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THE SUSTAINABLE CITIES SRI LANKA PROGRAMME 1999-2004

From the Sustainable Colombo Core Area Project to a SCP National Capacity Building Strategy

SRI LANKA

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The Sustainable Cities Sri Lanka Programme 1999-2004

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Table of Contents

PREFACE

The Government of Sri Lanka launched the Sustainable Cities Programme (SCP) under the auspices of UN-HABITAT & UNDP in December 1999. The initial objective was to help three municipal councils located in the Greater Colombo Core Area to experiment with and develop institutional mechanisms and approaches to build participatory processes to environmental planning and management (EPM). The three municipal councils selected for the programme were Colombo, Sri Jayawardenapura-Kotte and Dehiwala-Mount Lavinia.

SCP's aim was to help these cities adopt a visionary approach to EPM and build the necessary institutional and human resource capacity to effectively employ such an approach. Recognizing the fact that building human resources, institutional structures and inter-agency linkages to efficiently and effectively address EPM in a sustainable manner is a difficult and time consuming task, the Programme adopted a long term perspective to realize its objectives through four distinct but inter-linked implementation phases. Currently, the programme is in its third Phase.

This publication is a review of the SCP's experience and impact in Sri Lanka during 1999 - 2004.

Sri Lanka

Chapter 1: The SCP Process

The development potential of cities all over the world is increasingly threatened by environmental deterioration. Aside from its obvious effects on human health and well-being, environmental degradation directly impedes the socio-economic development. For development achievements to be truly 'sustainable', cities must find better ways of balancing the environment and the pressures on it from human needs.

Environmental deterioration is avoidable

The SCP recognizes that the environmental deterioration is not inevitable. Although many cities are suffering severe environmental and economic damage, there are encouraging signs that deterioration is not a necessary evil or an inescapable outcome of growth. Mounting evidence from cities around the world shows that the fundamental challenge has to do with the urban governance, better planning and effective management of the urban development and human environment.

SCP - a participatory process model for Good Governance

The Sustainable Cities Programme (SCP) is a world-wide technical cooperation facility of UN-HABITAT and UNEP. It works at city level in collaboration with local partners to strengthen their capabilities for environment planning and management (EPM). It is a participatory process model to promote Good Governance. Employing a common conceptual framework tested in many countries, the Project adopts a style and methodology unique to each city to meet the city's specific needs.

Sri Lanka

The SCP stresses that properly planned and managed cities hold the promise for faster human development with safer environment. Good Urban Governance is the key.

SCP means Good Governance

Good Governance is characterized by the principles of partnerships, transparency, & accountability. The SCP supports improving municipal governance as a means to sustainable development. It also promotes gender parity as an integral aspect of the environment planning and management.

Stakeholder partnerships

The Programme's challenge has been to rally the key stakeholders to work together for effective change of attitude and behavior in EPM. Working group methodology has been found to be an effective tool for the purpose. The EPM process consists of a logical sequence of inter-connected activities with specific outputs.

Sri Lanka

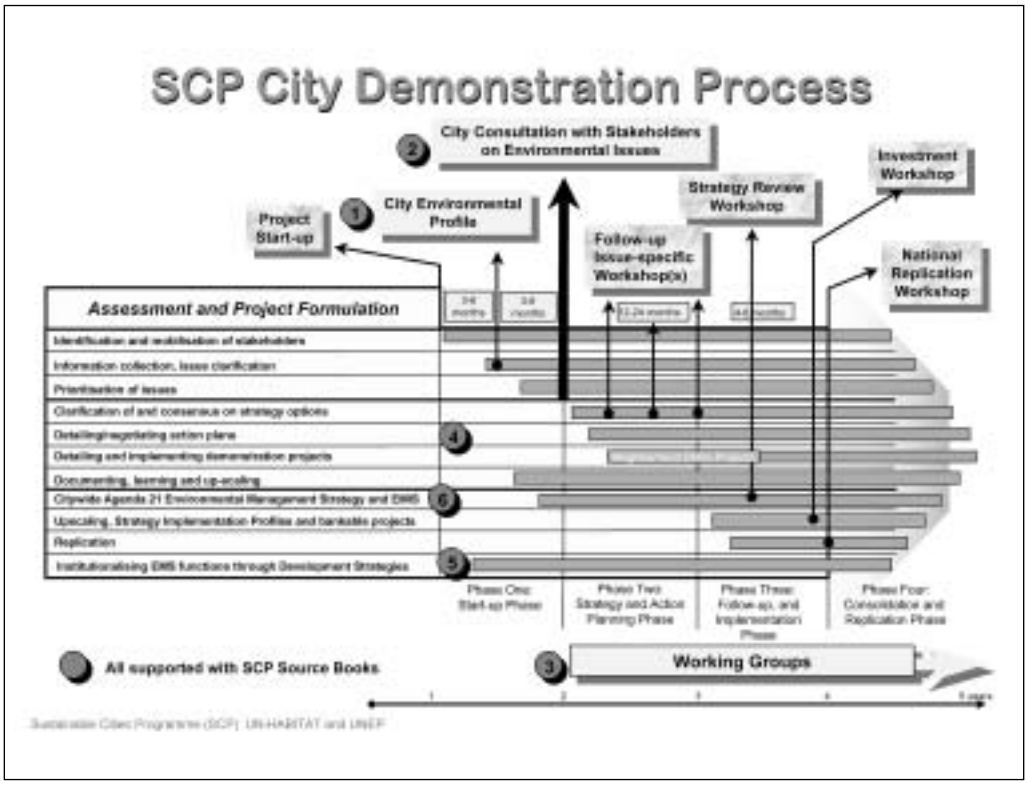
The global approach

The global approach of the Sustainable Cities Programme to effective environment planning and management comprises four distinct phase:

(I) Start-up,
(II) strategy building and action planning,
(III) implementation and demonstration and,
(IV) consolidation and replication.

The appended chart illustrates the SCP process clearly.

Illustration 1



CHAPTER 2: SRI LANKA

Sri Lanka is an island of 25,000- square–miles (65,000- square kilometers), situated at the southern tip of the Indian sub-continent. Seldom can one find a country of this size with such ethnic, cultural, climatic and environmental diversity and uninterrupted documented history of 2500 years. Marco Polo declared that "it is the finest Island of its size in the world'.

Illustration 2: The Map of Sri Lanka

Sri Lanka's population is 18.7 Million (2001) of which the urban population accounts for 2.5 Million (13.6%). However, these figures hardly portray the true urban character of the country due to insufficient legal definitions employed for enumeration. After the 1987 Thirteenth Amendment to the Constitution, only the Municipal Council and Urban Council areas are counted as urban. Many other large urban settlements conglomerated into primarily rural Pradeshiya Sabhas are not counted as urban. If those urban populations too, are included, the share of urban population will be double.

Sri Lanka

Sri Lanka occupies a unique position among the developing countries; its human development index is the highest in South Asia. It exceeds that of many wealthier countries.[1] This level of human development has been achieved through the provision of universal access to health and education and continued investment in the social sectors such as roads and telecommunications.

The economic development, however, has lagged behind social development[2]. Sri Lanka is a middle income nation with a per capita GDP nearing US$ 1000. Nearly 80% of the population resides in the countryside. Almost 40% of the labor force is employed in the agricultural sector[3].

Examining the planning needs of the commercial capital – Colombo, the Cabinet of Ministers in July 1998 approved the combination of three neighboring municipal council areas as one planning unit titled the Colombo Core- Area. The areas included the Municipal Councils of the City of Colombo (CMC), Dehiwala Mt.Lavinia (DMMC), Sri Jayawardenapura- Kotte (SJKMC) and a few other smaller local authorities in the Colombo District.

Colombo Municipal Council, established in 1866, is a sea port and a trans-shipment hub in the South Asia. Its 2001 population is 642,163 inhabitants. The annual population growth rate is 1.14 percent. An estimated number of 400,000 people commute to the city daily from other areas. The city administration is divided into 6 administrative districts and 47 wards. There are 15 standing committees of elected

[1] An overview of the urban sector/ formulation of the urban sector policy Framework (USPF)
[2] Sri Lanka poverty reduction Strategy (PRS)
[3] IBID

Illustration 3: The Colombo Core-Area

representatives. In addition, the Mayor has appointed 15 advisory committees to eliciting people's participation in decision making. Colombo has a long history of participatory planning dating back to 1979 when Community Development Council (CDC) system was introduced in 300 low income settlements covering nearly 100,000 people.

Every Wednesday the municipality organizes a Public Day for the citizens to approach the Mayor and the heads of departments directly. This exercise is now replicated by many other Municipal Councils. There is also a Mayors Forum for occasional consultation and advice.

The existing basic urban services such as water, sanitation and sewerage facilities installed over half a century ago are now stretched to the maximum. Solid waste management in peripheral areas is inadequate. Heavy traffic snarls, air and noise pollution are annoying environmental problems. 50% of the city population lives in under-serviced low income settlements.

Sri Lanka

Sri Jayewardenapura Kotte (SJKMC):With the shift of the Parliament from Colombo to Kotte in 1978, the city was elevated as the administrative capital of the country. Kotte was in fact the capital of Sri Lanka during the 15th century before the advent of the colonial powers. In effect this is glory regained.

Kotte covers 17.04 km2 and has a population of 115,826 (Census 2001). Though it is emerging as the administrative centre, it still retains the character of a residential city for the middle & high income groups. The area is endowed with lakes, canals and wetlands and is rich in bio- diversity. Kotte was raised to municipal status only a decade ago and, therefore, has limited experience in municipal administration and operational management of urban basic services. Compared to Colombo City, its organizational structure is fairly simple. Absence of sewerage system, insufficient storm water disposal drain network and burgeoning solid waste problems are its main problems.

Dehiwala Mt Lavinia Municipal Council (DMMC): Dehiwala Mt. Lavinia is situated ten kilometers south of Colombo along the coast. It is a popular beach front in Sri Lanka.The DMMC covers a land area of 21 sq. kilometres with a population of 209,787. It also caters to an additional migrant population of about a 100,000 a day. Dehiwala Mount Lavinia is a commercial and industrial centre as well as a famous tourist destination.

DMMC has 29 municipal wards. A large number of unplanned low income settlements are located within the city especially on its beach and low-lying areas. The environmental condition of DMMC is complex and is exacerbated by the presence of a large number of Industrial processing units and resultant high pollution of air and water bodies. Solid waste and a lack of capacity to maintain sewerage disposal systems are some of the main problems.

Chapter 3: SCP Implementation in Sri Lanka

The Government of Sri Lanka launched the Sustainable Cities Programme (SCP) in December 1999 under the auspices of UN-HABITAT and UNDP. It adopted a four-phased implementation strategy and was called the Sustainable Colombo Core-Area Project. The main focus of the programme was on capacity building, institutional strengthening of the three urban local authorities and building public-private-popular partnerships for improved urban governance.

The SCP programme is a logical continuation of several urban initiatives previously supported by the UN-HABITAT in Sri Lanka such as the Governments' Urban Management Programme (UMP) introduced in 1997 and the City Development Strategy (CDS) Programme of 1999 – 2000.

The initial program document was negotiated with the Government of Sri Lanka by UN-HABITAT. A Senior Technical Advisor from UN-HABITAT Nairobi helped conceptualize the programme strategy. UNDP-Colombo programme office assisted the process and helped establish the necessary links with the government at different levels i.e. the Provincial Council, the National Ministries and the Municipal Councils.

Phase One (1999-2001): Start-Up and Demonstration

SCP Implementation start-up process

The programme was initiated and coordinated by a National Level Project Support Committee and a Provincial Level Coordinating Committee. A National Technical Adviser (NTA) appointed by UN-HABITAT spearheaded the implementation.

After the initial visits by the Commissioner of Local Government (CLG) and the National Technical Adviser (NTA) to municipal councils and the orientation of the Mayors and senior staff, a motion was adopted by each council to implement the SCP programme. Though the SCP global guidelines require immediate setting up of an EPM unit within the city administration, this was done much later in the three cities.

The programme was monitored through the Department of the Commissioner of Local Government of Western Provincial Council under the guidance of the Ministry of Housing and Plantations Infrastructure. A Project Support Team (PST) was set up at the Ministry and regular reviews were held under the chairmanship of the Chief Secretary of the Provincial Council.

In each city, the Municipal Commissioner was assigned as the Project Director with the Chief Municipal Engineer or the Chief Medical Officer assisting as Project Manager. To help and facilitate them, an Environment Planning and Management (EPM) Unit was set up. Despite the low budgetary inputs all three municipalities evidenced great enthusiasm in the initial stages. As required the three municipal councils allocated municipal funds to the project as matching grants.

Sri Lanka

Operations center for coordinating the project

The CMC established a well equipped EPM unit which served as the operating center for the Core Area. A GIS facility was also installed in the unit. The other two Municipal Councils too apportioned new office space and set up Project Support Units which again were equipped with project funds.

The City Profile

The planning process commenced with the compilation of the City Environment Profile which collated the available city-specific data. A reputed consultancy firm was commissioned to work with a team of senior experts to compile the profile. Within a few months, a composite Environment Profile of the three cities was compiled. The Profile highlighted solid waste management and communicable diseases due to unsanitary environment as the main issues. Its summary was shared with the stakeholders.

However, it was felt that such outsourcing of documentation reduced the sense of municipal ownership of the document. The Profiles should have been better done by the local authorities themselves by assigning few of its senior officers for the purpose.

Stakeholder Inventory

The three Municipal Councils were helped to identify, mobilize and engage key stakeholders of the city into a consultative process. For the first time, in most cities, the administrations were able to inventorise and prepare a comprehensive list of major stakeholders of the city. Using SCP Tools each city prepared a stakeholder inventory explaining the reasons for inclusion of each partner as a city stakeholder. They were initiated to the city consultation.

City Consultation

A formal Core-Area City Consultation was held to discuss the findings. This was followed by three mini consultations held in each city. The 2 day city consultation held in 2001was a major event in the EPM process. It brought together the city stakeholders to help identify the key urban issues for immediate action and to help mobilize political and administrative support for the programme. To sustain undivided interest of the participants, future City Consultations must be made a single-day event.

Working Groups

The three councils enlisted the major stakeholders into several issue-specific Working Groups (WGs) which held regular discussions to plan and implement innovative actions to address the identified issues. The WGs analyzed the problems and proposed strategic ideas to address each issue.

Demonstration Projects

With the help of SEVANATHA - a non-governmental urban resource centre, these ideas were translated into small-scale demonstration projects to test the new technical and administrative approaches. Chapter five illustrates the demonstration projects in detail.

Illustration 4: Distribution of bags to collect recycling material

The WGs planned and monitored the implementation of demonstration projects. Systematic progress reporting mechanisms and formats were also developed and introduced through PST. The demonstration projects so developed and implemented were:

Colombo

- Mobilization and popularization of metered water supply connection to nine (9) low income communities to reduce non-revenue water.
- Green Star Homes Project (GSHP) promoting cleaner environs and improved household sanitation.
- Management and improvement of the City's Air Quality.
- Improvement of Water & Sanitation facilities at Weligodawatta low-income settlement.
- Limited Introduction of compost barrels.

Dehwiala – Mount Lavinia

- Waste Collection and sorting centre at Badowita low income settlement.
- On-site resettlement of Beach community in Dehiwala.(later abandoned)

Sri Jayawardenapura – Kotte

- Introduction and popularization of the use of compost bins to reduce the volume of disposable household waste.
- Waste Collection and sorting centre at Beddegana.
- Introduction of Bio-gas technology to utilize market waste.

Two of the demonstration projects were abandoned during this phase for lack of progress. Colombo abandoned the composting project due to its 2001 decision to privatize the solid waste collection and disposal. The Dehiwala Beach resettlement project became a non-starter due to a lack of institutional support.

Phase Two (2002-2003): Strategy Development & Action Planning

State commitment

During phase II, the Ministry of Housing and Plantations Infrastructure, recognizing that 'learning by doing approach' of SCP falls in line with its core role of urban support, started playing a leading role in SCP implementation. Concurrently the Ministry of Home Affairs, Provincial Councils and Local Governments (MHAPC&LG) also increased its support to the program, documenting good practices for policy discussions.

The Ministry of Housing and Plantations Infrastructure assigned a Senior Director and three technical officers to oversee the SCP implementation on full time basis. Similarly, the Ministry of Western Regional Development, too assigned a Senior Director on part time basis to coordinate SCP implementation. The team was made responsible for guiding and coordinating the programme. Each officer was allotted a certain number of cities for regular follow up. Their collaboration was a positive result of SCP awareness creation and partnership building effort. The project support Team became very active at this phase.

Ten new cities

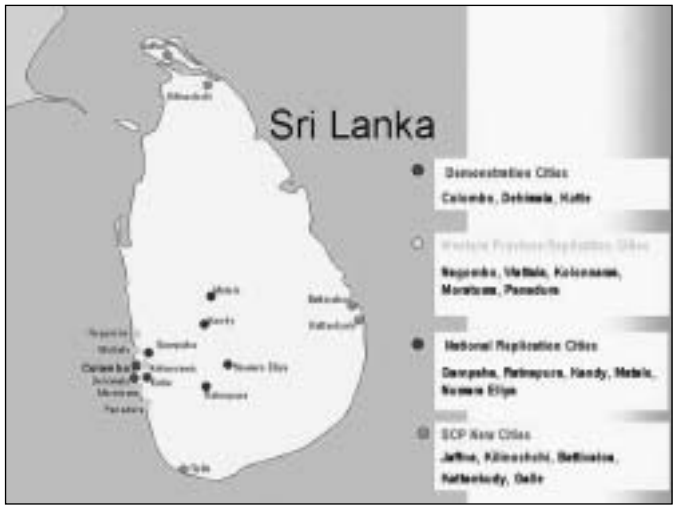
During this phase, the SCP supported the replication of the initial experience. Coverage was gradually extended to additional Municipalities and Urban Councils in 3 provinces after the SCP National Replication Workshop in October 2001 and a similar workshop organized by the Western Provincial Council in December 2001. Encouraged by the results of the demonstrations, there was pressure to extend the SCP to their cities.

Consequently, towards the middle of this phase 10 more local authorities were brought under the SCP umbrella. An NGO- Management Resources for Good Governance (MaRGG) was enlisted as the second National Partner Agency to assist in the expansion. The ten cities added to the programme during this phase were:

Western Province	Central Province	Sabaragamuwa Province
• Negombo MC • Moratuwa MC • Panadura UC • Wattala UC • Kolonnawa UC • Gampaha UC	• Kandy MC • Nuwara Eliya MC • Matale MC	• Ratnapura MC

While the methodology was similar, the demonstration projects identified in the 13 local authorities varied in nature, size and replication. In some, the EPM process was strictly adhered to while some others under compelling circumstances such as staff limitations, short cuts were found to achieve the expected results. In some cases, having a working group for each identified issue was not possible because it meant the same group meeting under different labels.

Illustration 5: Phases of Urban Local Authorities



Institutional capacity building

The three municipal councils received UN-HABITAT assistance to strengthen their environment planning capacity with a new GIS/EMIS facility and training. In Phase ii the EPM Units were renamed as Good Urban Governance (GUG) unit with broader focus on governance issues and institutional strengthening.

Human resource development

During this phase there was a concerted attempt to bring structure and direction to SCP training programmes. Two training institutions viz. Sri Lanka Institute of Local Government (SLLIG) and the Centre for Urban and Regional Planning (CURP) - were co-opted to help train the SCP local authorities in EPM process. In the process SCPs capacity building initiative helped strengthen these two training institutions. It provided GIS facility and a web site to SLILG improving the training infrastructure.

Phase Three (2004-2005): Implementation, Up-scaling and Replication

Phase III has been concentrating on up-scaling and consolidation of the initial experience. Whilst trying to encourage city-wide application of lessons in the 13 cities, the programme made plans for further extension to five more urban centers including the North, East and the South thus increasing the number of SCP cities to 18. Though consolidation and replication was originally designed to take place in the forth and final phase of SCP, it really began in Phase II.

Some of the projects such as Kotte's composting and bio-gas have had limited up-scaling in the city. However, the lessons of these two initiatives and the recycling centre at Badowita at DMMC were picked up by the environmental authorities on national level policy planning for solid waste management. Several other municipalities such as Negombo, Wattala and Matale have studied and emulated the experience.

The Air Quality Management initiative of the CMC generated an unprecedented interest among some national agencies. The Central Environment Authority took up the coordination responsibility. A Non-SCP city in the South too, made an attempt to replicate the experience on its own.

The Green Star Homes project was further expanded as a Green Settlements programme broadening its operational focus from homes to embrace the total localities citywide. The non-revenue water reduction initiative has prompted the National Water Supply and Drainage Board (NWSB) to incorporate the methodology as an integral part of its urban water supply strategy.

Proposed Phase Four: Institutionalization

The Programme envisages a final Phase IV to institutionalize the SCP experience and lessons to ensure sustainability. This Process has already begun under Phase III with special emphasis on capacity building and consolidation of the EPM process. The capacity building strategy aimed at effective institutionalization and sustainability of the program has been featured in the next chapter.

Chapter 4: SCP Training & Capacity Building Strategy

Sri Lanka

The Background

The project focuses on building local government capabilities to promote and sustain cooperative efforts, consultative processes and public private partnerships. Participatory practices are not entirely new to Sri Lankan Local Government scene. CMC has had some experience in promoting and coordinating community participation methodologies since 1979. Yet, over time, the Council lost its moorings in those participatory approaches. By 1990s the process that CMC pioneered in Sri Lanka was forgotten. To the other two local authorities working group and participatory mechanisms were a totally new concept. It captured their imagination but soon they realized that working with communities needs a completely different set of skills and attitudes. Such was the environment into which the SCP introduced the consultative WG process.

Capacity Building being one of the main foci of SCP, the programme attempted to build Local Government Capacities in three stages.

1. Initial SCP orientation (1999-2001)
2. Formalization of Capacity Building as a National Strategy (2002-2003)
3. Improved Capacity building strategy (2004 onwards)

Initial SCP Orientation (1999-2001)

In the first two years, the project organized a series of training programmes on participatory methodologies. Until 2002 the orientation training in EPM Process was given by the SCP Project Support Services team under the leadership of the NTA and the Western Province Council's Commissioner of Local Government.

A training needs survey that was conducted during this phase revealed that capacity building must be a comprehensive exercise and not a piecemeal effort. The need assessment was based on the findings of a SWOT analysis and the experience in demonstration projects. The findings led to the formulation of a Capacity Development Action Plan which called for more intensive and long term training.

Formalization of Capacity Building (2002-2003)

SCP Capacity Building on a strategic plan was started in January 2003. This brought direction and structure into the SCP training and capacity building.

As explained earlier, The SCP Project Support Team (PST) identified two national level organizations, i.e. the Sri Lanka Institute of Local Governance (SLILG) and Centre for Urban and Regional Planning (CURP) to assist in the training work. The former is a state-sponsored organization while the latter is the training arm of a professional non -governmental body-Institute of Town and Country Planners of Sri Lanka.

These two agencies were assigned the task of implementing the Capacity Development Action Plan. While SLILG focused on building technical capabilities including the

training in EMIS the CURP specialized in training on social mobilization and participatory methodologies.

Initially, the EPM process training was limited to one day briefings held in new cities and limited overseas training provided by the UN-HABITAT. Later a national level training programme was developed introducing the EPM. This resulted in the following division of roles:

Illustration 6: Sri Lanka Institute of Local Governance

CURP: EPM process modules	
1. Introduction to participatory planning	5. City consultation
2. Working group operations	6. Participatory budgeting
3. Community action planning	7. Benchmarking
4. Stakeholder identification and city profiling	8. EMIS

SLILG: Management & organizational development modules supportive of EPM process	
1. Group Dynamics	7. Management Information System
2. Motivation	8. Social Mobilization
3. Communication	9. Action Planning
4. Effective Meetings	10. Organizational Development
5. Productivity Improvement	11. Conflict Management
6. Project Management	12. Monitoring and Evaluation

National Training Co-coordinator
EPM, SWM: Biogas, composting, recycling, Waste water treatment management: technical and community development training In collaboration with Open University Sri Lanka, private training consultancy companies (BCS, IBMC), and government agencies (NWSDB)

Strengths of the training programme

- SLILG with its capacity development mandate and direct access to Local Authorities was seen as a strategic ally. It was expected to work closely with Provincial Councils' Management Development Training Units (MDTUs). The proposed strategy emphasized the need for strengthening the eight MDTU's as local government training and research centers.
- The EMIS/GIS unit set up at SLILG with the assistance of UN-HABITAT serves to further strengthen the capacity building. The new web site also will be a strong asset to develop and disseminate good practices data.
- The SLILG research division receives support from several universities in strengthening 'action research' in SCP related projects developed for local authorities. Using the data it developed SCP training modules for local authorities.
- CURP has a mandate to train physical and urban planners. Its' target group of young planners from the UDA and the National Physical Planning Department (NPPD) is a potential strength for SCP programme. The CURP being the training arm of the Institute for Town Planners in Sri Lanka has access to over 300 experienced planners.

Deficiencies in the Training Programme

- SLILG and CURP depended mostly on external resource persons for EPM training. As a result, in the initial period, they were not too familiar with EPM process and good governance principles.
- The duration of training workshops were too short for real impartation of attitudes and skills.
- There was no coordination between the EPM training and non EPM training programmes which SLILG and CURP conducted for local authorities.
- The MDTU's in most Provincial Councils were not much involved in EPM training in Local authorities.
- Most Municipal councils do not have training officers.

There is a need to strengthen the capacity of the two national partner institutes to assist the local authorities in employing and institutionalizing the SCP good practices. Two partner institutions are expected to play an important long term role in institutionalizing the EPM process.

Local government capacity building strategy

SCP's capacity building initiative has helped the two Ministries understand the importance of developing a full-pledged programme of local government capacity building. Hence, the Ministries have now formulated a Local Government Capacity Building Strategy which will soon come into effect. There will be gradual transformation of the two agencies into national training centers of excellence.

Introduction of UGSP Capacity Building Strategy (2004 onwards)

Background and rationale

Based on the findings of the Capacity Development experience of the previous phases of SCP implementation, a new strategy was formulated in 2004 with the help of Institute for Housing and Urban Development Studies (IHS), the Netherlands. The new strategy has been based on the draft of SCP initiated National Policy and Strategy for Capacity Building of Local government formulated in 2003. As the new strategy is prepared in keeping with the guidelines of the National Strategy, it could play a supportive role in the implementation of the National Policy.

The objective of the SCP capacity building strategy is to further strengthen and empower the local authorities to perform their urban services better. The strategy adopted is threefold:

1. Empowerment of Trainers through orientation and training of Trainers (TOT) programmes on EPM approaches, Good Urban Governance principles, and poverty reduction strategies.
2. Improvement of the design, methods and content of training modules, and enrollment of more trainers.
3. Community capacity building to encourage them develop partnerships with the Local Authorities.

The new UGSP strategy has also set a target to increase the share of women's participation in training programs to at least 40%.

Highlights of the UGSP strategy curriculum development

- A comprehensive curriculum that includes 10 well-structured workshops with new and improved modules has been developed. Each workshop or training programme includes an average 5 modules. Altogether there are 54 modules. The ten workshops are:

Workshop	Title and link to EPM process phases
1	Introduction on EPM, Good Urban Governance principles and new participatory planning approaches for officials and officers
2	Good Urban Governance principles
3	Cross cutting issue throughout the EPM process and urban development (starts with TOT programmes)
4	Stakeholders participation, partnerships and priority setting Improving data and expertise for strategy development and decision making
5	Information management Improving data and expertise for strategy development and decision making
6	Change management and organizational development for elected members and officials (This workshop supports the previous 4 workshops, as attitudinal change and improved organizational structure enable the introduction and institutionalization of EPM).
7	Improving strategy development and decision-making.
8	Public relations and performance improvement. (This workshop supports the first 4 workshops, as an improved organization is the prerequisite for institutionalizing EPM and good governance principles)
9	Improving and implementing strategies
10	Project management & monitoring and evaluation

- Introduction of additional Capacity Building partners.
- Introduction of Training of Trainers (TOT) programmes.
- Support the MHAPC&LG to strengthen their institutional capacity for training and establish the post of training office at the municipal level.
- Setting up of a National Committee to co-ordinate SCP training and to support the National Committee for Local Government training in facilitating its activities.
- Promotion of City to City Exchanges.
- Implementation of Local Authority Capacity Building Strategy and ensure that MDTU's develop a training action plan for each LG to utilize 4% of the annual budget available for training.
- Involvement of media for marketing SCP training & EPM process and promote donor co-ordination

Chapter 5: Demonstration Projects

Sri Lanka

Introduction

SCP initiated a series of small-scale demonstration projects to test the Environment Planning & Management (EPM) approach and to show the feasibility of SCP process in Sri Lanka. This chapter seeks to highlight and review six such demonstrations.

SCP supported demonstrations are small-scale projects that apply EPM tools and instruments through the municipalities to show discernible results of the process. They focus on major urban issues that have been identified as priority problems during city consultations. The majority of these demonstrations are connected with the environmental & solid waste management issues. Although their immediate impact was felt only locally, the Sri Lankan demonstrations were crucial in shaping and sharpening new municipal strategies to address priority problems through stakeholder participation.

Green Star Homes Project (GSHP)

Every year after the rainy season Colombo city was used to experience an outbreak of dengue fever resulting in not only the loss of lives, but also lower productivity and thus loss of money. Under the Chief Medical Officer of Health, a working group was established comprising members of the Public Health Department, the SCP Project Manager and the National Training coordinator to develop a project to fight dengue fever.

In the Green Star Home Project, residents were encouraged to clean their homes compounds and back yards Once checked and proved clean, they received a prestigious green star award sticker that indicated a clean and healthy home.

Illustration 7: Green Star

The Green Star Homes Project (GHSP) that commenced in July 2001 was a city wide environmental sanitation improvement project that covered the entire residential population of 642163 in the city. The CMCs Public health department launched a mass public education, social mobilization and community surveillance to address the problem at its root. The new methodology was to declare well maintained residential premises as environment friendly. The project used a six (6) point indicator system for the purpose.

The 6 points were (1) House and compound clean and free of garbage and debris (2) Absence of places prone to mosquito breeding places and water puddles. (3) Premises clear of overgrown rank vegetation (4) well groomed trees, bushes & hedges (5) clean road frontage (6) well maintained drains & gutters.

The project set up a working group. The Public Health department played the lead role

and constituted the core action group. Written notice was given to all households which adequately explained the six criteria for their strict compliance. Comprehensive media coverage was also given. A large number of volunteers were engaged from among the council staff and from external agencies and schools. The project teams visited and inspected over 23,000 premises in the city, applying the said six indicator yardstick. The teams revisited the houses to ensure that people understood and applied the transmitted messages. Where the households had failed to meet the set criteria, the teams followed up, educating them further. Those who failed or refused to conform were first warned and then charged under the municipal regulations on the prevention of vector-borne diseases.

Applying the six criteria, the environment friendly households were selected and declared "A Green Star Home". A Green Star Home sticker was displayed on the gate or on the front wall of the premises in recognition of the effort of the households to keep the place clean.

Number of teams visited	200
Number of volunteers help in the inspection	600
No. of premises inspected	23085
No. Issued with Green star Sticker	4337
No. of notices issued	2194
No. of mosquito breeding places found	5459
No. Taken to courts	377

In addition city-wide spraying of chemicals on garbage dumps, neglected bare lands, underground drains, marshy lands and all other veritable breeding grounds for mosquitoes was conducted.

As evident from the following table the project was able to contain the number of incidents of dengue in the two years that followed the launch. However, the number reported increased to 1014 in 2004 which is due to dengue reaching epidemic proportions island wide in that year. There is no doubt that this number would have increased tremendously if it was not for this project.

Year	Number of cases reported
2000	224
2001	332
2002	297
2003	271

The Impact

- The project proved effective in enhancing the environmental conditions of the city reducing the vulnerability to mosquito breeding and containing the number of dengue patients.
- It also created an unprecedented civic awareness and commitment to clean environments and community municipal understanding.
- As most of the cases were reported from schools, the Healthy School Campaign funded by WHO was initiated in January 2003, and solid waste collection and disposal system of the city was revamped and improved.

It also proved that;

- Successful implementation of environment projects need mass public support, community participation and strict law enforcement.

- Inter-sectoral approaches, institutional partnerships and community participation are the key for sustainable development.
- Legal and institutional structures of the local authorities too, must be strengthened.

Due to reduced number of hospital patients, a saving of approximately US$ 28,000 is expected for the Government. The new awareness and commitment has helped municipal collection of waste and reduced the pollution of nearby canals.

After 3 years the Project continues with annual public awareness campaigns. While the sticker scheme has not shown sustainability having lost the initial penchant that the residents had for it, the Public Health Department is continuing with the public education and awareness work throughout the year using the departmental cadres of the Public Health Education Unit and the Curative Health Department students. This year the project continues with schools as centre points. The students check all premises located within the radius of 50 meters for cleanliness.

Meterization of Water in Low Income Areas

The poorest settlements of Colombo are not adequately covered by sewerage, drainage and water supply systems. Moreover, the existing networks are severely overstretched and handicapped to serve new areas. Due to lack of ownership, public taps are untended, leaking or continuously running throughout the day resulting in a huge loss of costly treated water. The Colombo Municipal Council's demonstration project under the Sustainable Cities Programme was aimed at reducing the cost of supplying free water to the poor areas by mobilizing the poor households to obtain own private water connections to their homes and thereby gradually withdrawing the free roadside water taps and other common amenities.

The Non Revenue Water Wastage Reduction (NRWR) Project was aimed at reducing the volume of wasteful utilisation of treated & costly municipal water provided free of charge to the low income settlements of the city. This service was called "non-revenue" because water supply did not bring any revenue to the MC. The project demonstrated that, with attractive subsidies, participatory & interactive decision-making, effective public awareness creation and proper motivation, poor communities could be persuaded to obtain metered water connections to their private homes without depending on the road side stand posts for drinking, ablutions and bathing.

These public taps originally meant to serve the poorest groups have long been used indiscriminately by not only the poor but also the transport agents, construction contractors, passer-by workers thereby causing considerable leakage, critical wastage and consequential loss of revenue to the municipality.

Working with nine (9) communities in different locations, the project organized and mobilized a total of 277 households into resident associations and through working group mechanism educated and encouraged them to obtain their own water connections that they too perceived would, increase their legality of ownership, social status and privacy. The residents volunteered their free labor in digging the trenches and helping the Municipal council workers laying the pipelines. Un-metered stand posts were gradually withdrawn.

The Impact

- As a result, there was a drastic reduction in the volume of non-revenue waterconsumption, which is directly due to the prevention of excess use and wastage. The volume consumed per month had significantly come down from 12.123 M. litres to 5.680 M. Litres from 2002-2004.
- There was also a noticeable improvement in the social harmony and living conditions of the community.
- Following the success the National Water Supply & Drainage Board up scaled the initiative under a special project titled "Randiya Non- Revenue Water Project", Randiya means "valuable or golden water"

Weligodawatta Community Development project (WCD)

The WCD project was an effort to improve the environmental sanitation and social cohesion in a large slum settlement. Based on the places of origin from where the different ethnic and social groups migrated to this colony a generation ago, the community remained divided. Each group vied to protect its identity. Therefore, collective bargaining at the municipal level for basic services was not possible. This project demonstrated the organisational capacity of the poor helped federate different resident associations and societies into one, in the end becoming a voice and a force that the municipal system would reckon and trust. Community action planning was done and major environmental issues were identified. The assistance of respective municipal departments such as water supply and drainage was mobilised to help implement the plan.

Illustration 8: Open dumpsites and stagnant sewerage in Weligodawatta

Weligodawatta is a heavily congested large low-income settlement situated in the North of the city, on the bank of the Kelani River. There are about 500 residential units, with about two to three families with at least 10 members living in each unit. The community was completely neglected and deprived of basic urban services. As a result the waste were strewn all over on the roadside and drains. Drains were frequently clogged with waste and stagnating water. The area was easily inundated after a heavy rain. The pipe borne water pressure was slow due to illegal tapping of the water line at different points which had led residents to dig underground sumps to collect water at very close proximity to septic tanks. Sanitary situation had appallingly deteriorated. Mosquito breeding was rampant and septic tanks were over flowing.

The demonstration project was initiated after forming issue specific working groups which included the relevant departments of the CMC, Weligodawatta Community Development Council (WCDC), National Water Supplies & Drainage Board (NWSDB), National Housing Development Authority (NHDA), Sri Lanka Land Reclamation Development Corporation (SLLRDC) Open University, and three NGOs.

The Impact

- Reduction of Solid waste through compost bins.
- Provision of metered individual water connections at subsidised rates
- Avoidance of water stagnation through clearance of open drains with community participation.

- Removal of unauthorised constructions through community consensus.
- Improvements to infrastructure by repairing the damaged culverts and small bridges through 'self help' programs initiated by the youth of the area.
- Resultant prevention of floods during heavy rain.
- Overall improvement of environmental and sanitary conditions.

Urban Air Quality Management Project (UAQM)

Rapid population growth and increase in commercial and social activities have made an unprecedented increase in the demand for mobility with consequential increase in the number of motor vehicles entering the city daily. Traffic congestion on the streets and deterioration of air quality has rendered the health of the residents of the city as well as that of commuters vulnerable. Air pollution is an inevitable consequence of rapid urbanization, but it could be kept at an acceptable minimum level if the urban authorities are prepared to enforce the environmental standards and the citizens are educated and persuaded to cooperate.

Illustration 9: Colombo City

UAQM project is a technical initiative to improve the air quality of Colombo City. Like the GSHP, this project too, was successful in engaging the attention and capturing the interest and commitment of ten related agencies including the Ministry of Environment, the Central Environment Authority, the Department of Meteorology and the Department of Police. Through extensive collaboration, the project created public awareness on air quality, the lead-content of petroleum products and the emission of fumes from motor vehicles. Rules pertaining to vehicular emissions and public display of the lead content in each product at petrol stations throughout the city were strictly enforced. As a result of the demonstration, the initiative was soon transferred from the CMC to a national level task force under the Ministry of Environment.

The Air Quality Working Group (AQWG) consisted of the Deputy Chief medical officer, Superintendent Engineer of Traffic Division, Director municipal workshop, Chairman & the Secretary to the Standing Committee on Environment, and the city analyst. Director Environmental Pollution Control of Central Environmental Authority (CEA) Director Air Pollution Control & Global Affairs of Ministry of Forestry & Environment (MFE), National Building & Research Organisation (NBRO), Senior Examiner of motor Vehicles-Department of Motor Vehicles, Automobile Association of Sri Lanka, Director Urban Development Authority and Community Leaders. The AQWG was re- named in 2001 as Clean Air Initiative (CAI) to fall in line with the Clean Air Initiative for Asian Cities.

Short & mid term strategies (2001-2004) adopted to reduce the air pollution included the restructuring of roundabouts and bus bays, segregation of pedestrians, synchronisation of traffic lights, greening of the city and mass awareness campaigns against use of leaded petrol. Compulsory inspection & maintenance of vehicles, banning of leaded petrol, banning of two stroke three wheelers, implementation of fiscal policies on fuels and vehicles, drafting of new emission standards and motor fuel quality improvement too were other identified actions.

As these strategies involve new policy and national level decision-making and legislation the Air Resource Management Centre (Air MAC) of the Ministry of Environment & National Resource undertook to get the national level support for the implementation. As a result the air quality action plan is being implemented through Air MAC at national level and through CAI at local level. The Air MAC under the auspicious of the Ministry of Environment & National Resources have finalised the national action plan 2007 for AQM.

The CAI implemented most of the short & mid term strategies. In addition, a mass awareness campaign under the slogan "Smoke Kills" was organised jointly with Air MAC, Rotary club, Ministry of Transport, Ministry of Environment & Natural Resources and the CAI working group of SCP to make people aware of the adverse impact of the vehicular emissions on health.

The Impact

- After the implementation of this project it was revealed that the lead level in the blood samples of traffic police men came down by 86% compared to 1992.
- The sale of leaded petrol has virtually ceased.
- Air Quality Management has become a recognized issue. The CAI unit of Colombo falls under the Public Health Department from which it derives funds for environment quality improvement programs. Environmental Pollution control has been included in the Unit's Action plan.
- Ministry of Environment & Natural Resources has drafted the National action Plan 2007 for air quality management

Sri Lanka

Kotte Solid Waste Management Project: Biogas Unit

Kotte, generates over 100 metric tons of waste daily of which only 70% is collected. The citizens from neibouring areas too bring and dump their household waste in Kotte area aggravating the problem. In Sri Jayawardenapura-Kotte, the demonstration projects were focussed on reducing household waste and addressing market waste problem through introduction of domestic compost barrels and installation of a bio gas centre. The success of these activities led Kotte being the first ever local authority in Sri Lanka to develop a citywide SWM Strategy under the Basic Urban Services (BUS) Project of UN-HABITAT with technical support from IRC International Water & Sanitation Centre, Delft, The Netherlands.

Household Waste Reduction

The local authority identified two middle-income residential areas and introduced home level composting bins to over 600 households. With the assistance of SEVANATHA – a non-governmental organization, the residents were educated on the objective of the project and the efficacy and the working of the new method. The potential of the composting methodology to reduce waste at household level presented and agreed upon by the residents. The areas needing technical assistance to increase the efficiency of the bins were identified. The number of compost bins distributed was increased to over 2000 extending the service to several other localities. This pilot project has demonstrated the effect of composting as a sustainable method of reducing waste. The next project that was successfully demonstrated is the generation of bio gas using market waste.

Illustration 10: Kotte

Biogas unit at Sri Vajira Children's Home

Sri Vajira Children's Home is an orphanage run by a Buddhist priest in a temple. Over 300 war affected orphans and 45 staff members reside there. The energy cost (LP gas) incurred in cooking for 345 people amounted approximately to US$ 280 per month. The MC initiated a demonstration project to experiment on the viability of using the market waste for generation of biogas. Market waste constitutes about 10-12% of the total volume of city garbage.

A working group was formed in 2001 and a biogas unit with 4 cubic meter capacity was installed. The ITDG provided the technical advice while the NGO SEVANATHA facilitated the setting up of the project. The MC provides market waste to the site. 8 metric tons of market waste could be stored at a time in the chamber. It takes 8 working days to fill the chamber. It produces gas for a period of six months and at the end of six months chambers are re-filled with a new stock of market waste.

The Impact

- The orphanage has been able to save its energy cost by 30%.
- The MC saves transport cost of US$ 688 per annum for not having to take the waste to a far away dump site.
- The experience in Kotte has been replicated in 4 other SCP cities namely, Kolonnawa, Moratuwa , Panadura and Negombo

Badowita Community Based Waste Collection and Sorting Centre

Dehiwala-Mount Lavinia (DMMC) worked very closely with a re-settled low-income community on a canal bank at Badowita. The solid waste disposal was not satisfactory and people used to throw waste at the roadside and into the nearby canal causing serious environmental and health problems. The demonstration helped them set up a waste re-cycling centre and keep the environment clean. Today Badowita re-cycling centre has proved to be an excellent demonstration on community managed pilot project on waste segregation & recycling.

The demonstration united the several residents' societies into one group and created a working group comprising its representatives and the municipal officials. UN-HABITAT helped send a team of community leaders and municipal functionaries to Thailand and the Philippines on a study tour to learn new innovative methods of addressing the solid waste issues through community initiatives.

Illustration 11: Badowita - Sorting waste

Following this, the WG set up a waste re-cycling centre in the heart of the settlement and trained and motivated a majority of the households to separate non- degradable items at home and sell them to the centre. The waste-recycling centre is now fully managed by the community organisation and has become a model for replication. Kollonnawa, Kotte and several other MCs have already followed the example and set up waste re-cycling canters. Several other local authorities sent their teams to study the operations

The impact

- The volume of garbage from this settlement to the Municipal waste stream was reduced by about 30%.
- The quality of the environment of roads and the canal has improved.
- The community manages the sorting centre and provides employment for 3 persons. Each participating family earns approximately US $1 a month which is adequate to pay the water bill and local rates.

Chapter 6: Overall Impact of SCP

Although process oriented initiatives are difficult to measure in the short term, the early assessments reveal that the SCP has begun to make a positive impact on city environment planning and management; stakeholder participation has increased; people's attitudes are slowly changing; better information for planning and decision-making is available in an organized manner; Capacity Building is taking place on a shoestring budget; alternate technologies to address solid waste issues have been tested and demonstrated; Kotte has now become the first ever local authority to develop a city-specific solid waste management strategy; the importance of training and human resource development has been recognized by the local authorities for capacity building; a national strategy for local government capacity building and a cabinet memorandum to promote good urban governance are awaiting cabinet approval for nation-wide application; and, the EPM process is slowly gaining ground. Though this review is confirmed to the progress made by the initial three cities, the process is now in active operation in thirteen (13) other urban centers.

Areas in which SCP has made a discernible impact include:

- Improved information and city strategy development
- Initiated Private-Public-Partnerships
- Developed Solid Waste Management Strategy,
- Improved physical environment
- Organizational impact at municipalities through applying EPM process
- Impact on National Planning and Strategies

Sri Lanka

Improved Information and City Strategy Development

Improved information

Data collection and analysis in all three cities has improved as a logical consequence to the setting up of WGs that followed the EPM guidelines. The initial assessment of the core environmental problems affecting their cities created the need for detailed analysis of the situation. Therefore, information collation and analysis was undertaken as a result of a felt need.

The SCP project helped understand the value of data analysis as a pre-requisite to formulating creative responses. To that extent, SCP registered its first victory in changing the mindset of the municipal administrators and planners.

The Environmental Management Information System (EMIS) facilities set up at SLILG in 2003 with an improved training for Municipal Councils is likely to make a greater impact in this direction. It has resulted in better dissemination of information and therefore, an increased awareness among municipalities about the necessity of having a profound data base.

Illustration 12: EMIS Training

Strategic approach

Municipal councils ventured out to address the urban issues through social mobilization and community action planning as a vital strategy option. The planning was done more at community level meetings than at the city hall. Occasionally, the strategies that the groups initially opted for were not technically sound. In such cases, the related CMC departments guided them.

Without cross-sectoral approach advocated by SCP it would not have been possible for CMC to develop Green Star Home Project and the Urban Air Quality Management Project addressing health, environment and social issues.

It is evident that the SCP process was instrumental in activating municipal interest in new issues. The AQM is a collaborative effort between the CMC, Central Environmental Authority (CEA), the Department of Meteorology, the Department of Police and the media. The CEA provided technical leadership and the others bear implementing responsibility. One successful example in which SCP played a catalyst role is its contribution to the development of the Urban Sector Policy Framework, a national framework in which City Development Plans will have to be developed by integrating good governance and stakeholder participation.

A World Bank mission that undertook a review of Urban Sector Policy recommended early preparation of a coherent National Urban Sector Policy framework and Operational Strategy for urban upgrading and institutional strengthening. The 14 member high level task force appointed by the government of Sri Lanka for the formulation of the framework included the SCP National Technical Advisor (NTA) and the UN-HABITAT Program Advisor. The framework incorporates the principles of SCP process viz. good governance, institutional strengthening, people's participation and civic engagement in urban planning, encouragement of private public partnerships, and integration of urban poor into main stream among other related issues.

Through strategic planning, Kotte and DMMC have advanced in the area of solid waste management. Kotte has developed the first ever strategy on SWM. In Colombo the integrated approach of addressing multi faceted issues has been a path finder for institutional coordination.

SCP support to Urban Sector Policy Framework and the development of Local Government Capacity Building Strategy will provide the municipalities with a framework within which city development can be planned and managed.

Public Private Partnerships

Although the improved private sector participation in urban management and service delivery is a global trend today, it might not have been improved without the SCP programme in Sri Lanka.

The working groups have been the most effective tool for NGO's and the private sector to become involved in the process of city management. The engagement of SEVANATHA, MaRGG and Arthacharya as national partners has been possible due to this. In replication cities the collaboration between the council and the national agencies appears to have improved considerably.

The public and private sector participation was not a new concept in Colombo Municipal Council. The Mayor had set up a public private partnership programme forcity beautification, maintenance of roundabouts and street sign boards. In addition, the City Watch Group, an advisory group consisting of members from the business sector advised the Mayor on various issues. SCP was able to further galvanize these initiatives through the working group mechanism.

Solid Waste Management Strategy Development

Solid waste problem has long been a vexing problem at local level. Several Municipalities had even faced court action for unsatisfactory management of solid waste in their cities. In this context, the SCP demonstration projects initiated by Kotte and Dehiwala - Mount Lavinia municipalities stand out as proven, low-cost alternatives to summary disposal. The demonstration projects and their methodology have been replicated in many other municipalities. The lessons learnt from these have enabled Kotte MC to be the first ever urban local authority in Sri Lanka to formulate a comprehensive solid waste management strategy with high potential of emulation under the Basic Urban Services (BUS) program sponsored by UN-HABITAT with technical assistance of IRC International Water and Sanitation Centre in The Netherlands.

Illustration 13: Solid Waste Management Program- Awareness Campaign Wattala

The work done by SCP in the three core cities has strongly influenced the government strategy on solid waste. It is interesting to note that the SCP approach to solid waste problem i.e. waste avoidance, reduction, re-use, re-cycling and thereafter disposal of the residual waste in an environmentally sound manner as its strategic approach to solid waste problem is incorporated in the National Strategy for Solid Waste Management drafted by the Ministry of Environment & Natural Resources in 2002.

Improved Living Environment

The SCP management strategies and demonstration projects in the three cities have certainly made an impact on overall improvement in the environmental and sanitary conditions in the immediate living environment. Though small in size, the demo projects have clearly proved that through participatory and integrated approaches the living environment can be improved.

The other SCP gains are many: it has undoubtedly helped reduce the indiscriminate dumping of waste in public areas; reduced the volume of waste dumped for municipal collection; and helped reduce the wastage of water used by the low–income settlements. In addition, as demonstrated in Badowita (Dehiwala) and Beddegaana (Kotte), it has been proved that low income families can earn supplementary incomes by segregating waste at home. Cumulatively, these actions have proven its potential to improve the environment.

Organizational Impact at Municipal Level through Applying EPM Process

The use of issue-specific working group mechanism and city consultation process for city level decision making has made valuable contribution for improving inter-departmental co-ordination and stakeholder participation. In some cities the Working Groups have been given considerable autonomy in deciding on new strategies through demonstration projects. The City Development Committees in some cities have become more effective in co-ordination and participation than many of the conventionally used mechanisms.

Integration of new strategies in city development plan and budget

In several cases, the municipal councils have integrated the SCP initiated SWM strategies and Working Group and city consultation approaches into their city development plans and municipal budgets. A good example is Colombo's Green Star Settlements project which is now an integral part of the public health plan and budget. In DMMC and Kotte the SWM Working Groups have been integrated into the municipal solid waste management strategy. It is now a part of the National Strategy Framework as well. The SJKMC and DMMC experienced in running recycling centers are now being replicated in other locations within the municipal budget. Financed by the municipal budget, the home-level composting too is now up-scaled in Kotte.

Attitudinal change towards participatory planning and the EPM process

The local government attitude towards participatory management and partnerships has begun to change for better in all the 18 cities. This shift from a rigid bureaucratic system to a people friendly flexible administration cannot be rapid. It requires a complete transformation of attitudes, values and perceptions of the people. Such a change is gradual and slow. SCP to a great extent has enhanced the social consciousness of the officials and set the momentum for change. They now show greater commitment for participatory planning and budgeting.

The working group mechanism has been greatly instrumental in bringing about this change. Though there are no policies or legislative measures to consolidate the working group mechanism, senior managers at local and central government levels are now convinced more than before about the validity and viability of involving community and stakeholders in the EPM process. For example, the Colombo MC is experimenting with participatory budgeting, benchmarking and E-governance. Their Partnership Promotion Programme is an important new mechanism in this.

Even though the EPM process in Sri Lanka has not yet become fully a part of the daily routine of the Municipal Councils, the SCP has laid the foundation for the Municipal Councils to critically look at their own organizational deficiencies. This is amply manifested through the frequent demands made by the councils for training in performance improvement, public relations, EMIS and Strategic Planning. The UGSP training program is currently implemented to meet the demand.

Impact on National Planning and Strategies

SCP has had an impressive share of influence on national planning strategies. The demonstration projects were a useful anvil to sharpen the national Solid Waste

Management strategy. The Government used its experts in developing the Urban Sector Policy Framework. SCP successfully engineered the development of the draft National Policy of Local Government Capacity Building that is currently before the Cabinet for approval. It was a key associate of the proposed cabinet memorandum to promote good governance at the local government level. SCP also provided its expertise to the Ministry of Local Government to disseminate the local government policy and statutes in a simplified form to local authorities.

In addition, SCP plays a key role in implementing several other projects such as The Lunawa lake rehabilitation project, Implementation of Basic Urban services (BUS) program in collaboration with IRC International Water & Sanitation Centre, Post Tsunami rehabilitation program and European Union Funded 'Management Information for Local Environment in Sri Lanka' (MILES) program.

Sri Lanka

Chapter 7: Lessons Learnt

The SCP experience has taught many important lessons many of which have been explained earlier in this paper. Some of the major lessons are:

Lessons on Programme Initiation

- Programmes that call for inter-sectoral and inter-agency involvement and cooperation must follow the EPM guidelines that are field tested and well prepared drawn from field experience from many countries. However, as the different local authorities have to deal with specific problems they need to solve them in their own special context, which means suitable changes to meet special institutional needs and administrative conditions are permitted and encouraged. But, complete deviation can undermine the achievement of programme objectives.
- The involvement of the Mayor and Commissioner of the city is crucial. An orientation visit that exposes them to good SCP practices elsewhere can yield good results if such visits are organized at the outset of programme initiation more than in midstream. SCP experience in Sri Lanka repeatedly illustrates that well structured study visits can help motivate the local leaders, change their professional outlook, vision and attitudes and obtain their commitment and support fore effective implementation.
- It is important that all required orientation materials are in place and readilyavailable in local languages before the initiation of the programme. It is also necessary that the sourcebooks are appropriately edited and modified to suit the local needs of the partner country. Any delay in providing these materials could result in virtual mishandling of methodologies and consequent derailing of the process.
- The concept of integrated programming must receive consistent attention to link up major development activities in the city and avoid duplication and overlapping of different efforts.
- Care must be taken to introduce Working Group methodologies as institutional modalities not belonging to a specific project only, but for the whole municipal administration.
- The involvement of senior officials at all levels of the government from the initiation stage onwards is very important. It will help create an atmosphere of state ownership and prevent the programme from being viewed by the officials as an agency promoted one. In the initial period of Phase I implementation, this mistake was made by the Project. It worked mainly through the Western Provincial Council without involving the central Ministry much. Towards the latter part of Phase I, this was corrected through greater Ministry involvement.

Lessons on Data Collection and Analysis

- Municipal Councils have a long tradition of keeping good records of what they do even though there is hardly any tradition of systematically collating and analyzing such data to assist in programme planning and decision making. Therefore, it is necessary that the urban local bodies are trained in data storing, retrieval and analysis methods. The introduction of GIS/EMIS training and

installation of software packages in each local body and helping them create local area networks (LANs) to facilitate direct and easy access among the various units must receive priority attention as part of the capacity building exercise.

- City Profiles must be prepared for each local authority. For no reason, this exercise must be combined to cover more than one city. Such combination will dilute the data-power as they will represent the aggregates and not the absolutes, weaken the analysis, minimize the sense of ownership at the city council level and thus reduce its usefulness to the city planners. To the best possible extent, the Profiles must contain disaggregated data to explain the intra-city disparities and distortions in basic urban services and environment and poverty conditions.
- City Profile must be comprehensive in its coverage of major issues and must contain issue-specific chapters. The profiles must address both the environmental and poverty issues as those are evidently the major problems that seem to plague the cities at present. Greater emphasis is required onenvironmental health matters and their impact on children and women who are the most vulnerable among city populations to environmental stress and effects. For the Profile to be a working and living document, it must analyze and illustrate the interplay between urban poverty and environment and must be periodically updated.
- Outsourcing the task of compiling the City Profile will help save time and ensure the product quality but, will defeat the very purpose of the exercise. The need is to engage the senior municipal staff in the process of data collection and analysis in order to help build the local level planning capacity, commitment and ownership. While it is understandable that the local government authorities will require more time and training to compile such a profile amidst their routine responsibilities, for the said reasons, it is prudent to ensure that the external consultants will work closely with the working groups and the senior municipal staff in preparing profile.
- Another interesting lesson learnt through the profiling exercise is that academic orientation is not a compulsory pre-requisite for good profiling. Academizing the product will encourage out-sourcing, reduce staff involvement and at times, reduce its usefulness for planning and monitoring purpose.
- City Profiles, once completed, must be widely circulated. Considering the time, energy and money generally spent on profiling, keeping the final product without sharing it widely with the major stakeholders is an unpardonable waste. The project budget should have adequate provisions to publish and disseminate them. Thereafter, each local authority must allocate own funds for annual updating of the Profile.

Lessons on Action Planning

- Community Action Planning was the key to the success of most SCP Demonstration Projects. Plans based on community wisdom have always demonstrated greater chance of success, survival and sustenance.
- The involvement of municipal technical officers during action planning is extremely necessary. Their involvement is extremely important to ensure technical feasibility of the proposed action and to ensure the ownership by and support of their departments in the implementation of the project.

- Baseline data collection must receive immediate priority in the Action Plan. Unless benchmarks are established before the scenario begins to change, the project will lose the ability to prove its effectiveness and impact. Particular attention must be paid to the cost savings such as contribution in kind and sweat equity by the residents. Unless these contributions are recorded regularly, there is always the possibility of losing track of such savings in the final evaluations.

Lessons on Working Groups

- Working group modality is something that can be introduced to all urban local authorities across the country. The related Central and Provincial Government Agencies must be adequately equipped, trained and supported to perform this task as part of their effort to promote good urban governance.
- City administrations must be helped to involve and make optimal use of theirmain stakeholders. For this purpose, local urban authorities must be adequately trained.
- The SCP tool for Stakeholder Analysis and Inventory making must be widely shared and propagated to ensure purposeful selection of stakeholders. The practice of ad-hoc selections must give way to a more scientific and methodological selection.

Illustration 14: Discussions at Gampaha City Consultation

- In composition and character, the Working Groups must be representative of the different professions, services and organizations of the city. All relevant interests related to the identified issue must be well represented in these groups. Special effort must be made to enlist CBOs and NGOs of proven ability and expertise.
- Working groups cannot replace bureaucratic mechanisms. They can only supplement the efforts of the latter. Success of a working group depends on its ability to team up with the local bureaucracy and capture its heart and imagination to attempt innovations and non-conventional solutions to city's problems.

Lessons on Demonstration Projects

- The purpose of a demonstration project is to display the practicality and potential of a new idea to solve urban problems. Therefore, WGs must ensure that demonstration projects provide new directions to problem solving.
- The demonstration ideas must employ simple technologies, promote community participation and encourage cost recovery to the best possible extent.
- From the beginning, the working group must make suitable arrangements to ensure adequate recording of all events, inputs, outputs and outcomes for subsequent study, analysis, comparison and evaluation.
- The Local authority must be fully responsible for implementation of demonstration project because, in the final analysis, it is the local authority

that needs to learn the lessons for eventual incorporation in their policies, programmes and institutional structures.

Lessons on Capacity Building

- Local Government Capacity Development Strategies must always be matched by an implementation agenda as a priority activity. The proposed Agenda should be a collaborative product using all available training institutions. Partnerships with international training institutions must be encouraged and supported to bring it new ideas and experiences.
- Adequate investments are necessary to increase the capacities of training institutions at national and sub-national levels. They require equipment, training and exposure to modern training methodologies tools. They must be assisted to become centers of excellence.
- The use of sub-national level training outfits such as Management Development Training Units in Sri Lanka must be always encouraged as part of the capacity building to help in decentralized implementation of the national capacity building strategies and agendas.

Sri Lanka

List of Acronyms and Abbreviations

Air MAC	Air Resource Management Centre
AQM	Air Quality Management
AQWG	Air Quality Working Group
CAI	Clean Air Initiative
CBO	Community Based Organization
CDC	Community Development Council
CEA	Central Environmental Authority
CLG	Commissioner of Local Government
CMC	Colombo Municipal Council
CURP	Centre for Urban and Regional Planning
DMMC	Dehiwala Mount Lavinia Municipal Council
EMIS	Environment Management Information System
EPM	Environmental Planning Management
GDP	Gross Domestic Product
GIS	Geographical Information System
GSHP	Green Star Homes Project
GUG	Good Urban Governance
IRC	International Research Centre (International Water & Sanitation centre)
ITDG	Intermediate Technological Development Group
LAN	Local Area Network
MaRGG	Management Resources for Good Governance
MDTU	Management Development Training Unit
MFE	Ministry of Forestry & Environment
MHAPC & LG	Ministry of Home Affairs & Local Government
MILES	Management Information for Local Environment in Sri Lanka
NGO	Non Governmental Organization
NHDA	National Housing Development Authority
NPPD	National Physical Planning Department
NRWR	Non Revenue Water Wastage Reduction
NTA	National Technical Adviser
NWSB	National Water Supplies Board
PST	Project Support Team
SCP	Sustainable Cities Programme
SJKMC	Sri Jayawardenepura Kotte Municipal Council
SLILG	Sri Lanka Institute of Local government
SLLRDC	Sri Lanka Land Reclamation & Development Cooperation
TOT	Training of Trainers
UAQM	Urban Air Quality Management
UC	Urban Council
UDA	Urban Development Authority
UGSP	Urban Government Support Programme
UMP	Urban Management Programme
UNCHS	United Nations Centre for Human Settlements
UNDP	United Nations Development Programme
WCD	Welligodawatta Community Development
WCDC	Welligodawatta Community Development Committee
WG	Working Group
WHO	World Health Organization

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