentioned that tanks do not contain sufficient water for both Maha and Yala seasons. Cultivation and settlement in large areas of tank beds and its reservation areas create not only water salinity problem, but a shortage of water supply as those involved in the practices try to keep the tank water level as low as possible so that they can minimize the extent of damages on their crops due to submergence in periods of heavy rainfall. Only one village in Moneragala, of which villagers settled in 1981, tanks are well maintained by farmers themselves with financial supports from the provincial council, the National Development Fund (an NGO) and the decentralized budget. Other two villages also hold an organized effort to maintain their tanks with the involvement of the Irrigation Department, but not to much satisfaction of villagers²².

²¹ *ibid.*, pp. 61-64

²² *ibid.*, pp. 43-46, 87-88, 104

The villagers explained some causes of the badly maintained tanks. In such cases, there are often no community based organization to sustain their organized efforts. The encroachment problem, especially to tank beds, also hampers the rehabilitation of tanks. Some perceived disinterest of officials and interference of powerful people or political pressure did not enable them to take any actions for solving the problem.

Similar situation is also observed in reservation area along rivers and streams. Five of the seven streams reportedly were affected to some extent. It sometime contributes not only to a reduced water level, but to submerged paddy fields in certain seasons due to canal overflow. Out of 20 surveyed villages, six villages reported encroachment in reservation area for cultivation and two villages for settlement.

A village in Moneragala perceived that the encroachment of the reservation areas are mainly due to increased immigration of outsiders though they themselves also migrated to the present village in 1981. Divided land lead to the encroachment. It may indicate a defect in land allocation for settlers.

Two surveyed village in Ratnapura and in Moneragala districts respectively proposed prevention of soil erosion, afforestation and a discontinuation of tree cutting to solve the water shortage. However, the Ratnapura village enumerated as constraints the lack of community awareness, absence of reservations and negligence of rules and regulations though a forestry project is implemented by the Forestry Department with ADB financial assistance. Another surveyed village in Ratnapura and the said village in Moneragala are implementing community forestry projects, but were perceived some constraints attributable to villagers' less dedication, ignorance and to CBOs' less capability to handle it.

(3) Fishery, coir industries and drug trafficking

Holding own equipment is the measure claimed the most among the eight villages for the SPSS (Table 1.6). Again, this seems among the easiest way to be addressed and more difficult problems are in hiding.

To solve the deteriorating circumstances of fisheries mainly due to increased use of inappropriate fishing methods, diminishing available beaches and environmental destruction, the fishermen in the surveyed villages proposed more strict enforcement of laws/ regulations and greater protection of small-scale fisheries on the Government side, especially the Fisheries Department, NARA, the Coast Conservation Department and other relevant agencies. On the other hand, they have yet to organize themselves or enhance their organizations. This is

expected to contribute also to the improvement in their fishing skills and methods by obtaining assistance in training so that they can increase income and secure safety with radio communication equipment²³.

Among the problems the coir industry workers face, difficulty in repayment of the loan during the period with no return is perceived to be solved if loans are available with a grace period of at least eight months needed for retting process. To increase income through the production of value-added coir products, they have strong interests in training with necessary information on marketing. As a measure to attain them, they want to organize themselves in small groups, forming a society for saving, credit, training, marketing and raw material, inspired by the experience of other villages with assistance of a NGO.

Three out of 12 surveyed villages in Galle and Matara districts perceived drugs and alcohol as one of priority problems. One village requested an awareness raising program on the effects of drugs and alcohol.

(4) Others

In transportation, improvement or expansion of bus services is requested the most (Table 1.6). Improvement and maintenance are desired by the largest number of the villages as measures for roads.

²³: *ibid.*, p.73

Table 1.1 Existing Advantages Perceived by Villagers Surveyed by the SPSS

	Galle %		Matara %		Hamban- % tota		Monera- % gala		Total %	
1) Relationship with the village										
• Birth Place	114	67.5	99	92.5	70	78.7	34	72.3	317	76.9
• Settled place	0	0.0	1	0.9	1	1.1	3	6.4	5	1.2
• Place of residence	11	6.5	4	3.7	8	9.0	2	4.3	25	6.1
• Residence after marriage/ husband's village	44	26.0	3	2.8	10	11.2	8	17.0	65	15.8
Sub-total	169	100.0	107	100.0	89	100.0	47	100.0	412	100.0
	%	24.0		34.5		19.3		17.2		23.6
2) Natural and social environment										
• Good natural environment	42	60.0	24	66.7	29	74.4	6	85.7	101	66.4
• Peaceful, living without ethnicity / external problems	28	40.0	12	33.3	10	25.6	1	14.3	51	33.6
Sub-total	70	100.0	36	100.0	39	100.0	7	100.0	152	100.0
	%	10.0		11.6		8.5		2.6		8.7
3) Social relations, values, attitudes, life style										
• Good social relations	124	62.6	42	46.7	35	36.1	18	94.7	219	54.2
• Inheritance	18	9.1	6	6.7	5	5.2	0	0.0	29	7.2
• Good life style, living in freedom	33	16.7	21	23.3	24	24.7	1	5.3	79	19.6
• Good values, people, beliefs	23	11.6	21	23.3	33	34.0	0	0.0	77	19.1
Sub-total	198	100.0	90	100.0	97	100.0	19	100.0	404	100.0
	%	28.2		29.0		21.0		7.0		23.1
4) Family life										
• Good conditions for sustaining life	36	40.0	14	51.9	23	62.2	35	43.8	108	46.2
• Having house/ permanent home	5	5.6	5	18.5	3	8.1	23	28.8	36	15.4
• Convenience , availability of facilities, good access (to towns)	46	51.1	7	25.9	10	27.0	14	17.5	77	32.9
• Others	3	3.3	1	3.7	1	2.7	8	10.0	13	5.6
Sub-total	90	100.0	27	100.0	37	100.0	80	100.0	234	100.0
	%	12.8		8.7		8.0		29.3		13.4
5) Livelihood and use of resources										
• Land availability/ ownership, more land/ fertility	13	10.3	1	3.0	37	31.4	38	33.6	89	22.8
• Cultivating land, paddy farming/ environment suitable for agriculture, home gardening	27	21.4	2	6.1	29	24.6	64	56.6	122	31.3
• Convenient/ suitable/ facilities for self-employment/ jobs	33	26.2	8	24.2	4	3.4	3	2.7	48	12.3
• Availability of means of income, casual jobs etc.	25	19.8	4	12.1	11	9.3	3	2.7	43	11.0
• Others	28	22.2	18	54.5	37	31.4	5	4.4	88	22.6
Sub-total	126	100.0	33	100.0	118	100.0	113	100.0	390	100.0
	%	17.9		10.6		25.6		41.4		22.3
6) Others										
	50		17		81		7		155	
	%	7.1		5.5		17.6		2.6		8.9
TOTAL										
	703		310		461		273		1747	
	%	100.0		100.0		100.0		100.0		100.0

Source: JICA Study Team, the SPSS

Figure 1.1 Needs Ranking: Galle district

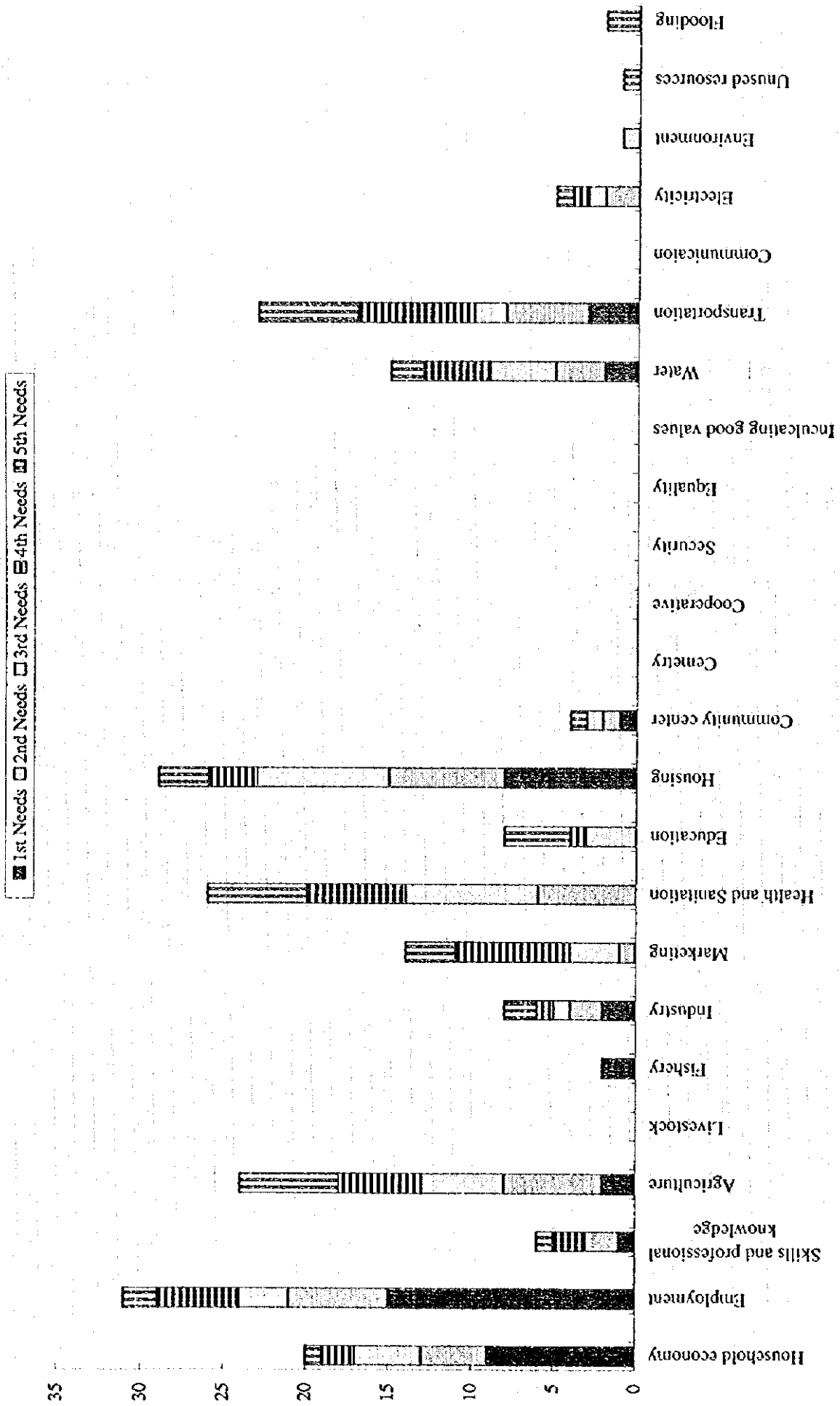


Figure 1.2 Needs Ranking: Matara district

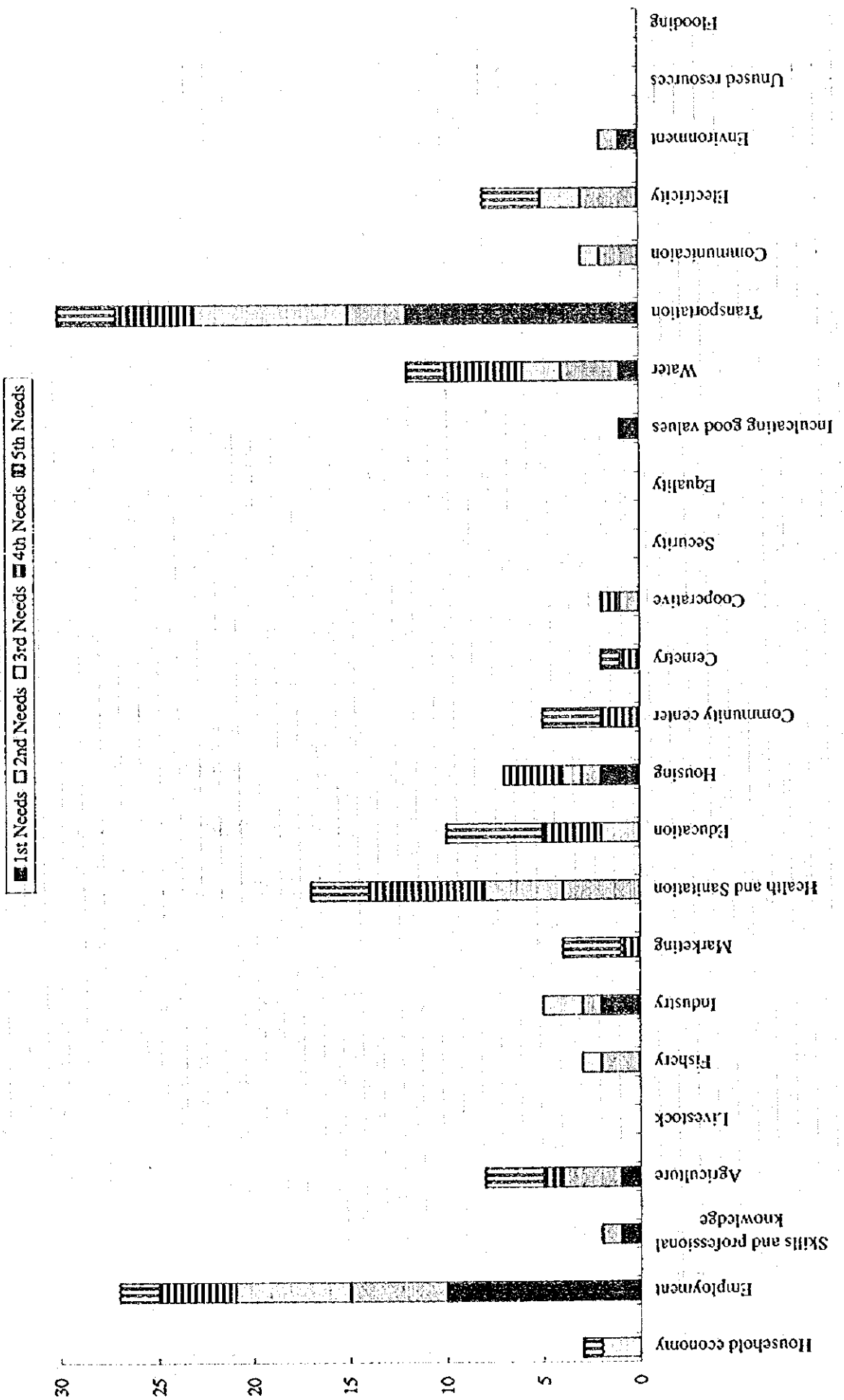


Figure 1.3 Needs Ranking: Hambantota district

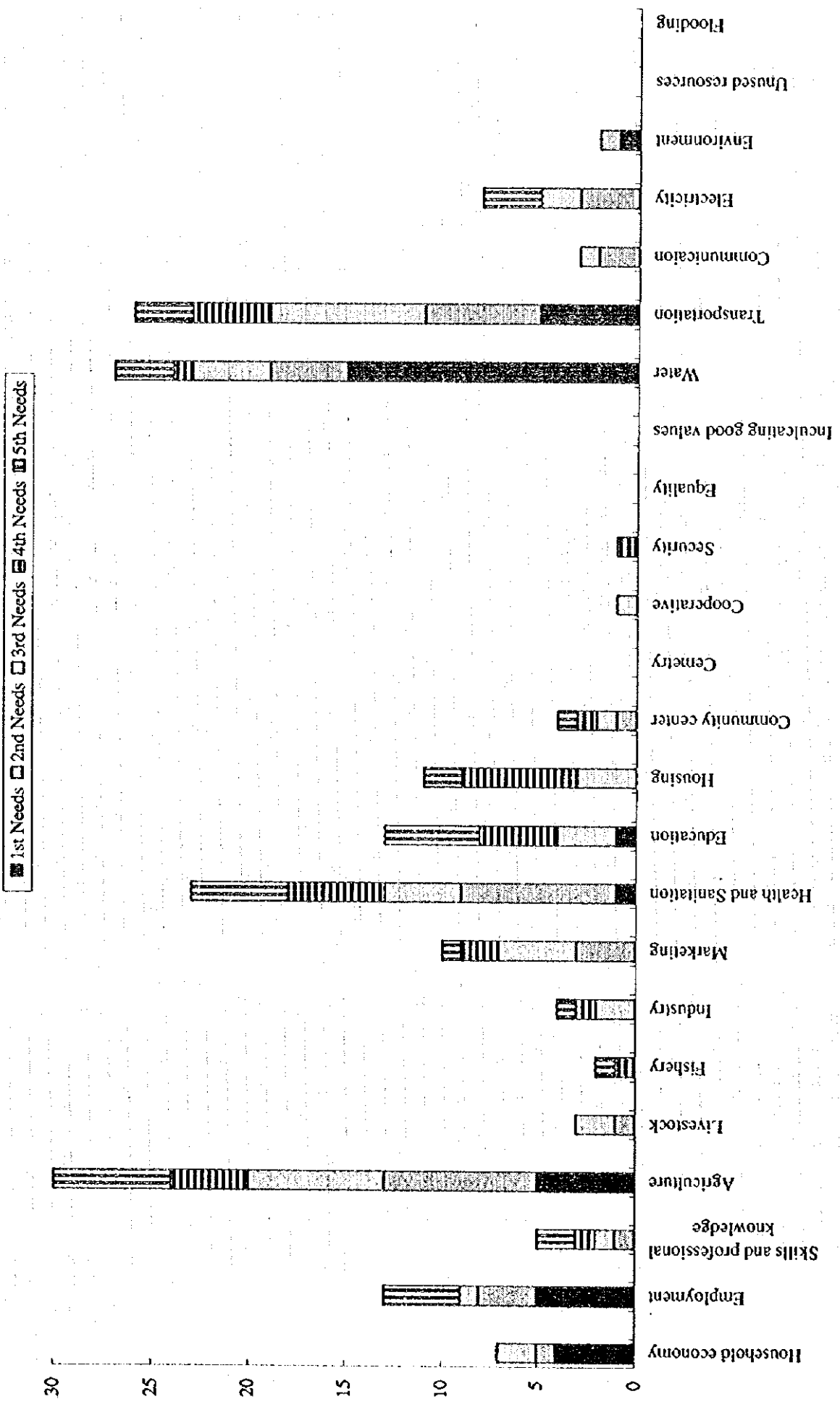


Figure 1.4 Needs Ranking: Moneragala district

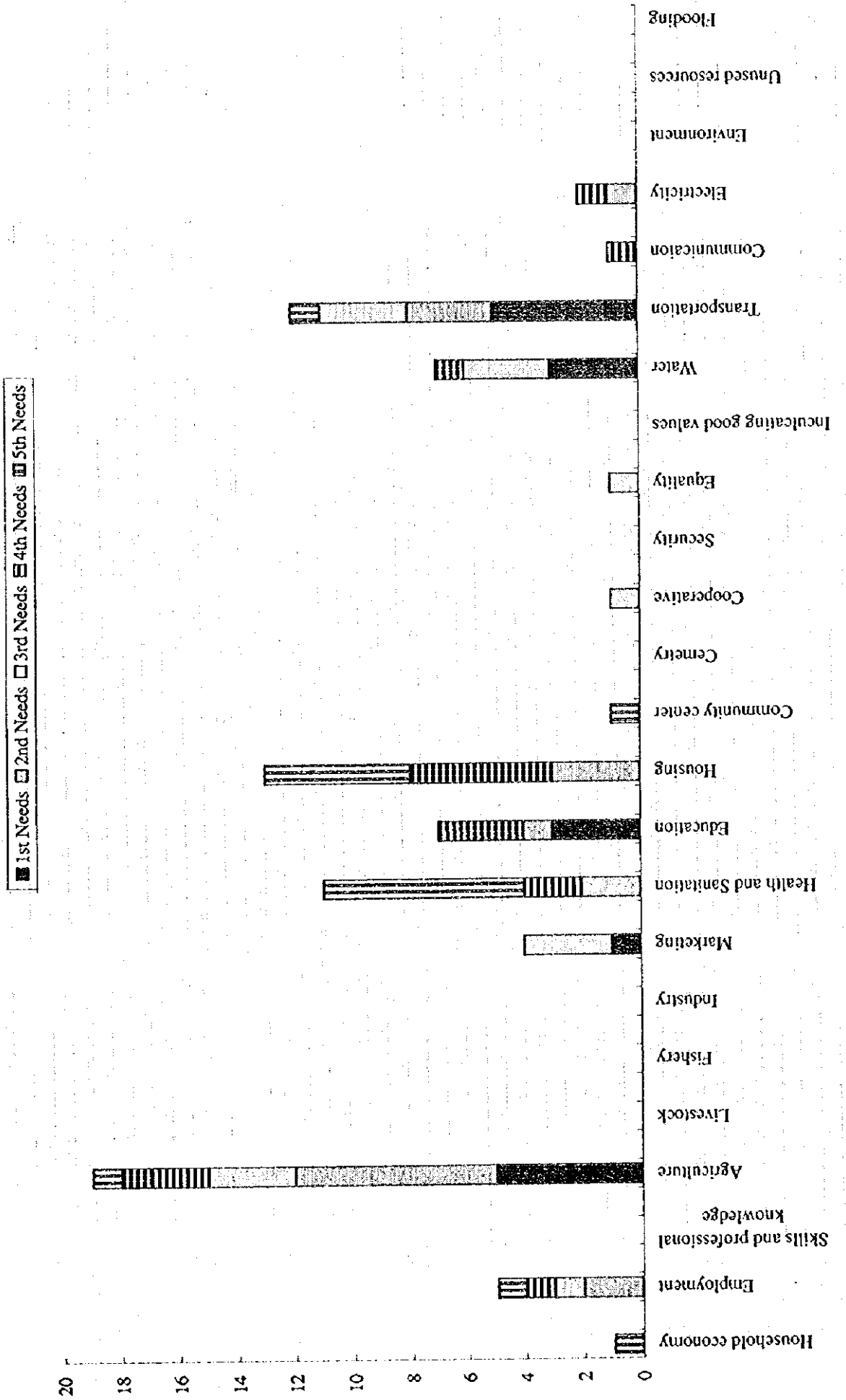


Figure 1.5 Needs Ranking : Coastal Villages

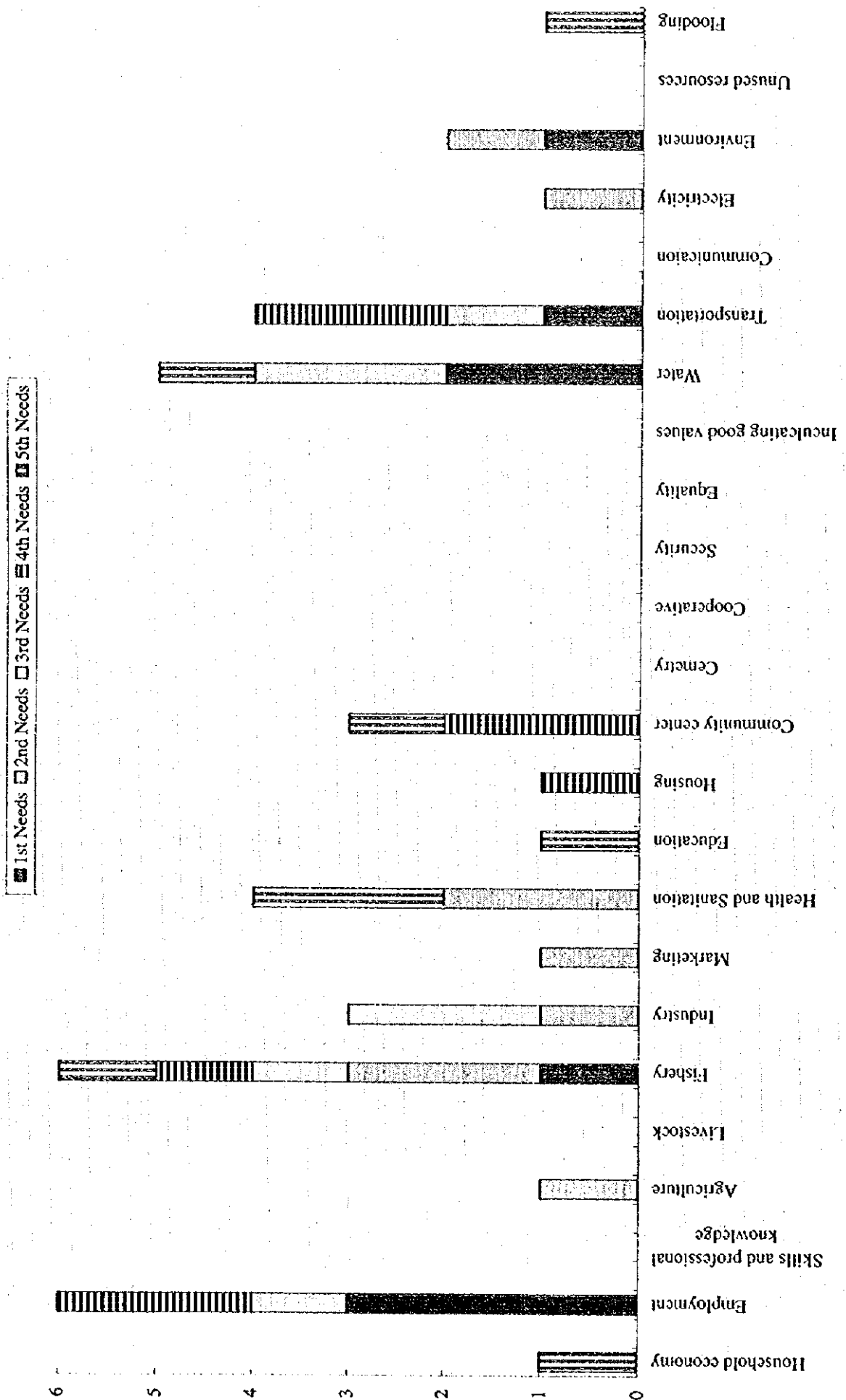


Table 1.2 Breakdown of Major Needs/ Problems: Galle District

Needs Categories	Needs Ranking					Total	Needs Categories	Needs Ranking					Total
	1st	2nd	3rd	4th	5th			1st	2nd	3rd	4th	5th	
1 Household economy							6 Transportation	0	2	0	2	1	5
• Indebtedness	2	2	0	0	0	4	• Transport when required	0	0	0	0	1	1
• No permanent/stable income	5	1	2	0	0	8	• Systematic transport system	0	0	0	0	0	0
• Additional means of income	1	1	1	1	1	5	• Improvement of bus routes (including more bus trips)	0	0	0	0	0	0
• High cost of living	0	0	0	0	0	0	• Enclosed bus halts	0	0	0	0	0	0
• Facilities for improving self-sufficiency	0	0	0	0	0	0	• Transport for trading (incl. green tea leaves)	0	0	0	1	0	1
• Access to fund (low interest loan)	1	0	0	1	0	2	• Roads (including extension)	1	1	2	1	3	8
• Poverty	0	0	1	0	0	1	• Road improvement (including tar/widening)	0	2	0	3	0	5
Sub-total	9	4	4	2	1	20	• Road rehabilitation/maintenance (for small farmers)	0	0	0	0	1	1
2 Employment	2	0	1	0	1	4	• Drains/culverts to roads	0	0	0	0	0	0
• Unemployment	3	1	0	0	0	4	• Bridge (rehabilitation)	2	0	0	0	0	2
• Employment for youth	0	1	0	1	0	2	Sub-total	3	5	2	7	6	23
• Employment for women	0	0	0	1	0	1	Source: JICA Study Team, the SPSS						
• Permanent job	4	0	0	1	0	5							
• Job center	1	0	1	0	0	2							
• Facilities/skills/resources/workshop center/market for self-employment	5	4	1	2	1	13							
Sub-total	15	6	3	5	2	31							
3 Agriculture	0	0	0	0	2	2							
• Cultivate land (difficulty/shortage/low productivity/hilltop)	0	1	1	2	2	6							
• Land titles/deeds/regularization	0	3	3	2	1	9							
• Protecting agricultural land	1	0	0	0	0	1							
• Agricultural facilities/ equipment	0	0	0	0	0	0							
• Irrigation & drainage, well, water for agriculture	1	1	1	0	1	4							
• Permanent irrigation channels	0	0	0	0	0	0							
• Canal cleaning/improvement	0	0	0	0	0	0							
• Skills/training/methods/knowledge	0	1	0	1	0	2							
• Home gardening	0	0	0	0	0	0							
• Marketing, low/unstable price of produce	0	1	0	0	0	1							
• Storage	0	0	0	1	1	2							
Sub-total	2	7	5	6	7	27							
4 Health & Sanitation	0	0	1	0	0	1							
• (hygienic) Toilets	0	6	4	5	1	16							
• Health/medical facilities	0	0	1	1	5	7							
• Poor medical facilities for mother and child	0	0	0	0	0	0							
• Maternity home	0	0	0	0	0	0							
• (mobile) Dispensary	0	0	1	0	0	1							
• Free Ayurvedic center	0	0	0	0	0	0							
• Sport facilities	0	0	0	0	0	0							
• Balanced diet	0	0	0	0	0	0							
• Disabled rehabilitation	0	0	0	0	0	0							
• Mosquito problem	0	0	1	0	0	1							
Sub-total	0	6	8	6	6	26							
5 Housing	8	6	5	3	0	22							
• Permanent houses	0	1	3	0	1	5							
• Abolish line-house system	0	0	0	0	0	0							
• Funds	0	0	0	0	2	2							
• Land	0	0	0	0	0	0							
Sub-total	8	7	8	3	3	29							

Table 1.3 Breakdown of Major Needs/ Problems: Matara District

Needs Categories	Needs Ranking					Total	Needs Categories	Needs Ranking					Total
	1st	2nd	3rd	4th	5th			1st	2nd	3rd	4th	5th	
1 Employment	3	1	2	2	0	8	4 Water	1	0	0	1	0	2
• Unemployment	4	3	3	0	0	10	• Drinking/bathing water	0	1	1	0	0	2
• Employment for youth	0	0	1	2	0	3	• Clean/good water	0	0	1	0	1	2
• Employment for women	0	0	0	0	0	0	• Water shortage in hilly area	0	0	0	1	0	1
• Permanent job	0	0	0	0	0	0	• Water facilities (incl. pipe, tanks)	0	1	0	1	0	2
• Job center	0	0	0	0	0	0	• Wells (including public ones)	0	0	0	1	0	1
• Facilities/skills/resources/workshop center/market for self-employment	3	1	0	0	2	6	• Tank building/rehabilitation	0	0	0	0	0	0
Sub-total	10	5	6	4	2	27	• Water/drainage	0	1	0	0	1	2
							Sub-total	1	3	2	4	2	12
2 Health & Sanitation	0	2	0	1	1	4	5 Transportation	9	1	3	1	1	15
• (hygienic) Toilets	0	0	1	1	0	2	• Transport when required	0	0	0	0	0	0
• Health/medical facilities	0	0	1	2	2	5	• Systematic transport system	1	0	0	0	0	1
• Poor medical facilities for mother and child	0	0	2	0	0	2	• Improvement of bus routes (including more bus trips)	0	0	0	0	0	0
• Maternity home	0	0	0	1	0	1	• Enclosed bus halts	0	0	0	1	0	1
• (mobile) Dispensary	0	0	0	0	0	0	• Transport for trading (incl. green tea leaves)	0	0	0	1	0	1
• Free Ayurvedic center	0	0	0	1	0	1	• Roads (including extension)	2	1	1	1	2	7
• Sport facilities	0	1	0	0	0	1	• Road improvement (including tar/widening)	0	0	0	0	0	0
• Balanced diet	0	0	0	0	0	0	• Road rehabilitation/maintenance (for small farmers)	0	0	4	0	0	4
• Disabled rehabilitation	0	0	0	0	0	0	• Drains/culverts to roads	0	1	0	0	0	1
• Mosquito problem	0	1	0	0	0	1	• Bridge (rehabilitation)	0	0	0	0	0	0
Sub-total	0	4	4	6	3	17	Sub-total	12	3	8	4	3	30
3 Education	0	0	0	2	1	3	Source: The JICA Study Team, the SPSS						
• Facilities (including library & ground)	0	0	1	1	1	3							
• Improvement of facilities	0	0	1	0	0	1							
• Facilities for those who left schools	0	0	0	0	0	0							
• Schools including primary schools	0	0	0	0	0	0							
• Pre-schools	0	0	0	0	3	3							
• Higher education	0	0	0	0	0	0							
• School temples	0	0	0	0	0	0							
• More teachers	0	0	0	0	0	0							
Sub-total	0	0	2	3	5	10							

Table 1.4 Breakdown of Major Needs/ Problems: Hambantota District

Needs Categories	Needs Ranking					Total	Needs Categories	Needs Ranking					Total
	1st	2nd	3rd	4th	5th			1st	2nd	3rd	4th	5th	
1 Employment	0	3	0	0	0	3	4 Education	0	0	2	1	0	3
• Unemployment	3	0	0	0	0	3	• Facilities (including library & ground	0	0	1	0	1	2
• Employment for youth	0	0	0	0	0	0	• Improvement of facilities	0	0	0	0	0	0
• Employment for women	2	0	0	0	0	2	• Facilities for those who left schools	0	0	0	0	0	0
• Permanent job	0	0	0	0	0	0	• Schools including primary schools	1	0	0	1	3	5
• Job center	0	0	0	0	0	0	• Pre-schools	0	0	0	1	1	2
• Facilities/skills/resources/workshop center/market for self-employment	0	0	1	0	1	2	• Higher education	0	0	0	0	0	0
Sub-total	5	3	1	0	4	13	• School temples	0	0	0	1	0	1
							• More teachers	0	0	0	0	0	0
							Sub-total	1	0	3	4	5	13
2 Agriculture	1	0	0	0	0	1	5 Water	2	1	1	0	1	5
• Cultivate land (difficulty/shortage/ low productivity/hilltop)	2	2	3	1	2	10	• Drinking/bathing water	7	1	1	0	1	10
• Land titles/deeds/regularization	0	0	0	2	0	2	• Clean/good water	1	0	0	1	1	3
• Protecting agricultural land	0	0	0	0	0	0	• Water shortage in hilly area	1	0	0	0	0	1
• Agricultural facilities/ equipment	0	0	1	0	0	1	• Water facilities (incl. pipe, tanks)	4	1	0	0	0	5
• Irrigation & drainage, well, water for agriculture	2	5	2	1	2	12	• Wells (including public ones)	0	0	0	0	0	0
• Permanent irrigation channels	0	0	0	0	0	0	• Tank building/rehabilitation	0	1	2	0	0	3
• Canal cleaning/improvement	0	0	0	0	0	0	• Water/drainage	0	0	0	0	0	0
• Skills/training/methods/knowledge	0	1	1	0	1	3	Sub-total	15	4	4	1	3	27
• Home gardening	0	0	0	0	1	1	6 Transportation	2	3	2	1	0	8
• Marketing / low, unstable price of produce	0	0	0	0	0	0	• Transport when required	0	0	0	0	0	0
• Storage	0	0	0	1	0	1	• Systematic transport system	0	0	0	0	0	0
Sub-total	5	8	7	5	6	31	• Improvement of bus routes (including more bus trips)	0	1	0	2	0	3
							• Enclosed bus halts	0	0	0	0	0	0
3 Health & Sanitation	0	1	2	1	0	4	• Transport for trading (incl. green tea leaves)	0	0	0	0	0	0
• (hygienic) Toilets	0	4	0	1	2	7	• Roads (including extension)	2	1	0	0	0	3
• Health/medical facilities	0	2	2	1	2	7	• Road improvement (including tar/widening)	0	1	0	1	0	2
• Poor medical facilities for mother and child	0	0	0	0	0	0	• Road rehabilitation/maintenance (for small farmers)	1	0	0	1	0	2
• Maternity home	0	0	0	0	0	0	• Drains/culverts to roads	0	0	0	0	0	0
• (mobile) Dispensary	1	0	0	2	1	4	• Bridge (rehabilitation)	0	0	0	0	0	0
• Free Ayurvedic center	0	0	0	0	0	0	Sub-total	5	6	2	5	0	18
• Sport facilities	0	0	0	0	0	0							
• Balanced diet	0	0	0	0	0	0							
• Disabled rehabilitation	0	0	0	0	0	0							
• Mosquito problem	0	1	0	0	0	1							
Sub-total	1	8	4	5	5	23							

Source: The JICA Study Team, the SPSS

Table 1.5 Breakdown of Major Needs/ Problems: Moneragala District

Needs Categories	Needs Ranking					Total	Needs Categories	Needs Ranking					Total
	1st	2nd	3rd	4th	5th			1st	2nd	3rd	4th	5th	
1 Agriculture	1	0	0	0	0	1	4 Housing	0	3	0	4	4	11
• Cultivate land (difficulty/shortage/ low productivity/hilltop)	1	1	0	0	0	2	• Permanent houses	0	0	0	0	0	0
• Land titles/deeds/regularization	0	2	3	2	1	8	• Abolish line-house system	0	0	0	1	0	1
• Protecting agricultural land	0	0	0	0	0	0	• Funds	0	0	0	0	1	1
• Agricultural facilities/ equipment	0	0	0	0	0	0	• Land	0	0	0	0	0	0
• Irrigation & drainage, well, water for agriculture	2	3	0	1	0	6	• Sub-total	0	3	0	5	5	13
• Permanent irrigation channels	0	0	0	0	0	0	5 Water	1	0	0	0	0	1
• Canal cleaning/improvement	1	0	0	0	0	1	• Drinking/bathing water	2	0	2	1	0	5
• Skills/training/methods/knowledge	0	0	0	0	0	0	• Clear/good water	0	0	1	0	0	1
• Home gardening	0	1	0	0	0	1	• Water shortage in hilly area	0	0	0	0	0	0
• Marketing / low, unstable price of produce	0	0	2	0	0	2	• Water facilities (incl. pipe, tanks)	0	0	0	0	0	0
• Storage	0	0	0	0	0	0	• Wells (including public ones)	0	0	0	0	0	0
• Sub-total	5	7	5	3	1	21	• Tank building/rehabilitation	0	0	0	0	0	0
2 Health & Sanitation	0	0	0	0	1	1	• Water/drainage	0	0	0	0	0	0
• (hygienic) Toilets	0	0	0	0	0	0	• Sub-total	3	0	3	1	0	7
• Health/medical facilities	0	0	1	2	4	7	6 Transportation	1	1	1	0	0	3
• Poor medical facilities for mother and child	0	0	0	0	0	0	• Transport when required	0	0	0	0	0	0
• Maternity home	0	0	0	0	0	0	• Systematic transport system	0	0	0	0	0	0
• (mobile) Dispensary	0	0	1	0	2	3	• Improvement of bus routes (including more bus trips)	0	0	0	0	0	0
• Free Ayurvedic center	0	0	0	0	0	0	• Enclosed bus halts	0	0	0	0	0	0
• Sport facilities	0	0	0	0	0	0	• Transport for trading (incl. green tea leaves)	0	0	0	0	0	0
• Balanced diet	0	0	0	0	0	0	• Roads (including extension)	3	2	0	0	0	5
• Disabled rehabilitation	0	0	0	0	0	0	• Road improvement (including tar/widening)	1	0	1	0	0	2
• Mosquito problem	0	0	0	0	0	0	• Road rehabilitation/maintenance (for small farmers)	0	0	1	0	1	2
• Sub-total	0	0	2	2	7	11	• Drains/culverts to roads	0	0	0	0	0	0
3 Education	1	1	0	0	0	2	• Bridge (rehabilitation)	0	0	0	0	0	0
• Facilities (including library & ground)	0	0	0	0	0	0	• Sub-total	5	3	3	0	1	12
• Improvement of facilities	0	0	0	0	0	0							
• Facilities for those who left schools	0	0	0	0	0	0							
• Schools including primary schools	0	0	0	1	0	1							
• Pre-schools	0	0	0	1	0	1							
• Higher education	1	0	0	0	0	1							
• School temples	0	0	0	0	0	0							
• More teachers	1	0	0	1	0	2							
• Sub-total	3	1	0	3	0	7							

Source: The JICA Study Team, the SPSS

Table 1.6 Perceived Measures to Meet Needs (1/2)

Needs Categories	Measures for solution	Galle	Matara	Hambantota	Moneragala	Total
1 General	1.1 People's participation/planning/ organizing	4	4	2	0	10
	1.2 Use of local resources/ labor	3	0	0	0	3
	1.3 Technical skills/ knowledge	3	6	1	0	10
	1.4 Raw materials	0	2	1	0	3
	1.5 Funds / Equipment	6	6	1	0	13
	1.6 Marketing	2	0	0	0	2
	1.7 Outside assistance	7	1	3	0	11
	1.8 Others	2	0	0	0	2
	Sub-total	27	19	8	0	54
2 Income generation/ Employment/ Self-employment	2.1 Use / improvement of existing resources & industries	13	3	5	2	23
	2.2 (New) employment's/ industries	0	4	3	0	7
	2.3 Awareness	0	1	0	0	1
	2.4 Training/Guidance/ Knowledge	7	6	3	3	19
	2.5 Tools/ Equipment	5	1	0	0	6
	2.6 Funds	9	2	0	0	11
	2.7 Marketing	8	1	0	1	10
	2.8 Government	7	0	0	0	7
	Sub-total	49	18	11	6	84
3 Land ownership	3.1 Provision of titles/ permits	3	0	2	6	11
4 Agriculture in general	4.1 Training/ knowledge	2	0	1	0	3
	4.2 Funds & material	3	0	0	0	3
	4.3 Marketing	3	0	0	0	3
	4.4 Support services for inputs	2	0	0	1	3
	4.5 Flood prevention	1	0	0	0	1
	4.6 Government	3	0	0	0	3
	Sub-total	14	0	1	1	16
5 Shortage of land	5.1 Irrigation	0	0	1	0	1
	5.2 Development of land	1	1	3	1	6
Sub-total	1	1	4	1	7	
6 Irrigation & drainage	6.1 Drainage	0	2	0	0	2
	6.2 Irrigation facilities	0	1	2	2	5
	6.3 Tanks/anicuts(construction, renovation)	0	0	3	2	5
	6.4 Wells	0	0	0	5	5
	6.5 Canals (cleaning, expansion, repair)	0	3	6	1	10
	6.6 Early completion of existing scheme	0	0	3	0	3
	Sub-total	0	6	14	10	30
7 Livestock	7.1 Water	0	0	1	0	1
	7.2 Land	0	0	1	0	1
	Sub-total	0	0	2	0	2
8 Fishery	8.1 Cleaning river mouth	0	1	0	0	1
	8.2 Harbor	0	0	1	0	1
	8.3 Equipment	1	3	1	0	5
	8.4 Protection of fishermen	0	0	1	0	1
	Sub-total	1	4	3	0	8
9 Coir industry	9.1 Technical aid	0	1	0	0	1
	9.2 Marketing	1	1	0	0	2
	9.3 Funds	1	0	0	0	1
	9.4 Modernization	0	1	0	0	1
	Sub-total	2	3	0	0	5
10 Marketing	10.1 Information/ knowledge	3	0	0	0	3
	10.2 Publicity	2	0	0	0	2
	10.3 Improved marketing	2	1	1	1	5
	10.4 Funds	3	0	0	0	3
	10.5 Facilities	1	0	1	2	4
	10.6 Government	2	0	0	0	2
	Sub-total	13	1	2	3	19
11 No proper price for produce	11.1 Producers' organization	0	0	0	1	1
	11.2 Facilities	0	0	1	0	1
	11.3 Government	0	0	1	0	1
	Sub-total	0	0	2	1	3

Table 1.6 Perceived Measures to Meet Needs (2/2)

Needs Categories	Measures for solution	Galle	Matara	Hambantota	Moneragala	Total	
12 Health	12.1 Types of diseases	0	0	1	1	2	
	12.2 (Improved) Facilities	0	2	7	5	14	
	12.3 More doctors	0	0	2	0	2	
	12.4 Transport	0	0	1	0	1	
	Sub-total	0	2	11	6	19	
13 Toilets	13.1 Funds & materials	6	0	0	0	6	
	13.2 Knowledge	1	0	0	0	1	
	Sub-total	7	0	0	0	7	
14 Education	14.1 Teachers	1	0	2	3	6	
	14.2 Upgraded facilities	1	2	2	2	7	
	14.3 Government	1	0	1	0	2	
	14.4 Local authorities	0	0	1	0	1	
	Sub-total	3	2	6	5	16	
15 No school	15.1 Primary school	0	0	1	0	1	
	15.2 Facilities for the poor	0	0	1	0	1	
	Sub-total	0	0	2	0	2	
16 Pre-school	16.1 Skills	1	0	0	0	1	
	16.2 Equipment	1	0	0	1	2	
	16.3 Facilities	1	0	0	1	2	
	16.4 Government	1	0	0	0	1	
	Sub-total	4	0	0	2	6	
17 Sport facilities	17.1 Land	0	1	0	0	1	
18 Housing	18.1 Reawareness	1	0	0	0	1	
	18.2 Land & low cost housing	0	1	0	0	1	
	18.3 Funds & materials	9	0	1	8	18	
	18.4 Abolish line-house system	0	0	0	2	2	
	Sub-total	10	1	1	10	22	
19 Community center	19.1 Funds & materials	1	0	0	0	1	
	19.2 Suitable land	0	0	1	0	1	
	Sub-total	1	0	1	0	2	
20 Water	20.1 Wells	1	0	5	7	13	
	20.2 Tanks	0	0	1	0	1	
	20.3 Anicuts	0	1	0	0	1	
	20.4 Water scheme	0	0	2	0	2	
	20.5 Funds	2	0	0	0	2	
	Sub-total	3	1	8	7	19	
	21 Transportation	21.1 Bus services	0	0	4	0	4
22 Roads	21.2 Funds/ Equipment	0	1	0	0	1	
	Sub-total	0	1	4	0	5	
22 Roads	22.1 Expansion/ Construction	0	0	2	4	6	
	22.2 Improvement & Maintenance	0	4	3	6	13	
	22.3 Machinery/ tools	1	0	0	0	1	
	22.4 Funds & materials	1	0	0	0	1	
	22.5 First aid	1	0	0	0	1	
	22.6 Labors	1	0	1	0	2	
	22.7 Prevention of erosion	0	3	0	0	3	
	22.8 Government	1	0	0	0	1	
	Sub-total	5	7	6	10	28	
	23 No post office	23.1 Post boxes	0	0	1	0	1
	24 Electricity	24.1 Funds/ Materials	1	0	1	1	3
24.2 Street lights		0	0	2	0	2	
Sub-total		1	0	3	1	5	
25 Sea erosion	25.1 Stone wall	0	2	0	0	2	
26 Unused natural reserve	26.1 Awareness	0	1	0	0	1	
27 Resources from the land & maximum use of abilities	27.1 Knowledge	1	0	0	0	1	
	27.2 Assistance	1	0	0	0	1	
	Sub-total	2	0	0	0	2	
28 Not mentioned	28.1 Not mentioned	8	2	9	1	20	
TOTAL		154	72	101	70	397	

Source: The JICA Study Team, the SPSS

Table 1.7 Perceived People's Contributions to the Measures for Meeting the Needs

		Galle	Matara	Hamban-	Monera-	Total
		tota		gala		
1 (Organize) Group activities/ Cooperation/ Unity/ Participation	1.1 (Small) Groups	6	0	1	0	7
	1.2 Societies/ organizations	2	0	2	0	4
	1.3 Producers' organizations	0	0	0	1	1
	1.4 Village level participation/ decisions with discussion	5	0	3	1	9
	1.5 Ceremonies for ethnic integration	0	0	0	1	1
	Sub-total	13	0	6	3	22
2 Knowledge & ideas	2.1 Knowledge, information & ideas	8	1	0	0	9
	2.2 Information	0	0	1	0	1
	2.3 Advice from elders	0	1	0	0	1
	Sub-total	8	2	1	0	11
3 Local resources	3.1 (Identifying) Local resources	3	3	1	0	7
	3.2 Raw materials (tea leaf etc.)	7	0	1	1	9
	3.3 Funds/ Saving money	6	1	2	0	9
	Sub-total	16	4	4	1	25
4 Marketing & Sales	4.1 Marketing & sales at village & divisions	6	0	0	0	6
5 Labor	5.1 Labor	17	8	16	1	42
	5.2 Shared labor (in an organized manner)	8	9	15	15	47
	5.3 Exchange of labor	1	0	1	0	2
	5.4 Free and paid labor	4	0	0	0	4
	5.5 Skilled labor (carpenter, masons)	0	0	1	0	1
	Sub-total	30	17	33	16	96
6 Foods	6.1 Foods for workers	1	0	1	0	2
7 Construction materials	7.1 Stones, sand, bricks, woods	2	1	6	1	10
8 Land / Buildings	8.1 Land/ Common place	4	2	6	1	13
	8.2 Temporary building	0	0	0	1	1
	Sub-total	4	2	6	2	14
9 Appeal to government officials	9.1 Appeal to government officials	0	0	1	0	1
10 Unable to carry out	10 Unable to carry out	0	1	0	0	1
11 Not mentioned	11 Not mentioned	2	4	5	1	12
TOTAL		71	25	50	22	

Source: The JICA Study Team, the SPSS

Table 1.8 People's Expectations to Outside Assistance

		Galle	Matara	Hamban-	Monera-	Total
		tota		gala		
1 (Support for)Plan/ Planning	1.1 Plan/ planning	3	2	1	0	6
	1.2 Systematic plan	2	0	0	0	2
	1.3 Advice/ Guidance/	5	0	5	0	10
	1.4 Specialized advisory service	1	0	0	0	1
	Sub-total	11	2	6	0	19
2 Management	2.1 Management	3	0	0	0	3
	2.2 Monitoring	0	0	1	0	1
	Sub-total	3	0	1	0	4
3 Gov. & NGO advice, direction/ Cooperation	3.1 Gov. & NGO advice, direction/ Cooperation	2	1	1	0	4
4 Government approval/ interventior	4.1 Government approval	8	1	0	0	9
	4.2 Government intervention	3	0	1	0	4
	Sub-total	11	1	1	0	13
5 Knowledge/ Information	5.1 Knowledge/ Information	5	0	1	2	8
	5.2 Knowledge for teachers	1	0	0	0	1
	Sub-total	6	0	1	2	9
6 Technical skills/ know-how/ Training/ Education	6.1 Technical skills/ know-how/ knowledge	7	2	10	2	21
	6.2 Training/ workshops	6	4	7	4	21
	6.3 Education	1	0	0	0	1
	Sub-total	14	6	17	6	43
7 Services	7.1 Services	2	0	0	1	3
	7.2 Transport	0	0	1	0	1
	7.3 First aid for emergency	1	0	0	0	1
	7.4 Agricultural instructors	0	0	1	0	1
	Sub-total	3	0	2	1	6
8 Facilities for income generation/ Production	8.1 Center	6	0	1	0	7
	8.2 (Tea) Factories	1	0	1	0	2
	8.3 Irrigation works & restoring tanks	1	0	0	0	1
	Sub-total	8	0	2	0	10
9 Marketing system	9.1 Marketing system	1	0	0	0	1
	9.2 Market facilities	3	0	1	0	4
	Sub-total	4	0	1	0	5
10 Land distribution/ Land ownership	10.1 Land distribution	1	0	0	0	1
	10.2 Land titles	0	0	2	1	3
	10.3 Pasture land for cattle	0	0	1	0	1
	Sub-total	1	0	3	1	5
11 Funds	11.1 Funds	20	1	23	4	48
	11.2 (Initial) Capital	5	0	6	1	12
	11.3 (Subsidized) Loans	16	6	4	3	29
	Sub-total	41	7	33	8	89
12 Materials	12.1 (Raw) Materials	21	1	8	0	30
13 Equipment	13.1 Equipment	6	4	2	4	16
	13.2 Agricultural equipment	0	0	1	0	1
	13.3 Fishery equipment	1	0	0	0	1
	13.4 Toilets	0	0	1	0	1
	Sub-total	7	4	4	4	19
14 Machinery/ Tools	14.1 Machinery/ Tools	3	0	5	0	8
	14.2 Coir machines	1	0	0	0	1
	Sub-total	4	0	5	0	9
15 Land for facilities	15.1 Land for facilities	3	0	0	0	3
16 Buildings	16.1 Buildings	0	0	1	1	2
17 Allowance for workers	17.1 Allowance for workers	1	0	0	0	1
18 Water management	18.1 Water management	0	0	1	0	1
19 Presence of law and order	19.1 Presence of law and order	1	0	0	0	1
20 Every possible way	20.1 Every possible way	1	0	0	0	1
21 Not mentioned	21.1 Not mentioned	5	5	5	5	20
TOTAL		151	32	97	33	

Source: The JICA Study Team, the SPSS

CHAPTER 2 CONSTRAINTS AND POTENTIALS

2.1 Constraints

2.1.1 Poor implementation for meeting needs

The needs identified by the people in Southern Area have been addressed in the past to some extent, but not at satisfactory level for the people. This is attributable not only to poor responses from outside, but to the people themselves. The SPSS revealed that 64% of 128 cases had no responses from outside entities after requesting assistance while 24% got responses to some extent (Table 2.1). They made their requests to the Government, including local administrations, the most.

Even among villages which received some assistance, there are cases that people are not satisfied with such. Some were not successfully addressed to their needs, or to the appropriate people in need or others were not implemented on the basis of proper planning.

Specific responses that the villagers have received so far are generally limited to facilities such as toilets, wells and community centers, roads and electricity to the lesser extent. The IDPSS also clarified that road construction/ rehabilitation has been implemented the most, followed by wells/ water tank/ pipe water, sanitation program/ latrines and irrigation.

There were those who expressed some reasons for the poor responses. They perceive that officials have less knowledge and relations with villagers, and even if they pay their attention to the needs, it is difficult for them to approve the implementation due to lack of money. Some responses are not impartial due to political favoritism. Authorities are ineffective. As for CBOs, they are not active due to disunity and political disputes. They have less knowledge and power. They perceive themselves to have no power/ strength, have established no societies, nor awareness.

2.1.2 Constraints on people/ communities

(1) Declined unity of communities

Collective actions and capacity to solve conflicts among interests are essential to take actions to fulfill people's own needs. This function is originally vested in communities, or formed characteristics of communities, especially in rural villages. The roles of the "communal sector", however, have almost disappeared due to changes in socio-economic and political/ administrative system. Diversification of livelihoods has diffused people's interests.

Penetration of politics has created factions in villages. Local authorities and the public sector have not been able to take over the roles of "communal sector" partly because of less communications/ linkages with the people and less knowledge about localities. Political interests negatively affect credibility of local authorities.

(2) Lack/ weakness of social organizations

Social organizations, or community-based organizations (CBOs) are expected to function, at least, as a venue for collective actions. The Government has also taken initiatives in forming many CBOs at village level, including Rural Development Societies (RDS) for development works. Others are established by outside NGOs at national or regional level, or by the villagers themselves.

As mentioned before, however, lack/ weakness of social organizations is often one of bottlenecks in meeting the people's needs. The IDPSS sheds light on the causes to some extent²⁴. The villages surveyed by the IDPSS stated that social organizations are weak or lacking because interference by politicians in villages divided social relations by bringing party politics or disturbed the feelings of unity and belonging, negatively affecting the organizational capacity and capability of people. In addition, less social cohesiveness or social hindrances also prevent the people from organizing. There are villages divided on the basis of caste or of religion/ ethnicity. The communities that had faced negative or little experience with CBOs or NGOs tend to depend on the Government or other responsible persons, i.e. politicians.

On the other hand, socially cohesive villages tend to have active and enduring organizations, especially where active and commonly appreciated Grama Niladhari, administratively appointed Grama Niladhari Division head, incumbent monks or others take leadership. Rural communities seem to have more potential in organized actions due to their stronger social cohesiveness.

Power structure is another threat to the people's efforts for organizing themselves. The people's awareness and organizing pose a challenge to the power structure of the village²⁵. Influential persons try to protect their vested interests on the system of "might makes right" without sanctions from villages. Social mobilizers in Hambantota, for instance, mentioned that their attempts to encourage the poor to deposit money through organizing encountered difficulties or pressures by money lenders usually charging high interest rates.

²⁴: *ibid.*, pp. 49-60

²⁵ Southern Province Rural Development Project, *Village Advancement Programme*, p.17

Social organizations also become inactive due to ineffectiveness to meet their own needs or solve their problems. They can identify and discuss their problems/ needs, but cannot often go beyond that. It may be difficult for them to figure out effective measures due to lack of deep analysis on the causes of problems. They may not be able to address the problems which require cooperation from other social organizations or outside interventions.

(3) Lack of capacity for coordination

Limited fields/ functions of each CBO's activities and conflicts/ contested interests involved with development activities require coordination and a mechanism to solve conflicts. However, competition among villagers and social organizations for limited external resources, including funds, technical services, access to information etc. may contribute to difficulties in establishing horizontal relationships among them because the access to external resources often depends on links or political relations with outside influential persons/organizations, or higher level decision-making system, especially MPs.

A study undertaken in Matara district in early 1980's provides people's characteristic pattern of attitudes and behaviors towards development activities ²⁶. The analysis on 38 cases of development activities revealed that villagers were motivated to join development activities with their own different interests when they were convinced to take advantages of the opportunities at the expense of reasonable costs, and that their own objectives or the priority order of them may change in the course of the activities. Accordingly, development activities tend to create tension in a village. Changes in their objectives or disappointments due to unexpected results may lead the concerned participants to leave from a certain development activity or commence sabotage. Influential people in villages are in a good position to conduct sabotage if the actions are against their interests.

Institutional set-up for these functions at village level is not working as expected. At Grama Niladhari Division level, Gramodaya Mandalaya (GM) was set up with the Development Council Act No. 35 of 1980 and its Amendment Act No. 45 of 1981, as the last rung of the hierarchical representative system that was newly introduced, aiming at decentralization and securing people's participation in development activities. The GM comprised chairpersons of recognized CBOs and NGOs within the GN division level and appointed Government administration officers. The Chair of the GM was elected by its members. Financial resources were allocated from the Government. The GM was expected to be a planning and coordinating forum and to contribute to the plan at higher levels and involvement in implementation .

²⁶. Dusseldorp, van D. & G. Fretks 1985 *Popular Participation in Planned Development at Village Level: Major Findings of a Research Project in the Matara District*, Marga Institute and Agricultural University of Wageningen, pp. 42-57.

There was an argument that GMs were not functioning effectively mainly due to political interference by informal means and lack of trust in politically aligned leadership, resulting in difficulty of mobilizing cooperation among members, the community members' inadequate awareness and limited cooperation from local administration and authorities²⁷.

A detailed study on GMs in Matara, undertaken in early 1980's, indicates other aspects²⁸. The concept of the GM was based on the assumption that it be a forum providing a comprehensive view of people's needs as it comprises voluntary organizations in various fields which could allow a multifaceted assessment of "real" needs at village level. However, there was a tendency that the members of the GM, or chairs of the organizations brought their proposals to the GM meetings with less extent of discussions with their own members. Decline in attendance of the meetings was observed, which was mainly attributable to the fact that only a small number of proposals was funded. This was because the funds granted to the GM was very small and a low proportion of proposals was approved at higher level decision-making process, leading to loss of credibility to the effectiveness of the GM. The GM remained an "advisory" forum and many projects/ programs were determined largely by Members of Parliament.

The present Government has recently replaced Samurdhi Balakaya (Task Force) for the GM under the Samurdhi Authority Act, No. 30 of 1995. Indeed, only one village out of 20 surveyed villages of the IDPSS has the GM, which is still active, and others have reportedly ceased²⁹. Samurdhi Balakayas (SBs) have been established under the Samurdhi Program to integrate youth, women and the disadvantaged groups into economic and social development activities with the aims of promoting social stability and alleviating poverty. The SBs are composed of the youth aged 17 to 35 year-old with politically appointed a Samurdhi Niyamaka as the secretary. It seems that Samurdhi Niyamakas have yet to require advice and assistance from other villagers with more knowledge and experiences about their own villages and relevant fields of activities.

At DS division level, Pradeshiya Sabha (PS) was established with Pradeshiya Sabhas Act, No. 15 of 1987. It was also intended to give to the people through a representative system wider opportunities for participating in development related decision making in association with the GMs and other residents within its area. It also could plan with the GMs and assign implementation of approved projects, with the coordination with the Divisional Secretariat. The

²⁷: Warsakoon, M.B.1990 *People's Participation in Development: Sri Lankan Experience*, paper presented at the SAARC Workshop on People's Participation, Colombo: pp. 34-35

²⁸: Fernand, Sunimal 1987 *Social Development Alternatives in the Matara District of Sri Lanka: Two different approaches to local-level development*, United Nations Center for Regional Development, Nagoya Japan: pp. 15-26

²⁹: Ibid., p.52

members of PS are elected by the people in the DS division and the Divisional Secretary usually is appointed as its secretary mainly for the coordination with the Government development activities. PS establishes a Pradeshiya Sabha Fund of which sources are the Government grants, all the rates, tax, duties, fees and other charges levied under the authority of the Act, and other revenues.

A Pradeshiya Sabha represents the people in the DS division. However, there are questionings on its present functioning voiced out by some local people in Southern Area³⁰. They are mainly related to the lack of dialogue and linkage between the PS members and the people. The concerned people are especially suspicious about its decision making process and accountability/ transparency to the people. The decisions made on, for instance, development priorities and financial matters were often biased by their own and supporters interests. Some people mentioned that there were more close relationships between the people and their representatives under the abolished Village Council system. In addition, there were concerns about the PS's planning and technical skills and sufficiency of funds and of equipment and machine for implementation.

(4) Dependency on outside interventions

Above constraints have led to people's dependency on outside interventions/ assistance. On the other hand, less involvement of people in development activities has also encouraged this tendency due to their lack of sense of "ownership" to the activities. It is reported, for instance, that even beneficiaries of minor irrigation works perceived the regular maintenance works as the Government responsibility and left the works which can be done by themselves in a collective manner, such as clearing channels, clearing tanks of weeds, and replacing and safe gardening the planks on anicuts³¹.

2.1.3 Constraints on Government and other outside interventions

(1) Disregard of the people's knowledge and capacity

Officials and planners have naturally less knowledge about localities than the residents who live in them. Disregarding this fact may lead to the failure or negative impacts of projects/ programs as typically observed in one large-scale project.

³⁰: Local people's responses to a preliminary idea on Strengthening Pradeshiya Sabha program proposed by the JICA Study Team.

³¹: Moore, M.P. and G. Wickramasignhe, op.cit., p.144

The Nilwala Ganga Flood Protection Scheme (NGFPS) in Matara was constructed to protect Matara and other towns and some paddy tracts from flooding, but at the same time has caused adverse effects mainly on a substantial number of farmers due to salinity intrusion from the sea, soil acidity and toxicity and lowering of groundwater table. Flooding had washed away such salinity and acidity, and had provided the necessary nutrients and nourishment to the fields though it also had damaged crops. Farmers have traditionally planted an improved traditional paddy variety (*Ma-vee*), which have been adjusted to the ecology centered around flooding³². As a result, the affected families, especially at subsistence level, were forced to stop their farming, leading to purchasing foods and seeking for their alternative jobs. In addition, buffalo curd production as a major income source in some villages has been substantially affected³³.

Prior to the implementation, the fear about its possible adverse effects drove the local farmers organizations to submit "a petition signed by 7,000 farmers, requesting the Ministry of Irrigation to reconsider the proposed NGFPS." However, they were not given a response to the petition, an opportunity to speak out their views, nor detailed information on the NGFPS³⁴.

A symposium entitled "Rehabilitation of the Nilwala Basin" was held in January 1996 with the participants from farmers' organizations, academic researchers and the concerned Government officials. It was admitted at the symposium that the farmers' views should have been incorporated into the planning and implementation process of the NGFPS and it is essential to set up a system for collaboration among the local people, academic researchers and the Government in development activities. A representative farmer presented their proposal for the rehabilitation, "an alternate approach to develop the Nilwala basin". Their proposal was recognized by the Deputy Director of Irrigation Department to deserve detail investigations as supplemental measures to address the problems³⁵.

(2) Insufficient attention to negative impacts on affected people

The Nilwala case suggests that less attention was paid to negative impacts of projects that may happen by the implementing agency. As majority of people in Southern Area rest largely on local resources, the very base of life and livelihoods, they are more vulnerable to environmental or physical changes. Fishermen in the Area, for instance, suffer from decrease in fish catch and in the extent of beaches partly due to tourism and other development activities. Beneficiaries

³²: Proceedings of the Symposium of Rehabilitation of Nilwala Basin (Draft) 1996, *OUR Engineering Technology* Vol.2 No.1 Jan. 1996, Open University

³³: Wijedasa Silva, A. 1996 "Socio Economic Effects of the Implementation of the Nilwala Project: Some Adverse Effects on Rural Society", *OUR Engineering Technology* Vol.2 No.1 Jan. 1996, Open University: pp. 115-120

³⁴: Proceedings, op.cit.

³⁵: Dharmasena, G.T. 1996 "Nilwala Ganga: Flood Protection Scheme, Post Mortem of a Post Mortem" *Hydrological Annual 1994/95* The Hydrology Division, Irrigation Department

may be consulted in the planning and implementation stages, but it is less likely to take place for the non-beneficiaries, but affected by the project. The local consultations for the Study disclosed that affected and/or potential beneficiaries of two on-going projects, the Southern Highway and the Industrial Estates, have not been consulted by either planning or implementing agencies (sub-section 4.2.1).

(3) Rigidity of projects/ programs

Application of formal regulations and relatively inflexible technical services to a project/ program makes it difficult to deal with variations of a certain type of needs of beneficiaries: different interests, at different localities, and within the same locality. This is closely related to how the beneficiaries can be integrated into the decision-making process of planning and implementation. In addition, more emphasis on economic and short-term results than on organizational and long-term ones leads to a setback in improving capacity of the beneficiaries.

A case study on small-scale irrigation projects in Hambantota district shows these constraints³⁶. The water-management regulations such as the timing of cultivation and certain agricultural practices did not reflect the interests of water users in certain tanks, though not all the cases. As a result, they did not feel committed to the irrigation facilities provided. In the follow-up programs, increased efficiency of water use was emphasized by the funding agency and greater responsibility was assigned to the implementing agencies. This further retarded the beneficiaries' management of the facilities on a self-reliant basis.

(4) Fragmented approach and decision-making in addressing the needs/ problems

As mentioned before, the causes of a problem/ need are multi-faceted and cross over the sectors. Multi-sectoral approach or cooperation/ coordination among local government, local authorities, line agencies and other actors involved are essential to assist in solving the problem or fulfilling the needs. It is often difficult to adopt such an approach due to the horizontally fragmented structures. In addition, involvement of local people and coordination usually require time-consuming process and frequent visits to the villages.

Decision-makings in funding projects at different levels seem to lack consistence or common criteria which should emerge through planning, addressing to the priority needs of the people. Development activities funded by the Government, for instance, are supposed to be undertaken by the Divisional Secretariat, the local administration at DS division, with expectations to plan, manage, review progress and coordinate governmental activities. In practice, however, most of

³⁶Jungeling, Inge 1989 *Improving Management of Small-Scale Irrigation Systems*, IIMI, Colombo

projects and programs funded by the decentralized budget are largely determined by political leadership, leaving limited room to the planning facilities at Divisional Secretariat.

(5) Less involvement of the people in planning and decision-making on development

Above constraints contribute to less involvement of the people in development activities from planning. This is also attributable to lack of effective social organizations and contested opinions/ interests among the people³⁷. Less involvement of the people often causes a gap between outside interventions, and the people's needs and their priorities. For instance, the IDPSS revealed that only a few projects/ programs for the employment problem have been implemented in the surveyed villages in the WZR area, where majority of them perceives it as the top priority needs. That gap often leads to unsustainability of projects/ programs, together with the tendency for depending on outside interventions as mentioned above.

Technically biased projects/ programs without involvement of the people may not be successful due to less attention to social, economic and organizational viability for the beneficiaries, as a case study in Southern Area shows. A project intended to introduce new technology into Maldivian fish processing for better quality of the product failed because the beneficiaries stopped to use the new technology for fish-processing. This failure was attributed mainly to the fact that the technology needed more capital, labor and firewood over which the beneficiaries were not able to control or had to depend largely on outsiders, nor be compensated by higher income because anybody was willing to pay higher prices for the product of better quality³⁸.

2.2 Potentials

2.2.1 Potentials of the people/ communities

(1) Awareness of needs for taking initiatives in development activities

The basis for participatory development is the people's awareness of the needs for taking initiatives to solve their own problems by decreasing the degree of dependency on outside interventions. People in Southern Area appear to have increased the awareness. The SPSS disclosed that about one third of the surveyed villages in the Area are explicitly willing to take part in development activities through organizing themselves, group activities, planning or provisions of knowledge and ideas. About 20% explicitly requested outside assistance for planning, or advice and guidance.

³⁷: Moore, M.P. and G. Wickramasignhe, *op.cit.*, p.

³⁸: Fernand, Sunimal, *op.cit.* PP. 14-15

(2) Local knowledge and capacity

The people in the Area realize what their problems/ needs are and the causes and effects of the problems and how they can solve them, if they are appropriately facilitated/ guided to do so. However, the constraints above, as well as lack of information tend to narrow their options of measures: they frequently proposed physical facilities/ equipment as measures. The provisions of them are also easier for the outside interventions. This tendency may leave behind more substantial problems which are complicated and difficult to solve, as mentioned before.

Measures for the substantial problems require people's knowledge more. Aside from needs and causes, which are difficult for outsiders to identify, for instance, generation of employment opportunities require information on demands, techniques, availability of materials etc. In the IDPSS, the people were able to present prospective types of skills for training mainly based on the demands at their localities.

Even in construction of physical facilities, people can provide useful information/ knowledge on their localities based on their long experiences as indicated by the Nilwala case.

Once the people are organized well and allowed to have more involvement in development activities, they can show their capacity to solve their problems and achieve the objectives of a project as expected. An experiment introduced into the Gal Oya project was a case in point. The beneficiaries of the large-scale irrigation project showed improvement in distribution and efficiency of water management, otherwise there would have been conflicts among the beneficiaries around the distribution of water.

2.2.2 Potentials of outside interventions

(1) Experiences in participatory development

Gal Oya Project

The experiment in the Gal Oya project, of which major beneficiaries are in Ampara district, started in 1980. Due to the improvement in water management, it has been institutionalized in the succeeding national irrigation projects. The experiment was envisaged by Agrarian Research and Training Institute (ARTI) and Cornell University to overcome the existing defects in sustainability of the project by encouraging beneficiary farmers' participation in irrigation water management. It is characterized principally by organizing farmers with the introduction of Institutional-Organizers (IOs) as catalysts, adoption of learning process approach and more interactive and accountable relations between farmers and government officials.

The roles of IOs was to change the farmers attitudes and way of thinking to foster new social relations for organizing. Trained IOs lived in communities and discussed with farmers what they could do to alleviate their problems through group actions ³⁹. By focusing farmers' demands, they informally organized 10-15 farmers knowing each other, and then formed a federation composed of small groups with formal status. To avoid creating factions and for social authority, representatives of farmers were selected on a consensus basis and encouraged to rotate among them. IOs also created informal opportunities for the farmers to discuss with officers of the Irrigation Department, especially the problems beyond their capacities.

Another major feature of the experiment was its "inductive planning and learning process approach" with an emphasis on a systematic approach to identified critical problems and "bureaucratic reorientation"⁴⁰. This approach ensured flexibility in planning process with assumed ends and means subject to reassessment based on acquired experience throughout the project with the following steps:

- 1) Identification of priority problems which are more important for the progress of the program and likely to be solved or ameliorated;
- 2) Collection of proper and sufficient information on each problem and directions for solution;
- 3) Establishment of strategies and selection of the most prospective one;
- 4) Formulation of implementation plan for each strategy with assignments to members;
- 5) Implementation;
- 6) Assessment and lessons; and
- 7) Continuation of the process until success.

"Bureaucratic reorientation" emerged on the recognition that the enhancement of people's capacity requires "more favorable attitudes and more supportive performance of functions from the relevant officials and technicians working with them".

Although the people's participation in water management through farmers' organizations became an integral part of irrigation projects in Sri Lanka, the participation process seems to have undergone qualitative changes for the past 15 years. One of inajor changes is the role of IOs. Although the IO cadre has been sustained through its appointment by the Irrigation Department on a contract basis, its role has been made more as a field staff than as a catalyst. IOs do not have enough time to do organizing works. For another thing, it became more difficult to get farmers' participation due to such combined reasons as less profitability of

³⁹: Uphoff, N. 1985 "People's Participation in Water Management: Gal Oya, Sri Lanka" Jean-Claude & Garcia-Zamor (ed.) *Public Participation in Development Planning and Management: Cases from Africa and Asia*, Westview Press Colorado: pp.131-178

⁴⁰ *ibid.*

paddy cultivation, emigration to towns and increase in the number of tenants due to increased leasing of lands to big traders⁴¹.

An ARTI staff suggests the following countermeasures against the above constraints:

- the IOs should be appointed by an institution other than the implementing agency;
- farmers' organizations need an integrated approach to sustain their momentum, and process planning because blue-print approach often fails to meet its promises to farmers and it takes a long time to organize farmers; and
- participation in development should be explicitly set up as a national development policy.

IRDP

In Southern Area, Hambantota and Matara districts started IRDPs in 1979 in cooperation with Norwegian Agency for Development Cooperation (NORAD) and Swedish International Development Authority (SIDA), respectively. These were followed by Moneragala district with assistance from NORAD. The Southern Province Rural Development Project, beginning in 1992 and assisted by the Asian Development Bank, covers Matara, Hambantota and, in particular, Galle districts with 70% of Project funds allocation.

HIRDEP and MONDEP have taken a process planning approach which leaves more scope of people's participation. However, this approach has a room to be improved. The evaluation reports on HIRDEP and MONDEP and other sources argue the following general issues by stages of project cycle.

Identification of needs and problems:

- people's participation still depends on the Project Offices' initiatives.
- the poor people's participation process catalyzed by Social Mobilisers has not necessarily lead to implementation of projects as a means of solution.
- the poor people, especially women, tend to keep silent, being affected by village leadership.
- some needs and solutions are beyond the scope of village level

Project formulation:

- lack of technical expertise at local level is a constraint, but it has been improved by training and adoption of local knowledge and techniques.
- there is a tendency of stereotyped patterns placing weight on physical structures

Implementation

- there does not appear a sufficient people's participation in decision making process.

⁴¹Hearings from an ARTI staff and others

- the poorest households sometimes cannot take advantage of projects due to lack of complementary financial and labor resources (e.g. housing loans).
- self-help schemes tend to make the poor in hardship because they are deprived of their time for income generating activities.
- individual benefits tend to benefit the less poor household more than the poorest.

After implementation

- monitoring is deficient.
- sustainability of the projects is uncertain after the IRDP ceases.

Matara IRDP identified three major constraints on the planning at local level. First is inability to analyze people's problems in depth, identify feasible solutions and formulate viable projects. Second is a failure to pay due attention to the most needy/disadvantaged. The last one is a lack of assured funding for implementation. The insufficient identification of needs has led to emphasis on infrastructure or just a preparation of "shopping lists" without addressing larger socio-economic problems. Infrastructure is only part, or even symptoms of more comprehensive problem⁴².

These IRDPs have taken more innovative approach for popular participation and planning capacity-building. In MONDEP, for instance, divisional level planning project is using Participatory Rural Appraisal Method (PRAM). This project is formulated, not exclusively, against some constraints above with major expectations that:

- PRAM could encourage a more effective participation of the disadvantaged people;
- projects for improved productive activities with increase in income level will be formulated
- Social Mobilisers Program could be integrated with projects so that participation process in planning and would be more enhanced; and
- existing local level institutions in cooperation with a wider range of local organizations including CBOs and NGOs could sustain the benefits of projects even after the IRDP.

The 1995 Mid-Term Review on MONDEP points out the following issues on the above innovative approach though the project recently started and main activities had been confined to training, especially of Social Mobilisers, and conduct of the PRA process:

- the PRA process had yet to be improved since "it requires junior government officers to completely change their style of working";
- it was more formal than genuine and would be easily abused and distorted; and
- it would be difficult to sustain commitment to genuinely participatory processes at the level of the Divisional Secretariat.

⁴²: Matara IRDP, *Project Sketches for Phase IV (July 1992 to June 1994)*, Dec. 1991, pp. 50-51

(2) Roles of NGOs

NGOs has played significant roles mainly in terms of development and other activities at village level and innovative approaches in popular participation. In 19 of the IDPSS surveyed villages, they have funded 20% of development projects, on average, larger than those funded by local authorities or local administrations (Table 2.2). The major NGOs perceived by more than two surveyed villages as active are SANASA (seven villages), Sarvodaya (five) and Janasakhuti (three). SANASA and Sarvodaya are nation-wide NGOs and Janasakhti working within Hambantota district. Other active NGOs, but working within a narrow area cannot be referred to here.

The villagers mentioned about advantages of those NGOs. SANASA has merits in loans given when requested, community activities, low interest loans and encouraging savings. Sarvodaya has advantages in loans, action in public matters, forging unity and training. As for Janasakhti, mentioned are made for loans and saving facilities, credit for poor and development programs. All of them are directed mainly to lower income groups. Another feature of these NGOs lies in the approach with an emphasis on popular participation through changes in attitudes of the villagers for organizing themselves and collective group actions.

NGOs have potentials to facilitate, as intermediaries, the relations between the people and the Government in development planning and implementation as they may have more external resources (information, skills, networks with outside entities et.) than villagers and have closer relations with villagers than government officials. Villagers are often members of CBOs established under NGOs. Differences in policies, priorities and approaches between NGOs and the Government (agencies), however, may lead to unexpected results unless both parties as well as the villagers have agreed and clarified expected roles and responsibilities in advance. Line agencies have no reasons to cooperate with NGOs when they have no formal ties for the projects/ programs⁴³.

⁴³:Jungeling, Inge, op.cit.

Table 2.1 People's Experience in Asking Assistance and Their Results

Organization/Person Addressed	Responses			
	No 1) No Response	No 2) Some Responses	No 3) Others	No
I. Villagers				
1) CBOs(Societies)	8 • No response	4 • Some response	2	
2) RDS	2	• (little response)	1	
		• (temporary solutions)	1	
		• (roads are being constructed)	1	
		• (only 3% got employment)	1	
Sub-total	10	4	6	
II. Local Authorities				
1) Pradeshiya Sabha	4 • No response	1 • (little response)	1	
	• (promised to construct drinking water well, but not fulfilled)	1 • (street lighting)	1	
2) Provincial Council	6 • No response	5 • (temporary solutions)	1	
3) Village Development Council	1 • No response	1		
4) Agricultural Council	1 • No response	1		
Sub-total	12	9	3	
III. Politicians/ leaders				
1) MPs	3 • No response	2 • (temporary solutions)	1	
Sub-total	10	7 • (only 3% got employment)	1	
IV. NGOs	3 • No response	1 • (wells, toilets & community center)	1	
V. Government/ Officials	30 • No response	17 • Some response	3 • Assistance was not successful	1
	• (for 15 years)	1 • (assistance is not sufficient)	1	
	• (advice & assistance)	1		
	• (housing, land, basic knowledge for self-employment)	1		
	• (electricity, roads & transport)	1		
	• (housing loans, roads, drinking water wells, training for self-employment)	1		
	• (water via tap)	1		
	• (lands and toilets)	1		
1) Grama Niladhari	3 • No response	3		
2) Divisional Secretariat (Secretary)	19 • No response	9 • (roads are being constructed)	1 • Div. Secretary paid attention, but difficult to approve	1
	• (land & housing)	1 • (only 3% got employment)	1 • No proper planning	1
	• (electricity, roads & transport)	1 • (120 toilets, housing loans for 10 houses)	1	
	• (only discussions)	1		
	• (no response for low income groups)	1		
	• (land for landless)	1		
3) Public Health Inspector	1			
4) IRDP/NORAD	7 • No response	1 • Some response	1 • Assistance is forthcoming	1
		• (aid given but not sufficient to meet the needs)	1 • No proper organizations	2
		• (toilets, wells & community center)	1	
		• (toilets)	1	
5) Housing Authority	1 • No response	1		
6) Electricity Board	1 • No response	1		
7) Irrigation Department	1			
8) Ministry of Fisheries	1 • (a subsidy scheme)	1		
Sub-total	64	45	11	6
VI. Relevant (all possible) Authorities/ Organizations	3 • No response	1 • (No noteworthy help)	1 • Ineffective authorities	1
VII. Nobody has asked assistance	1			
VIII. No further request w/o earlier response	3			
IV. Not mentioned	23 • No response	11 • (outside assistance at times/ small proportion)	2 • Some issues have been discussed, but no proper solutions	1
	• (electricity)	2 • (obtained toilets, private wells, electricity, but no housing loans nor land for medical center)	• People are not aware	1
		• (sports equipment, earth for a road)	• Assistance was given to inappropriate people	1
		• (roads, child & maternity clinic once a month)		
		• (10 toilets)		
		• (electricity for about 5 houses)		
Sub-total		13	2	3
TOTAL	132	82	31	12

Source: The HICA Study Team, the SPSS.

Table 2.2 Funding and Implementing Organizations for Projects in the IDPSS Sample Villages

Funding Organizations/ Agencies	Galle	Matara	Ratnapura	Hambantota	Moneragala	Total
I. Villagers/ Sharmadana	6	1	0	0	3	10
%	25.0	4.3	0.0	0.0	25.0	12.2
II. Local Authorities (elected body)						
1) Pradeshiya Sabaha (D.S.Division level)	0	3	0	3	0	6
2) Urban/ Provincial Council (City/ province level)	0	3	2	0	1	6
Sub-total	0	6	2	3	1	12
%	0.0	26.1	15.4	30.0	8.3	14.6
III. NGOs	3	6	1	4	2	16
%	12.5	26.1	7.7	40.0	16.7	19.5
IV. Local Administration						
1) Divisional Secretariat	1	4	0	1	5	11
%	4.2	17.4	0.0	10.0	41.7	13.4
V. Government Program						
1) Janasaviya Trust Fund	3	5	2	1	0	11
2) Samurdhi Movement	3	1	2	1	0	7
3) IRDP	3	0	5	0	0	8
Sub-total	9	6	9	2	0	26
%	37.5	26.1	69.2	20.0	0.0	31.7
VI. Donor Agencies	5	0	1	0	1	7
%	20.8	0.0	7.7	0.0	8.3	8.5
Total	24	23	13	10	12	82
%	100.0	100.0	100.0	100.0	100.0	100.0
No. of surveyed villages	6	6	2	3	2	19

Implementing Organizations/ Agencies	Galle	Matara	Ratnapura	Hambantota	Moneragala	Total
I. Villagers/ Sharmadana	4	1	0	0	0	5
%	20.0	4.3	0.0	0.0	0.0	7.0
II. Community Based Organizations						
1) Rural Development Societies	1	7	2	1	5	16
2) Farmers' Organizations	0	0	2	0	0	2
Sub-total	1	7	4	1	5	18
%	5.0	30.4	28.6	20.0	55.6	25.4
II. Local Authorities						
1) Gramodaya Mandalaya (G.N.Division level)	3	3	4	0	3	13
2) Pradeshiya Sabha (D.S.Division level)	0	0	0	2	0	2
Sub-total	3	3	4	2	3	15
%	15.0	13.0	28.6	40.0	33.3	21.1
III. NGOs	6	7	1	0	0	14
%	30.0	30.4	7.1	0.0	0.0	19.7
IV. Local Administration						
1) Divisional Secretariat	0	0	2	1	0	3
%	0.0	0.0	14.3	20.0	0.0	4.2
V. Government Program						
1) Janasaviya groups	1	0	1	0	0	2
2) Samurdhi Task Force	4	1	2	0	0	7
3) Community water projects	0	2	0	0	0	2
4) Government	1	2	0	1	1	5
Sub-total	6	5	3	1	1	16
%	30.0	21.7	21.4	20.0	11.1	22.5
Total	20	23	14	5	9	71
%	100.0	100.0	100.0	100.0	100.0	100.0
No. of surveyed villages	6	6	2	3	2	19

* Only those organizations are included that were mentioned in two or more villages.

Source: IPID and Marga Institute 1996 Participatory Social Survey, JICA Study Team, pp. 95-96 (modified)

CHAPTER 3 OBJECTIVES AND STRATEGY

3.1 Objectives

Participatory development should be directed to achieving the people's aspirations about development, comprising advantages/ strengths to be sustained/ enhanced and needs/ problems to be fulfilled/ solved. Popular participation is an integral part of "Human-faced open economy", which the Government has emphasized. Thus, overall objectives are summarized from the people's scope of development in Section 1.1.

Overall objectives

1) to sustain and enhance the advantages for the people in the Area, including

- resources endowed in villages/localities essential for their lives and livelihoods;
- social and cultural aspects of life such as good social relations/networks, good life style or living in freedom, good values, people's characteristics or beliefs, and inheritance through generations;
- good conditions for sustaining their lives such as a life on self-reliance even with low income, low cost of living, access to common resources such as water and forests, convenience, availability of common facilities and good access;
- good natural environment and peaceful environment or living without external/ ethnic problems.

2) to fulfill people's needs of which priorities are diverse in different villages/ localities, but by distinctive characteristics within Southern Area one of prioritized issue in common may be indicatively shown as follows:

- Wet Zone Rural area: Employment issues
- Dry Zone Rural area: Agriculture/ Water shortage issues
- Coastal area: Fishery, Employment, illegal activities issues

To attain the objective 1) above, attentions should be paid to both external and internal threats. Most of the advantages above, which have contributed to social and economic stability, are vulnerable to external forces with more impacts on the disadvantaged people though some impacts can be minimized with appropriate measures. Development activities may cause significant damages on resources and environments as seen in the fishery villages surveyed by the IDPSS. The social and cultural aspects may undergo substantial changes in a longer term as village life and livelihoods will have increased dependency on external resources and enhanced integration into a wider socio-economic system. As for internal threats, on the other hand, increased population pressure directly or indirectly may lead to a severe shortage of resources unless they are used more efficiently and effectively on a sustainable basis or alternative

resources are utilized. Lack/ weakness of the people's collective actions and awareness hampers the efficient and effective uses of resources owing to badly maintained production facilities and/ or does effective resource/ environmental management.

Constraints and potentials with regard to the objective 2) above have been discussed in the previous chapter. A major issue is how people's needs/ demands can be met by mobilizing all the resources available on a sustainable basis, including people's knowledge, experiences, skills etc. To enable it, not only the people should be empowered, including organizing themselves, to take actions for themselves, but also outside interventions should change their attitudes towards the people and adopt more flexible and well-coordinated approach to address the people's needs, of which priorities are diverse by localities and subject to changes in the course of time.

These lead to the following specific objectives.

Specific objectives

- (1) to minimize threats on the existing advantages for the people;
- (2) to enhance the people's capacity to take initiatives for themselves to fulfill their prioritized needs; and
- (3) to encourage people's involvement in the planning and implementation of projects/ programs in more flexible and well-coordinated manner.

3.2 Strategy

The constraints and potentials described above can be summarized from a view point of uses of available resources in Southern Area. There are various resources in the Area, including not only physical ones, but invisible ones such as local people's knowledge, capacity and experiences. While physical resources are becoming short or degraded, the invisible resources are not fully utilized mainly due to less involvement of the people in planning and decision making processes. In addition, the way in which the resources are used is not necessarily effective to address the most needy demands, or priority needs/ problems for the people. This is attributable to both the people/communities, especially village-level circumstances difficult for organizing themselves, and the outside interventions such as lack of well-coordinated and flexible approaches based on common understandings of the priority needs/ problems and the measures for tackling them.

The strategy to improve the situation, as well as to contribute to the objectives can be summarized as follows:

1) to conduct participatory planning with bottom-up approach at grassroots level

It will be imperative for the people to increase their capacities, in particular, to organize themselves and keep the organizations active, and to identify their needs by deeper analysis, plan the measures for them and take actions for what they can do for themselves. Outside interventions should encourage them by providing necessary assistance especially in the start-up of these activities and the removal of difficulties they may face. In particular, influences of political favoritism and power structure should be minimized by applying criteria figured out through planning to decision-makings on funding and other assistance of which process should also be transparent to the public.

In the course of these efforts, this will lead to minimize outside assistance. Attention should be paid to more involvement of the people in decision-making process, adopting the learning process approach and such assistance contributing to capacity-building as training. At the same time, it is critical for the people to keep gaining more benefits than costs incurred to them so as to sustain their momentum for organizational activities.

2) to consult with the local people, especially those to be affected by the projects/ programs formulated with top-down approach

Information that the people can provide includes not only their priority needs/ problems and measures for fulfillment/ solution, knowledge about their localities and local techniques, but also forecast on possible impacts of projects/programs and actual impacts or changes in their localities. This will lead to maximization of net benefits/ effects by promoting the distribution of positive effects and minimizing adverse effects.

3) to institutionalize the above (1) and (2) in decision-making system of planning, implementation and management

Consultation process should not only be built in the system, but also in every project/ program. Higher level decision-making should respect the decisions made at lower levels as much as possible.

The Government should promote and support the above processes and, at the same time, adjust its development policies in particular for the Southern Area development so as to sustain the existing advantages for the people in the Area as much as possible, and to deal with widening disparity of income distribution which will be indispensable to this type of development, at least for short and medium term. At macro level, regulations and laws necessary for protecting the existing advantages like environment and resources should be strictly enforced.

CHAPTER 4 MEASURES

4.1 Local-level Planning

4.1.1. Participatory planning

Participatory planning undertaken for the Study formulated the projects/ programs which represent locally specific responses to the major common problems by distinguished sub-area within Southern Area (Wet Zone Rural, Dry Zone Rural and Coastal areas) identified through the Participatory Social Survey (sub-section 1.1.2 and Section 1.2 and Project Profiles in Project Report)). The participatory planning was organized, with the collaboration of RDD of MPIEANI and local administrations, and facilitated by IPID. Its process can be summarized as shown below⁴⁴.

(1) Objectives/ expected outcomes

IPID set out the following specific objectives in facilitating the participatory planning, following the terms of reference prepared by the JICA Study Team:

- to explore the potential for meeting people's needs and aspirations;
- to analyze the prioritized issues of the community emerging from the In-depth Participatory Social Survey;
- to identify possible intervention strategies;
- to elaborate action plans for identified strategies and projects/ programs; and
- to obtain commitment and promote articulation of ideas among participating actors in the development process.

(2) Participants

In the IDPSS, participants were residents in the selected 20 GN divisions of 10 DS division in Southern Area. The participatory planning, however, was designed to invite participants from NGOs, local administrations and political leadership, as well as representatives of villagers such as CBOs and Samurdhi. This change was intended to work out the planning at a higher level of DS division and ensure commitments of relevant actors in the development activities for implementation within the framework of existing administrative system. IPID shared the responsibility for selecting the participants with the Divisional Secretary and Grama Niladharies in the respective division.

⁴⁴: IPID Report on Participatory Planning for the Master Plan Study for Southern Area Development, the JICA Study Team, Oct.1996: p.p. 2 ~ 3

(3) Methods and procedures

The participatory planning was undertaken in the form of workshops. It was initially planned to be two-day residential workshops, but was extended to the third day, except the case of Tanamalwila, on the participants' requests.

IPID employed an objectives-oriented planning method, together with visualization techniques (color cards, boards etc.), group works/discussions and plenary sessions. Figure 4.1 indicates the simplified planning steps. It began with leveling-off of the participants for their understanding the objectives of the planning and sharing major problems in common identified through the IDPSS.

Then, participants discussed major problems to figure out core problems as a starter, followed by analysis on causes and effects of the core problems. Based on this Problem Analysis, they set the objectives to be addressed to overcome the problems, which are specific, measurable, achievable and realistic within the given time frame (two years). These objectives were examined from the viewpoints of available and accessible resources to select possible interventions strategies.

The results of these Objectives and Alternatives analyses became the concepts of projects/ programs. As a part of Formulation of the Program Planning Matrix, reference to the causes of problems led to the expected outputs of the interventions/ activities. The participants also defined purposes (short-term objectives), the goal (long-term objective) and figured out external factors as the basic assumptions for achieving three of them. Time constraints hampered them from setting indicators and means of verification for the specific objectives.

Finally, the plan of operation or action plan of each project/ program was formulated on the basis of the program outputs.

(4) Planning process of each DS division

Projects/ programs identified by the participants of participatory planning are as follows :

- 1) Tourism (and fishery)-based Coastal area with a major problem of high rate of unemployed youth (Hikkaduwa DS division, Galle district):
 - (1-1) Promotion of Employment Opportunities for Unemployed Youth through Vocational Training, Guidance, Counseling and Linkages
 - (1-2) Establishment of an Integrated Fisheries Organizations/ Society

(1-3) Establishment of a Center/ Institution for Tourism Development and for Prevention of Drug Addiction and Related Malpractice

2) Agro-based Wet Zone Rural area with major problems of unemployment and low income (Kamburupitiya DS division, Matara district):

(2-1) Income Generation through Promotion of Self-employment Activities

(2-2) Attitudinal Improvement towards Employment

(2-3) Revitalization of Handloom Industry

(2-4) Increased Income from Agricultural Production

3) Agro-based Dry Zone Rural area with major problems of scarcity of water and marketing produce for Chena cultivation (Tanamalwila DS division, Moneragala district):

(3-1) Rehabilitation of Tanks for Drinking Water and Agricultural Production

(3-2) Improvement of Farming Systems

(3-3) Minimization of Crop Damages by Animals

Figures 4.2 shows the planning processes in the Coastal area , the Wet Zone Rural area and the Dry Zone Rural area, respectively. They do not contain other details such as further causes, effects and assumptions.

Coastal area (Hikkaduwa DS division):

(1-1)

Unemployment and underemployment among youth was highlighted as the serious problem. The number of unemployed was estimated at approximately 400 in the division. Participants recognized that the vocational training should offer the skills highly demanded in the labor market as the existing training was stereotyped and insensitive to such demands.

(1-2)

Tourism and related activities have replaced fisheries as dominant economic activities in the division. Changes in environment have created more difficulties for fisher folks. Unstable income from the sector contributes to deviation or less preference for fisheries. Participants felt that an effective organization should be established to coordinate the efforts which have been made in a fragmented manner.

(1-3)

Another serious problem is drug addiction and trafficking among the local people. This is an adverse effect of tourism, badly affecting especially unemployed youth. Participants are keen to eradicate them through anti-drugs campaign, and prevention and curative care. While minimizing adverse effects of tourism, participants recognized the need for a systematic approach for utilizing the potential provided by the tourist industry.

Wet Zone Rural area (Kamburupitiya DS division):

(2-1)

Like the case of Hikkaduwa, unemployment and underemployment was the most crucial problem for the participants. This problem was planned to be addressed by a holistic approach to improve or create self-employment activities on the basis of grassroots level organizations. The approach comprises i) establishment of an information/ communication center at the divisional level to provide necessary information on self-employment and create awareness among the people, ii) improvement of existing self-employment for increased income, iii) program targeting unemployed youth who are interested in self-employment, iv) skills training program for maximum use of existing job opportunities, v) study on possible rural industries based on available resources and vi) program to motivate thrift and credit to maximize financial resources and minimize unscrupulous expenditures.

(2-2)

Participants pointed out that the unemployed youth was apathetic in general. This was caused by their disappointments due to difficulties in advancing to higher education for better qualifications and insufficient availability of white-collar jobs. On the other hand, they tend to be unwilling to be engaged in available jobs in agriculture and related industries. The participants felt the need for reorienting such a negative attitude to positive and productive through sports and related activities which are of their common interests. This was expected to harness their talents and personal development.

(2-3)

Another factor of the unemployment is the break-down of small-scale local industries, especially handloom textiles. Indeed, some 100 families lost the important source of income only within the two villages. This was caused by imports of cheaper goods after the "Open Policy" and introduction of powerloom. Participants pointed out that the revitalization of handloom industry would require protective measures from the Government and provide a good employment opportunities, especially for women.

(2-4)

Low income status of families, mostly engaged in agricultural sector, was another issue of concern for the participants. They proposed improving productivity, diversification of crops and establishment of agro-based processing/ semi-processing. They put an emphasis on the need for reorganization and revitalization of farmer/ agricultural organizations to establish a solid base for the coordinated efforts.

Dry Zone Rural area (Tanamalwila DS division):

(3-1)

Scarcity of water was the most serious issue for the participants in terms of drinking water and agriculture. Tanks which had once provided water ceased to function at all or to the satisfactory level, mainly due to lack of effective organizations for maintenance, bund breaches and low

water level (siltation and less water) caused by denudation of forests. Participants emphasized the importance of sound organizations for concerted efforts to address the wide range of causes. They also recognized the feasibility study with technical expertise from the relevant institutions.

(3-2)

Low income from agriculture was the general problem for the participants as agriculture is the dominant economic activities. The need for mobilizing collective purchase of inputs and marketing of produce was highlighted as a means of addressing some of the issues related income from agricultural production. In production, they focused diversification of crops and short-term cash crops in Chena cultivation. Collective efforts in the form of group/ organization were also emphasized.

(3-3)

Damage to crops by stray cattle and wild elephants has also contributed to the low income from agricultural production. This will also affect the effectiveness of (3-1) above as cattle is one of causes of breaching bund of tanks and the rehabilitation of tanks can expand cultivable land by supplying water to uncultivated land, where cattle usually stay. This program comprises i) the setup of institutional base for control and/or prevention with administrative and political supports, ii) proper land use and iii) construction of electric fence to protect crops from elephants.

The Action Plan, composed of the detailed activities and the implementation schedules, prepared (but not shown here) can be used by proponents to promote respective projects.

4.1.2 Enhancement of local-level planning

The participatory planning above shows the people's capacity to identify their priority needs/problems and undertake planning which are not infrastructure-oriented nor fragmented if facilitated appropriately. All the projects/ programs formulated by the participatory planning emphasize awareness among the people and organizational efforts, leading to self-help efforts.

It is imperative to strengthen training of facilitators at village level and DS division level for appropriate skills of the planning and awareness program about the planning, especially to outside supporters such as government officials and local authorities. Facilitators at village level such as Social Mobilisers are of particular importance in facilitating planning by the people and organizing themselves. As the Social Mobilisers face difficulties in their tasks due to pressures from power structure and political influences, the local administration, especially Divisional secretariat should enhance its back-support to them.

Enhancement of local-level planning comprises one of principal measures under the strategy described in Chapter 3. Local-level planning with bottom-up approach enables people, as well as relevant officials/ local political leadership and other actors to be involved in the planning process to identify people's priority needs and formulate feasible measures or projects/ programs in a multi-sectoral or well-coordinated manner. This process also promotes the Government-initiated devolution process on development activities. As mentioned in the sub-section 2.2.2, IRDPs in Matara, Hambantota and Moneragala have recently introduced the programs to enhance planning capacity at DS division level, with the target group of the poor. The IRDP in Galle also has Village Advancement Program of which one of overall objectives is to foster peoples' participation and beneficiary involvement in planning, implementation and evaluation of development projects at selected villages. These programs are expected to extend over the rest of the Area.

According to some IRDP Directors, these programs have encountered two major problems. The bottom-up planning has not been able to change the existing decision-making process which is largely influenced by political leadership at various levels. The plans are still short-sighted and sporadic proposals without longer-term and systematic framework. In addition, most projects formulated are still infrastructure-oriented, as preferred by political leadership. This is partly attributable to difficulties in identifying priority problems/ needs only through one to two-day workshop. The program is going to give higher priority to employment and other productive issues and infrastructure is taken as a component of measures to tackle the issues.

Decision-making on funding, or selection of projects/ programs is another issue. The IRDP-initiated divisional-level planning has its own fund for the projects/ programs formulated through the planning, but the fund will not be able to cover all the villages in the Area even if the IRDPs continue in the future, when the local-level planning will have been extended to the entire Area. Therefore, existing decision-making processes at higher levels should be adjusted to account for the priorities identified through the local-level planning as criteria for decision-making on funding with coordination necessary for further planning and implementation.

4.2 Consultative Process and Mechanism

4.2.1 Local consultations undertaken for the Master Plan Study

As depicted in PART 1, the Study Team entrusted IPID to organize and facilitate local consultations on the selected projects/ programs proposed by the Study, an attempt to promote participatory approach in the top-down planning process. This was intended to incorporate the local people's opinions into the proposed projects/ programs to augment their positive effects

and minimize adverse effects from the local point of view. The gist of the attempt is shown below⁴⁵.

(1) Objectives

Specific objectives of the consultations were as follows:

- to review the selected projects/ programs proposed by the Study: i) Alternate Southern Highway, ii) Industrial Districts for Small and Medium Sized Industries, iii) Marine Fisheries Complex and iv) Rural Road Improvement ; and
- to find out ways and means in ensuring that the direct and indirect effects of the projects/ programs can benefit the local people, including the disadvantaged people.

(2) Locations and participants

Locations for the consultations and the number of participants were as shown below.

Projects/ Programs	District	DS division	G. N. Division	Participants		Major jobs
				F	M	
1) Alternate Southern Highway	Galle	Akmeemana	3 divisions	20	35	teachers, clerks, traders, self-employed, workers, etc.
	Matara	Malimbada	2 divisions	32	15	
2) Industrial Districts	Galle	Baddegama	1 division	6	9	
	Matara	Welipitiya	1 division	6	35	
3) Marine Fisheries	Hambantota	Tangalle	5 divisions	23	49	fishing and related activities
4) Rural Road	Matara	Akuressa	3 divisions	16	103	

The above locations were selected with considerations of available information on the projects/ programs and additional information from the implementing agencies, local administrations and IRDP offices.

(3) Methods

IPID organized the team of eight researchers to facilitate the local consultations. The team used such tools and techniques relevant for participatory approach as i) focus-group discussions, ii) randomly selected individual interviews, iii) semi-structured interviews and use of open-ended

⁴⁵: IPID Report on Local Level Consultations for the Master Plan Study for Southern Area Development, the JICA Study Team, Oct. 1996

questions for probing, participatory mapping where necessary, and visualization techniques. Limited information on the selected projects/ programs was a major constraint.

(4) Results

Table 4.1 summarizes the results of local consultation for the selected project/ program. The summary is composed of i) positive and adverse effects perceived by the participants, ii) the participants' recommendations and suggestions and iii) their needs for further information.

Southern Highway

The participants perceived saving of time/improved transportation and improved access to services as direct positive effects, and improved productive activities, including increased employment opportunities as indirect. On the other hand, they are concerned about direct damages to their life and livelihoods such as displacement and loss/ disruption of livelihoods, and an indirect damage of increased expenditures due to loss of fields and fruit trees. They also pointed out environmental impacts such as deforestation and water shortage, and noise, as well as social impacts such as breaking of cultural and social affinities and possibility of penetration of immoral activities.

As a fundamental issue, the participants highly recommended to establish communication between the local people, especially the affected, and the planners/ implementors concerned. They need information on, in particular, displacement, compensation and resettlement, distribution of positive effects such as operation of small business along the road, and countermeasures against possible adverse effects. They also recommended the execution of appropriate compensation, the creation of immediate alternative jobs for those losing current ones due to the project. Other suggestions are related to the countermeasures against the possible adverse effects: construction of proper drainage system and social forestry or reforestation program.

Industrial Districts for Small and Medium Sized Industries

Positive effects were considered to accrue directly in terms of better facilities for industrialists, increased employment opportunities and transfer of technology, including opportunities for vocational training. Indirectly, the project was expected to increase use of local resources, pave the way for increased income, improve marketing, related infrastructure and access to credit, and create benefits to local consumers due to availability of manufactured goods at cheaper price. The participants recognized as adverse effects i) the damage to productive activities such as surrounding paddy fields deposited by red soil and possibility of dwindled local business, ii) environmental impacts including emission and discharge of pollutants, iii) social impacts like possible immoral activities and iv) shortage of water and power supply.

Like the Highway project, participants wanted to immediately set up the communication between the local people and the implementors, with information flow mainly on availability of employment opportunities for the local people, types of industries and operation of industrial estates, environmental impacts and the land converted to the estates. It was recommended to pay compensation for the land acquired and give priority to the employment of the affected people. To increase the positive effects, they suggested to link the new industries with cottage industries and provide financial and technical assistance to the existing small business, as well as to provide related infrastructure and proper scheme for selection of appropriate investors. On the other hand, such countermeasures against adverse effects should be undertaken as environmental safeguard and improved water supply system.

Marine Fisheries Complex

The project was expected to provide direct effects on improvement in fisheries through better facilities including anchorage, docking, packing and storage, signaling and health/ sanitary, and indirect effects such as encouraging new labor force, especially youth into fishery sector, the enhanced economic activities related to fisheries and other industries, leading to increased employment opportunities, and development of other small harbors. On the other hand, they were worried about damages to small/ traditional fishermen due to stiffer competition, enhanced domination of bigger fishermen and declined price of catch, and the damage to fishermen in other areas due to widening competitive power. Construction of the project may cause the declined fish catch due to migration to other areas, and environmental pollution and sea erosion.

The participants felt the first and foremost need for an awareness program on this project with information flow, including possibility of people's participation in the planning, effects on small fishermen and outside fishery communities, employment opportunities for the local people, as well as detailed information on the project. They also suggested to include infrastructure such as electricity, communication and cold storage in facilities development, provide financial assistance through fisheries cooperative societies and reduce imbalanced development by assisting development of other boat launching points.

Rural Road Improvement

The participants perceived as positive effects i) improved transportation, ii) development of passenger transport, iii) improved marketing, iv) better access to services and v) enhanced economic activities and vi) improved common amenities. Displacement of the people and land was only adverse effects that they were able to raise based on available information.

They suggested to carry out an awareness program about the program for the community, pay an appropriate compensation, continue the present arrangement for repairs and maintenance and establish fund raising.

4.2.2 Proposed consultative/ coordinating mechanism

The results of the local consultations above clearly indicate local people's strong aspirations for establishing communications with planners/ implementors on the projects/ programs and participating in the planning process with their capacity to provide useful inputs though they were carried out in a sporadic manner only for the Study. To ensure sustainability and systematic undertakings, such a process should be institutionalized. Consultative / coordinating mechanism is intended to facilitate people's involvement in planning and implementation of top-down development activities, especially line agency -led or private sector-led ones, and to promote the bottom-up approach through local-level planning of which outputs should be the basis of the consultative mechanism.

As for the mechanism for top-down activities, the Government should institutionalize the consultative process to start as early as possible in preparation stage in every project/ program to increase/ expand the distribution of the positive effects to the local people and minimize the adverse effects. As described in the previous sub-section, the people consulted on some anchor projects of the Master Plan expressed their willingness to join planning process or their needs more information and dialogues. They showed their capacity to anticipate possible positive and adverse effects of each project/ programs and recommended/ suggested measures to enhance the positive effects and alleviate the adverse effects even with limited information provided. For projects/ programs across provincial boundaries, the Southern Development Authority (SDA) would be in a position to facilitate and supervise the process with relevant local administration and authorities. For other projects/ programs, the existing mechanism ranging from village level to provincial level should ensure the people's involvement in the planning and implementation process.

The improved existing mechanism will also be able to promote the local-level planning focusing on people's participation in a well coordinated manner. The workshop on consultative mechanism proposed an improved mechanism. One of major issues discussed was a lack of holistic approach and coordination mainly due to too large a number of sector-wise Sub-committees represented by officials with no decision-making authority. This also has led to duplication of work and much time spent on attending meetings. The participants proposed the coordinating mechanism composed of decision-makers representing different sectors and that the sectoral Sub-committees could be streamlined and continue to function for monitoring sectoral projects/ programs.