

# A GUIDELINE ON COMMUNITY PROJECTS MONITORING

WHICH ARE IMPLEMENTED BY  
PUBLIC FUNDS

Senaka Palliyaguruge

PUBLISHED BY



TRANSPARENCY  
INTERNATIONAL  
SRI LANKA

a nation that upholds integrity

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Friedrich Naumann  
STIFTUNG

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# **A GUIDELINE ON COMMUNITY PROJECTS MONITORING WHICH ARE IMPLEMENTED BY PUBLIC FUNDS**

**Senaka Palliyaguruge Bcom** (SP), MA (ECON)  
Sri Lanka Administrative Service

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**Transparency International Sri Lanka**

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# FORWARD

One indicator of ascertaining whether funds allocated annually by the Government for rural people are utilized to be beneficial to them and related constructions are in due standard. Although several small scale projects were implemented in the rural sector during the past few years utilizing provisions allocated through decentralized budget, there were frequent public complaints regarding problems associated with standard of constructions of many of them. Whereas the related contract agreements were signed by the community based Organizations, in many instances, they were undertaken by outside contractors.

The final outcome of the above happenings is that the maximum benefit of the Government provisions allocated for rural sector is not flowing to the village. Therefore a series of awareness programmes to educate community activities on monitoring of small scale rural projects were conducted in last year by Matara Office of “Shelter for Integrity”. The main problems we encountered in this exercise were the non availability of a guideline for this purpose. This guideline is formulated to fulfil that requirement. It is extremely difficult to make the people understand in simple language a subject that should essentially be handled by well educated technical officers with proper training.

Our thanks are due for Mr. Senaka Palliyaguruge who undertook this extremely difficult task. We are also grateful for Friedrich Naumann Foundation and its local agent, Mrs. Sagarica Delgoda and the programme Executive Mr. Vidya Abeygunawardena.

I cordially invite you to read and understand the content of this book and join the monitoring of public fund related projects in the endeavour of making Sri Lanka a prosperous country.

**Jagath Liyana Arachchi,**  
Attorney-at-law,  
Manager – ALAC [Shelter for Integrity],  
Transparency International Sri Lanka  
October 2016



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# 1. IDENTIFICATION OF COMMON FUND TO BE UTILIZED FOR COMMUNITY BASED PROJECTS

Financial year of the Government of Sri Lanka begins from 01st of January of each year and ends on 31st of December of the same year. In terms of the Article 148 of the constitution of 1978 of the Democratic Socialist Republic of Sri Lanka, Parliament shall have the full control over public finance: Similarly in terms of Article 149 of the Constitution the funds of the Republic not allocated by law to specific purposes shall form one consolidated fund.

Accordingly, Parliament by passing an Appropriation Bill for every financial year approval of the Government obtains for financing public funds required for maintaining all public services. State budgeting is traditional and complex process as well as compulsory practice to be followed by any Government in each year through which it is proposed how to procure state funds to meet its expenditure during the year. In every instances where expenditure has to be made in excess of the budgetary provisions of the respective financial year, there is a possibility of financing to meet the additional expenditure by passing a Supplementary Estimate in Parliament.

Thus, the responsibility of making expenditure of the Consolidated Fund is entrusted to Ministries of the Central Government, Provincial Ministries, Departments and Statutory Institutions subject to the limits authorized by the Budget to be passed in Parliament. Accordingly, expenditure has to be made subject to the limits of the Financial Regulations (FR) of the Government, Procurement Guidelines as well as various enactments, Gazette Notifications and Government Circulars. Those expenditures are subjected to internal auditing as well as Government Auditing.

Finally Secretaries of Ministries, Heads of Departments and Institutions (Chief Counting Officers) are bound responsible to the Parliament on that expenditure.

The General Funds financing development schemes which are identified as projects and programmes are varied and it is useful to identify a few such Funds to be utilized by the Central Government, Provincial Councils and Local Government Institutions for financing rural level projects.

## **1.1 DECENTRALIZED BUDGET**

In brief Decentralized Budget may be termed as funds allocated through Annual Budget to Member of Parliament elected at district level for implementing projects. Areas for which those funds may be allocated are subjected to changes from time to time and the relevant projects are implemented through Divisional Secretariats by District Secretariats. These funds to be utilized for small size constructions, repairs, and road development activities, distribution of various goods & equipment and income generation projects should be spent before the end of the financial year. i.e. 31st of December. At village level those Funds are called by the general public as MP's Provisions. At present a member of parliament elected at district level can spend a sum up to Rs. 10.0 M from Decentralized Budget within his electoral district. DCB funds are given to MPs selected from the National list and they can spend those funds for any identified project in any part of the island.

## **1.2 CRITERIA BASED GRANTS**

Criteria Based Grants is specific general fund allocated by the Financial Commission to Provincial Councils for implementing capital projects or development projects identified within the province based on criteria in various fields such as health, education,

population and rural infra-structure facilities by Provincial Ministries and Departments. Those are Provincial Councils' fund and the respective PC has the authority to change the project for which funds are utilized without concurrence of the financial Commission.

### **1.3 PROVINCIAL SPECIFIC DEVELOPMENT GRANTS**

Provincial Specific Development Grants are General Funds made available by the Provincial Council for financing capital projects (development projects) approved by the Financial Commission of Sri Lanka. These funds cannot be utilized by Provincial Ministries and Departments for other Projects outside the project for which the approval has been granted. If it is to be done prior concurrence of the Financial Commission has to be obtained.

### **1.4 SPECIAL PROJECT FUNDS**

The General Funds allocated by the Ministries of the Central Government and Ministries of the Provincial Council for implementing various small and medium scale development projects including rural infrastructure facilities and livelihood development activities are identified as Special Project Funds. The projects to be undertaken through this Fund are implemented by district or provincial officers of the relevant Ministry or District Secretariats or Divisional Secretariats or Local Government Institutions. Certain special projects under this category were implanted in various names such as Gama Neguma, Maga Neguma, Divi Neguma and 100 Day Programme. Duration of those projects one year or less.

## **1.5 FOREIGN GRANTS**

There are instances where funds are provided by certain foreign countries and Organizations, International financial Institutions and International Non Governmental Organizations for implementing rural development projects through the institutions of the Central Government or Provincial Councils. Those foreign funds are received either as Grants (repayment not necessary) or short term/ long term loans and those funds are utilized to implement development projects in a specific field identified within the anticipated project period.

JICA funds, Aus Aid and KOICA may be cited as examples of foreign funding programmes while development Aids are made available to Sri Lanka by international organizations such as European Union and the United Nations Development Programme (UNDP). In addition International Financial Institutions such as World Bank (WB), International Monetary Fund (IMF), Asian Development Bank (ADB) and International Non Government Organizations such as Transparency International Sri Lanka, Save the Children and United Nations International Children Fund (UNICEF) are providing development assistance to Sri Lanka.

## **1.6 FUNDS OWNED BY THE LOCAL GOVERNMENT INSTITUTIONS**

Three categories of institutions – i.e. Pradeshiya Sabha, Urban Councils and Municipal Councils are termed as Local Government Bodies which consist of representatives elected by the people and officials employed by them. These are the smallest political institutions relating to the governance of the country functioning at grass root level closer to the people.

The special feature of the Local Government Institutions is that their possibility of enforcing and collecting tax from the people and business institutions living/ located with the area of authority subject to the limits allowed by the Parliament through legislative enactments. Accordingly Local Government Bodies collect various taxes and fees such as Assessment Tax, Business Tax, Industrial Tax, Entertainment Tax, Land Sale Tax and Stamp Fees, Trade Licence Fees for providing relevant services to the people, all of which are constituted as funds of the local Government Body which are spent for the welfare of the people in its command area as recurrent expenditure and capital expenditure through a Budget prepared and got approved for each financial year.

Utilizing funds owned by the Local Government Institutions, various development programmes are implemented. Road development and maintenance, development and maintenance of drains and canals, fixing of road lamps, establishment, development and maintenance of parks and play-grounds, Construction of various structures towns aping, purchasing and maintenance of property and vehicles to supply common services, construction and maintenance of building required for community services and administration and establishment and maintenance of cemeteries and crematoriums.

## **SUMMARY**

Where we expect that the development aids whatever sources they are coming from, foreign or local, shall be properly managed and utilized to complete the respective development projects in the best efficient manner without any corruption and wastage, it would be our practical truth is that it is not happening in the same manner as anticipated.

## **2. RURAL COMMUNITY DEVELOPMENT PROJECTS**

As described in the above Chapter, small and medium scale development projects to be implemented to develop divisional level rural infrastructure facilities, to achieve live hood development and to fulfill other common requirements of the rural people undertaken on local or foreign funding are simply identified as Community Development Projects. Accordingly those projects implemented for rural development in Sri Lanka over the past few decades are spreading in many subject areas as follows;

### **2.1 COMMON INFRASTRUCTURE DEVELOPMENT PROJECTS IN VARIOUS FIELDS.**

- Small bridges, culverts construction of side bunds and side drains.
- Laying metal, concreting, tarring and filling gravels and soil.
- Providing public drinking water.
- Construction of public wells/ public bathing sports.
- Creation of common sanitary facilities.
- Establishment of playgrounds and children's parks.
- Construction of community halls and cultural centers.
- Development of pre schools.
- Creation of Sanitary facilities in rural schools.
- Rural electricity extensions.
- Development of weekly fairs.
- Development of common facilities in Dhamma schools.
- Development of rural health centers.
- Construction of Jogging tracks
- Construction of protective spots to provide protection from crocodiles.
- Rehabilitation of tanks.
- Development of irrigations, anicuts, cannel bunds agricultural wells and irrigated water supplies.

### 3. STATE INSTITUTIONS IMPLEMENTING PROJECTS

According to the above Chapter it was clear that Community Development Projects are spreading in a large stretch. Similarly several divisional level state institutions are involved in the implementation of them. They are;

- District Secretary / Government Agent's Office.
- Divisional Secretariats.
- Local Government Institutions (Pradeshiya Sabha, Urban Council, Municipal Council).
- Divisional Agrarian Services Office.
- Provincial Department of Rural Development.
- Provincial Road Development Authority.
- Southern Development Authority is examples for them.

According to our practical experience, implementations of Community Projects in many fields have been undertaken through respective Divisional Secretariats and Local Government Institutions. For example agricultural projects such as "Divi Neguma", road development projects such as "Maga Neguma", Supply of sanitary facilities in schools, pre-school development, small irrigation development projects, projects relating to the provision of electricity and water and construction of common building have been successfully implemented through District Secretariats in the recent past.

Particularly it is possible for any Line Ministry of the Central Government to implement community projects coming within the purview of its subject area through Divisional Secretaries functioning under the respective District Secretariat. The Divisional

Secretariats are very important Government Institution which is playing enormous role not only in the implementation of public administration machinery at divisional level but also in the implementation of development projects at divisional and rural level.

Although the rural infrastructure development is a function that should be undertaken by the Local Government Institutions, according to our recent experience there is a tendency of getting those functions through Divisional Secretariats disregarding Local Government Institutions.



## **4. COMMUNITY PARTICIPATION WITHIN A GOOD GOVERNANCE**

The term “Good Governance” has become generalized word in the recent past frequently uttered by everyone, old or young irrespective of age. Our experience is that some use it seriously while some others in a sarcastic manner. You may have the same experience as myself.

In whatever way this word is used it is questionable whether many are uttering it with the knowledge of its real meaning. Therefore it is useful for everyone to have an understanding of the correct usage of this word with conceptual interpretations.

### **4.1 GOVERNANCE**

The English term for “YAHAPALANAYA” is Good Governance or is Governing in good way. Before discussing the concept of Good Governance, it is better to have an understanding on the word “Governance” which is as old as the human civilization.

Simply, the Governance means decision taking and the process of implementing or not implementing those decisions. Governance is implemented in different way at various levels such as Corporate Governance, Local Governance, National Governance and International Governance.

As the term “Governance” is a concept relating to taking decisions and implementing or not implementing those decisions, it is very important to have understanding on Actors of Governance and Structures available within that process.

There may be formal and informal parties associated with the process of taking decisions and implementing those decisions. The outlook of those parties may vary depending on the level of Governance. For example, at the Divisional Governance Land Owners, Formers Organizations, Co-operative Societies, Community based Organizations and their pioneers, prelates, political parties and organizations, Financial Institutions, Educational & Research Institutions and Armed forces can be identified as parties thereof. The nature of those parties will become further complicate at the National and International Governance.

Further the structures available within the decision-making and decision-implementing process are varied. Formal and non-formal structures are found within the decision-making process. The Cabinet of Ministers is the supreme formal structure in the process of decision-making in the Governance of the country while “Kitchen Cabinet” can be identified non-formal structure taking decisions towards “Governance”.

## **4.2 GOOD GOVERNANCE**

When the “Governance” described above associated with decisions making and implementing or not implementing the same consists of 08 more factors.

It may be termed as “Good Governance”

Those 08 factors have been internationally recognized as basic requirements towards the establishment of people’s decision-making and decision-implementing process which ensure the optimum utilization of resources of the country doing away with bribery, corruption and wastage.

## 4.3 FACTORS OF GOOD GOVERNANCE

It is very important to understand that the Good Governance can be established when the eight fold components described below are implemented.

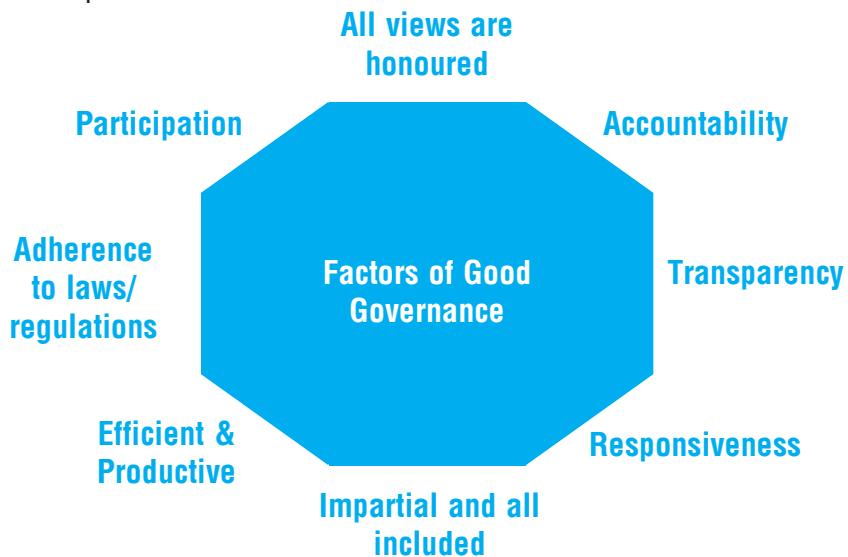


FIGURE 1

### 4.3.1. Laws/Regulations to be followed

- Impartial and Justifiable Legal Frame work.
- Protection of Human Rights (Specially for Minority Communities).
- Independent Judiciary & Impartial none corrupt Police service.
- Acceptance that all institutional processes and procedures shall be subjected to the Law.
- Legislative enactments for establishment of Independent Commissions.

#### **4.3.2. Transparency**

- Ensuring that decision taking and their implementation are in keeping with Laws and Regulations.
- Transparency is a concept based on free-circulation information.
- The proposed Information Act will help expand the people's participation on Transparency.

#### **4.3.3. Responsiveness**

- All institutional set up and procedures shall be geared to be responsive honestly and appropriately to the requests from all parties concerned within a reasonable period of time.
- It may also be considered as criteria that could measure accountability of Leaders and Public Servants appearing for welfare of the people.
- Citizens/ (Service Recipients) Chapter introduced to the Public Service in 2008 may be cited as a practical example to this concept.

#### **4.3.4. Honoring of all views**

- Under the Policy of Good Governance, the society is encouraged to listen to the different views and reach a consensus through policies and procedures agreeable to all.
- This goal is reachable through better understanding of historical, cultural and social aspects of the society.
- Constitutional Reforms including Constitutional Council would be more successful when this concept is matured meaningfully.

#### **4.3.5. Impartiality and inclusion of all**

- Having equal opportunities for all within social structure of the main stream.
- Getting the involvement of all in the decision-making without any discrimination.
- Establishment of more democratic polling system and further empowerment of Human Rights would make this concept meaningful.

#### **4.3.6. Efficient and Productive**

- The outcome of institutional arrangements shall be favorable leading to the fulfillment of real needs of the people.
- The concept of efficiency means the sustainable use of natural resources and protection of environment with feelings for future as well.
- Vision of the country, creating national policies in respect of various subject areas and long term planning constitute the practical uses of this concept.

#### **4.3.7. Accountability**

- Decision-makers of state sector, private sector and other organizations shall be accountable to the public, relevant organizations or other related parties with regard to the relevant decisions. (Acceptance that the decision has been taken by himself whatever its outcome might be.)
- Accountability depends on whether it is internal decision of the relevant Organization or a decision having effect on outside parties.
- In the absence of Transparency and Sovereignty of Law, Accountability seems incomplete.
- The proposed Audit Act is a positive step towards the establishment of Accountability.

#### **4.3.8. Participation**

- Every man and woman should have the right to get himself involved in the decision-making process.
- It may be effected directly or legally under suitable institutional arrangement.
- In wider sense of the term participation depends on the freedom of organizing and expressing views.
- Organized Civil Society.
- Exercising Universal Franchise is one of getting the people participated in the Governance.

## 5. COMMUNITY PARTICIPATION

The “Participation” is very important concept in the implementation of Community Projects. In comparison with the requirements for Good Governance, the practical truth is that the decisive factor leading to the success or failure of any Community Project is the extent to which level has had the Community participation in the relevant project. The level of community participation will decide who are governing party/ parties of the respective project. i.e. the outside party or the Community itself.

### 5.1 GOVERNANCE BY OUTSIDE PARTY OR BY THE COMMUNITY ITSELF

Whether the relevant project is governed by the community itself or by an outside party depends on the level of involvement of people in it.

#### 5.1.1. Governance by outside party

In case either state or private sector institution or nongovernmental organization is totally or partially involved in the governance of any community project in its selection, planning, estimating, financing, implementation, supervision, follow up and maintenance, they have been identified as community projects dominated by outside parties with the minimum participation of the community. However the Community Projects should be governed by the community itself and there may be problems relating to the sustainability the community projects with outside party domination.

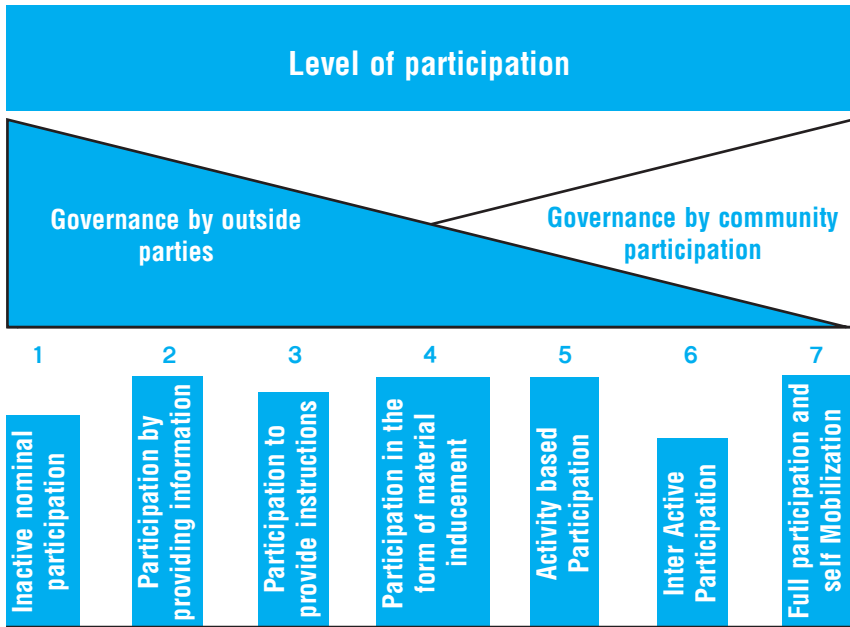


FIGURE 2

### **At Implementation of Community Development Projects by outside parties - Disadvantages**

1. Although the projects could be easily selected, possibility of dropping very important projects beneficial to the community is higher.
2. Whereas projects required by the community have been identified, due to views of the community in their planning and implementation being not taken into consideration, final objectives of the same couldn't be achieved.
3. Possibility is higher to keep the community away from project activities compelling them to think as outsiders or servants rather than owners or custodians.
4. Corruption associated with wastage may take higher rate.
5. Standard of quality of the project may be decreased.
6. Protection and running of the project have to be undertaken by outside parties.
7. The project will not be long exited one.

### 5.1.2. Governance of the Community

If the beneficiaries of the project are fully or largely involved in project related activities such as selection of community development projects, their planning, estimation, financing, implementation, supervision, follow up, maintenance and protection, they could be identified as community projects being implemented by the community themselves. On the other hand they could be identified as actual community projects with true community participation.

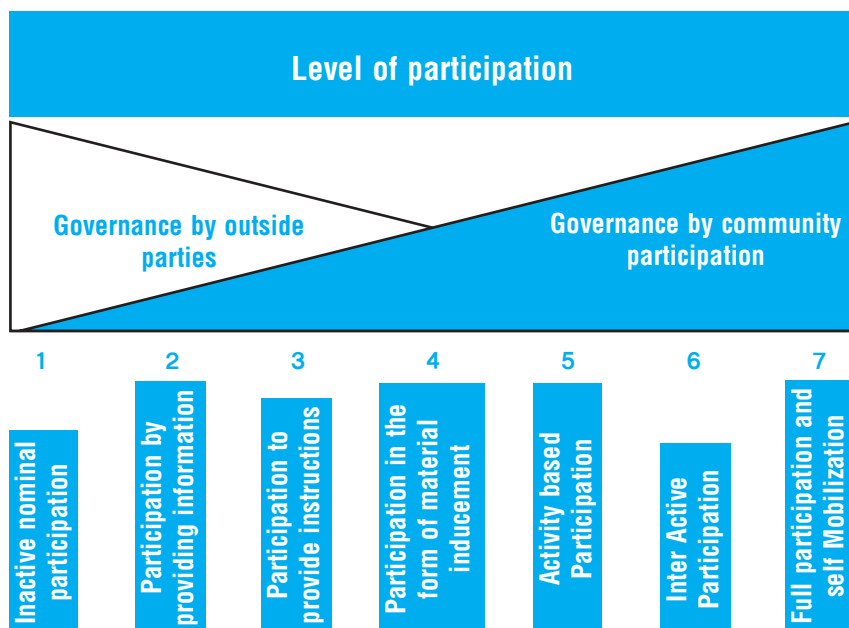


FIGURE 3

#### **It the implementation of Community Development Projects under the Governance of the people Advantages;**

1. Identification of the most essential project depending on the needs of the community.
2. Planning of projects in keeping with views and aspiration of the people.



3. Ensuring that the community are the owners and custodians of the project either laborers or prisoners of it.
4. Maximum utilization of Funds and resources and minimization of waste and corruption.
5. Qualitative standard and output of the project going up.
6. Ensuring the protection and maintenance of the project by the community themselves.
7. Sustainability of the project.
8. Views favorable for protection of common fund and common property being deeply rooted in the society.

## 5.2. VARIOUS LEVEL OF COMMUNITY PARTICIPATION

The manner or the level of the community participation at projects decides whether they are under the control of outside party or the community for which it is very important for identifying the manner in community participation is envisaged.

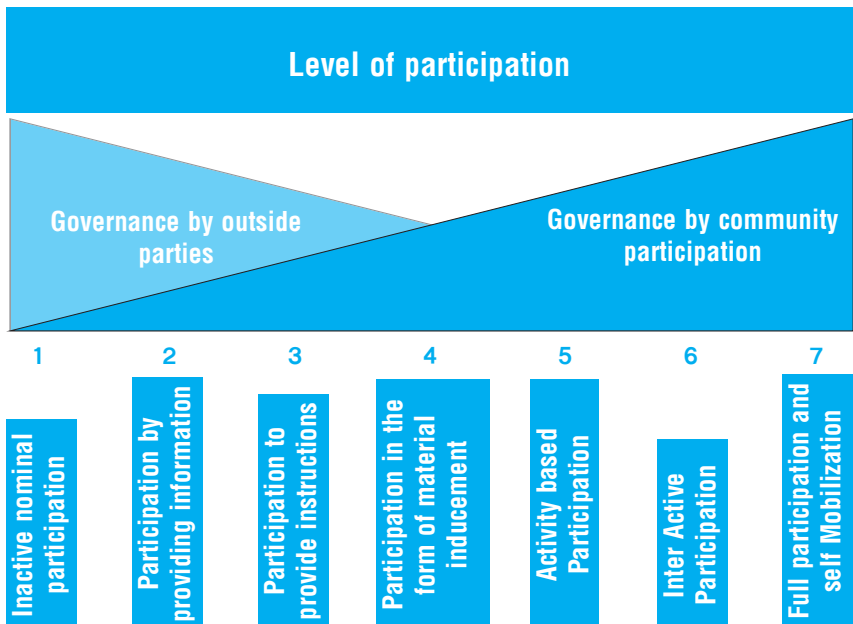


FIGURE 4

### **5.2.1. Inactive nominal participation**

Beneficiaries attending the meeting, listening to the views of the project officials and going out slapping at the end are identified as the manner in which they behave at this level of community participation. This is very weak level of the community participation and all decisions are taken and completed the project by the outside party.

### **5.2.2. Participation to provide information**

At this level of participation beneficiaries join the project implementation only by providing specific information through replying certain questionnaire. The project group is not bound to consider those information and influence of the out side party is strong. This is also weak level of the community participation.

### **5.2.3. Participation to provide instructions**

At a meeting held with beneficiaries they would be given an opportunity by the project group to put forward the formers views and proposals on the selected project at which the identification of problems and finding of solutions will be done by outside experts. However decisions may be changed on the views of the beneficiaries. Yet the influence on the project by the outside party is strong.

### **5.2.4. Participation in the form of material inducement**

At this level of community participation in the project, their contribution is in the form of labour and resources, such as food, funding or the other form of inducements. This level of participation is considered as an instance where the community is induced by the outside party to ensure the participation of the former by getting them understand the economic losses that may befall upon them due to non participation of project activities rather than thinking economic benefits achievable on completion of the project.

The best example for this is the people's contribution in labour to the activities of Rural Road Development Project on the influence that their samurdhi benefits be terminated if they do not contribute to the project in labour. There is a tendency to assume in many instances that this is the real community participation, but when the above-mentioned influence or encouragement is stopped the community participation too, come to an end by which it is evident that the people do not bear responsibility on the project. However the notable factor is that it is at least since this level of community participation that the project comes under the people's governance over the influence of the out side party. (Refer picture 04)

### **5.2.5. Activity based participation**

At this level of participation the community themselves join in groups and assist by making their contribution in the form of labour, food, equipment, material etc. on group basis in order to achieve the project objectives as has been decided by the out side party.

This level of community participation is witnesses not the initial stage (at planning) of the project but at times when the project is in progress mainly on the interest shown by outside facilitators.

### **5.2.6. Inter Active Participation**

At this level of participation the community participates enthusiastically and voluntarily in project activities such as identification of requirements, planning, forming themselves into community organizations etc. However higher percentage of funds required for implementing the project are obtained from outside parties. At this stage the community participation seems automatically directed at making the concept of participation more meaningful not only achieving project objective but considering the same as their community right also highlighting the Community Governance.

### **5.2.7. Full Participation and Self Mobilization**

The Community empowerment is actually witnesses, at the level of full participation in which the community organize themselves into an organization without any out side influence to change the existent pattern. With regard to the Community project people's governance prevails on from project identification stage up to follow up and running process.

The Community joins with the outside party to seek necessary technological advices and registration of the organization. Funding is also considered as their responsibility or else coordinates with funding institutes to meet funding requirements. Whereas fund are obtained from outside they keep and on their use.

## **6. IMPLEMENTATION OF THE COMMUNITY PROJECTS**

Implementation of Community Based Projects through Public Funds are carried out by various Institutions in various ways. A number of methods used specially by rural level Public Institutions in implementing Community based projects, could be discussed as follows.

### **6.1. IMPLEMENTATION OF PROJECTS BY DIRECT LABOUR BASIS**

This method could easily be adopted by Local Government Institutions such as Pradesheeya Sabha, Urban Councils, and Municipal Councils as well as in Public Institutions like Urban Development Authority. In this method, an estimate of the materials required for the contract is prepared and purchasing is made from the outside institutions through Procurement Procedure. Finally the project is completed by using its own labour (skilled or non-skilled). Local Government Institutions preferably undertaken Community Development Projects such as rural road development and construction of small buildings by adhering to this method. However, in case the public institutions like Divisional Secretariats and Divisional Agrarian Services Centers adopt this method, they have to procure the materials in the estimate in addition to hiring labour from outside.

The special advantage of this method is that the possibility of minimizing project cost as expenditure would incur only on material and labour without funds being allocated to any outside party as profit.

However this method is not commonly used as the government's rates for skilled and non skilled labour is comparatively lower than the market prize and the responsibility of completing the contract is solely entrusted with the Institution concerned.

## **6.2. IMPLEMENTATION OF PROJECTS BY ADHERING TO THE PROCUREMENT PROCEDURE**

In this method, the qualified contractor to undertake the project is selected through invitation of open bids in terms of the provisions of the Procurement Guideline 2006. This method is applicable to any institution, implementing community projects, and the project cost may be increased with the addition of the profit percentage anticipated by the respective contractor. Also the selection of a contractor shall have to be made through competitive bidding (invited through press notifications). As an outside contractor is to undertake the contract, the awarding institution should maintain continuous supervision in order to gain maximum productivity. The possibility of selecting a registered contractor (registered in an institution like ICTAD) and the duration of the period of contract being reduced are some advantages.

The Contract Awarding Institution could maintain a register of qualified contractors annually, as it is difficult to select contractors through bidding in every instance and accordingly the contract may be awarded to a qualified contractor selected through limited bidding.

As per the Circular No. 02/2016 dated 24.03.2016 of the Secretary, Ministry of National Policies and Economic Affairs, all the Community Development Projects proposed for each Grama Niladhari Division under Rural Infra Structure Facilities Development Project 2016, shall be implemented in terms of the Provisions of the Procurement Guidelines.

## **6.3. DIRECT CONTRACT AWARDING FOR COMMUNITY BASED ORGANIZATIONS**

As per the directives given by the Public Finance Circular No. 01/2012, issued in terms of the provisions of Section 3.9.1 of Procurement Guidelines of the Government 2006, this method is commonly applied by Public Institutions.

As per the directives given by the Secretary, Ministry of National Policies and Economic Affairs through the Circular No. 02/2016 dated 24.03.2016, all the Community Development Projects proposed for each Grama Niladhari Division under Rural Infra Structure Facilities Development Project 2016 have to be carried out in terms of the Provisions of the Procurement Guidelines. Accordingly there is no possibility of getting the community development projects performed through Community Based Organizations adhering to the direct contracting method in the year 2016.

### **6.3.1 Section 3.9.1 of the Procurement Guidelines 2006**

“In the interest of project sustainability or to achieve certain specific social objectives, such as creating employment opportunities in an identified geographical area, it is desirable to call for the participation of local community based organizations (CBO)”

### **6.3.2 Community Based Organization**

Societies or Organizations formed in association with community groups with similar interests and living in a specific geographical area aimed at achieving a specific goal and legally registered in a government-affiliated institution are recognized as Community Based Organizations.

Examples

- Rural Development Societies
- Farmer Organizations
- Gami Diriya Public Companies.

In terms of the instructions given by the Financial Circular No. 01/2012-dated 05.01.2012, issued by the Secretary to the Ministry of Finance and Planning, the construction contracts listed below could be offered to Community Based Organizations upon confirmation of the qualifications stipulated under 6.3.3. by a 03 – member committee comprising, the Head of the Contract Awarding Institution and representatives nominated by the Divisional Secretary of the division.

1. Samurdhi Balakaya/ Samurdhi Society
2. Cooperative Societies
3. Cooperative Labour Societies (Only for labour services )
4. Rural Development Societies.
5. School Development Societies (Being operated in School premises with regard to the authorized area)
6. Approved Farmer Organizations
7. Gramodaya Mandala and Community Development Societies (Societies contributing to development activities with regard to the Local Authorities)
8. Gemidiriya Peoples' Company
9. Condominium Management Corporations registered under the Condominium Management Authority.
10. Viharastha Karya Sadhana Samithi (being existed in the respective temples and Damma School premises)
11. Viharasth Dayaka Sabha (implemented in the own temple and Damma School premises)
12. Rural Elders Committees registered in the National Secretariat for Elders implemented under the Ministry of Social Services.
13. Community Organizations identified by the Heads of the Departments with which the Divisional Secretary concerned could be satisfied.



### **6.3.3. Qualifications considered for selecting Community Based Organizations to implement Community Projects**

The Committee mentioned above could select the Community Based Organizations on reviewing the eligibility of them have scrutinized the following documents as per the Financial Circular No. 01/2012.

1. Documents to confirm that financial institutions such as Samurdhi Bank, Cooperative Banks or Rural Banks approving Bank Statements or Bank Overdrafts, having obtained banking and financial facilities.
2. Written evidence to prove the experience on similar performance and adherence to the required standards.
3. A statement issued by the relevant Society on the contracts offered to them within the past year including incomplete contracts although they have been awarded one year ago (Name of the contract, location, client, contract value and present status)
4. A declaration made by the society assuring that the relevant work would not be subcontracted. (If engaged in sub contracting such Societies/ Organizations should be blacklisted)

### **6.3.4. Matters considered in awarding contracts to Community Based Organizations**

With regard to awarding of contracts in terms the Financial Circular No. 01/2012 dated 05.01.2012,

1. The contract awarded shall be within the authorized area of the Community Based Organization/ Society.
2. At the time of awarding the contract the respective Community Based Organizations shall not be involved in more than three contracts (On special occasions, more than three contracts could be awarded on the approval of the District Secretary)
3. The Head of the Institution or the Divisional Secretary who offers the contract shall make necessary supervisory arrangements to ensure the contract activities are going on smoothly.
4. The value of a single contract shall not exceed a sum of rupees two million.

## 7. IMPLEMENTATION OF COMMUNITY PROJECTS THROUGH COMMUNITY BASED ORGANIZATIONS

Community Projects could be implemented through directly awarding of the contract for the Community Organizations or by a suitable Community Organization to be selected through competitive bidding.

The close observation of the Public Finance Circular No. 01/2012 dated 05.01.2012, Circulars and General Guidelines by the Secretary to the General Treasury pertaining to the implementation of Rural Development Projects undertaken by various Ministries reveals that Government aim to implement those projects with more public participation.

Especially, of the participatory levels described under 5.2 above, from 5th level to 7th level (i.e. The participatory level connected with activities up to the level of self mobilization), the government expects to have a community project implementation with wider participation. However the practical truth is that the anticipated target has not been achieved in the absence of good intention in the implementation process.

There is a contradiction between the expected situation of some community projects and their actual implementation. The most unfortunate experience associated with the present circumstances is that widening the gap is evident between the practical situation and actual targets rather than lowering the same.

## **7.1 INSTANCES WHERE A GAP IS EXPERIENCED IN IMPLEMENTING COMMUNITY PROJECTS BETWEEN THE EXPECTED SITUATION AND PRACTICAL SITUATION**

### **7.1.1 Identification of the Community Projects**

#### **Expected situation**

It is expected that essential community projects should be identified on priority basis from among projects to which direct contribution of the community is forthcoming in each level from project identification to project planning, implementation, supervision, follow up, management and maintenance. It is expected that the project so recognized should be directed for the approval of the District Secretary by the Divisional Secretary with the recommendations of the religious leaders, political representatives at regional level, leaders of the Community Based Organizations, representatives of the voluntary organizations and all rural level public (field) officers. Specially the attention has to be paid on receiving a maximum community contribution of 25% of the total project cost.

#### **Practical Situation**

Whereas the Development Officers engaged in duties at Grama Niladhari Wasam level are arranging projects suitably depending on the aspiration of the people, in many instances, the project is selected merely on the blessings of the public representatives wielding regional political power. It is difficult to secure 25% community participation to implement the project selected merely for taking political advantage on the other hand, there are instances where the community participation is done away with the circular instructions issued subsequently which the project is in progress. The best example for this is the granting approval the letter No. MSH/RD/UDP/2015 dated 21.07.2015 of the Secretary to the Ministry of Housing and Samurdhi giving directives to implement the 15,000 village uplifting programme under 100 day Special Programme (2015) without community contribution.

## **7.1.2 Approving Projects**

### **Expected Situation**

It is expected that the project with vital importance among those identified projects beneficial to the majority of the community, but got delayed for a long period that could be implemented with minimum contribution of the government and maximum community contribution, should be submitted to the District Secretary by the Divisional Secretary along with the recommendation of the Rural Level Committee.

### **Practical Situation**

Whereas instances are available where, the projects are approved in the same manner as expected above, what is commonly happen is that the authorities are compelled to implement the projects approved by the electoral organizers of the governing political party on the recommendation of the regional political representatives. It is apparent that in many instances, attempts are made to give an official recognition to so called political influence through the submission of the respective projects for the approval of the Regional or District Coordinating Committees.

## **7.1.3. Project Planning**

### **Expected Situation**

At the project planning it is essential to obtain the views of the community and community leaders' directly and prepare plans and estimates based on those views and proposals and clearly define the projects to which their contribution should be obtain in the form of labour or material.

### **Practical Situation**

Though the views/opinion of the community is taken in to account to a certain extent, the opinion of the political representatives of the area is more influential. For instance, in a rural road development project, the limit of the road to be developed is decided mostly

by the political representatives and not the community. In many instances, the officials too neglect the community opinion, due to various reasons such as their busy schedules even in the absence of political influence. For instance, in a road development project the Technical Officer, being unaware of the fact that the road is inundated even in a small rain, recommends a normal concrete mixture instead of stressed concreting. In such instance, the sustainability of the road is threatened resulting the project being a failure. Due to the defects caused by both factors mentioned above, it will be difficult to obtain community participation for the Project.

#### **7.1.4. Implementing a community Project Expected Situation**

It is expected that the project should be implemented upon an agreement entered into by the selected Community Based Organization with the Public Institution, authorized to implement the project, it is also expected to fulfill the funding requirements and community contribution through the respective Community Organization itself or through the members of the Organization. As the Community Project is handled by the community itself, it is considered that strict outside monitoring is not necessary and it is therefore expected that the project would be completed with a high standard. At rural level such instances of project undertaking is rarely experienced.

#### **Practical Situation**

The practical situation is totally different from the expected situation and mostly it is at this stage that the project objective began to collapse. Often the Community Based Organization operating at present is similar to the rural level political organization. Though the project agreement is signed by the Community Based Organization upon the recommendation of the regional political representative that Organization does not really implements the Project. That

responsibility is entrusted to another outside contractor, having political relationship and he implements it on behalf of the Organization utilizing funds. Otherwise, offering of subcontracts, which have been restricted as per 01/2012 circular is taken place behind the curtain.

In such an instance, the project is implemented utilizing the private funds and labour of the unauthorized subcontractor but not utility funds and labour of the members of the society. In such an instance it becomes difficult to obtain Community participation and such practices would lead to lowering of standards of the project as his intention is profit making. On the other hand arising problems on quality and out- come of the project due to lack of proper monitoring is unavailable.

At present attitude of the general public with regard to the standard, quality and sustainability of the project to be undertaken by the Community Based Organizations is not good.

This adverse condition would become worse when the Community Based Organization happens to face the challenge of collecting funds for the project due to poor economic condition existed in the rural society.

### **7.1.5 Payment for the Project**

#### **Expected Situation**

The invoice prepared pertaining to the community projects completed within the agreed period should be prepared by the Community Based Organization and submitted to the Public Institution with whom the agreement was signed. Upon the recommendation of the Technical Officer who monitored the project on the accuracy of the physical measurements and quality standards, payment is made to the society, which undertook the contract, by retaining 10% of the bill value.

Later, on completion of a six months' follow up period, the 10% retained amount stated above would be paid to the Society upon the recommendation of the Technical Officer confirming that no construction defects had been available. An amount equal to 1% to 5% of the total amount earned by the Society through undertaking the contract would be retained in the account of the Society and the balance is paid as to cover the cost of the project. In case where the total community contribution to the project exceeds 20%, the amount retained by the Society is equal to 1% of the total project value while the community contribution is lower than 20%, the amount retained thus is 5%. This practice is followed in the interest of future financial stability of the project.

### **Practical Situation**

At the surface level, it is apparent that the practical situation in making payments for the Community Projects is similar to the expected situations described above. However, there are various deficiencies in that procedure, which paves the way for corruption.

The invoice, for the receipt of payments at the end of the project should be prepared by the Society which undertook the contract, but in practical situation these bills are prepared by the Technical Officers who supervised the project which has been identified as an instance that pushes those officers towards bribery and corruption. Most of the societies that undertake contracts are very active only in a few instances where they have to place their signature such as signing the contract agreement and cashing the project's cheques to make payments to the unofficial sub contractors. Those officers are fully aware that in each such instance they would receive a tip (bribe) from the sub contractor. However, the actions taken by most of the Public Institutions to seek the laboratory reports to ensure the quality of the project, prior to making payments are praiseworthy.

## **7.1.6 Follow up and Maintenance**

### **Expected Situation**

Once the Community project is completed, actions should be taken to entrust the responsibility of the project and its maintenance with a suitable institution/ agency. The responsibility of such an institute is to preserve the benefits reaped out of this project for the present and future generations while ensuring the fulfillment of the objectives of the project.

### **Practical Situation**

There are some practical situations where the public reaps benefits from the community project, develops, and preserves the same with feelings for protecting public property.

For instance, some Societies of the fishing community maintain and run their own Community Hall by settling utility bills. On the other hand, there are some instances where the expenses incurred pertaining to the maintenance and running the buildings constructed as a Community Project, becomes an additional burden to the public institutions.

However, it would be clear for anyone who would study the behavior of the General Public about the use of Public Property that their opinion over the same has not been developed up to the expected slandered. Therefore, this is an era which should have a broad social dialogue on the protection of public properties. This unfavorable attitude of the society towards the public properties and funds leads to increase bribery, corruption and waste.

## **SUMMARY**

Taking in to account the facts described above, it is apparent that though a high level of community participation is expected, on practical grounds the situation changes. In the expected situation, a high level of community participation is expected in



every main activity namely, identifying the community project, approving, implementation, supervision and follow up action. As the beneficiary people residing in the project area itself hold the membership of the Community Based Organization that implements the project, an output with high slandered quality is expected through community participation. By recognizing 20% or 25% of the project's cost as community contribution, it is expected that the community contributes also in project funding. Accordingly it could be anticipated that it would be a project experience under the full control of the community with the community contribution reaching to the level of self mobilization depicted in picture 4 above. In addition, directing to retain a percentage of 1% to 5% of the public fund received for project implementation within the Community Based Organization would be a sustainable step towards developing financial strength on regular basis for utilizing the same in future project implementation.



FIGURE 5

## 8. MATTERS ON WHICH THE ATTENTION OF THE COMMUNITY TO BE PAID FOR SUCCESSFUL COMMUNITY PARTICIPATION IN THE IMPLEMENTATION OF COMMUNITY PROJECTS

When the community participation is at a minimum stage in implementing a community project (or else it is out of control of the Community) the main disadvantage is that the none utilizing of 100% of the allocated public funds. In other words, it means that the community losses the said public funds by way of bribery, corruption and wastage.

### 8.1 SUTING'S THEORY

About 50 to 60 years ago, there lived two rich businessmen in a rural area (village). They did not have close relationship due to the competition they had in business. Meanwhile 'Baron Mudalali' arranged a party at his home and invited all his relatives and friends in the neighbouring villages. Hearing this news 'Goring Mudalali' became so jealous and become eager to know whether how many people and who would attend the party. So he summoned one his closest servant named 'Suting' and asked;

**Goring Mudalali-** Suting, do you know that there is a big party today at Baron

Mudalali's place? So you have a job to do. Today evening you go closer to his house and count whether how many "people" will attend the party.

**Suting-** OK Mudalali

Thus Suting understood his duty properly and went closer to Barong Mudalali's house. Then he began to think about the duty he had to do. Suting was really a man with different thinking and he began to find a fine trick to do the work. Therefore, when the arrival time of the visitors is nearing he activated his plan. He came to the road leading to Baron's house. He got a fairly large stone and placed in on the centre of the road at a bend. Then he hid himself in a bush and wait.

When the time was around seven, visitors began to come. Some came with the torches (hulu athu) and most of the others found the way from the help of the moon light, which was rather dim.

Most of men and women came chatting, unaware of the rock placed at the centre of road were knocked against it and some fell down while some others got wounded or scratched when the toes knocked against it. In all such occasions they made various responses.

- Visitor 1- "What the hell ! Who has kept this rock at the centre of the road?"
- Visitor 2- In wane your leg got wounded who the fool kept this here
- Visitor 3- See will you! this Baron Mudalali is a big shot and arranging great parties, why couldn't he remove this from here.
- Visitor 4- My Goodness! This Baron may have invited us to the party to kill us.
- Visitor 5- If I find the fool, who placed the rock here!!

Most of those who trampled or knock against the rock released their anger by making above responses and those who had a close shave, recognizing it at the last moment said;

- Visitor 6- "My god, fortunately we saw it, otherwise we should have been taken to the hospital.
- Visitor 7- "A narrow escape, what a fool has kept this rock on the road"



Sutin was hiding behind a nearby bush about one and half hours, understood that no more visitors were coming, turned to go home completing his work.

But before leaving he removed the rock as it would create more trouble and damage to those who returned from the party especially on the influence of Liquor.

Goring Mudalali, who was vehemently waiting for the return of Suting with latest news, made out Suting when he was coming at the distances even in dark.

Goring Mudalali-                    Suting hurry up, don't waste time.

Due to the fast walk, Suting began panting in front of Mudalali

Goring Mudalali-                    Are you dumb man? Have you seen a ghost?  
Hurry up and tell me how many people came to the party?

Upon the urge of Goring Mudalali Suting answered,

Suting- Not even a single person came to the party, Mudalali.

Goring Mudalali was astonished by the reply and Goring Mudalali got furious over Suting for lying, that not even a single man, as he being clearly heard the loudspeakers of the grand party.

Goring Mudalali-Be genuine Suting you didn't do the job I gave you? Where have you being? Surely you must have gone to 'Adding's' tavern.

Suting - Be patient Mudalali. I have been totally engaging in the duty you gave me. Let me explain. Be patient please.

Suting explained that he kept a rock on the road and the responses and utterances of those who knocked against it and escaped. Mudalali listened to Suting's boasting, with open mouth. Finally, Suting explained the decision of his testing.

Suting - So Mudalali, how many people got hurt their legs due to this rock. How many people escaped at the last minute? Every one blamed the others or rather the one who place it there. But no one thought of removing it for sake of others, thinking that it would hurt any other person who passes by later. None among them who had a kind charming heart to remove the stone. That is why I told you that no people came to the party.

Goring Mudalali, understanding everything properly went inside with a happy mind that the objectives of 'Aron's party were smashed.

You would clearly understand that the said fable denotes a deep logic about the importance of Community Participation in rural development.

## **8.2 MATTERS TO BE PAID ATTENTION FOR THE FULFILLMENT OF COMMUNITY PARTICIPATION**

Specially, The Community participation must be in a wider range in achieving the objectives of the community projects and the matters on which the community should pay attention have given below.

1. Get aware on the laws, rules and regulations pertaining to community project implementation using public funds.
2. Understand the manner of providing community support in project implementation.
3. Get proper awareness and prior preparation on the community requirements of the own village.
4. Make aware on the information of the government and non-government organizations that implement projects.
5. Form strong Community Organizations, which could implement community projects.
6. Get aware on the technical standards of construction such as minor scale rural roads, buildings.
7. Get aware on the public institutions to which the complains and problems regarding the wastages & corruptions and problems regarding technical standards of the projects implementing under Public funds could be submitted.

## **8.3 IMPORTANCE OF COMMUNITY PARTICIPATION IN THE EYES OF EXPERTS**

The following famous quotes would be helpful to you to understand the importance of responding to social economical and political activities in the society in which you live in more organizing manner and concerted effort.

- “You must be the change you wish to see in the world”  
(Mahatma Gandhi)

- “Coming together is beginning. Keep together is progress. Working together is success” (Henry Ford)
- “Community is the door-step to sustainability’ (Jayme Jerald)
- “There must be, not a balance of power, but a community of power; not organized rivalries but an organized peace” (Woodrow Wilson)
- “None of us is as smart as all of us” (Ken Blanchard)
- “We must all hang together or most assuredly we shall hang separately ” (Benjamin Franklin)
- “You have to do it yourself. You cannot do it along” (Nhat Hanh)
- “In every community there is work to be done. In every nation, there are wounds to heal. In every heart there is the power to do it” (Marianne Williamson)
- “People show more tendency to implement the decisions taken with their participation” (Kart Levin)
- The difference between what we do and we are capable of doing would suffice to solve most of the world’s problems” (Mahathma Gandhi)
- “Never doubt that a small group of thoughtful, committed people can change the world. Indeed, it is the only thing that ever has” (Margaret Meade)
- “If I have the belief that I can do it, I shall surely acquire the capacity to do it” (Mahathma Gandhi)
- “Ask not what country can do for you, ask what you can do for your Country” (John F. Kennedy)
- “TEAM – Together Everyone Achieves More” (Author Unanimous)

# 9. SOME TECHNICAL STANDARDS REGARDING THE MINOR SCALE COMMUNITY PROJECTS

## 9.1 CONCRETE MIXING RATIOS

Grade	Cement	Sand	Rocks/ Granite	Size of a rock
25 N/ mm <sup>2</sup>	1	1 ½	3	(19.0 mm)
25 N/ mm <sup>2</sup>	1	2	4	(19.0 mm)

(mm = mille meter / N == Newton / N/mm<sup>2</sup> = Newton per square meter)

## 9.2 IMPORTANT MATTERS ON MATERIAL USED IN CONCRETE

- Select clean and mud free river sand. A laboratory report could be obtained.
- When selecting metal, proper size should be selected. ie. The size of ¾, ½ etc (20 mm, 12.5 mm)
- Select the cement with Standard Certificate of Sri Lanka.
- Use pure water in mixing concrete.

## 9.3 CONCRETING ROADS

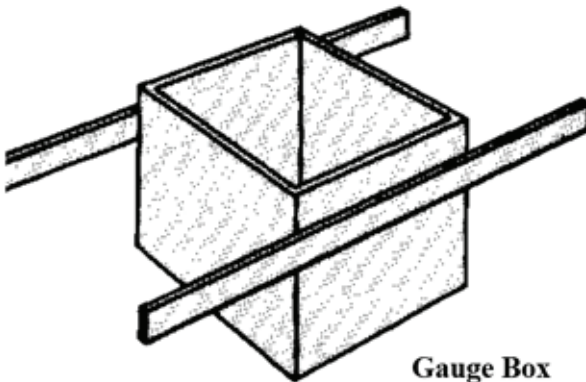
Attention should be paid on selecting the suitable grade of concrete required for roads.

- The number of vehicles used the road.
- Whether the area where the road is located is subjected to conditions like flood, ie. the overflow limit
- Strength of the foundation of the road



## 9.4 MATTERS TO BE PAID ATTENTION WHEN CONCRETING A NORMAL ROAD

- The sub grade should be properly compacted
- Put a layer of ABC mixture of 100 mm and compact. (whether to use ABC mixture or the thickness of it depends on the requirement)
- Before concreting polythene should be placed over ABC layer.
- Pre Stressed Iron Bars should be used in concreting based on matters like, weak foundation or flooding.
- Expansion joints should be placed at 10 feet distance in laying concrete.
- Using of a Concrete Mixer to mix concrete is more appropriate.
- After laying, it should properly be pocked.
- After concreting, it should be cured by pouring water. This should be done at least from 7 to 14 days in a correct manner.
- Transportation of vehicles to be avoided.
- It would be very much appropriate to use Gauge boxes to make concrete mixture.



**Gauge Box**

FIGURE 6

## 9.5 INSPECTING CONCRETE SAMPLES

- After seven days of concreting, Concrete Samples should be inspected (Test Cubes).
- In the concrete grade used for that purpose, there should be 65% Newton Grade and in 28 days, there should be a Newton Grade of 100%.

## 9.6 INTERLOCKING BLOCK PAVING OF ROADS

- Sub grade should be properly compacted
- Placing an ABC layer.
- Placing a layer of granite powder ( at least 50mm ) and compacting
- Paving Interlocking blocks.
- When placing two concrete beams in either side, it should be buried at least 6 inches deep to the underground and a 9 inches concrete belt should be placed.
- Put a layer of granite powder to the surface and fill the holes tightly with granite powder.

## 9.7 MATTERS TO BE PAID ATTENTION WHEN USING INTERLOCK



A block is in the size of  
220x 110x 80 mm  
This category is normally used  
for roads

FIGURE 7

- Attention to be paid on the quality as well as the size of the interlock blocks and its shape.
- The amount of Interlock needed depends on the category.
- The Interlock should be selected based on the road it used.
- Interlock paving has been categorized strength wise as 25 N, 40 N and 50 N
- The category of Interlock paving should be selected based on vehicle capacity, weight capacity.
- The shoulder of the road should be filled with soil especially for the protection of Interlock.
- The drains should be properly maintained in order to avoid the flowing of water the road.

## **9.8 MATTERS TO WHICH ATTENTION SHOULD BE PAID IN CONSTRUCTION ACTIVITIES**

- Pay attention on the material used in construction.
- Selecting the granite of appropriate size.
- Using engineering bricks (bricks that can absorb the required capacity of water).
- Using the cement with Standard Certificate of Sri Lanka
- Using mud or soil free river sand.
- Follow accurate rates in mixing the materials
- Always use pure water for mixtures
- Mixing, compacting and curing concrete always maintain the slandered strength.
- If filling of the foundation is required, properly compact the filling soil.
- Use 1st Grade local timber (Jack, Teak) or imported timber (Thulan, Balaw, Kempus)
- Roofing sheets, gutters must be with required standard
- Always use standard Bath ware for bathroom (American standard)
- Use of approved standard floor tiles (Rocel, Lanka Tile)
- Using skilled labour and proper supervision

## 10. ENQUIRIES AND COMPLAINTS

1. Divisional Secretary
2. Chairman of the Pradeshiya Sabha, Urban Council or Mayor of Municipal Council
3. District Secretary/ Government Agent
4. Assistant Commissioner of the Local Authority of the district.
5. Commissioner of the respective local Authority.
6. Senior Assistant Secretary (Investigation)  
Ministry of Public Administration and Home Affairs  
Torrington Place,  
Colombo 7  
TP. 0112696211 – 13, 011 2676433, Fax 011 2698429
7. Briberies and Corruptions Commission  
No. 36, Malalasekara Mawatha,  
Colombo 07  
Hot line; 1954  
T.P. 01125966362, 0112586257

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# **A Guideline on Community Projects Monitoring which are implemented by Public Funds**

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