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Good Urban Governance in South Asia (GUGSA)

DOCUMENTATION OF CASE STUDY

SRILANKA

***Negombo Municipal Council – Storm
Water Drainage, Solid Waste
Management, Mangrove Restoration***

Prepared by

EML Consultants



**Case Study on the
Negombo Municipal Council
of Sri Lanka**



U.S. Agency for International Development

Regional Urban Development Office
for South Asia

**Good Urban Governance in South Asia
Contract No. 386-C-00-01-00260-00**

Final Draft as of
September 30, 2002

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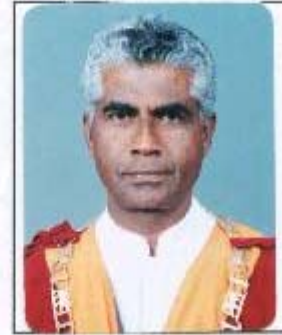
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Your No. }

දිනය } 08th October 2002
Date }

I am very happy to note that the US Agency for International Development (USAID) has selected Negombo Municipal Council for documenting the good practices in the area of urban governance. Our council has been making concerted efforts for the past several years to improve the urban services in the city and there by improve the quality of life of our citizen.



The Communities Group International of USA (TCGI) and Environment and Management Lanka (Private) Limited of Sri Lanka (EML) have very well documented some of our efforts in this respect which I hope will go a long way in disseminating our efforts in good governance to other municipal councils.


.....
A.A. Newton Henry Fernando

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ABBREVIATIONS

CDS	-	Community Development Society
CDO	-	Community Development Officer
CSO	-	Civil Society Organisations
DO	-	Development Officer
GN	-	Grama Niladhari / Village Level Central Government Representative
ICMA	-	International City / County Management Association
LAs	-	Local Authorities
NHDA	-	National Housing Development Authority
NMC	-	Negombo Municipal Council
NUPO	-	Negombo United Peoples Organisation (Divisional level NGO)
SJO	-	Shantha Jude Organisation / NGO
SPM	-	Sahayogitha Praja Mandalaya – (Community Organisation “Sahayogitha”)
USIP	-	Urban Settlement Improvement Project

EXECUTIVE SUMMARY

In the mid 1980s, the Negombo Municipal Council of Sri Lanka realized it was facing a number of health and environmental problems within its district, specifically in the Kadolkele area. Kadolkele was a newly established area that was uninhabited up until 1985, when the lands were sold to landless families from the district of Negombo. The area lacked a rainwater drainage system and as a result, standing water in the area had become a source of mosquito breeding and thus, a contributing factor to disease. As well, these new populations began using the nearby mangrove forests for resources and as a result, deforestation of the mangroves had caused soil erosion into the lagoon and the decline of fish breeding in the lagoon.

The NMC, along with the local community and non-governmental organizations, implemented innovative governance practices and designed effective projects in order to address and overcome these issues. A storm water drainage project, a solid waste collection project, and a mangrove restoration project were all successfully implemented in the KadolKele area, all of which involved the participation of the member of the respective communities in order to solve their own health and environmental problems.

Any measure of evaluation of the effectiveness of the operation of the local democratic process would necessarily involve the assessment of the prevailing degree of:

- Community participation
- Efficiency and the effectiveness in the use of resources in service provision
- Transparency observed in public financial transactions
- Accountability offered to all stake holders in the urban management process
- Visionary leadership role displayed by local democratic leaders

The objective of this case study is to highlight some of the effective governance practices observed by the Negombo Municipal Council (NMC) in dealing with complex and intricate urban management issues within the *framework of good governance principles*.

In the past, it was the normal practice of local authorities to provide infrastructure and services out of self-generated financial resources, central government transfers and through grants from other agencies. Prevailing inflationary pressures operate to devalue monetary resources available to any local authority, while the same factors increase the costs of providing infrastructure and services. With a static revenue base and the rapidly rising costs of services, local authorities are compelled to look for innovative measures to increase the revenue or share the cost of services with communities in order to devolve their statutory duties, responsibilities and functions.

The lessons learned by the NMC in harnessing available community potential in the provision of a complex and intricate infrastructure service backed high quality service maintenance. This service exemplifies good governance practices, particularly community participation, transparency, and accountability. The lessons learned provide a role model for the 21st century for replication in local authorities that are invariably faced with similar challenges in infrastructure and service provisions.

Case Study on the Negombo Municipal Council

INTRODUCTION

Local authorities in Sri Lanka are now in a transitional period. In the past it was common for LAs to provide all infrastructure facilities and other services necessary for the comfort and convenience of the tax-payers by using self-generated resources and revenue grants (transfers) provided by the central government. With the rapid increase in population and expansion of LA authority services, LAs are not in a position to find sufficient resources to improve their infrastructure and continue with the same level of services as done before. Simultaneously, the central government and provincial councils also face financial constraints to continue to support the LAs. This situation has compelled the LAs to look beyond their traditional system of management and look for new strategies and innovations to find the necessary financial and human resources to improve and maintain infrastructure and provide better services to their communities.

The NMC is also experiencing similar problems. The NMC was established in 1950 and is now the largest municipal council in the District of Gampaha. It is located on the West Coast of Sri Lanka, approximately 30 km from Colombo City. The total area of NMC area is 30.89 sq km with a population of 171,004 residents, of which nearly 80% depend on the fishing industry for a living. Negombo is known as a famous tourist destination on the West Coast of the country and it is the duty of the NMC to maintain the city accordingly as a tourist attraction. *A map of the Negombo Municipal area is found in Appendix 1.*

At present in the NMC, there are 22 Municipal Council members including the Mayor, who functions as the chief executive. The council has an approved cadre of staff of 657, however at present, there are only 533 employees in service. The Municipal Commissioner is the head of the appointed staff. *The organisational chart of the NMC is found in Appendix 2.*

The anticipated income of the NMC for 2002, according to its approved budget, is Rs.122,134,900, or about US\$ 1,306,954. This figure includes revenue grants from the government. Anticipated expenditures for 2002 total Rs. 122,053,760, or about US \$ 1,306,086. The budget indicates an anticipated surplus of Rs. 81,140, or about US \$ 868 for the year.

A summary of the total expenditures for the NMC, according to the 2002 budget, is below:

Recurrent expenditures	Rupees	USD equivalent*	Percentage
General Administration	27,226,210	291,345	22.3 %
Health Services (including environmental improvement)	27,242,760	291,522	22.3 %
Physical Infrastructure (Roads, Lands and Building)	27,055,630	289,519	22.3 %
Other Services	8,049,900	86,141	6.6 %
Welfare	9,239,260	98,868	7.5 %
Capital Expenditure	23,240,000	248,689	19.0 %
Total expenditure Rs.	122, 053,766	1,306,086	100.0 %

*Calculated using the US Department of Treasury exchange rate of SRR 93.45, March 2002

SCOPE AND METHODOLOGY OF THE STUDY

Scope

The purpose of the study is to highlight some of the best practices of governance adopted by the NMC to manage complex urban environmental issues through the involvement of their community.

This case study:

- Examines the role of NMC, Urban Settlement Improvement Project (USIP) and Civil Society Organisations (CSO) in dealing with the issues at hand.
- Assesses the effectiveness of activities carried out by each agency.
- Assesses the achievement of the project on the basis of good urban governance principles.
- Examines the possibility of replicating these governance practices to other local authorities, as well as solving complex and intricate problems of urban management.

Methodology

The consultant made every effort to gather as much information by reviewing documents available at NMC, USIP and SPM. Discussions and interviews were also held with officials of NMC, USIP, SPM and the members of the community. Informational discussions were held with the Mayor and selected key officials such as Community Development Officer, and the Development Officer, the Community Development assistant of NMC, the Secretary of SPM and Grama Niladhari (GN) of Thaladuwa. The consultant also visited the KadolKele village and the mangrove site of the lagoon.

KADOLKELE

KadolKele is a newly created village falling under the Grama Niladhari* Division of 160A, Thaladuwa. It is physically located adjacent to the bank of the Negombo Lagoon and was a jungle area prior to 1985. Landless people in Negombo, mobilised by the Catholic Church under the leadership of Rev. Father Sarath Iddamalgoda, formed an organisation in the late 1970s called the Negombo United People's Organisation (NUPO). After several years, NUPO identified the owners of the abandoned lands of KadolKele, and pressurised the government, through local politicians, to acquire these lands. In the mid 1980s, the National Housing Development Authority (NHDA) acquired these lands and in 1985 distributed a portion of them to 250 landless families in the Negombo district. Each family received a block of seven perches** of land. Under a second phase in 1987, 155 families received a distribution of five perches of land. In 1988 under Phase III, another 80 families also received land.

As mentioned earlier, this land is located adjacent to the Negombo Lagoon, which had remained a jungle for a long period of the time. Even after the settlement of people in KadolKele there was no effective way to drain off storm water from the area. As a result, during heavy periods of rain, the area became saturated, which gave rise to the spread of various diseases and created an overall unpleasant environment.

The Phase II settlers of the KadolKele area are a mixed ethnic group consisting of Sinhalese, Tamils and Muslims. They fall under different religious faiths like, Buddhism, Christianity, Hinduism and Islam, and they belong to different trades for employment purposes, including public servants. Each family of this settlement was able to obtain a loan of Rs. 15,000, or US \$ 160.00, from the NHDA for the construction of houses. Before building permanent houses however, the settlers formed a Community Development Society (CDS) to interact with government agencies, especially the NMC, in order to obtain infrastructure facilities. With the support of the NMC they were able to develop their land sites, as well as obtain water and electricity. At the initial stage, the CDS was very active in dealing with their community problems. However, after securing some of the community's basic requirements, the CDS became inactive.

STORM WATER DRAINAGE

In 1996, the CDO assigned to the NMC visited the KadolKele area to discuss the issues and problems faced by the communities. The main problem discussed at these meetings was the provision of a drainage network to drain off stagnant storm water, which would eliminate the breeding sources of mosquitoes and ensure a pleasant, clean environment in the settlement. The first step in this process was reactivating the CDS. It was re-registered with the Commissioner of Local Government under the name of Sahayogitha Praja Mandalaya (SPM) in 1997 fell under the guidance of the CDO.

* GN is a village level Government Officer who is responsible to maintain law and order at village level.

** One perch equals 25 square meters (M²)

Case Study on the Negombo Municipal Council

After reorganising the society, high priority was given to bringing the community problems to the attention of the relevant local authorities. After closely examining the problem faced by the Kadolkele community, the NMC agreed to prepare a layout plan and cost estimates for a storm water drainage system. The Urban Settlement Improvement Project (USIP) agreed to match 80% of the needed expenditure, provided the community initiated action to also match part of that expenditure. After discussing the problem at a number of meetings, it was finally decided to implement the project in accordance to the following conditions:

- The community was to collect a total of Rs. 75,000 from the 155 families of the Phase II settlers of KadolKele. The families agreed to contribute Rs. 500 each, or US \$ 5.00.
- The community must agree to contribute labour for the construction of drainage system.
- Each family must collect, and provide, two barrels of water for construction work.
- The NMC must prepare layout plans for the drainage system, estimate the cost and provide technical assistance for the construction work.
- USIP* must fund the balance of the project expenditures in accordance with the estimates prepared by the NMC.
- Sahayogitha Praja Mandalaya must co-ordinate with relevant agencies and to implement the project.

By mid 2001, the SPM deposited a sum of Rs. 80,000 with USIP and in turn, USIP released the agreed upon sum of Rs. 3.1 million, to cover the remaining project expenditures. SPM was able to commence the implementation of the project, in consultation with Engineering Department of NMC and USIP officials, in November 2001.

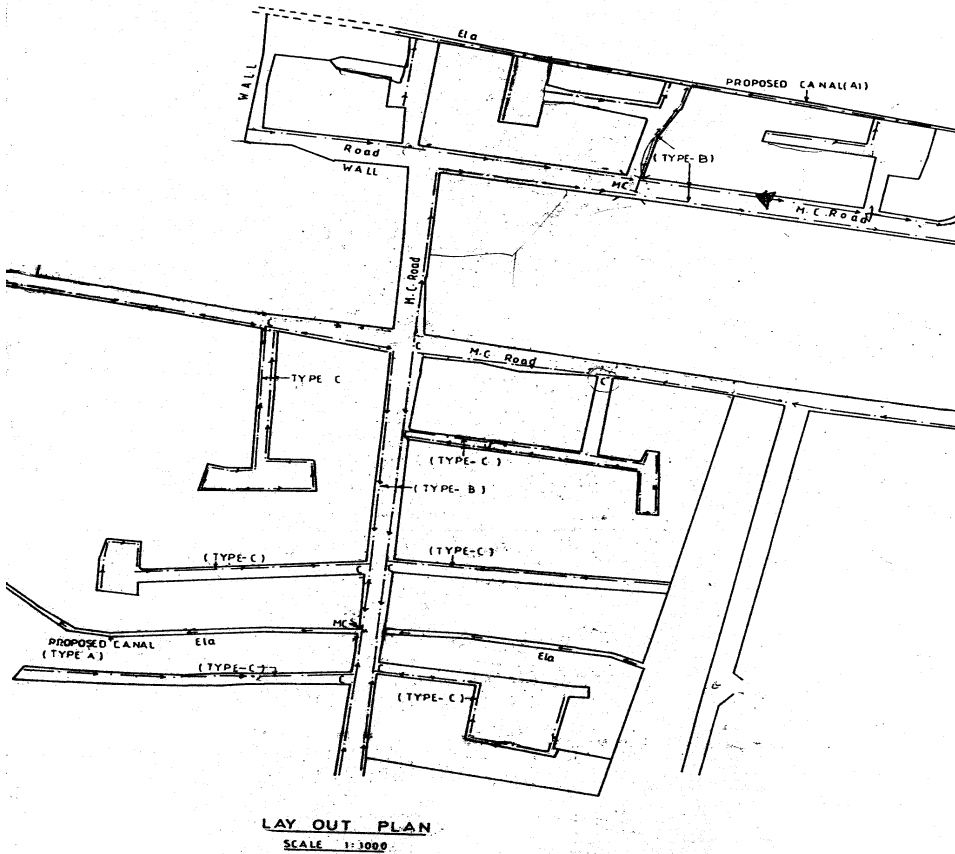
As discussed and agreed, SPM started the groundwork for the project, educated the members, demarcated the areas for the drainage system, and collected the families' contributions. In executing the construction work of the drainage system, some families had to demolish parts of their houses, but they did so voluntarily.

Financial information and funding sources, in Rupees	
Total estimated costs	3,300,000
Amount released by USIP towards construction costs	3,100,000
Amount contributed by the community	80,000
Net amount matched from USIP funds	3,020,000
Savings, held in interest earning securities (equivalent to community contribution)	300,000

* USIP funding came through Japanese Bank International Corporation (JBIC)

The Kadokele Storm Water Drainage System

ENGINEERING DESIGN (LAYOUT PLAN)



** This is a reduced copy of the layout plan prepared to the scale of 1:2000. This covers all the families of stage II of Kadolkele.*

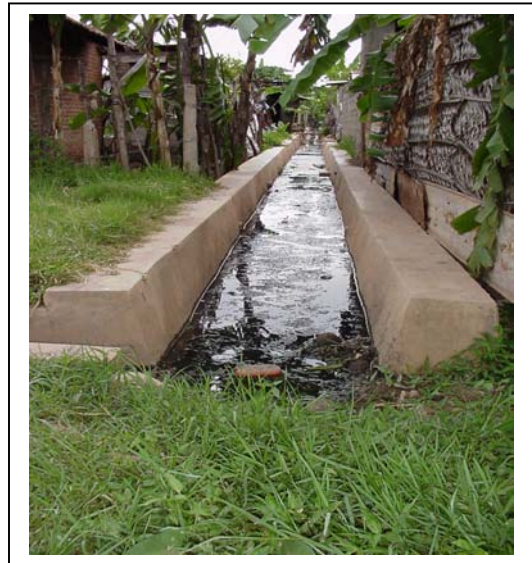
TECHNICAL SPECIFICATIONS – LENGTH, WIDTH AND THE TYPE OF MAIN AND LINK DRAINS

<u>DESCRIPTION</u>	<u>TYPE</u>	<u>WIDTH</u>	<u>LENGTH IN METERS</u>
• MAIN DRAIN	A.1	4' 0"	230
		2' 0"	160
• LINK DRAINS	B.1	1' 0"	1,000
	C	0' 9"	825
TOTAL LENGTH			2,215

PROJECT BENEFICIARIES – 160 FAMILIES

Case Study on the Negombo Municipal Council

At the commencement of the work, SPM had some doubts as to whether the community could complete the work within the timeframe agreed upon with USIP. However, the community was able to complete the work within six months, due to the co-operation of its members, and save Rs. 300,000, or about US \$ 3,210 under the project budget. Under the skilled community



leadership of the NMC, the community and members of SPM worked well together, not only through contributing their labour during the construction phase, but by making contributions in kind such as stones, sand and tools.

Unlike Phase I, the KadolKele scheme settlers in Phase II were not homogeneous in composition. It is easy to organise activities in a homogeneous community. However in Phase II, even though the community was comprised of different ethnic groups and religious faiths, they were able to jointly undertake this complex project and implement it successfully, due to their organisational capacity. Community members were mobilised by the SPM management and SPM was actively supported by the

One portion of the completed drainage system

NMC and USIP. It is worthwhile to mention that the leadership of the Municipal Engineer and the Infrastructure Engineer from USIP, and the commitment of the President and Secretary of SPM, were key in achieving the objective of the project and ensuring the project's success.

The SPM meets once a month to discuss topics related to the project, including the financial status of income and expenditures relating to the previous month. These open forums ensure the transparency and accountability in handling the community's financial transactions.

The routine maintenance of the new storm water drainage system has been undertaken by the community. The drains are cleaned daily by community members, along with assistance from the NMC.

The predominant success factors of the project were:

- The identification of the community needs and
- The quick response to address these needs through the active participation of the beneficiary community.

SOLID WASTE MANAGEMENT

In an effort to further ameliorate the living conditions of the KadolKele settlers, the NMC has offered to provide a garbage disposal service to the community, supported by an awareness campaign that encourages the community to:

- **Reduce** the volume of garbage released into the public garbage collection system by diverting suitable kitchen waste for the production of micro-level compost manure that could be used for domestic gardening purposes.
- **Reuse** items of domestic refuse like glass bottles, containers. Items with some economic value could be used to earn additional income for the household.
- **Recycle** the garbage collected at the central waste site based on the various components of the nature of the items. This will ensure the items are disposed of in the most appropriate manner, for example, items of glass go to glass manufacturers, papers are to be turned into pulp for manufacturing of various paper products, and cardboard goes to packaging industries. This will give the community an opportunity to earn an income and at the same time, reduce the volume of waste and pressures building on the central garbage disposal system.

As a part of the project, each family is provided with plastic bins in which to collect domestic refuse. The members of the SPM matched part of the cost of purchasing bins and handcarts used for solid waste collection. The NMC is now planning to initiate a Solid Waste Management project with participation of all the communities in the KadolKele area. NHDA has agreed to provide a piece of land to the SPM intended for solid waste collection. It proposed to begin the project activities in November 2002 in the village under Phase II, and then eventually expand the activities to other phases.

Due to these efforts, the KadolKele Phase II area is a clean, well-kept settlement, which serves as an example to other communities. Taking from their experiences, the Ekamuthu Society of Phase III and the NMC planned to replicate the process in their area with financial assistance from the USIP. The inaugural meeting to implement this action was held on 1st July 2002.

MANGROVES RESTORATION

It is also interesting to learn the impact of the NMCs intervention in the arrest of the lagoon bank erosion. There was a natural boundary of mangrove forest in between village of KadolKele and the bank of the Negombo lagoon. Originally this land mass was a home for the natural growth of a mangrove forest. According to environmentalists, out of 21 rare varieties of mangroves, 18 were found on the banks of Negombo lagoon. With village expansion, population growth and scarcity of firewood for home use, the once magnificent mangrove area had fallen victim under the axe of firewood hunters, which transformed it into a barren land. This gave rise to number of adverse impacts. Primarily, it denied the fishing community a ready source of daily income in the loss of prawn and crab harvests. Secondly, the disappearance of mangrove caused severe soil erosion in the lagoon banks and the immediate neighbourhood. The scenic beauty was destroyed and foul odours blew in from the lagoon, making it an unpleasant place to live.

Case Study on the Negombo Municipal Council

Taking these factors into consideration, the NMC launched a project to rehabilitate the areas by replanting mangroves in the deforested area. “Kadolana” plants, or mangroves, are a plant mass that produces a scenic beauty above the water level, while its root mass below the water creates ideal conditions for fostering crabs and breeding prawns. Breeding in a natural habitat results in rich harvests, which fetch high prices for crab and prawns in the local markets, eagerly sought after by the tourists visiting the City of Negombo. This breeding activity is the main cash crop of the fishing industry in the Kadolkele region. *A photo showing the cultivated mangrove forest is found in Appendix 3.*

Financial assistance for the restoration project was provided by the Community Environment Project of the Ministry of Forest and Environment. The Shantha Jude Organisation (SJO) acted as the implementing agency for the cultivation and conservation of the mangroves, while technical guidance was provided by the National Aquatic Resources Authority (NARA) and NMC.

There were four key results from the project:

- *Greater awareness among the community members to protect the natural resources of the lagoon,*
- *New knowledge about operating mangrove nurseries,*
- *The cultivation of new mangroves in the bank of lagoon, and*
- *The overall conservation of the mangrove and lagoon bank.*

The Environment Officer of the NMC conducted the awareness campaign jointly with officials of the Ministry of Forestry and Environmental Affairs, and officers of the SJO. Maintenance of the nurseries and cultivation of the mangroves are coordinated by the SJO, through the participation of the people of KadolKele. The project was completed in February 2002, and the NMC was able to plant 10,000 mangrove plants at the bank of lagoon. 8,000 plants have been sustained since that time, as some plants died in heavy rains. This project has created a pleasant environment in the KadolKele area and been able to stop, and prevent, erosion of bank of the lagoon. The project also contributed to the economic development of the area as now the fishing community is hopeful of revitalizing their customary livelihood through harvesting prawns and crabs, as done in the yester year.

The cost for the project was Rs. 385,700, or US \$ 4,127, of which Rs.274,000, or US \$ 2,932, was provided by the Ministry of Forest and Environmental Affairs. This is a rare example of a situation where the very community that ignorantly contributed to the destruction of mangroves in the past, is now playing an enlightened, supportive role in the replanting process launched by the NMC, in partnership with central agencies and the local community organisations.

Conclusion

The projects described in this case study demonstrate the multi – faceted objectives within the framework of good governance with particular emphasis on community participation to solve their problems and overcome challenges that they faced.

KEY SUCCESS FACTORS

- Local authority services are highly labour intensive. Inflationary conditions in the economy are increasing the costs of providing urban services, leading to a cut back on urban service improvements and maintenance. Financial and labour contributions made by the community ensured the success of the projects, and has provided a strong sense of ownership for the community. This ownership and sense of pride has inspired the communities to take over the maintenance of the new systems, thus reducing the cost burden of the NMC, and increasing the longevity of the assets created through the project.
- This experience has taught the NMC that there is a vast reservoir of community resources in the form of financial support, labour and materials that can be innovatively tapped to accomplish their goals and solve problems. This is significant, as there is great pressure on NMC's scarce economic resources arising from an urban population explosion and the consequent rising demand for improved urban services.

OBSTACLES ENCOUNTERED

- In preparing the layout plans for the rainwater drainage scheme, difficulties were encountered as disproportionate portions of land had to be given up by the settlers whose land were to be adjacent to the main and link drains. Some of the houses had to be slightly demolished to make way for the drains and enable construction work to proceed.
- Some level of influence was needed to convincing the affected settlers of the overall benefit of the project. After realizing the importance of the project, they gave consent for the drainage scheme to proceed.
- Another difficulty was encountered when a handful of settlers refused to pay the agreed upon contribution towards the cost of the drainage scheme. This did not present a significant obstacle however, as the sum involved was minimal.

MAIN MESSAGE

- The storm water drainage system and the mangrove rehabilitation project clearly demonstrate that complex and intricate urban environmental services can be provided, and maintained, efficiently and effectively in partnership with the community. As well, these two projects opened up new avenues for the NMC to reduce expenditures while allowing the community to play a major role in improved management and better service provision.
- The paramount, current need is for all local authorities to optimise the use of their limited economic resources to provide greatest public good through the use of efficient and effective financial management techniques. This should be accomplished both within the framework of good governance principles and through simultaneously mobilising active community participation in the provision of urban infrastructure and services.

RECOMMENDATIONS

- The Storm Water Drainage System and the Mangrove Restoration Project qualify for replication as best practices for providing complex, intricate urban infrastructure services in partnership with the community.
- The replication of these strategies is recommended to other local authorities looking to optimise the use of their limited resources and to involve their communities in the planning, execution and maintenance of social and economic infrastructure development work. Community participation can enable local authorities to better manage their urban problems and challenges, and thereby contributing to economic development.

REFERENCES

1. File maintained by CDO / for KadolKele Project.
2. File maintained by environmental officer for Mangrove Project of Kadolana.
3. Reports of general meeting of SPM – in KadolKele Phase II.
4. File maintained by the infrastructure Engineer of USIP.

INTERVIEWS HELD WITH:

Mayor / NMC

Engineer / NMC

CDO / NMC

Environmental Officer / NMC

Community Development Assistant / NMC

Infrastructure Engineer / USIP

Secretary and the President of SPM / KadolKele Phase II

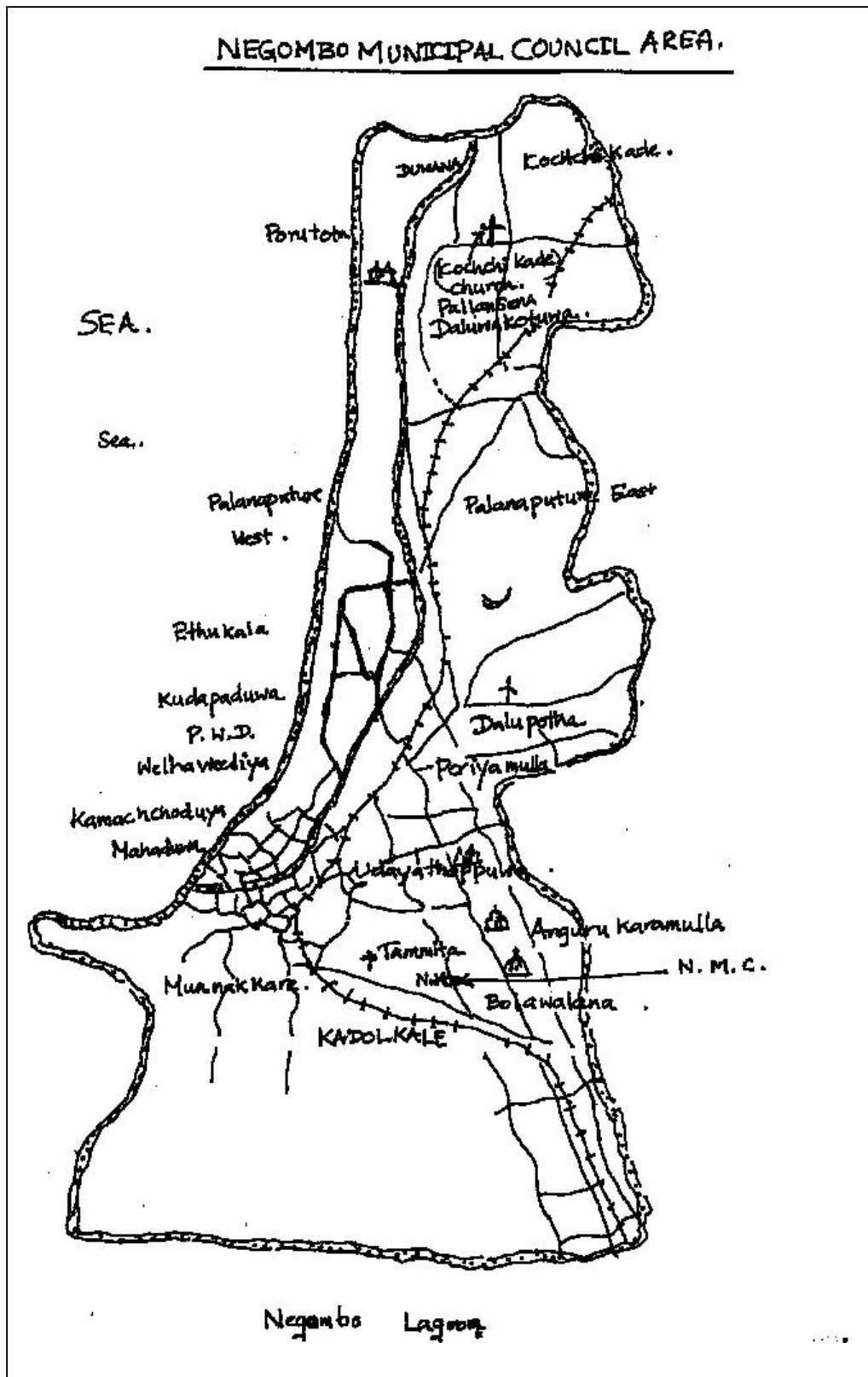
Grama Niladhari Thalduya Division – Negombo

Selected families of KadolKele

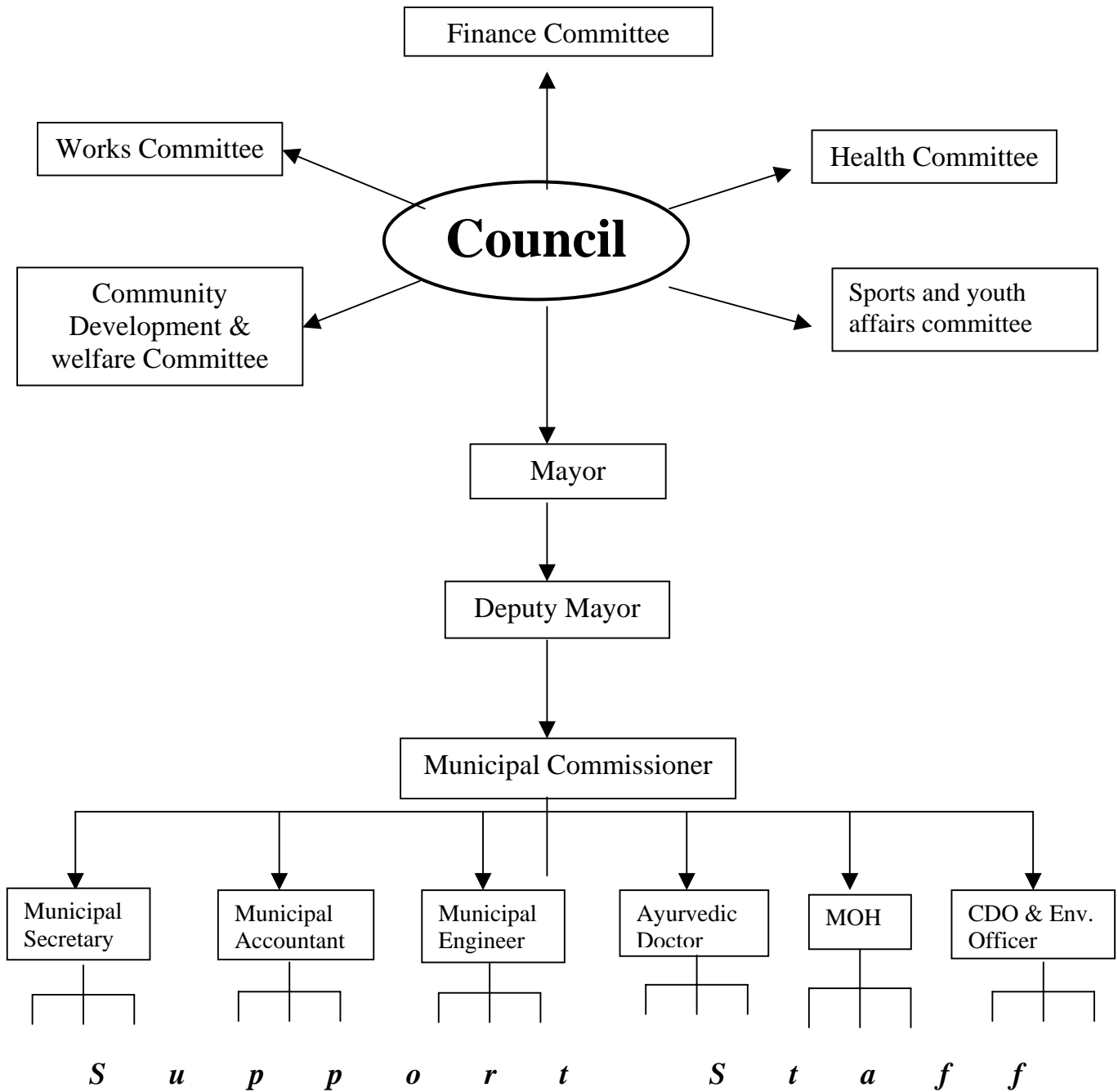
Office bearers of SJO

Case Study on the Negombo Municipal Council

Appendix 1 – Map of the Negombo Municipality



Appendix 2, The Negombo Municipality Organizational Structure

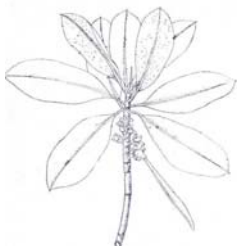


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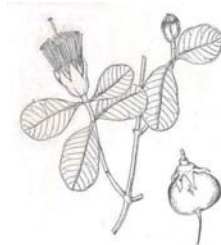
Appendix 3, Photos and Illustrations of the Restored Mangrove Area

Following illustrations of Kadolana plant (mangroves) explain its potential to beautify the environment, arrest soil erosion and create ideal conditions for the breeding of crabs and prawns:

1. Photo No. 01 Shows a groups of mangroves
2. Illustration No. 02 } Shows a section of mangrove foliage
3. Illustration No. 03 }



- Illustration No. 02 -



- Illustration No. 03 -



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03.10.2002

I am very happy to note that US Agency for International Development (USAID) has selected Dehiwala Mt. Lavinia Municipal Council for documenting the good practices in the area of urban governance. Our council has been making concerted efforts for the past Five Years to improve Solid waste management & Services systems in the city to improve the quality of life of our citizens.

The Communities Group International of USA (TCDI) and Environment and Management Lanka (Private) Limited of Sri Lanka (EML) have very well documented our efforts in this respect which I hope will go a long way in disseminating our efforts in good governance to other Municipal councils.



The Mayor,
Dehiwala Mt. Lavinia Municipal Council,
Dehiwala,
Sri Lanka.



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EXECUTIVE SUMMARY

The Dehiwala-Mount Lavinia Municipal Council (DMMC) in Sri Lanka, has developed a solid waste management policy that exemplifies Good Urban Governance practices. They are:

1. Efficient urban services delivery: privatization of solid waste collection and disposal, and
2. Active citizen participation in local government: reduction of solid waste through programs that engage community based organizations.

The DMMC recognized the need for a new policy due to the inadequate collection and disposal of solid waste service and the problems confronted by low-income community groups relocated in the municipal area. Under the new policy, new institutional arrangements for planning, implementation, and evaluation have been made by the DMMC. A new standing committee on solid waste management and environment and a new department under the Deputy Commissioner have been created for this purpose.

Amidst objections from within and outside the Council, the DMMC has privatized collection and disposal of solid waste in four of twenty-nine wards, and intends to expand into a few other wards. Service delivered in the four wards has improved and complaints from the residents have been minimized.

Solid waste reduction program was initiated by the DMMC on the request of the dwellers (1,200 families) in the relocated site in Badowita. This program is carried out in six stages or blocks. Sevanatha, an NGO partner, organized the people into community development councils (CDCs) with the assistance of foreign funded projects and aid agencies. They have contributed through awareness programs, community mobilizations, demonstrations, and training.

Reduction of solid waste is done through recycling and re-using. A solid waste collection and sorting center (WCSC) has been established. Sorted items are sold to generate revenue for the community. DMMC plans to extend the solid waste reduction program into two other ward areas. Composting is due to commence with the provision of a suitable land to establish a centre.

Key participants have made valuable contributions. The DMMC has initiated the program using its resources and utilizing the contributions from the government, private sector, and civil society organizations.

Change was introduced through education and awareness programs. Objections encountered have been overcome through discussions and mobilization programs. Community members expressed interest and dedication to help solve their own problems.

The primary result is that both the DMMC and the community have benefited in various ways. Improved solid waste removal, better health and environmental conditions, revenue generation, and employment are all benefits to the community. The DMMC has been able to successfully establish public-private partnerships and community participation in service delivery programs.

Costs involved were minimal. With contributions from foreign aided projects and agencies, the cost to the DMMC has been reduced. The contribution of the community in the form of labor (sweat equity) has also been helpful in bringing down the cost.

DMMC has realized that by reaching out to the people and making them partners in planning and implementation, it has been able to improve the quality of the service as well as the health and well-being of the community. Active participation of the community and external organizations such as NGOs and aid agencies and the right leadership and management provided by the DMMC have been the key success factors in this operation.

Obstacles were encountered by the DMMC at the inception from sections of the private sector and the council itself. But success helped to overcome objections. There have been constraints by way of inadequate funds and equipment. Most of these obstacles, objections, and constraints have been overcome through strategies adopted like public awareness, meetings and demonstrations by the DMMC and the community organizations.

The case study demonstrates two good governance principles that other local authorities can emulate: effective service delivery and community participation. Other local authorities can learn from the application of the principles in this case study.

INTRODUCTION

The development of partnerships by the Dehiwala-Mount Lavinia Municipal Council (DMMC) in the field of solid waste management has two aspects. They are:

1. Efficient urban service delivery: Privatization of the collection and removal of solid waste; and
2. Active citizen participation in local government: Community involvement in the reduction of solid waste through re-using and recycling.

Solid waste collection and removal has been contracted to the private sector in four of 29 wards in Dehiwala-Mount Lavinia. The program of reducing solid waste is carried out by a low-income community of 1,141 households where the facilities available are very limited. The DMMC ensures participation of the community in delivering municipal services and developing partnerships in the private sector – an adoption of participatory practices.

Background

Management of solid waste collection and disposal by the DMMC had not been efficient over the years due to frequent vehicle breakdowns, labor absenteeism, and poor supervision of work. Collections had not been done on a regular basis. Garbage had been dumped at collection points (concrete bins) located on the side of the main road and was not removed for days. The rubbish was brought to the side of the road by handcarts, but again, was not removed due to difficulty with transport vehicles.

Households with large land areas (i.e., 20 perches or more)(1 acre = 160 perches) maintain gardens planted with fruit trees and thorny flowers. Cut branches of trees and thorny flowers are thrown onto the road and heaped on the roadside for the Municipal Council to remove. Handling this rubbish is a major issue.

Management of solid waste collection and disposal by the DMMC had not been efficient over the years due to frequent vehicle breakdowns, labor absenteeism, and poor supervision of work.

Despite increasing budget allocations to solid waste collection and disposal, service levels remain poor. Refer to Tables I and II below.

Table I refers to budget allocations for solid waste management (SWM). Over the years, DMMC has increased the amounts. Since the year 2000, allocations have been doubled.

In Table II, 2001 actual figures are not currently available. Although final accounts were submitted to the Auditor General before March 31, 2002, accounts are not yet certified. Table II reflects that expenditure on SWM has almost quadrupled from 1998 to 2000. This increase is not typical. No other council has increased budgetary allocations on SWM as much as the DMMC.

Table I: BUDGETARY PROVISION FOR SOLID WASTE DISPOSAL

NATURE OF ACTIVITY	1997	1998	1999	2000	2001
Personnel (Wages, Travelling, Uniforms etc.)	Rs. 39,844,000	Rs. 44,248,680	Rs. 44,841,000	Rs. 63,518,760	Rs. 72,278,660
Service (Fuel, Vehicles etc.)	Rs. 6,450,000	Rs. 6,150,000	Rs. 7,050,000	Rs. 14,300,000	Rs. 14,000,000

Source: DMMC Budgets

(1USD = 93.45 Sri Lankan Rupees)

Table II: ACTUAL EXPENDITURE ON SOLID WASTE MANAGEMENT

NATURE OF ACTIVITY	1997	1998	1999	2000
Personnel (as in Table I)	Rs. 35,674,347	Rs. 39,096,700	Rs. 42,507,077	Rs. 47,843,480
Service (as in Table I)	Rs. 3,954,517	Rs. 3,941,700	Rs. 11,993,216	Rs. 15,714,800

Source: DMMC Budgets

In 2001, the DMMC allocated 27 percent of the total budgetary expenditure to SWM. Only Sri Jayawardhanapura Kotte Municipal Council comes close to this, with 22 percent. Corresponding performances for Negombo and Moratuwa are 11 percent and 2 percent respectively.

Complaints have been frequent from rate payers and service users about the deterioration of the services. As a result, the cooperation of the residents was not forthcoming as the service was sub-standard. Despite increased expenditures, complaints have been made to officers in the field on revenue collection and inspections. Also, residents made complaints directly and via telephone to the Mayor, who opens his office to the public on Wednesdays.

Context

The criticism and complaints from the residents on the deterioration of the services brought about a change in the thinking of the DMMC, as the level of performance of the functions was found to be at a low level. Corresponding to these changes, priorities also shifted to an emphasis on health and sanitation.

Case Study on the Dehiwala-Mt. Lavinia Municipal Council

The DMMC realized that it was the duty of the Council to provide an efficient service to the residents who voted them into power and pay the taxes and therefore, developed a solid waste management policy. A new solid waste management policy was developed in 1998.

Development of a solid waste management policy was necessitated with the re-location of about 5,570 persons in a low-lying, undeveloped area of the DMMC. The DMMC and Sevanatha (an NGO partner) stepped in to provide the necessary services required by these families. Provision of these services does not come under the purview of the two government corporations.

The DMMC realized that it was the duty of the Council to provide an efficient service to the residents who voted them into power and pay the taxes and therefore, developed a solid waste management policy. A new solid waste management policy was developed in 1998.

Although external agencies and NGOs provided solid waste management services to these low-income families and maintains them through the Integrated Community Development Council, they started withdrawing and the local authority assumed responsibility over the settlement. The DMMC has extended most of these services and related activities are coordinated with the support of withdrawing organizations. Under the existing system, privatizing SWM was the best alternative for the DMMC.

PRE-INTERVENTION SITUATION

The DMMC was constituted as a Municipal Council on December 3, 1959 with 19 councillors and re-constituted with 29 councillors on June 5, 1967. The area of authority of the Dehiwala-Mount Lavinia Municipal Council is approximately 2,117 hectares with a population of about 240,000. The density of the population is high (118 per hectare) (1 hectare = 2.47 acres), but decreases towards the eastern areas that are marshy and undeveloped. The number of households is approximately 61,000. Approximately 4,345 industrial and commercial properties are in the region.

Government institutions such as offices, hospitals, and dispensaries have increased considerably and consequently, the commuting population has increased to about 100,000. Ratmalana Airport, the Railway Central Workshop, Zoological Gardens, and other industries have contributed to the increase of activities.

More than six kilometres of beach lie within the jurisdiction of the municipal council. Dehiwala-Mount Lavinia is a tourist area with a large number of hotels. New commercial enterprises have been established in this area and with these developments, generation of garbage has increased.

Currently, daily garbage collection exceeds 150 tons. In 2001, households/families in the DMMC area totalled 45,817. Household waste includes kitchen and garden waste. This amounts to about 72 tons a day. Waste is collected by the residents in bags and in containers kept inside premises for disposal to the collecting tractors.

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Overall, daily waste, which is estimated to be more than 50 percent organic, comprises:

Domestic	72 tons
Commercial	30 tons
Market	12 tons
Street and garden	15 tons
Industrial	5 tons
Institutional	5 tons
Construction	10 tons
<u>Hospital and Clinic</u>	<u>1 ton</u>
Total	150 tons

Existing waste services/facilities are established by the DMMC. They include concrete bins at collection points. Domestic waste is gathered by handcarts and brought to collecting points. The handcarts are in poor condition, despite low maintenance costs.

Major Problems

Major problems faced by the DMMC in regard to the collection and disposal of solid waste are related to:

- i. The inadequacy of funds,
- ii. Lack of suitable landfill sites for dumping, in close proximity,
- iii. Location and size of households,
- iv. Lack of cooperation from the community,
- v. Poor management of labor.

The Inadequacy of Funds

DMMC was operating its solid waste management program in isolation. There was no assistance from the Government or the Provincial Council. No long term plans or programs had been developed to provide service in a systematic way. The concrete bins constructed at roadsides as collection points created a nuisance as they overflowed when removal did not take place for days at a time.

The situation was due to the lack of transport vehicles. Tractors, dump trucks, and other vehicles belonging to the council were inadequate. As some of them were old, frequent breakdowns worsened the state of affairs. The repair costs were high and it was a burden on the council.

Inadequate funds for solid waste collection and removal has been a major problem faced by the DMMC, as well as various other urban local authorities (ULAs), over the years. The DMMC has a limited council fund and allocations for this purpose have been fairly small. (Refer to the Table I above.)

Lack of Suitable Landfill Sites

No suitable lands are found within the DMMC area that could be used as a landfill site for dumping. Marshy lands in the eastern edges have been preserved for other purposes by the

government. Lands outside the DMMC area have been used as dumping grounds, but the residents as well as the local authorities protested. Occasionally, tractor loads of garbage taken to such dumping lands have been refused and alternative sites were needed.

The government and the provincial council have stepped in to look for suitable lands in the Colombo district, since providing dumping grounds is a problem common to all local authorities in the district. The National Building Research Organization (NBRO) was instructed to carry out a survey for this purpose. Only a few sites were identified, but due to various problems, some of them had to be dropped and the DMMC did not get suitable land.

Location and Size of Households

Difficulties have also been encountered in the collection of garbage due to the location and the small size of households. Some premises are less than three perches* in extent. Reduction of garbage at the source—such as burying in pits for creating organic manure, burning, or sorting—could not be done. Sending vehicles for the purpose of removing garbage from such premises is difficult. The use of handcarts and two-wheel tractors has been introduced at an additional cost.

Lack of Cooperation from the Community

Some segments of the population do not extend their cooperation to carry out the solid waste programs well. Residents who occupy large premises do not take steps to reduce garbage. Cut branches of trees and thorny plants are dumped on to the roadsides for the DMMC to remove. At least a fair portion of the garbage collected and removed contains such branches and plants.

Poor Management of Labor

Absenteeism is a common feature among the laborers engaged in the collection and removal processes. Daily, a large number of temporary or casual laborers are employed. Their output is low unless there is close supervision and some will leave work after the checkroll is marked to work in a private, commercial establishment or in a work site. Monthly wages of a laborer in the DMMC is Rs. 3250/-. Daily wages paid to a temporary or casual laborer is Rs. 125/-.

INTERVENTION /CHANGE

Urbanization has taken place at a rapid pace in many areas of the DMMC during the last few years. Demand for services increased enormously with the establishment of new institutions and commercial enterprises and the need for a better waste management program became evident.

Impetus for change came with the taking over of the relocation settlement in the neighborhood of Badowita. In the early 1990s, squatters living on canal banks in the Colombo Municipal Council (CMC) area were relocated to Badowita. This relocation site was developed by the Sri Lanka Land Reclamation and Development Corporation (SLLR&DC) and the National Housing Development Authority (NHDA). Badowita is situated at the Eastern extremity of the DMMC area. Families have been settled under six steps/blocks. An Integrated Community Development Council has been formed. Collection of garbage in the area is organized by this council. A waste collection and sorting center has been set up to undertake this work. The DMMC, Sevanatha, JICA (volunteers) and a few other institutions provide them with the necessary guidance and support.

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Conditions were not satisfactory. Average household size was about two perches (50 sq. meters). Houses were semi-permanent or structures covered with polythene. Facilities such as toilets and stand posts were shared.

Relocation settlement was set up under five stages or blocks and later another stage was added. In each stage or block, a community based organization (CBO) called a Community Development Council (CDC) was formed. These CDCs have been integrated to form one organization to cover all six stages. This organization functions as the “Integrated Community Development Council” under the DMMC leadership and the coordination of donor agencies, NGOs, and governmental institutions.

At this stage, the DMMC developed a solid waste management policy with a view to provide services efficiently. After assessing the gravity of the problem in 1998, the DMMC agreed to:

- (1) Appoint a new standing committee of the council on solid waste management and environment;
- (2) Establish a new Department with a Deputy Commissioner to take charge of the solid waste management;
- (3) Share the responsibilities of solid waste collection and disposal with the private sector;
- (4) Introduce solid waste reduction at the source; and
- (5) Improve public awareness and educate the people as to their duties and responsibilities in order to enlist their cooperation.

KEY PARTICIPANTS

1. DMMC

The DMMC plays the primary role in the waste management and solid waste reduction activities. It is mandatory for the DMMC to plan, implement and evaluate programs. DMMC, as a municipal council enjoys the highest degree of autonomy among other types of local authorities. Wide powers have been devolved to the council and the mayor. Several standing committees comprising only councilors have been appointed by the council to obtain recommendations on various matters. Solid waste management and the environment committee are the newly created committees.

The mayor is the head of the council, the chief executive officer (CEO), and the chief accounting officer (CAO). The municipal commissioner is the chief administrative officer and the executive officer next to the mayor. Decisions are made by the council and the majority decision prevails.

The present municipal staff is 3,600 and most of them are experienced officers. Staffing decisions are determined by the Salaries and Cadre Committee.

2. Donor assisted Projects

A few donor assisted projects such as the Sustainable Cities Program (SCP), Urban Settlement Improvement Project (USIP), and Japanese International Cooperation Agency Volunteer Groups (JICA) have contributed immensely to the Solid Waste Reduction Project at Badowita through

* One perch equals 25 square meters

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community mobilization activities, training, and funding. Staff of these donor organizations is key participants in the solid waste reduction program.

3. Non Government Organizations (NGOs)

Sevanatha and Seth Sevana are the two NGOs that participated in the activities in Badowita as partners in the planning, implementation, and evaluation work. Sevanatha's contributions are:

1. Convincing the DMMC to start the project;
2. Organizing community based organizations (CBOs) at Badowita;
3. Promoting community based partnerships approach in solid waste management;
4. Organizing a community based (CB) solid waste reduction activity;
5. Linking the community with the DMMC;
6. Organizing the community for self-help work.



Waste Collection and Sorting Center (WCSC)

Seth Sevana helped to facilitate and express the desire for municipal services on behalf of the re-located populations. The community organization is responsible for convincing the DMMC to act and establish these services.

4. Government Corporations and Boards

- Sri Lanka Lands Reclamation and Development Corporation (SLRR & DC). Relocation site was opened by this corporation and continues to support the work undertaken by the CDC.
- National Housing Development Authority (NHDA) assists in the matters of land allocation.

5. Private Sector Organizations

- Care Cleaners Ltd. is the contracted firm for solid waste collection in four Dehiwala-Mount Lavinia wards.
- The National Paper Company purchases the used paper for recycling.
- The Ceylon Glass Company is directly linked with this project, through the purchase of glass. There are few other private sector organizations that undertake construction and supplies.

6. Provincial Council of the Western Province

- The Provincial Council has assisted the DMMC in providing a block of land for dumping at a place called Madapatha, which is located 15 kilometers away from the DMMC.

Solid Waste Collection and Disposal--Contract to Private Sector

Contracting out activities of Urban Local Authorities (ULAs) had been considered as a solution to some of the services. The Galle Municipal Council, which is situated south of the DMMC, once decided to privatize solid waste disposal, however it did not occur due to objections. CMC has already started privatization of solid waste disposal.

In terms of the policy decisions, a resolution was passed by the DMMC to contract out this service to a private company in 2000. Councilors and a few officials objected on the grounds that the DMMC would lose control over the services and that costs would go up. Objections were raised by labor unions that council laborers would lose their jobs. Arrangements were taken to absorb them into vacancies in other wards, however. Suppliers of transport vehicles to the council for collection and removal of solid waste staged a stronger protest.

The council stood by the decision and implemented the proposal of privatization of collection and removal of garbage as a pilot project in four wards:

- Ward No. 18 - Vidyalaya
- Ward No. 22 - Wathumulla
- Ward No. 23 - Wedikanda and
- Ward No. 24 - Pirivena

The contract was awarded to Care Cleaners Ltd. Under the agreement, the contracting firm is responsible for:

- i. Cleaning drains,
- ii. Cleaning road sides and pavements,
- iii. Collection and removal of garbage to the landfill site.

A Public Health Inspector (PHI) and health officers are in charge of the supervision. Complaints are attended to promptly.

The contractor has agreed to deploy the following in order to provide efficient service:

- | | |
|-------------------------|------------------|
| One Mechanical Engineer | Five Tractors |
| Two Brush Cutters | Four Motorcycles |
| Fifty Laborers | |

This contracted amount at the inception was Rs 6,660,750/- and this amount is subject to increase with changes in fuel prices and wages. The agreement provides for the payment of these increases.

Solid Waste Reduction--Community Participation

Waste reduction programs have been designed to reduce garbage by burying in pits or burning within the premises of residents. In Badowita, the resettlement community, the size of premises had been very small. No burying or burning could be done.

The objectives of the Badowita project are to:

1. Find a permanent solution to the solid waste management of the community.
2. Demonstrate that the strategies have the potential and the ability to involve all stakeholders – NGOs, foreign funded projects, private sector, and other development agencies.
3. Strengthen the relationship between the community, the municipality, and other institutions through the partnership approach.
4. Find a mechanism for the community to help itself to develop income generating methods of which the benefit would accrue directly to the community, and
5. Promote replication of low cost demonstrations in other urban situations.



Handcart collection of community solid waste

Under the program of waste reduction, the DMMC has introduced colored bags/bins to households for the disposal of different items – i.e., glass, plastics, polythene and biodegradable material. Biodegradable materials are removed to the dumping site as no composting in the community has commenced. A center for sorting, the Waste Collection and Sorting Center (WC&SC), has been established with financial assistance from the DMMC, foreign funded projects and NGOs and participation by the community organizations.

Under the program of waste reduction, the DMMC has introduced colored bags/bins to households for the disposal of different items – i.e., glass, plastics, polythene and biodegradable material.

The DMMC has deployed three persons from the Badowita community – two females and one male – to carry out this operation. Two employees collect garbage from premises in the settlement in handcarts. Daily collection is about 150 kilograms. In addition, the community organization (Integrated Community Development Council) now purchases dry garbage from institutions from the vicinity, but outside the community for sorting and selling.

After the sorting operation, various items are packed and stacked for sale at the WC&SC. Proceeds of the sales are credited to the account of the ICDC. Proceeds amounted to Rs. 23,000/- during the first year that commenced May 2001. All financial transactions are recorded, including receipts and payments, and are kept in the office for inspection by the community.

DMMC has absorbed the three persons who were paid temporary allowances, into the Council Cadre and paid monthly salaries. It was found that these three employees could carry out the operations with the assistance and the guidelines of the DMMC.

Badowita forms a unique case of community involvement in the provision of municipal services. The DMMC now functions as facilitator and the community performs as the provider. All financial transactions are transparent and accountability to the members of the community is assured. Every month the ICDC meets to discuss progress of activities, including the financial transactions. The president and the office bearers of the ICDC have displayed leadership qualities in the organization of the community efforts for their own benefit.

Action is being taken by the DMMC to replicate this for about 750 families at Ratmalana on land belonging to the Ceylon Railway. The majority of the problems confronted by the DMMC (as stated above) have been resolved as a result of the new policies adopted in solid waste management:

- *The inadequacy of funds*
No additional funds have been pumped in to the DMMC, but in making allocations in the council budget, more funds have been allocated for solid waste disposal.
- *Lack of dumping sites*
This continues to be a major problem. Site used at present is adequate only for a few more months.
- *Location and size of households*
Collection of garbage from premises that are small and inaccessible by tractors is done by handcarts.
- *Lack of cooperation from the community*
This has been partly overcome through public awareness programs such as public address systems, distribution of printed leaflets, and newspaper notices.
- *Poor management of labor*
With respect to the four wards that have been contracted out, the DMMC has no problems over the management of labor. However, over the rest of the wards (that are managed by the DMMC), problems relating to labor management continue.

MONITORING OF PROGRESS

The solid waste management department of the DMMC carries out monitoring of the privatized solid waste collection and disposal service. The Deputy Commissioner conducts monitoring meetings monthly, and necessary actions are taken as required.

PHI's work is supervised and monitored by the Chief PHI. Successful management is reflected by the following:

1. Regular collection
2. Improved state of cleanliness of roads
3. Less accumulation at collection centers
4. Reduced number of complaints
5. Absence of criticism by the press.

Arrangements for monitoring of the progress at Badowita solid waste management project is carried out by the Integrated Community Development Council (ICDC) through daily

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inspections. Wherever necessary, work performance is monitored at coordinating meetings. The DMMC conducts monitoring meetings regularly and reviews progress of the activities.

Sevanatha coordinates the activities between the DMMC and the donor agencies and the community. Refer to the Attachment 2 on “Monitoring of Progress.”

PROCESS DESCRIPTION

The change brought about in the area of solid waste management was deliberate. The DMMC realized that it had failed in its duty to provide a clean environment, in not giving due priority to the solid waste problem, and in not having a plan.

The DMMC formulated a policy for solid waste management and planned to carry out various programs such as sharing responsibility with other sectors, community involvement, and solid waste reduction programs.

Implementation of this program was carried out with the active and dedicated participation of donor assisted project personnel, NGOs, community based organizations, private sector entities, government boards and corporations, and the provincial councils. The DMMC takes the lead role.

In the solid waste reduction project at Badowita, an action plan has been prepared to assign responsibilities and agree on target dates. (Refer to Attachment 3 in Action Plan.)

A working group comprising the key participants and stakeholders has been appointed by the DMMC for the purpose of implementation, review of progress, resolving problems, and evaluation of performance. The working group meets once a month. Problems had cropped up at the inception, but the working group was able to resolve them during meetings. Meetings are conducted in a way conducive to problem solving, so that problems are now minimal.

In addition to the working group, the Badowita project team has set up a council for the purpose of arranging and maintaining the waste collection and sorting center (WCSC). (Refer to Attachment 4 on “Activities and Responsibilities of SWSC.”)

Monitoring of progress is carried out by the Integrated Community Development Council, DMMC, Sevanatha, and other officers. (Refer to Attachment “Monitoring Progress.”)

In the contracting out of services, the only cost involved is the amount paid to the firm. The DMMC carries out the supervision of the activity, using the available staff such as PHIs and health officers.

In the solid waste reduction project, costs are shared between the DMMC, foreign-funded projects, and the community. DMMC costs factors are as follows:

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- Collection of waste,
- Hand carts and other equipment,
- Polysack bags for waste separation,
- Notice boards, and
- Cost of removing degradable waste (tractors, fuel, labor etc.)

Costs for the activities in Badowita are approximately US\$ 6,500. This figure is for the waste service in the Badowita area, which includes approximately 1200 families and covers approximately 10 hectares of land.

END RESULT

The DMMC has benefited from this new practice of privatization of solid waste collection and disposal and solid waste reduction programs. The DMMC has minimized vehicle maintenance costs and saved approximately Rs. 250,000 for hired vehicles. Payments to the contracting company increase with higher fuel prices and wage increases. However, if the council were to have continued, costs would have been much higher.

The DMMC has benefited from this new practice of privatization of solid waste collection and disposal and solid waste reduction programs.

A regular collection program is in place and residents' complaints have been minimized. Partnerships with the private sector have proven to be a success and a good practice in providing services to the public.

The following have also benefited:

- Residents of the four wards where solid waste collection and disposal are privatized. They benefit from improved environment and cleanliness.
- Families in the Badowita low income settlement with –
 - a. Better facilities for solid waste collection and removal and
 - b. Extension of the other services such as supply of electricity, drinking water, etc.

The waste reduction program associated with the Badowita community is a unique example of a partnership with community groups, NGOs, and aid agencies to find a solution for garbage removal. A reduction in the volume of garbage removed has taken place. After sorting for recycling and reusing, the remaining waste represents about 10 percent of the original load. Use of labor to remove garbage is also reduced. Only eight laborers are employed by the DMMC for the entire community.

From the point view of the Badowita, the benefits are:

- Employment opportunities and a clean and healthy environment;
- Development of a social cohesion and brotherhood in the neighborhood;
- Opportunity of learning from experience in other situations, i.e. JICA volunteers; and
- Additional income earned through the sale of garbage.

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Badowita was chosen for the introduction of solid waste reduction practices due to several reasons:

- 1) the serious hygienic and environmental problems in that area
- 2) active participation and leadership in that community
- 3) support from NGOs and other agencies
- 4) the financial support from donor organizations

The practices in Badowita will be replicated at the Ratmalana railway area and into two other wards – Malwatta and Katukurunduwatta.

LESSONS LEARNED

The experience by the DMMC and the urban community, both at the low-income levels and the higher strata, has created opportunities for better performance in the sharing of responsibilities and the development of partnerships.

Key Success Factors

- Strong commitment on the part of the DMMC to deliver services efficiently. Majority of the councilors supported the privatization and source separation projects and stood firmly by it. All objections from within and outside the DMMC have been overcome.
- Cooperation extended and the support given by the rate-payers. Some objections faded away when the service improved.
- The contracting firm clearly displayed its interest and the capacity to provide the service efficiently.
- Adequate supervision carried out by the DMMC officers.
- Good management of the collection and disposal program by the municipal department headed by the deputy commissioner with the assistance of the working group.
- Success of the solid waste reduction project at Badowita is primarily due to the dedicated effort of the Integrated Community Development Council (CBO) and all of its members.
- The leadership and the contribution provided by the DMMC.
- Valuable contributions from the two NGOs – Sevanatha and Seth Sevana, especially the Sevanatha that was at the base of the community mobilization, training, and other programs.
- The support of aid agencies such as JICA volunteers has contributed to community mobilization.
- Assistance from the SCP and USIP.
- Assistance of state boards and corporations, i.e., SLLR and DC and NHDA.
- Assistance and guidance provided by the Western Provincial Council.

OBSTACLES ENCOUNTERED

In the privatization of solid waste collection and disposal, there were objections from councilors and private citizens. This was an obstacle to privatization, which caused a delay in the decision-making process.

No serious problems have been confronted in the Solid Waste Reduction Community Project in Badowita. However, rivalries among certain families in the community group posed an obstacle

to progress. Leadership was sometimes criticized as being undemocratic and authoritarian. Misunderstandings created suspicion among family members. Delay on the part of functions of institutions, such as granting approval and providing facilities have also been obstacles in Badowita to some extent.

Strategy to overcome obstacles

Obstacles to privatization have been overcome through:

1. Policy decisions of the council. It is incumbent on the part of the councilors and staff to uphold and implement such decisions;
2. Discussions and explanations at staff meetings or at working group meetings;
3. Community mobilization programs and problem solving at working group meetings; and
4. Public awareness programs.

In the solid waste reduction activity at Badowita, community mobilization programs and public awareness programs have been successful in overcoming dissensions and obstacles. These include:

1. Distribution of printed leaflets among residents;
2. Use of the public address system;
3. Meetings with community leaders and representatives; and
4. Demonstrations in sorting and other steps.

MAIN MESSAGE

The waste reduction program exemplifies good urban governance principles. The DMMC has involved the community significantly, encouraging the community to play an active role in solving their solid waste and sanitation problems with assistance from NGOs and private sector organizations.

Good leadership practices have been demonstrated by the President, Secretary and other Office Bearers of the ICDC, making their plans and proposals a reality. The DMMC, through the Department of Solid Waste management and Environment and the Working Group, provided this community with necessary leadership and support for effective performance.

The ICDC activities are transparent. The WC&SC keeps accounts of the transactions up to date. Accounts books are maintained well. The DMMC examines the accounts and is also encouraged to update council accounts and to maintain transparency in the financial transactions and related activities.

While the urban environmental services such as solid waste disposal, city cleaning and good maintenance of drains have been improved, revenue generation by the community and minimizing of costs by the DMMC have taken place.

The Badowita community has worked through the process of identifying the resources and determining their priorities and objectives and the DMMC has taken decisions to carry out its

responsibilities to provide necessary infrastructure, financial and technical assistance to them. This facilitates the community based economic development process.

RECOMMENDATIONS

1. Mechanisms should be introduced through systems and procedures to establish close links between the local authorities and the community organizations and involve them in the decision-making process.
2. Committee system in the local authorities should be strengthened by making non-governmental cooperation principles compulsory. This enables community organizations to take part in decision-making processes and make local authorities more responsive to community needs.
3. Introduce systems and methods of improving the revenue of local authorities. Traditional sources have mostly stabilized. Revenue from services is declining. Revenues from industrial or commercial enterprises, through partnerships or joint ventures need to be sought.
4. Remove restrictions and limitations that prevent local authorities from taking part in enterprises in the free market, jointly or otherwise.
5. Provincial councils should devolve more powers and functions to local authorities, to enable them to find revenue resources and utilize them for the benefit of the residents as provided in the Constitution.
6. The DMMC should seek opportunities to share its experiences with other local authorities. Its experience with cooperation and citizen participation would be useful to other wards.

KEY STEPS OF THE PROJECT

Stage	Description of tasks undertaken	Timeframe	Implementor
Step 1	Identification of key stakeholders (partners)	1 month	DMMC
Step 2	Forming a Project Working Group at DMMC	1 month	DMMC
Step 3	Meetings and consultations to prepare a work plan	1 month	PWG
Step 4	Identification of responsibilities of key partners	1-2 months	DMMC & PWG
Step 5	Carrying out community awareness campaigns	2 months	Outsourced
Step 6	Municipality handling of biodegradable waste	2 months	DMMC
Step 7	Community engaged in source separation of waste	3 months	CDC
Step 8	Developing a mechanism for community handling of non-biodegradable waste.	(not in place)	
Step 9	Community engaged in collection and sale of recyclable waste	3 months	CDC
Step 10	Monitoring of the progress and experience sharing with other municipalities and government institutions.	3 months	CDC & DMMC

MONITORING PROGRESS

Entity	Responsibility	Action
Integrated CDC	Handling of all works related to collection of waste up to the sale of such items and the management of the WCSC	Daily inspection and carrying out assigned tasks and duties.
DMMC	Overlooking the entire project and conducting three monthly progress review and monitoring meetings and cleaning bottlenecks	Weekly inspection of area by Supervisors and Health Wardens
Sevanatha JOCV	Coordinating between the MC and other Donor agencies	Documenting the entire process. Writing progress reports and good practice papers six months after the commencements of the construction of the WCSC.

ACTION PLAN OF WASTE REDUCTION PROGRAMME FOR BADOWITA AREA

Objective:

Waste reduction at the household level and minimize the quantity of final disposal

Action	Time target	Responsibility	Cost
Preliminary Discussion	12-12-2001	U.S.I.P./D.M.M.C.	
Awareness Programme & Workshop for relevant stakeholders	20-02-2001	D.M.M.C./U.S.I.P./J.O.C.V./Sevanatha Community Organization	
Set up of Working Group	25-02-2001	D.M.M.C.	
Prepare a Work Programme & Action Plan	01-03-2001	Working Group	
Call for tenders to purchase necessary items	15-03-2001	D.M.M.C.	
Take over the land from SLLR & DC	01-04-2001	U.S.I.P.	
Open tenders for necessary items	05-04-2001	D.M.M.C.	
Obtain the planning Clearance for building	10-04-2001	U.S.I.P.	
Entrust the building construction of collection center	30-04-2001	U.S.I.P./community Organization	400,000.00
Purchase the separation bags and other items	02-05-2001	D.M.M.C.	50,000.00
Appoint the necessary employees and supply necessary items	05-05-2001	D.M.M.C.	
Final discussion of the project with the Working Group	10-05-2001	D.M.M.C.	
Educate the residents	11-05-2001	Working Group	2,000.00
Implement the project	12-05-2001	Working Group	5,000.00
Progress review meetings	Twice a month	Working Group	

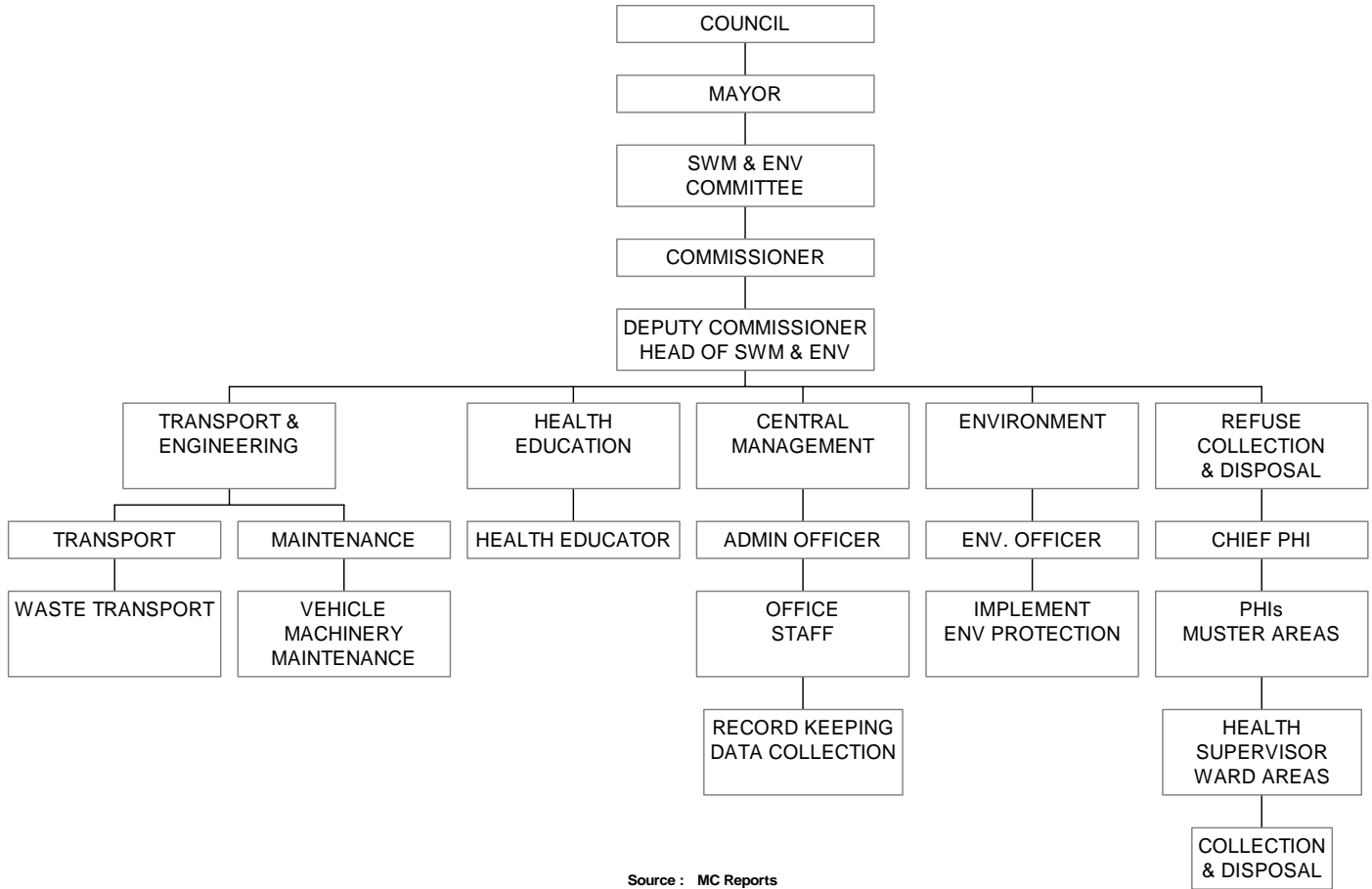
ACTIVITIES AND RESPONSIBILITIES OF SWSC

Person	Responsibility	Community Assistance Required
Public Health Inspector (1)	Monitoring and supervising of laborers	Provide support to and cooperate with the DMMC and the agreed work plan. Identify areas of weaknesses and inform the Working Group
Health Wardens (2)	<ul style="list-style-type: none"> • Assist in Community Development activities • Create awareness among the community regarding solid waste management • Coordination of project activities 	Assist Health Wardens in supply of social, economic and environmental information of the settlements
Manager – Waste Collection & Sorting Center	<ul style="list-style-type: none"> • Handle daily Management of WCSC • Maintenance of Accounts etc. • Report all activities in brief documentation style • Coordinate between institutions and Departments 	
Management Assistant (1)	Assist Manager of WCSC in all activities.	
Laborers (2)	<ul style="list-style-type: none"> • Collection of non-biodegradable waste from all 6 stages. • Transportation and storage of all such collected waste in the WCSC. • Publicly announce messages to the community • Clean and maintain the WCSC • Manage and maintain equipment in the WCSC. 	Sorting of waste into specified method.
Caretaker / Watcher	Handle all security aspects of the WCSC	Assist the management in providing security to the WCSC.

Case Study on the Dehiwala-Mt. Lavinia Municipal Council

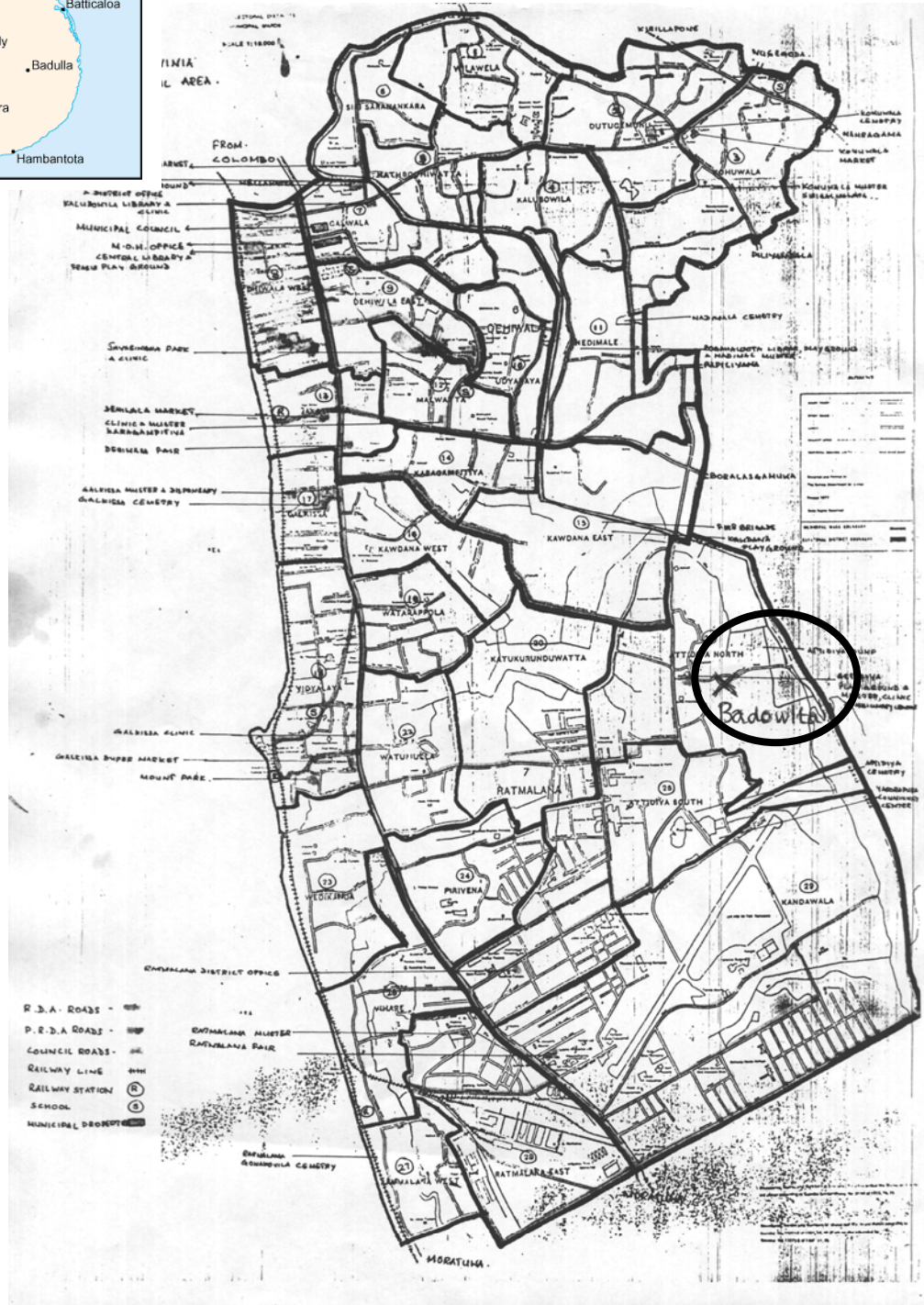
Attachment V

ORGANIZATION CHART SOLID WASTE MANAGEMENT & ENVIRONMENT DEHIWALA-MOUNT LAVINIA MUNICIPAL COUNCIL





Dehiwala-Mt. Lavinia Municipal Council Area



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- Case study of public / private participation on solid waste management of DMMC.
- Framework for organizing, neighborhood-based demonstration project, Dehiwala – Mt. Lavinia MC
- Case study of Urban-Low Income Community of Badowita in the DMMC area
- Municipal Commissioner – DMMC
- Public – private partnership for the urban Environment options and issues (Newyork 1999)
- DMMC Budgets (1998 – 2001)

INTERVIEWS

1. The Mayor Dehiwala / Mt. Lavinia MC
2. The Municipal Commissioner DMMC
3. Deputy Municipal Commissioner DMMC
4. Municipal Accountant, DMMC
5. Chief Public Health Inspector DMMC
6. The Public Health Inspector, in charge of Badowita Project
7. Environmental Officer, DMMC
8. Chief Clerk, Solid Waste Management Division
9. President of the ICDC
10. Secretary of the ICDC Mrs. Malini
11. Manager, Waste collection and sorting Centre at Badowita
12. Representation of Sevanatha and the Ministry of Public Utilities



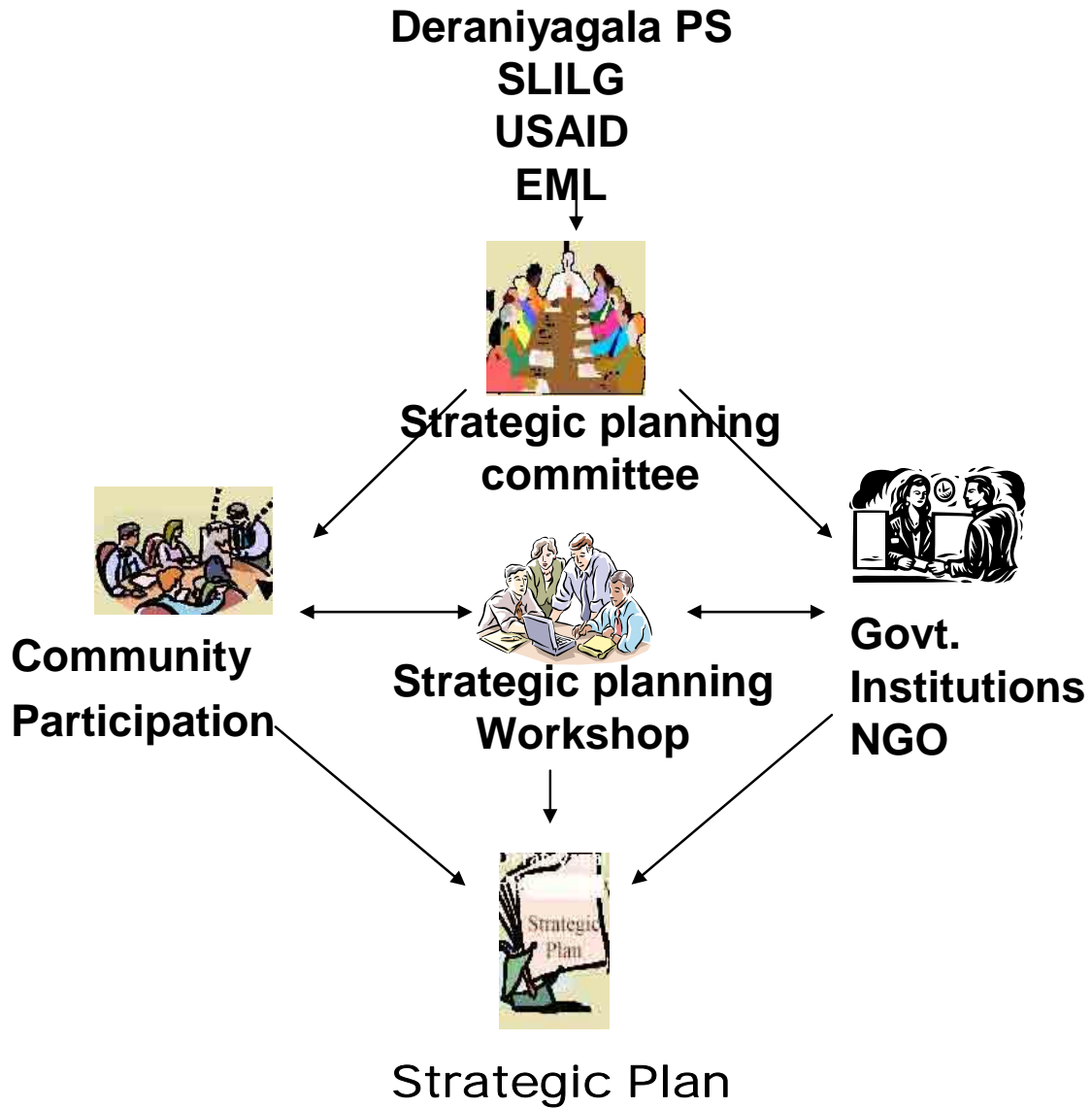
Good Urban Governance in South Asia (GUGSA)

DEMONSTRATION PROJECT
SRILANKA

***Demonstrating Principles of Good
Urban Governance at Deraniyagala,
Srilanka***

Prepared by
EML Consultants





Visioning for Deraniyagala and Implementing the Solid Waste Management Project

EML Consultants

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1 Background

The **Demonstration Project for Good Urban Governance at Deraniyagala**, described in this document consisted of two stages of work, the first being a participatory strategic planning exercise and the second being the formulation and implementation of a solid waste management project. The first stage, the strategic planning process, was carried out through the convergence of two USAID funded projects – the Good Urban Governance in South Asia (GUGSA) Project and the South Asia Regional Conference on Disaster Mitigation and Urban Infrastructure Financing.

USAID's Regional Urban Development Office for South Asia (RUDO/SA), in collaboration with the region's bilateral USAID Missions, initiated a three-year, three-location (Bangladesh, Nepal, and Sri Lanka) activity in October 2001 to promote Good Urban Governance In South Asia. GUGSA activities document, disseminate and demonstrate best practices from local government bodies to improve the response capacity of local urban governments within the country and will culminate in a Regional Conference for dissemination. The five principles that define good governance are Transparency, Predictability, Accountability, Rule of Law and Participation.

The early phases of GUGSA involved developing an inventory of municipal governments that already have in practice the principles of good urban governance and documenting the most notable of those, for dissemination to and replication by other municipal governments in Sri Lanka. The later phase involved working with a local or municipal authority in developing a pilot project, that both addresses a urban service need within their community, as well as demonstrates the principles of good urban governance in the planning or implementation phase of the proposed project.

The South Asia Regional Conference on Disaster Mitigation and Urban Infrastructure Financing activity involved two phases of work

- The first phase included designing and organizing a regional conference, which took place March 14-15, 2003 in Colombo, Sri Lanka.
- The second phase of the activity included 1) developing a Resource Book to serve as a guide to those engaged and interested in incorporating disaster mitigation into capital investment planning and programming; and 2) technical assistance to develop demonstration activities in up to three selected urban areas that demonstrate the institutionalization/mainstreaming and ultimately, the financing of disaster mitigation measures in urban infrastructure. The learnings from the demonstration projects were to be included in the Resource Book.

During the search for an appropriate mainstream project in which to demonstrate the integration of disaster mitigation, the opportunity of integration with the USAID-funded GUGSA pilot project in Sri Lanka came up. Therefore it was decided to integrate the demonstration activity of disaster mitigation into this strategic planning process. The activities and process under the pilot project phase would also be documented and disseminated for replication and demonstration purposes.

1.1 Conceptual Framework of the Demonstration Project in Sri Lanka

The resources and activities of the GUGSA and Disaster Mitigation projects were converged to carry-out a joint, two-phased pilot (demonstration) project. The first phase involved the development of a municipal strategic plan that integrates disaster mitigation concerns for a municipal/urban area that has a demonstrated need for disaster mitigation. This is a multi-stakeholder, participatory, strategic planning exercise, led by the local authority, which primarily addresses the mainstream development issues and features a disaster mitigation dimension as a crosscutting theme. The second phase of the project focuses on implementing one of the specific projects identified in the strategic plan that is about, or related to, a prominent disaster mitigation concern or need.

1.2 Selection of Deraniyagala as Demonstration Project Site

Representatives of PADCO and TCGI-EPC conducted field visits from September 6-13, 2003. Prior to the field visit, two sites—Ratnapura and Batticaloa—were short listed as possible sites for the pilot project. Environment Management Lanka (EML), the local consultants for the project had conducted background research into the planning and disaster history of each site and to identify NGOs and disaster mitigation consultants to participate in the project. During the field visit, a meeting was organized with the Ministry of Home Affairs, Provincial Councils & Local Government, Sri Lanka Institute of Local Governance (SLILG), USAID/Sri Lanka, Center for Housing, Planning and Building (CHPB) and EML.

The purpose of the meeting was to determine the best location for the pilot project. The two previously short listed sites—Ratnapura and Batticaloa—were both rejected. There were travel restrictions to Batticaloa, making it an impractical choice, and Ratnapura has already been involved in several projects related to disaster mitigation and the inclination was to spread out the USAID resources to other areas.

USAID expressed interest in selecting a site where there were on-going government-sponsored programs in an effort to build synergy with convergent efforts, increase the impact of the pilot project, and to provide opportunities for scaling up the activity. SLILG was at that time conducting a Capacity Building Program for 25 local authorities. This program's objective was to build the capacity of 25 selected Local Authorities:

- to provide quality services in an efficient, productive and democratic manner
- to effectively utilize the powers devolved to them for fulfilling the responsibilities delegated to them
- to establish a democratic administration based on the principles of good governance
- to become self-reliant

Since the objectives of the SILG program converged with those of the pilot activity, the group decided to hold the pilot activity in one of the 25 local authorities most affected by disasters.

Of the 25 local authorities, Deraniyagala was selected because of its vulnerability to landslides. After selecting the site, the group decided that SANASA would be the most

appropriate NGO to facilitate the participatory planning process, given their broad grass roots movement and base in the Kegalle district near Deraniyagala.

2 The Strategic Planning Process

2.1 An Introduction to the town

Deraniyagal Pradeshiya Saba (PS) is located in the South-Eastern part of the Kegalle District which lies in the northern part of the Sabaragamuwa Province. The limits of Pradeshiya Saba, Divisional Secretariat and electorate are same for Deraniyagala. The boundaries of the Deraniyagala Division are Ambagamuwa Division of Nuwaraeliya District to the East, Kuruwita Division of Ratnapura District to the South and Dehiowita Division of Kegalle District to the North and Kelani ganga

From the mountain ranges in the east of the Division, there flows the Magala – Oya, Karawila ganga, Miyanawita – Oya, Polgaswatta – Oya, Panakura and Kehelwala canals. These water resources feed the Seetawaka ganga that protects the moisture of the soil and creates beautiful water falls which attracts tourists. This river and its branches preserve the moisture required for tea plantation. To the East of the Division, the mountain cliffs and valleys are covered with natural vegetation.

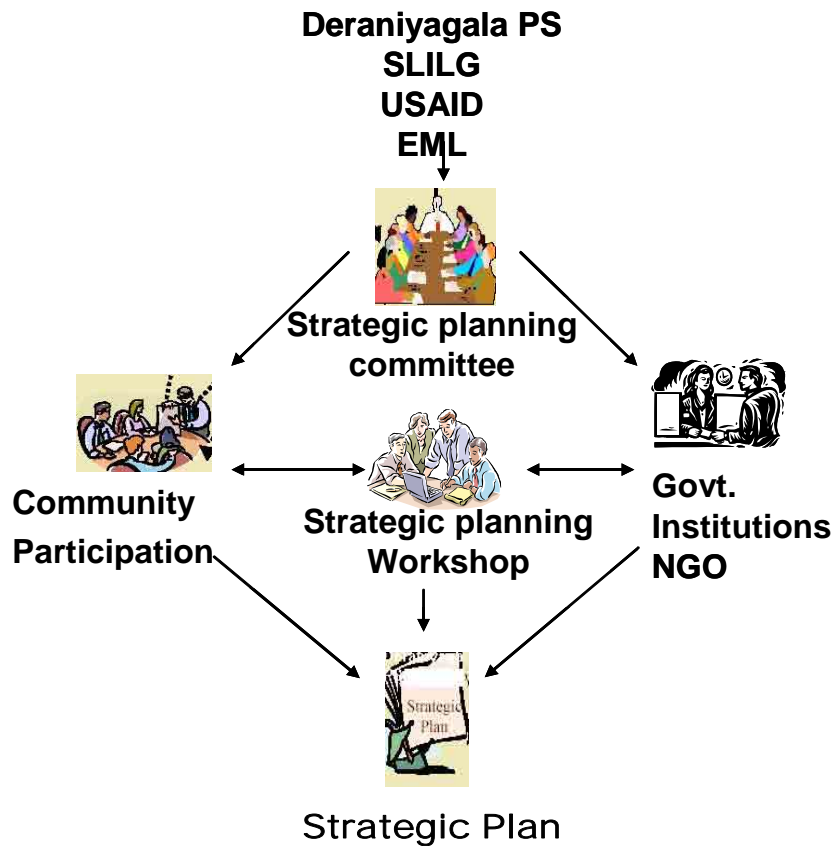
The main plantation in Deraniyagala is rubber, but tea plantation, coconut and other minor crops are increasing. Paddy too is cultivated in low-lying areas. In the Division, existence of plain land is low; and hilly lands are seen everywhere. Annual average rainfall recorded (for past 10 years) at Anhettigama meteorological station is 4051.68 mm. Very high monthly rainfall is recorded in April – June and September - October periods (more than 400 mm)

2.2 Objectives of the Demonstration Project

The objectives of this Strategic Planning exercise are,

- To identify problems and analyze causes for each plan components
- To find solutions for problems
- To identify new opportunities
- To create a vision for Deraniyagala
- To list out actions required to realize the vision

2.3 The steps in the process



2.3.1 The Training Workshop

The training program organized on March 9, 2004 at Deraniyagala was to prepare the office bearers of the Local Authority for conducting the participatory strategic planning workshop to be held later.

The training program was held from 10 AM to 4 PM. The entire proceedings were in Sinhalese language. Inputs in English from Mr. Balachandran were immediately translated by one of the local facilitators. Participants from the Tamil speaking communities were also conversant with spoken Sinhala and therefore participated actively in the discussions.

Session 1

The Chairman of Deraniyagala Local Authority, Mr. Anura Kuruppu introduced the purpose of the training session and welcomed all present. Ms. Nandini Gunasekera, Deputy Director (Research) SLILG, elaborated on the background of the training session and placed it in the context of the changing environment of local governance and therefore the need to build capacity at local level for addressing developmental needs.

Dr. Manitha Weerasuriya explained the expected outcomes of the training session and the format to be followed during the day. This was followed by a presentation on strategic planning methodology. The presentation, prepared by B.R. Balachandran (representative

of TCGI-PADCO-EPC) and delivered by Buddhika De Silva of EML, took the participants through a step-by-step description of strategic planning for Local Authorities. Examples from the successful case study of Bhuj city in India were used to illustrate the steps. At the end of the presentation, questions on the methodology, raised by the participants were answered by Mr. Balachandran, Ms. Nandini, Dr. Manitha and Mr. Buddhika.



This was followed by a discussion on key issues for strategic planning in Deraniyagala. The issues raised were captured as bulleted points on flip chart sheets. The issues discussed are briefly enumerated below:

- Improper land use practices in agriculture
- Sanitation problems due to lack of finance, lack of education, negative attitudes and bad habits
- Need for Solid Waste (Urban) Management
- Alcoholism is a major issue.
 - Need to conduct a survey, identify most affected areas and map them
 - This issue should be addressed strongly in the plans
- A program to protect natural resources is required – most such resources are in rural areas.
- Educational and Social inadequacies among many families
- Need for conducting educational programs - about health and the 5S program
- Need to prioritize needs of Deraniyagala
- Lack of Socio-economic data
- Need for attitudinal changes among citizens to ensure proper utilization of investments in development projects
- Insufficient participation and contribution from poor people. (Ms. Nandini highlighted an example from Kerala State, which is one of the most efficient states, by power decentralization in India. “Kutumba Shri” programme collected Rs. 26 million from poor women (10/= each) and allocated for rural development. People intervene strongly to monitor the implementation by the administrative authority.
- Reasons for failure of similar type of programs in Sri Lanka were identified as:
 - Communication gap between officers and people
 - Lack of involvement of people, hence pressure on the LA is low
- Implementation of plans are highly dependent on the officers / members and Chairman

The strategies and related facts to be considered in the planning process were also taken into discussion.

- Decision making should be well-informed to make it correct and effective
- Maximum effort should be taken to improve awareness and to strengthen the public participation
- Awareness programs are required for schools and people in estates.
- Stakeholders should not be the “top level persons” always.
- Principals, teachers of schools should be included as stakeholders
- Estate owners should be invited as stakeholders
- Urban planning and rural planning should be done properly and methodically

- Projects identified should be prioritized according to resources available
- Practice of implementing same kind of projects by multiple institutions is not effective

Session 2

The second session was utilized mainly to train the participants in the use of SWOT analysis as a planning tool. The subject of solid waste management was chosen for the trial run. Participants listed all positive and negative points that came to mind. The facilitators for the session, Mr. Balachandran, Dr. Manitha and Mr. Buddhika then helped the participants organize their points under the headings “Strengths, Weaknesses, Opportunities and Threats”. Ms. Nandini sat among the participants and spurred their thinking, translating not only language and terminology, but also ideas.

Once the SWOT table was completed, the participants articulated, in a one-liner, the Objective that they (the Local Authority) would like to achieve in the area of solid waste management. Following this, there was a brief discussion on strategies and approaches. The facilitators briefly described ‘Best Practices’ in solid waste management from other parts of the country and also other countries. The participants articulated several Strategies that build on their Strengths, overcome their Weaknesses, utilize available Opportunities and guard against Threats. The strategies were then turned into discrete Proposals for which it would be possible to estimate cost/revenue and prepare an implementation strategy.

Concluding session

In the concluding session, the participants made a list of 11 plan components that they would like to address in the proposed strategic planning workshop. These are:

1. Solid waste (urban garbage) management
2. Disaster management
3. An efficient health service
4. Development of road network
5. Preparation of physical plan
6. An efficient sanitation service
7. Development of public sports and recreation facilities – urban & rural
8. Improvement of living conditions of people in estates
9. Development of tourism industry
10. Capacity building of PS
11. Explore the opportunities of the means of incomes

The tentative dates for the workshop were determined as April 27 and 28, 2004. The participants were of the opinion that a two-day workshop would be most effective if it were held away from Deraniyagala where the participants stay overnight and are able to focus on the planning process.

2.3.1.1 Outcomes of training program

The main outcome of the training program is that the office bearers of the Local Authority of Deraniyagala are prepared to conduct the strategic planning workshop. At the end of the one-day training program, the Local Authority successfully

- Identified key issues/ components of the Strategic Plan for Deraniyagala
- Explored the use of SWOT analysis to identify Objectives, Strategies and Proposals for specific plan components
- Understood the purpose of integrating disaster mitigation into all relevant proposals
- Understood the criteria for stakeholder identification
- Decided on tentative dates and venue for the workshop
- Decided to participate in the collection and compilation of data for the workshop

2.3.2 Strategic Planning Workshop for Deraniyagala Local Authority

After about six weeks of preparation which included several visits to Deraniyagala and interactions with the concerned officials, the Strategic Planning Workshop was held on the 27th and 28th April 2004 at the SANASA Campus Ltd., Paragammana, Hettimulla, Sri Lanka.

2.3.2.1 Outcomes of Strategic Planning Workshop

At the end of the strategic planning process, which involved a cross-section of stakeholders from the city, there was a collective consensus on their vision for the city. The more specific outcomes are that the stakeholders of Deraniyagala under the leadership of their local body:

- Identified problems and analyzed causes for each plan component
- Identified potential solutions for problems
- Identified new opportunities
- Created a vision for Deraniyagala
 - Listed out actions required to realize the vision
 - Identified a project for implementation in collaboration with an NGO and with funding through the GUGSA project.
 - Incorporated Disaster Mitigation as a major plan component and as a cross-cutting theme.

2.3.2.2 Vision for Deraniyagala

A thriving community in Deraniyagala, sustaining a high quality of life while safeguarding the remarkable natural environment and historical heritage by improving local skills and harnessing our community spirit with a mechanism to attracting youth, women and people living in plantations.

2.3.2.3 Priority Areas for Action

Deraniyagala PS has identified eight prioritized “Plan Components” for the future development. Each plan component has a vision, strategies and proposals to achieve the goals. The background of each plan component and consequent goals and key proposals to be implemented are stated below.

- Road Network Development & Physical Planning
- Public Services Development (Health, Water Supply, Electricity)
- Capacity Building of Local Authority & Revenue Generation
- Improvement of living conditions of people in plantations/estates
- Economic Development
- Solid Waste Management
- Disaster Management
- Cultural, Educational & Sports and Recreation Facilities Development

For each component, a SWOT analysis was carried out. Based on the analysis, a Vision (for that component), Strategies and Proposals were prepared.

To illustrate the process, the details of the Solid Waste Management and Disaster Management are presented in the next two sections.

SOLID WASTE MANAGEMENT

SWOT Analysis

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • Interest of the PS • Support from the health sector • Expert knowledge availability • Well established educational system – easier to raise awareness in the younger generation • Fairly educated youth & elders • Equipment / machineries & laborers required is (partly) available • Legal provisions • Computer facility available (better than other PSs) • Availability of environmental officer 	<ul style="list-style-type: none"> • Weak participation & adverse attitudes of community • Lack of land availability for dump site • Bad management practice on solid waste • Being an un-planned town • Environmental committee is not functioning • Lack of data for present situation which are essential in decision making • Non availability of systematic method by trader-community to release waste • Lack of awareness of technology that currently used in Sri Lanka

	<ul style="list-style-type: none"> • Laborers required, but recruitment prevented by Government decision to prevent new recruitments of staff • Inaction by existing labor force • Political interferences
OPPORTUNITIES <ul style="list-style-type: none"> • To get support of Divisional Environmental Committee • Production of Compost by separating organics from garbage & hence getting an income • Coordination between other adjacent PSs • Ability to get assistance from NGO's • Ability to procure technical assistance • Ability to solicit cooperation of people representatives 	THREATS <ul style="list-style-type: none"> • Health problems ex: Dengue, Malaria epidemics • Polythene and plastics • Pollution of water bodies • Bad odors • Loss of beauty of the environment • Heavy rains

Objectives

An efficient solid waste management for Deraniyagala Urban area within next 3 years

Strategies

- Conduct awareness programs
- Promoting domestic scale compost production
- Capacity building of PS for solid waste management
- Identification of economically viable projects

Proposals

- Conduct competitions such as posters, essays etc.
- Distribute domestic compost units
- Install a composting plant for garbage collected in urban area of Deraniyagala

DISASTER MANAGEMENT

SWOT Analysis

STRENGTHS <ul style="list-style-type: none"> • Availability of following institutes 	WEAKNESSES <ul style="list-style-type: none"> • Lack of attention of people on Disasters • Non-sustainable approach in
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<ul style="list-style-type: none"> • Pradeshiya Saba • Divisional Secretariat • Police Station • Hospital • Schools • Post Office • NGO's & Voluntary Associations • Tea & Rubber Research Offices • Interest displayed by Public Servants • Co-operation of Chairman & PS members • Interest displayed by religious leaders • Interest displayed by the community • Powers of the PS • Availability of Environmental & Field Officer • Collection of data on landslides • Aid from international organizations • Identifying protected area • Identifying necessary resources • Availability of Forest reservoirs 	<p>development</p> <ul style="list-style-type: none"> • Unauthorized settlements in reservations • Illegal sand mining • Deforestation • Negligence of Health habits • Illegal metal quarries (excessive use of explosives) • Peoples negligence (inattention) on man-made damages to environment • Lack of availability of planners • Lack of environmental protection attitudes • Neglecting environmental impacts when fulfilling the private needs
<p>OPPORTUNITIES</p> <ul style="list-style-type: none"> • Involvement of government in management process <ul style="list-style-type: none"> • NDMC • NBRO • Intervention of NGOs (eg. SARVODAYA) • Co-operation from outside international/local organizations <ul style="list-style-type: none"> • USAID • EML • Ability to get laws on environment 	<p>THREATS</p> <ul style="list-style-type: none"> • Area being mountainous with steeper slopes • Area being subject to lightening • High rainfall • Heavy change of climate • Shortage of lands • Construction of houses in reservation due to population • Poverty • Change of Govt. policies detrimental to

<p>passed by the Govt.</p> <ul style="list-style-type: none"> Identifying religious places (eg. Temples, Devalas etc.) 	environment
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Most of the places in the hilly area are subject to land slides . Elpothakanda in Dodawatta GN Division is a glaring example. Most vulnerable areas to landslides are Basnagala, Panakoora, Dodawatte, Rasnakkanda, Udabage, Anhettigama and Hingurana GN Divisions (listed according to occurrences of previous incidents. Five deaths were recorded officially at incidents in 1940's and 1979 – 80 at Udabage. In another previous incident occurred in 1942's, at Basnagala, deaths of an entire 5 families and damages of properties were reported. According to sources of Divisional Secretariat, there are around 337 houses are under the danger of landslides. Though the adjacent Dehiowita, Ruwanwella and Yatiyantota Divisions go under floods, Deraniyagala has only little threat recorded in the history. A stream flow gauging station is located in the Seethawaka ganga at the Deraniyagala town.

Vision

Establish a sustainable Disaster Management System within next 3 years for Deraniyagala

Strategies

- Raise awareness of people
- Identifying places vulnerable to disaster
- Preparation of systematic procedure in construction of buildings and houses in the Division
- Establishment of a disaster management committee

Proposals

- To bring awareness among people, community leaders by holding workshops and by displaying posters of school children with assistance of Govt. Institutions
- Evacuate people from disaster prone areas and resettlement program
- Making the existing laws effective
- Forestation and construction of flood protection channels, use of Sloping Agricultural Land Technology (SALT) in landslides prone areas
- Protecting natural channels (Maladola) & maintaining water flow
- Introduce proper methods for improper tea plantations
- Increase the awareness and provide consultancy

3 The Process of Implementation of Solid Waste Management

The objective of the project was better solid waste management system within the PS whilst minimizing the waste through public participation. The project was implemented in four stages

- Inception - Recruitment of a project officer, establishment of a project office at the Pradeshiya Sabha, creating awareness to the members of the PS and finalizing the work plan
- Creating awareness and building commitment with the officers of the institutions and organizations of the PS area
- Conducting programs on awareness creation and consultations with the public
- Improvement of the environmental conservation and health in the PS area through introduction of solid waste reduction and management systems

3.1 Step 1 Inception

Recruitment of a project officer, establishment of a project office at the Pradeshiya Sabha, creating awareness to the members of the PS and finalizing the work plan

During the inception period a project officer with a good facilitative and organizational qualities were recruited and a project office was established within the PS. A solid waste management committee was established. The committee consists of members of the PS, the technical officer, Environmental Officers of the divisional secretaries' office and the PS, Trade Society leader, Grama Niladhari (Village Officers) of each of the four villages and Samurdhi development officers (officers of the govt. poverty alleviation program).

During this stage brochures and leaflets were produced in view of introducing the program and create awareness.

3.2 Step 2 Creating awareness

Creating Awareness and building commitment with the institutions and organizations of the PS area

Awareness programs were conducted during this stage and commitment built with officers and/or representatives to support the Deraniyagala Solid Waste Management Program with the following groups and organizations.

- Public organizations, NGOs and private organizations of the area
- School environmental committees of Primary, Secondary and
- Central Schools
- SANASA Society
- Village Development Society



- Samurdhi Society (government run poverty alleviation program)
- Deraniyagala United Trade Society
- Three Wheeler Drivers Society
- Deraniyagala Green Friends Society (Haritha Mituru Sangamaya)
- Womens Bureau
- Funeral Societies
- Farmer Society representatives
- Water Society
- Sports Society
- Youth Club

Special community awareness programs were conducted using the Environmental Brigades of the schools and the students of the Vocational Training Center Deraniyagala

3.3 Step 3 Conducting programs

Conducting Programs for awareness creation and consultations for the public

Special programs were conducted to transfer knowledge on methods of composting and reduction at the source. Compost bins were distributed by the project for families of selected areas. Representatives of following organizations were invited for the awareness creation and consultative processes.

- government officers in the area
- volunteer organizations
- schools
- Beneficiary families of the following project areas
 - Deraniyagala north
 - Deraniyagala South
 - Lassegama
 - Wattegedera
- Garment factories in the area



3.4 Step 4 Management Systems

Improvement of the environmental conservation and health in the PS area through introduction of solid waste reduction and management systems

The objective of this stage was to develop an environmental conservation and a frugal solid waste management culture in the Deraniyagala PS area. In achieving this,

environment conservation programs and programs for reduction of solid waste through composting at source and source separation methods of waste encouraged during step 3 was complementary. Families residing in Deraniyagala North, Deraniyagala South, Lassegama and Wattegedera were grouped into groups of 20 families and a leader having special community work and environmental skills was appointed using participatory techniques for each group.

The leaders were also trained (fig 2) on home gardening methods using compost at the SANASA campus, Paragammana, Kegalle and at the Agricultural Services Center in Deraniyagala. The trained community leaders were then mobilized to educate and train the community in the area on composting and home gardening. They were also educated on the possibilities of recycling of plastics, paper and metal.

The selected families of the community groups (mainly from the areas having solid waste disposal problems) were distributed with compost bins and those who did not receive bins were educated with alternate methods of composting in the garden using the pit and/or heap methods. They were further encouraged by providing them with information on home gardening methods by the trained leaders.

Source separation of plastics, bottles and metals were encouraged to the households and potential buyers list was established at the PS for public use. The PS is also working on a feasible collection and sales method on behalf of the public.

Waste baskets and concrete garbage bins with polythene sleeves were established at the Deraniyagala town and large message boards were erected in the town area each having a unique environmental message.

4 Constraints and Lessons Learnt

In terms of preparedness, the urban local body had poor internal capacity for such an exercise, however since the process involved other stakeholders, they found resources required for such an exercise locally. As there was no history of such strategic planning exercises in the town, the training workshop was useful in showing the key stakeholders a step by step methodology of analyses.

The Solid waste management component was identified as critical. However the urban local body wanted to buy a tempo/lorry that would help in transporting solid waste. However the adopted process of segregation and composting proved beneficial for them as well as the users who had additional sources of income generation.

As part of the process a large scale campaign was undertaken to create awareness on environmental issues. The process initiated other decision-making. Deraniyagala urban local body has undertaken to make 'Deraniyagala a plastic free city'

5 Demonstrating Principles of Good Urban Governance

Public participation in the planning process has been one of the key features demonstrating principles of good urban governance. Efforts have been made to communicate the members of the urban local body the merits of institutionalizing the planning and methodical thinking process. Action plans suggested under various plan

components stress the importance of people's participation and involvement as a step towards greater accountability and predictability of services.

6 Outcomes of the project

6.1 Strategic Development Plan

The Strategic Planning process adopted in Deraniyagala shows that through the involvement of a wide range of stakeholders including local resource institutions, it is possible to integrate disaster mitigation methods into mainstream processes. What would be interesting as a follow-up activity is to scale up this process for all municipalities in Sri Lanka through an appropriate government body.

6.2 Solid Waste Management

The impact of this people participated project is clearly visible at the Deraniyagala town. The large board with an environmental conservation message that fringes the entrance to the town gives a clear feeling that you are now entering an environmental friendly city. There onwards the well placed waste bins and waste baskets further clarify the situation.

Deraniyagala town is clearly a cleaner area with well organized trash dumping baskets and bins. Sustainability, of the program is ensured through the awareness created through selected community leaders and school environmental brigades. The project has motivated the PS to find a sustainable solution for dumping of the solid waste collected by the PS. A land was identified at a plantation within the PS area for this purpose. Documentation with regard to obtaining clearance of the land from the Ministry of Plantation Industries has been completed.

This project has brought in a valuable sense of Environmental Conservation to the people of Deraniyagala. It certainly has set the stepping stone for creating a culture in environment conservation and sensitivity in Deraniyagala.



Good Urban Governance in South Asia (GUGSA)

DOCUMENTATION OF CASE STUDY
SRILANKA

***Process Documentation – Strategic
Planning for Post Disaster Recovery at
Kaluthara Urban Council***

Prepared by
EML Consultants



Good Urban Governance in South Asia (GUGSA)



Participatory Strategic Planning Kalutara Urban Council



TCGI

The Asia Foundation



TALG Program



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Chapter 1

Project Background

GUGSA IN SRI LANKA

GUGSA Phase I

The Good Urban Governance in South Asia (GUGSA) project of the USAID Regional Office, New Delhi has successfully completed the first phase of work in Sri Lanka. The activities included drawing up a topical inventory of good urban governance practices, detailed documentation of two case studies (one in Negombo Municipal Council and the other in the Dehiwala Mt. Lavinia Municipal Council) and finally, a demonstration project in Deraniyagala Local Authority. The demonstration project involved a participatory, strategic planning exercise through which the Local Authority identified a shelf of projects and prioritized them. Of these, a solid-waste management project was proposed for implementation with GUGSA funding. This was implemented by the Local Authority in collaboration with the SANASA Development Bank. As part of this project, training and awareness-building programs were carried out in the town and activities such as household level segregation of waste as well as composting of organic waste, were initiated. The results are already visible in terms of cleaner streets and additional income for some households who have started growing flowers for sale using the compost manure. The Deraniyagala example of participatory development planning and project implementation is being used as a case study by the Transparent and Accountable Local Governance (TALG) program of USAID, Sri Lanka.

GUGSA Phase II

After the tsunami in South-east Asia additional funds were made available to the GUGSA program for documenting (good governance practices in post-disaster recovery scenarios) and strategically supporting tsunami-affected communities in Sri Lanka, India, Indonesia and Thailand. Initial consultations carried out with USAID, Sri Lanka revealed that the best approach for GUGSA Phase II would be to establish synergy with the TALG program and extend its work to a tsunami-affected community not covered by TALG. An important component of the TALG program is capacity-building of urban local bodies to undertake participatory local planning. Under the TALG, a training program has already been conducted for facilitators of such local planning processes, and a training manual prepared. It was discussed and decided that GUGSA funds could be utilized to support a participatory, strategic planning exercise in a selected tsunami-affected area.¹ The Urban Council of Kalutara was recommended by the USAID, Sri Lanka office.

Considering that EML Consultants were already carrying out GUGSA activities in Sri Lanka and were also involved in the TALG program, it was decided to offer the assignment for Phase II work to EML.

¹ [To illustrate the process – and also the importance/ value of good governance practices.]

The GUGSA team of EPC-TCGI-EML visited Kalutara Urban Council and held discussions with the Chairman, Secretary and Council Members. The Council expressed eagerness in taking this opportunity to benefit from the GUGSA-supported activity.

The demonstration project in Kaulthara was based on the premise that good urban governance and participatory planning processes help build a robust and resilient city. Therefore, while the projects outlined or dealt with may not necessarily or directly relate to post-disaster recovery, disaster management and mitigation, the main idea was to better equip local authorities and improve their effectiveness in dealing with - either developmental activities or post-disaster recovery scenarios.

Aim and Objectives

The larger aim of the proposed, strategic planning exercise in Kalutara was to build the capacity of the Kalutara Urban Council to - carry out development activities and initiate management reforms for enhancing effectiveness. The specific objectives of the exercise are as follows:

1. Clearly benchmark the Urban Council's current status as regards its internal management and in the delivery of services to citizens, with special attention to post-disaster recovery and disaster mitigation.
2. Facilitate the Urban Council in articulating a development vision for the town through a consultative process involving citizens and a range of stakeholder groups.
3. Facilitate the Urban Council in identifying broad strategies and specific actions for transforming the tsunami-affected town into a model for municipal service delivery.
4. Assist the Council in formulating a shelf of well-defined projects, ready for approaching potential funding agencies for assistance in implementation.

The final outcome of the exercise will be a City Development Plan (the specific terminology is to be reviewed and finally synergized with the existing legal and institutional framework).

Chapter 2

An Introduction to Kalutara

2.1 Location

Kalutara Urban Council area is located within the District Secretarial (DS) division of Kalutara in the Kalutara district of the Western Province. It is located 42 kms and 38 kms south of Sri Lanka's business capital, Colombo and Capital city of Sri Jayewardenepura, respectively. Kalutara city is the Capital of the district.



Location of Kalutara in Sri Lanka

Source: www.globalsecurity.org

2.2 Historical Perspective

Markets and bustling streets characterize this small, but lively town of Kalutara. Located near the coast, fishing and trade are major activities. Local crafts include rope-making, basket-making and fashioning articles from coconut palm fiber. It is also famous for its Mangosteen (symbolized in the logo of the Urban Council). Its cultural heritage and fine beaches in the area attract tourists to Kalutara. Moreover, it falls on the way to other destinations and thus sees a good deal of tourist traffic - both local and foreign – which has generated much economic activity in the region. Kalutara also serves as a 'dormitory town'. Given its proximity to Colombo, it has almost become an extended suburb, where a percentage of its working population resides.

2.3 Transportation Linkages

Kalutara is directly linked to the Colombo – Galle – Matara main road and railway line (a major tourist circuit). It is well-linked by road to other urban centers such as Neboda, Mtugama, Beruwala, Horana etc. that lie further inland. Completion of the Southern Highway (just 8 kms. from Kalutara) will only increase its connectivity to the interiors of the country. This would enhance economic development of the Kalutara UC area. It is important to consider this potential and leverage it while designing the development plans for Kalutara.

2.4 Climate and Rainfall

The average annual temperature of Kalutara is 26 °C and rainfall spans from 2500mm to 4000mm.



Map of Kalutara Urban Council
Source: Survey department, Sri Lanka

2.5 Demography and Socio-Economic Status

The Kalutara UC limits consist of 16 divisions, extending over an approximate area of 7 sq. kms. As per the 2001 Census, total population stands at 37,081, with 1014 females for every 1000 males. Figures indicate that the population's growth rate has decreased over the 1981-2001 period, from that of the previous decade. (Tables 1 and 2).

Table 1 Population and Population Growth Rate of Kalutara Urban Council

UC Area	1963	1971	1981	2001	Population Growth Rate %	
					1971-1981	1981-2001
Kalutara	25260	28631	31053	37081	1.00	0.88

Table 2 Total population in Kalutara UC 2001 (Wards)

No	DIVISION NAME	POPULATION	Male	Female	Population Density
01	Katukurunda	2535	1200	1335	332
02	Kurunduwathta	3841	1910	1931	503
03	Heentiyangala	3508	1761	1748	459
04	Baashkathall	3224	1604	1620	422
05	Kadaweediya	2520	1240	1280	330
06	Udyanaya	2095	1044	1051	274
07	Sri sumangala	4038	2028	2010	528
08	Gudama	2412	1189	1223	316
09	Asokaramaya	2817	1396	1421	368
10	Uthuru Dumriyapola	4856	2436	2420	636
11	Arogyasalawa	5235	2601	2634	685
	Total	37081	18408	18673	

In terms of ethnicity, Kalutara has 25.84% Muslims and 71.6% Sinhalese, making up the majority of the population. At approximately 1.5%, the Sri Lankan Tamils and Indian Tamil population is relatively small, as are the Malay and Burger populations. Kalutara mainly consists of Buddhist, Muslim, Roman Catholic, Christian and Hindu religious groups.

In development planning exercises, it is important to take the socio-economic context and population dynamics into consideration, and be sensitive to issues of the different ethnic/religious groups.

Population Projections for Kalutara

Taking the 2001 population of 37,081 with an average growth rate of 0.88%, as the baseline figure, three possible population scenarios have been worked out, and presented in the table below.

Table 3 Population scenarios for Kalutara

Year	Population Growth Rate %		
	0.75%	0.88%	1.00%
2011	39862	40344	40789
2020	42522	43539	44460

Education

Kalutara UC area consists of 12 government schools (of which 2 are dedicated Muslim schools and 1 Catholic school), with a staff strength of 538..

It is felt that by improving overall educational standards and facilities like labs and libraries, students could be discouraged from going to other schools outside Kalutara. Many nationally-important institutions of higher education such as the National Health Institute, Police Training College and Womens Teacher Training College are also located in close proximity to the Kalutara UC area.

Health-care Facilities

Nagoda is the only major hospital in Kalutara district, apart from which there is one private hospital and many medical centers. Some of the problems related to health-care facilities in Kalutara are: limited hospital space and number of wards, inadequate staff strength (doctors, nurses, even pharmacists), shortage of ambulances and poor maintenance of existing ones.

Natural Environment

A number of natural environmental features and elements (geographical or man-made) exist within the Kalutara UC area. These would be: the mouth and banks of river Kalu Ganga, the Kalido coastal area, lagoon area, Lake Heenatiyangala, wetlands, paddy fields and mangroves.

Apart from their ecological significance, they also sustain other activities and livelihoods. For example, the Heenatiyangala Lake is used for irrigation and the Kalido coastal area and river act as tourist attractions. Other potentials for tourism include: attractive waterfront development and boat rides in the river, promoting places of cultural or religious significance like the Kalutara Bo Tree etc.

While these prospects need to be explored from an economic development point of view, it is also essential that these developments are environmentally-sensitive and ecologically-sound.

2.6 Effect of the Tsunami

Satellite image at the time of Tsunami, Kalutara

Source: www.globalsecurity.org



Some tsunami-damaged areas in Kalutara

Source: www.jvpsrilanka.com



2.6.1 Causalities

Compared to other districts, Kalutara had escaped with fewer deaths (11 people), although the damage to shelter and property was fairly high.

2.6.2 Damage to Housing

The number of houses damaged by the tsunami amounted to 1149. 8 of the 16 GN divisions were affected (Table 4), the worst being Kalutara North, Deshastra, Kalutara West, Kalapuwa and Kalutara South.

Table 4 Number of tsunami-damaged housing units in Kalutara UC area

No	Affected GN Division	GN no	Total number of damaged housing units
01	Deshastra Kalutara West	717 D	308
02	Kalapuwa	730 A	213
03	Kalutara North	717	347
04	Kalutara South	725	178
05	Kalutara South A	725 A	43
06	Thotupola	717 B	7
07	Vidyasara	717 C	17
08	Wettumakada	730	36
	Total		1149

Damage Assessment done by government authorities indicate that 567 out of 1323 houses (this total differs from the above table due to some error), were damaged by the tsunami.

Tsunami Reconstruction Efforts

The following table shows some of the reconstruction efforts carried out in the region.

Table 5 Number of damaged housing units in Kalutara UC area - by material used for construction

No	Affected Division	GN	GN no	Total number of damaged housing unit	Construction Material		
					permanent	other	not reported
01	Deshastra Kalutara West		717 D	308	231	77	0
02	Kalapuwa		730 A	213	189	24	0
03	Kalutara North		717	347	298	48	1
04	Kalutara South		725	178	60	118	0
05	Kalutara South A		725 A	43	36	7	0
06	Thotupola		717 B	7	4	3	1
07	Vidyasara		717 C	17	15	2	0
08	Wettumakada		730	36	28	8	0
	Total			1149	861	287	2

2.6.3 Damage to Community Assets and their Current Status

Several community assets were damaged by the tsunami of 26th December 2004. These include: two school buildings which have since been reconstructed; several coastal roads that have also been reconstructed by the Urban Council with funds from the Ministry; a health-care centre in Kalutara North was re-erected, but due to poor quality of construction some of the racks have broken and the whole building is in an impaired state; two community centers in Kalutara North were damaged, and have not been rebuilt; two bridges located along Abru Road and St. Sebastian Road were destroyed, and while the St. Sebastian one has been rebuilt, the same is not true for Abru Road.



Housing units (64) handed over to tsunami-affected people of Kalutara. The units have been constructed by International Red Cross.

Chapter 3

Urban Planning and Development

3.1 Past Planning Efforts

The Urban Development Authority (UDA) under the Ministry of Urban Development and Housing is mandated to carry out city planning activities. Under this directive, the UDA has prepared a comprehensive Zoning Plan for Kalutara city development.

3.2 Status of Municipal Services

A rapid assessment of the functions and services of the Kalutara Urban Council was carried out. The data gathered is presented below.

3.1.1 Roads and Transportation

Section 2.3 explains the transportation linkages of Kalutara Urban Council area. The upkeep of roads in Kalutara is the responsibility of the Municipal Council, except for the main roads, which are maintained by the Central Government's Road Development Authority.

3.1.2 Water Supply

Piped water supply to the UC area is provided by the National Water Supply and Drainage Board. However, some residents use regular wells and tube wells for their water source.

3.1.3 Solid-Waste Management

In the Kalutara UC area, about 20 tons of solid-waste is generated every day. There are 12 collecting centers, and collection is done twice a day using 15 hand carts. Waste is disposed in Porawatta, but is done so in an unsystematic way.

Some of the issues related to solid-waste management in Kalutara are: shortage of labor, hand carts and tractors to collect and dispose waste; environmental and health-related problems caused by improper waste disposal methods - for instance, pollution caused by garbage dumping in and around coastal areas or, bad odor and insect/ mosquito menace produced due to failures of the Porawatta waste disposal site; chucking of waste into drains causing blockages in the drainage system; ignorance regarding proper ways of waste disposal.

3.1.4 Sewerage

There is no central sewer system for the city. Sewage is handled through independent arrangements for buildings.

3.1.5 Storm Water Drainage

Many areas of Kalutara get flooded during the rainy seasons. This is due to overflow of the Kalu Ganga river, but is also largely attributed to its bad drainage system and choked drains.

Other Services

A unique service provided by the Municipality of Kalutara is the free Ayurvedic medical treatment units set up for its people.

General Administration and Finance

The Kalutara UC area consists of 11 Divisions (Wards) that fall under 16 Grama Niladhari (village officer) GN Divisions.

On an average, the total tax income for Kalutara is in the range of Rs. 30 million. Income is generated through taxes (industrial, business, market, household and entertainment taxes), business licences, shop rentals, fines, stamp fees, salary reimbursements, bicycle license and vehicle parking charges etc . However annually, a significant amount of money is in arrears and new strategies should be adopted in collecting these.

3.2. Organizational Structure

Kalutara Urban Council is led by the Chairman. The next level includes the Vice President and Council Members, followed by the Secretary. Other personnel include the Superintendent of Work, Administrative Officer, Accountant and Ayurvedic Doctor, with the rest of the staff coming on the next tier.

CHAPTER 4

The Planning Process

Obtaining the Chairman's allegiance for the planning process became an unnecessary procedure as he showed his own unstinted commitment for the process. This was boosted by his experience on a local government study tour in India on participatory planning processes,

The program was officially initiated by a written request - from the Assistant Commissioner of Local Government (ACLG) to the Chairman of Kalutara UC - to commence a planning process. This was forwarded to the Urban Council for approval, which was subsequently obtained at the Council meeting on December 19, 2006.

4.1 Kick-off Workshop

The kick-off workshop was held on January 4, 2007 with the Council Members and the staff being present. During this workshop, an awareness program was carried out emphasizing the importance of participatory planning and budgeting for the development of the UC area. The purpose was to facilitate dispensing of services more efficiently, obtain external funding and stakeholder support. During this session, the legal mandate for planning was elaborated and planning-related sections of the UC and MC Act were explained. Along with the special circulars² published by the Government with regard to physical and economic planning. The planning process carried out at the Deraniyagala PS through the GUGSA program was also presented and the planning process as yet to be carried out using the model and guidebook of the Transparent Accountable Local Governance (TALG) project of USAID was described. Participants were given copies of the guidebook. A documentary film produced by the TALG program, which gave a clear idea of the on-going planning processes of other Local Authorities in Sri Lanka was also screened.

In the second session, steps of the TALG participatory planning and budgeting process were explained. The major service areas that would come under planning in Kalutara were identified as follows:

1. General Administration and Finance
2. Sanitation, Health-care, Solid- Waste Management and Environment
3. Physical Infrastructure, Water Supply and Electricity
4. Social Services
5. Economic Development and Investment
6. Cultural and Religious Affairs

Next, the planning team was selected and was divided into 6 sub-teams to carry out the necessary planning work related to the 6 service areas or heads listed above.

² [Local Government Rehabilitation Circular Nos. 2, 3 and 4 of 2004-05]

Mr. Mubarak (Chairman, Kalutara UC) became Process Champion and Mr. Dharmasiri (Assistant Commissioner of Local Government, ACLG), was made Chief Facilitator.

The final activity of the day was to develop a planning matrix for the strategic planning process.

4.2 Preliminary Data Collection and Stakeholder Mapping

Thereafter, a preliminary stakeholder list was prepared, which included people from a range of professions, businessmen, people from the fishery and industrial sectors, Gramasevakas (village headmen) and NGO's. The stakeholders were invited for the planning sessions.

4.3 Training Workshops

During the strategic planning period, several training workshops were held for the group in the following areas -

- Participatory Mid-term Planning
- Data Collection and Rapid Assessment
- Visioning
- Goals and Objective setting
- Project Planning
- Budgeting Process
- Preparation of Project Proposals

4.4 Formulating the Vision and Mission Statements

The visioning exercise for Kalutara was done following a training session on "Preparation of Vision and Mission Statements" held on January 30, 2007. A specialized trainer was employed for this purpose. This session saw good interactive participation and much enthusiasm - both on the part of the stakeholders as well as planning team members. Participants were first informed of the importance of Vision and Mission statements and how they relate to future planning processes. They then formed small groups and were asked to formulate a Vision and Mission statement for Kalutara. These were analyzed at a plenary session, and the various groups explained the rationale behind their statements. Finally with the participants' consensus, the gist of all these statements was blended into the final Vision and Mission Statements for Kalutara. They are presented below:

4.4.1 Vision of Kalutara

"A PLEASANT CITY THROUGH SUSTAINABLE DEVELOPMENT"

4.4.2 Mission of Kalutara

“TO RAISE THE LIFESTYLES OF THE PEOPLE OF KALUTARA THROUGH AN INTRICATE AND EFFICIENT SYSTEM OF RESOURCE MANAGEMENT WITHIN THE PROVIDED LEGAL MANDATE WITH A SYSTEM AGAINST CORRUPTION AND ABUSE ENSURING THE WELL BEING, GOOD HEALTH AND A FAVORABLE LIVING ENVIRONMENT”



Workshop sessions at Kalutara

4.5 Issue Identification and Prioritization

A special workshop was held on February 10, 2007 for stakeholders, with the aim of identifying issues that hamper the development of Kalutara and the day-to-day life of its people. The workshop was held at the Kalutara Town Hall. A presentation was made by Mr.

Avanthi Jayatillake and Ms. Nanadani Gunsekere to help participants understand the importance of proper recognition of issues or problems of Kalutara. The participants were divided into the six groups which included the relevant co-planning teams. The groups then identified issues related to their topics and drew up a list. These were then presented in a plenary session where some misidentified issues were weeded out through general consensus, so as to make the long list more concise and appropriate.

Thereafter, all participants were asked to pick the highest priority issue of each group according to his or her opinion. Those issues with the three highest number of votes in each group were selected for prioritization. These are listed below:

General Administration and Finance

1. Lack of efficient staff
2. Lack of co-ordination between the Tax, Revenue and Sector Revenue sections
3. Lack of a system for timely formulation of necessary by-laws

Health and Sanitation Services

1. Slow and improper system for removal of garbage from roads
2. Blockage in broken drains and lack of drains in by-roads
3. Loss of revenue from the Pohorawatta garbage dump due to bad management

Physical Infrastructure facilities, Water & Electricity Services

1. Lack of maintenance of pavements and functioning of illegal vending stalls
2. Flooding of the area during heavy rains
3. Under-utilization of the beach fronts

Social Services

1. Dilapidated state of the North Kalutara Ayurveda clinic (indigenous medicine clinic) and shortage in the availability of medicines
2. Dilapidated state of the library and lack of space
3. Ownership of the children's library is still with the temple

Economic Development and Investment

1. Low priority given to the promotion of tourism
2. Lack of public facilities such as toilets and vehicle parking spaces, discouraging outsiders from stopping over
3. Lack of a municipally-maintained ceremony hall for the public

Cultural and Religious affairs

1. Lack of maintenance of the Town Hall
2. Lack of a cultural centre to help revive the district's fading cultural heritage
3. Need for removal of taverns near religious places

4.6 Goal and Objective Setting

In order to find solutions for the issues, the next step was to set goals and objectives, for each of which a project could be planned. The various groups translated the priority issues (each presenting a problem or negative situation) into objectives with expected positive end results. This was done during another stakeholder workshop held on February 22, 2007. At this session, initial guidance was given on goal and objective setting using training material from the USAID's Transparent Accountable Local Governance (TALG) project³. Following the presentation and brief training, stakeholders were grouped into six groups along with relevant planning team members to set Goals and Objectives for each priority issue. These were discussed and fine-tuned during a plenary session. To illustrate this exercise, presented below is an example of an Issue being translated into Goals, Objectives and Indicators of projects.

Issue: Not having a proper Solid-Waste Management System
Goal: A clean city with an appropriate Solid-Waste Management System
Objective 1: To establish a home-based solid-waste recycling project within six months Indicators: <ul style="list-style-type: none"> • Reduced solid-waste outputs from homes • Reduced daily tonnage of solid-waste collected • Reduced cost for collection • Income through sale of compost • Increase in domestic agricultural produce
Objective 2: Efficient solid-waste collecting system with public participation Indicators: <ul style="list-style-type: none"> • Rid the town of garbage dumps • Clean drains and canals • Clean road sides • Drop in environment-related diseases

In the next step, projects outlined under each objective were mapped against the indicators and ranked and ranked using a scoring system (developed by the USAID's TALG Program) - with group consensus. An example of the ranking method is given below.

Identification and Ranking of Projects

Objective: Improved beach front of the city by 2010				
Proposed Projects	Develop a Beach Park	Improve Solid Waste Collection	Mangrove Rehabilitation	Construction of new toilets
Indicators:				
1.Increased visitation	10	8	3	2
2.Reduced pollution	5	10	3	7
3.Increased mangrove cover	2	4	10	1
Overall Score	17	22	16	10
Rank	2	1	3	4

³ [Implemented by the Asia Foundation, International City and County managers Association (ICMA) and EML Consultants]

Once the ranking was done, projects that ranked on top were listed and prioritized through a vote of the participants. These will take precedence in implementation during the four year plan.

Two separate training workshops were also held on Budgeting (April 4, 2007, refer annexure for the presentation) and Proposal Writing (April 17, 2007). This proceeded into separate group sessions to detail out and finalize project reports (of the prioritized schemes) including the estimated budgets.

Project reports completed are as follows:

General Administration and Finance

- Introduction of new technology to the UC
- Introduction of the 5S system
- Development of the premises of Kalutara North Fair (A Revenue Generation Project)
- Identifying places suitable for fixing Permanent Name Boards and Leasing them (A Revenue Generation Project)

Sanitation, Health-care, Solid-Waste Management and Environment

- Production and Marketing of Compost Manure and encouraging the home composting system
- Fixing of specific dates and times for garbage collection from streets and loading it directly into Garbage Collection Vehicles

Physical Infrastructure, Water Supply and Electricity

- Creating safe parking facilities for those who come to the town and travel to their places of work; and also developing a parking space for bicycles either within the premises or near the Town Council office
- Construction of public toilets on a systematic basis within the town
- Development of the Town Council's cemetery and erection of the boundary walls with chambers to deposit the remains of those cremated there.

Social Services

- Establishment of a Day-Care Centre
- Establishment of a Resources and Information Centre

Economic Development, Investment

- Development of a Beach Park at Modarawella where tsunami-damaged houses were removed (constructed elsewhere)
- Development of a Beach Park at the Kalido Beach
- Development of a management plan and establishing implementation mechanisms for the beach strip which comes under the jurisdiction of the UC.

Cultural and Religious affairs

- Establishment of a Cultural Centre for the City of Kalutara
- Establishment of an Open Air Theatre
- Project for renovation of the Town Hall – the place from where pioneering activities of Kalutara Town commenced

4.7 Documentation

The four-year plan thus developed was compiled and translated in the local language. It includes the budget and distribution of the planned projects over the four year period. The result is a report titled “FOUR YEAR STRATEGIC PLAN AND BUDGET OF THE KALUTARA URBAN COUNCIL”.