

Sri Lanka

Joint Stakeholder Analysis of Urban Road Projects for Improving Project Implementation Management

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Outline and Objective

The objective of the Baseline Road Project (1) and (2) is to meet rising traffic volume in the Greater Colombo area by widening and improving the Baseline Road, the national road that runs through the City of Colombo from north to south. Large-scale road work in the center of the city involved land acquisition, resettlement, and diversion of numerous electricity lines, water pipelines and telecommunication cables buried underground and called for the involvement of many agencies as well as consideration for populations living along the road. Since the Road Development Authority (RDA), which implemented the

project, had no experience in such large-scale urban road project, it had to face a number of difficulties during the implementation process. As a result, many lessons were learned by RDA and other agencies.

In this study, ex-post stakeholder analysis was conducted for each (ex-ante, mid-term and ex-post) stage of the project to examine ways to manage the project efficiently and effectively and drew lessons for future projects of similar nature. The analysis was conducted jointly with stakeholders to strengthen Sri Lankan ownership and improve the quality of ex-post evaluation of the project.



The underpass is very popular among the local residents. Drivers also made positive comments on safer and smoother driving on the road.



A shop doing business in the remaining plot of land after part of the house was demolished to widen the road.



Houses in the resettled land were improved by a different project

Evaluation Methodology

1. Overview

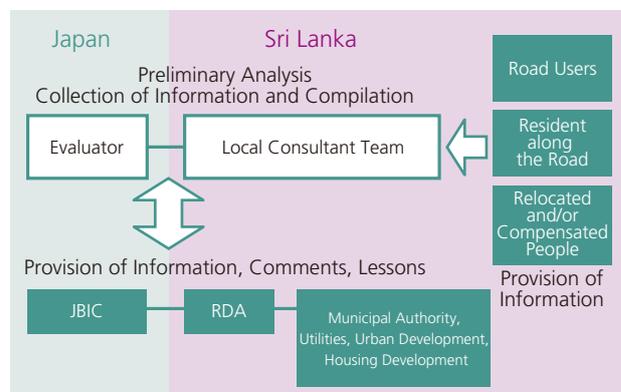
(1) Brief Description of Stakeholder Analysis

Stakeholder analysis is a tool for identifying and analyzing the interests, resources and resource mobilizing capacities of stakeholders, that is, the individuals and groups that can affect or be affected by the achievement of the organization's or project's objectives. It is useful for decision-making and thus employed as a means to increase the quality of organizational and project management. Usually, stakeholder analysis is utilized at the project planning stage to have its results reflected in the project plan or after project commencement to resolve newly emerged problems. In this evaluation, stakeholder analysis was conducted after project completion to examine jointly with the stakeholders an overall picture of how the interests of each stakeholder have changed from the planning to post-completion stage and how that has affected project performance.

(2) Procedures and Tools

After a review of literature, stakeholders were identified

Implementation System of Stakeholder Analysis (green: key stakeholders)



through consultations with the concerned agencies of Sri Lanka. Then a draft stakeholder matrix was prepared to provide an analytical framework after collecting information by conducting field interviews. A workshop was held where key stakeholders jointly reviewed the draft matrix and put together findings of the analysis.

(3) Implementation System

The evaluator and a local consultant team (Resources Development Consultants) headed by Professor M.W.A de Silva at University of Peradeniya collected information (through a review of literature and interviews) and made a preliminary analysis.*

Finally, a joint analysis was conducted by key stakeholders, including RDA, municipal authorities, and utilities such as the National Water Supply and Drainage Board (NWSDB), Ceylon Electricity Board (CEB) and Sri Lanka Telecom (SLT).

* This became subsequently the impact evaluation report of this project (see p. 74).

Stakeholder Matrix (abridged)

Stakeholder group	Interests in the Project	Resources	Resources mobilization capacity* (specifically for the Project)	Position	Implication to project performance
Executing RDA	-Road	-Legitimacy and status as Executing Agency -Hiring experienced contractors	Initially medium -Lack of experience, lack of coordinating capacity →Increased to high	Strongly supportive	-Project delays -Much improvement in Phase 2
Cooperating Utilities (CEB, NWSDB, SLT)	-Utility service provision	-Technical skills and experience in diverting buried utility lines	Initially low -Insufficient participation in the project -Difficulty in coordinating with other agencies →Increased to medium	Supportive	-Delays in the work on underground utility lines -Damage incurred from the project work
CMC	-Road -Utility service provision	Expertise and experience in traffic and sewer and drainage facility management	Initially low -Insufficient participation in the project →Increased to high	Supportive	-Troubles in sewer/drainage facilities -Difficulty in O&M of the traffic light system
NHDA with local NGOs	-Improve living environment in relocated areas	-Experience and skills in working with low income communities in Colombo	Initially low -Insufficient participation in the project -Difficulty in coordinating with other agencies →Increased to medium	Initially neutral →supportive after completion	-Initially living conditions in the resettlement site were inferior -Later improved
Donors JBIC	-Smooth project implementation	-Funding -Contacts with various agencies -experience from Phase 1	Initially low interest in research capacity of RDA →Increased to high -High involvement of representative office	Strongly supportive	-Initially, could not take effective measures against project delays -Later improved
Road users (including pedestrian)	-No interest at the planning stage	Using the road	Initially high; low after project completion -Congestion in junctions continues after completion	Initially neutral →supportive after completion	-Received many benefits -Aware of many improvements to be made
Affected people (including Relocated)	-Status quo or better life	-Consent or opposition to project -Resort to external assistance	High	Same as above	Same as above

*Resource mobilization capacity is the extent that such resources as experience, expertise, funds and political power possessed by the stakeholder will be able to be utilized for the project.

Evaluation Results

1. Findings

Given a broad spectrum of stakeholders in this project, there were various modes of involvement (interests and position with respect to the project) (see the stakeholder matrix above). First, there were agencies such as NWSDB, CEB and SLT that had their lines buried under the ground which influenced the efficiency of the project. Their interests in this project centered primarily on providing uninterrupted service to their customers, which is different from RDA's interests in maintaining and improving the road. As Phase I of the project did not pay adequate attention to the difference in interest, the diversion of underground utilities during road work was not well-planned and effectively implemented. Their diversion thus took an inordinate amount of time. The existing underground cables were also damaged by the road work or work on other buried utility lines. These factors caused project delays and incurred additional costs. In Phase II, close coordination took place among the stakeholders based on the experience of Phase I, which brought project delays to the minimum.

The Colombo Municipal Council (CMC) and the agencies related to land acquisition and relocation of the residents, including the Urban Development Authority (UDA), National Housing Development Authority (NHDA) and nongovernmental organizations (NGOs) affected project impact. CMC had responsibility for operating and maintaining the traffic lights and drainage facilities constructed under the project, but failed to participate adequately in the planning, which resulted in an adverse effect on the operation and maintenance of these facilities. Since RDA did not have any experience in large-scale urban road projects, difficulties arose in land acquisition and resettlement in Phase I. However, in Phase II, the residents were found to have a relatively higher level of satisfaction, as compensation and resettlement were more attuned to the needs of the affected populations by drawing on the experience of Phase I as well as the knowhow of the above agencies. Another finding worth noting is the role of JBIC in mobilizing external resources. Some section of the resettled site in this project was improved as part of another ODA loan project of JBIC (Kalu Ganga Water Supply Project for Greater Colombo) due to the efforts of JBIC's representative office in Colombo. Road users, who



Stakeholder analysis Workshop

were primary beneficiaries of the project, expressed satisfaction over the completed road, in addition to various comments and suggestions for further improvements. Although the interest of general road users and their views for or against the project did not emerge until the road work was completed, its effectiveness has been well recognized after completion.

2. Feedback

In February 2006, a workshop was held in Colombo to feedback the findings of this study to relevant agencies. On that occasion, discussions were held on the following needs as the lessons learned: (1) at the planning and design stage, sufficient coordination should take place among the agencies operating and maintaining the ancillary facilities to the road to formulate a feasible project plan; (2) in acquiring land and resettling residents, external resources having relevant knowhow should be mobilized proactively; (3) public information activities should be conducted to disseminate the voices of road users and to familiarize the relevance of the project to the general public with a view to increasing the support to the project. Based on these lessons, concrete measures to be taken by RDA in future projects of similar nature were put together as a checklist; the usefulness of stakeholder analysis was confirmed in road projects; and a resort to this analysis was proposed at the planning stage of future projects. Furthermore, the fact that stakeholders jointly engaged themselves in this analysis increased their sense of ownership in improving the Baseline Road. Therefore, there are hopes for the more efficient and effective implementation of its extension project (currently being planned) or other similar projects where the stakeholders of this project will get involved.

Excerpts of Lessons Learned regarding the Contract of Project Work

In this project, the work of diverting utility lines buried underground was done by contractors hired by respective utilities. The contractor hired by RDA for the road project thus found it difficult to have overall control of their work.

In future similar projects, it is advisable that the contractor of the road project and its subcontractors do procurement and works for diverting underground utility lines to enable the project contractor to facilitate coordination in the overall process of construction work. In this regard, a full assessment of the credit standing of the project contractor should be made to minimize the risk arising from technical and managerial inadequacies of subcontractors.