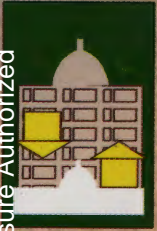


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CITY DEVELOPMENT STRATEGY COLOMBO



Preface

In February 2000, under the auspices and funding support of THE WORLD BANK, UNCHS (HABITAT) and UNDP, the Western Provincial Council (WPC) and the Colombo Municipal Council (CMC) launched a project to formulate a Comprehensive Strategic Framework and a perspective City Assistance Programme for development of the City of Colombo. Mr. Leo Fonseka, Former UNICEF Regional Urban Advisor for South Asia, was assigned as a Consultant to the CMC to guide its formulation.

The aim of the exercise was to provide the city with a development strategy that would help improve the technical capacity of the Colombo Municipal Council through a participatory private-public partnership approach – an approach that can open up social and economic sector investment opportunities that could address many of the pressing needs, both of the present and future, of the Colombo Municipal Area. The recommended strategy is a CMC-centred one having organic links with all major urban development initiatives, current and proposed, in the City.

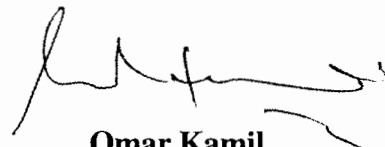
The proposed strategy is based on the outcome of a series of in-house and public consultations that were conducted to obtain views from a representative cross-section of the Colombo citizens. Based on these views, the consultant was able to formulate the Strategic Framework that is recommended here. It is a four-pronged strategy.

In formulating this City Development Strategy, ideas and suggestions were obtained from numerous key leaders of the private corporate sector, the civil society organizations, the senior professionals of the many related state agencies involved in city development and the senior functionaries of the CMC.

The strategic framework recommended here is a result of a unique experiment with participatory, consultative planning. It is also a historical milestone in the 135-year old CMC development process. It aims at making the City of Colombo socially responsible, economically buoyant and administratively just.

Undoubtedly, it is an unprecedented and landmark exercise. It opens out to us many new vistas to look at city development in a holistic manner. For this excellent collaborative effort, the City of Colombo is grateful to the World Bank, UNCHS (HABITAT), particularly to its Acting Regional Director for Asia and the Pacific, Mr. Disa Weerapana, UNDP, the Western Provincial Council, SEVANATHA and the Consultant, Mr. Fonseka.

Also, I wish to thank Dr. Fahmy Ismail, Deputy Municipal Commissioner (Development) and the chairpersons and members of the four CMC Taskforces whose support and deliberations were the main source of and the force behind this strategy.



Omar Kamil

The Mayor of Colombo

November 2000

From SEVANATHA - The National Partner Institution

UNCHS (Habitat) assigned SEVANATHA as the national partner institution to assist the Colombo Municipal Council in formulating this City Development Strategy.

SEVANATHA considers it a privilege to have associated itself with this landmark exercise, the first ever comprehensive framework for social and economic development of the Colombo city.

It is our fervent wish that this Strategy receives the utmost consideration of the Government of Sri Lanka and the Colombo Municipal Council and that its full implementation begins soon.

We wish it all the success.

K. A. Jayaratne
President - SEVANATHA

Acknowledgements

I wish to record my appreciation of the excellent support received from a host of individuals and agencies in formulating this strategy.

Among them are the Mr. Susil Prem Jayantha, the Chief Minister Western Provincial Council, Mr. Omar Kamil, The Mayor of Colombo, Mr. R.W. Piyasena, the Chief Secretary and Mr. D. P. Hettiarachchi, the Commissioner of Local Government of the Western Provincial Council, Mr. H. R.De Silva the Actg. Municipal Commissioner, Dr. Fahmy Ismail, the Deputy Commissioner (Development), Mr. Asoka Gunawardena (Senior CDS Consultant, WPC) and SEVANATHA - the link agency that coordinated the exercise.

Our thanks are also due to the experienced and dedicated team of senior CMC officials who sat through many long hours ungrudgingly as members of the four CMC Task Forces that the Mayor of Colombo instituted to help formulate the Strategy. Their encouragement and cooperation made the strategy development task less arduous than expected. The full list of Taskforce members is given is annexed in this publication.

May I also take this opportunity to record my appreciation of the cooperation received from:

- the Chairpersons of the four CMC Taskforces, namely Eng. T. Kanagasingham (Director, Traffic Designs) Eng. Mrs. M. G. D. H. Jayasekera (Director, Engineering Works), Eng. Mrs. T. Mallawarachchi (Superintending Engineer, Designs) and Eng. Mrs. P. Karunaratne (Director, Training).
- Eng. N. S. Jayasundera (Director, Drainage), Eng. L. R. Lalith Wickramaratne (Director, Solid Waste Management), Eng. Mrs. Visakha Dias (Director, Engineering Works), Eng. K. A. Nihal Wickramaratne (Superintending Engineer, CRMU) and Eng. Mr. N. I. Azoor (Manager Training).
- Mr. Ananda Jayawardena, (Municipal Secretary), Dr. P. Kariyawasam (Chief Medical Officer of Health), Mr. Hemantha Gamage (Charity Commissioner), Mr. S. A. L. R. Samarawickrama (Director, Planning), Mr. M. D. H. Jayawardena (Chief Librarian), Dr. R. L. S. de Wijayamuni (DCMOH, Environmental Health), Dr. S. D. Eleperuma (Actg. Chief Medical Officer, Veterinary Services), Mr. M. J. B. Fernando (Chief Internal Audit Accountant), Mr. Gamini Chandrasena (Legal Officer), Mr. Laksman Perera (Chief Lands Officer) and Mr. S. A. Gunaratne (Chief Health Education Officer)
- The Federation of Chambers of Commerce & Industry, The National Chamber of Commerce, The Ceylon Chamber of Commerce, The International Chamber of Commerce of Sri Lanka, American Chamber of Commerce of Sri Lanka, Ceylon National Chamber of Industries, Women's Chamber of Industry & Commerce, Mr. Lal de Mel (FCCI), Mr. M. J. C. Amarasuriya (ICCSL). And Mr. Eraj Wijesinghe .
- The Rate Payers' Association of Colombo,
- UDA, NHDA, SLLRDB
- World Bank, UNDP, USAID, DFID, JICA, GTZ, JBIC,

Leo Fonseka
CDS Consultant

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Executive Summary

Urbanization is not the real cause of most of the urban problems. The main cause, often, is the lack of political and administrative capacity and commitment to manage the urbanization process effectively. The Colombo Municipal Council, assisted by the World Bank, UNDP, UNCHS (Habitat) and the Western Provincial Council launched a process in February 2000 to formulate a comprehensive Strategy Framework and a Perspective Plan of Action for the development of Colombo City. What follows here is its initial product – The City Development Strategy Framework.

The City Development Strategy (CDS) recommended here for Colombo is a pragmatic four-pronged way to address four functional areas whose results are the key to systematic development of the City. The Strategy describes those as Key Result Areas (KRAs). It proposes major policy, programme and institutional adjustments to:

- Respond to Social Sector Needs.
- Increase Productivity & Economic Buoyancy of the City.
- Develop Environment, Infrastructure and Amenities.
- Reduce Poverty in the City.

The Strategy emphasizes that, for coordination and sustainability and to uphold the cardinal poignancies of local government, future city development process must be led and coordinated by the Colombo Municipal Council in close partnership with the Western Provincial Council. It proposes that all future development work in the city be coordinated by a Mayoral CDS Steering Committee comprising senior representatives of all major stakeholders including the major Statutory Authorities engaged in city Development. To assist this Committee, the Strategy suggests the setting up of six Statutory Advisory Committees – four programme advisory committees (PACs) which shall be directly responsible for developing, guiding and monitoring various programme interventions in the four KRAs mentioned above, and two management advisory committees (MACs) guiding and monitoring municipal finance and municipal administration processes.

In each KRA, the strategy calls for ensuring the presence of a few vital systemic responses that are critical pre-requisites for city development. The pre-requisites are:

- Increased management efficiency,
- Focus on under-serviced, environmentally sensitive and Heritage areas,
- Private-public partnerships,
- Enhanced legislative and enforcement support,
- Expansion & upgrading of physical and social infrastructure and
- Public education and awareness creation.

The Strategy also suggests some critical intervention arenas. They are:

- Promoting a port-centred economic growth for the city;
- Recognizing the economic importance of the informal sector, spurring its growth and mainstreaming it in the city economy;
- Increasing the poor's capacity and accessibility to obtain lands, homes, basic services and income opportunities;
- Creating an environmental friendly society and upgrade the environment quality of the city; and finally
- Ensuring easy and affordable access to basic urban services.

Cutting across these interventions will be common minima of managerial interventions such as human resource development, civil society participation, law reforms and their effective enforcement, optimizing the use of all available assets, policy coordination, and skills development and incentives.

The expected outputs are

- Higher economic productivity in the city,
- Low unemployment,
- Increased personal income for citizens,
- Reduced poverty, increased ability to pay the rates,
- Resultant expansion of the municipal revenue base,
- Increased municipal revenue,
- Improved health, livability,
- Increased physical, mental and spiritual well-being of citizens.

The recommended foundation for all the above is Good Governance. The strategy emphasizes the need for good governance as a vital first step to make any significant difference to the city's administration, livability, culture and public image. It stresses the importance of a strategic vision, consensus orientation, participatory mechanisms, rule of law, responsiveness, transparency, equity building, accountability and effectiveness as major characteristics of good urban governances. To achieve these desired heights in governance, this Strategy offers recommendations. Some of the major recommendations proposed in this regard are highlighted hereunder for immediate attention and action.

Colombo City Development Strategy: Initial Work Schedule

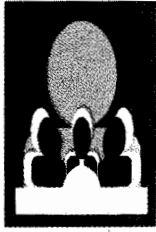
Action	Para	Responsible Agency
1. <i>Adopt the Vision and Mission recommended in the CDS Strategy</i>	44 - 46	<ul style="list-style-type: none"> • <i>The Mayor & Council of CMC</i>
2. <i>Adopt a CMC motion and operationalize Six Statutory Advisory Committees (2 MACs and 4 PACs) and charge them to study the new CDS strategy and submit six Work Plans within three weeks to implement it.</i>	55	<ul style="list-style-type: none"> • <i>The Mayor</i> • <i>Dy. Commissioner (Development)</i>
3. <i>Publish a statement clearly defining the functions and working parameters of all major Government and Statutory Agencies, which have jurisdiction over the development of Colombo City. It may contain (a) Obligatory, (b) Optional, and (c) Concurrent functions separately. Concurrent functions are those that can be undertaken only with full agreement of the other agency/ies that have obligatory responsibilities over the related function.</i>	52	<ul style="list-style-type: none"> • <i>Ministry of Urban Development</i> • <i>The Western Provincial Council</i>
4. <i>Issue a national policy statement on Promoting Municipal-Private Sector Partnerships enabling the municipal councils to engage in joint ventures with public realtors and investors.</i>	90 - 91	<ul style="list-style-type: none"> • <i>Ministry of Urban Development</i> • <i>Ministry of Public Administration</i> • <i>Ministry of Finance</i> • <i>Sri Lanka Mayors' Association</i>
5. <i>Review and revise existing legislation and create new ones necessary to harmonize the laws with 1 & 2 above.</i>	109 & 245	<ul style="list-style-type: none"> • <i>Ministry of Justice</i> • <i>Ministry of Urban Development</i> • <i>The Mayor & Council</i> • <i>The CMC Legal Officer</i>
6. <i>Formulate & implement a City Economic Development Policy (CEDP) and an Economic Growth Plan (EGPC)</i>	90 - 92	<ul style="list-style-type: none"> • <i>Advisory Committee on City Economy</i> • <i>The Municipal Treasurer</i> • <i>The Municipal Commissioner</i>
7. <i>Formulate recommendations and advise the Mayor and Council on potential areas for further decentralization of municipal administration.</i>	55	<ul style="list-style-type: none"> • <i>Advisory Committee on Administration</i> • <i>Dy. Commissioner (Development)</i> • <i>The Mayor and Council of CMC</i>
8. <i>Develop and implement a Poverty Reduction Policy & Plan for the City</i>	193	<ul style="list-style-type: none"> • <i>Advisory Committee on Urban Poverty</i> • <i>The Charity Commissioner</i>

Action	Para	Responsible Agency
9. <i>Develop a Social Development Policy & Plan for the City</i>	118	<ul style="list-style-type: none"> • <i>Advisory Committee on Social Development</i> • <i>The Chief Medical Officer of Health</i>
10. <i>Invite the Private Sector to formulate & submit a 10 year perspective to develop the city economy: CORPORATE SECTOR VISION 2010 FOR COLOMBO</i>	103	<ul style="list-style-type: none"> • <i>Advisory Committee City Economy</i> • <i>The Mayor</i> • <i>Dy. Commissioner (Development)</i> • <i>F.C.C.I</i>
11. <i>Further strengthen and revamp the implementation of City's Water Supply & Sanitation Policy & Plan within the umbrella of SCCP.</i>	150	<ul style="list-style-type: none"> • <i>Advisory Committee on City Environment</i> • <i>Director (Water Supply)</i> • <i>Director (Solid Waste management)</i>
12. <i>Develop & implement a comprehensive Human Resource Development Policy & Plan for CMC</i>	57 & 142	<ul style="list-style-type: none"> • <i>Advisory Committee on Administration</i> • <i>The Mayor</i> • <i>CLG, Western Provincial Council</i> • <i>The Municipal Commissioner</i> • <i>The Secretary</i>
13. <i>Develop and implement a Five Year Perspective Plan to promote Public/Municipal-Private Sector Partnerships enabling joint ventures with public realtors and investors.</i>	98 - 99	<ul style="list-style-type: none"> • <i>Advisory Committee on City Economy</i> • <i>Dy. Commissioner (Development)</i> • <i>The Municipal Treasurer</i> • <i>Chief Municipal Valuer</i>
14. <i>Set up a Private Sector Trust Fund for Urban Health Care</i>	132	<ul style="list-style-type: none"> • <i>Advisory Committee on Social Development</i> • <i>Dy. Commissioner (Development)</i> • <i>The Chief Medical Officer of Health</i>
15. <i>Establish a User-friendly Medical Insurance Scheme for Colombo residents.</i>	128	<ul style="list-style-type: none"> • <i>Advisory Committee on Social Development</i> • <i>The Municipal Commissioner</i> • <i>The Chief Medical Officer of Health</i> • <i>The Mayor & Council</i>
16. <i>Formulate and implement a Colombo City Roads and Traffic Management Policy and Plan</i>	156	<ul style="list-style-type: none"> • <i>Advisory Committee on City Economy</i> • <i>Road Development Authority, WP</i> • <i>City Police Department</i> • <i>Director (Traffic Designs)</i>

Action	Para	Responsible Agency
17. <i>Granting Statutory recognition to Community Development Councils</i>	189	<ul style="list-style-type: none"> • <i>Advisory Committee on Urban Poverty</i> • <i>The Municipal Commissioner</i> • <i>The Charity Commissioner</i>
18. <i>Introduce City Governance Indicators & Appraisal System and set up Programme Implementation Monitoring Unit.</i>	56	<ul style="list-style-type: none"> • <i>Advisory Committee on Administration</i> • <i>The Mayor</i> • <i>The Municipal Commissioner</i>
19. <i>Establish in the CMC a full-fledged Environment Planning & Management Unit.</i>	210	<ul style="list-style-type: none"> • <i>Advisory Committee on City Environment</i> • <i>Director (Solid Waste Mgmt.)</i> • <i>Director (Water Supply)</i> • <i>The Chief Medical Officer of Health</i>
20. <i>Review and Revise CMC Management and Governance Structures</i>	54	<ul style="list-style-type: none"> • <i>Advisory Committee on Administration</i> • <i>The Municipal Commissioner</i>
21. <i>Set up and operationalize a Full-fledged Governance Monitoring Cell</i>	52	<ul style="list-style-type: none"> • <i>The Mayor and Council</i> • <i>The Municipal Commissioner</i> • <i>CLG Western Province</i>
22. <i>Set up and operationalize a Municipal Land Development Bank</i>	97	<ul style="list-style-type: none"> • <i>The Municipal Commissioner</i> • <i>The Chief Valuer</i> • <i>SCCP Core Working Group</i>
23. <i>Set up and operationalize a Coordinating Committee on City's Law & Order.</i>	73	<ul style="list-style-type: none"> • <i>Advisory Committee on Administration</i> • <i>The Municipal Commissioner</i> • <i>DIG Police (Western Province)</i> • <i>The City Police Commissioner</i>
24. <i>Set up The Mayoral CDS Steering Committee</i>	246	<ul style="list-style-type: none"> • <i>The Mayor & Council</i> • <i>The Municipal Commissioner</i> • <i>Deputy Municipal Commissioner (Development)</i> • <i>Chairpersons of Advisory Committees</i> • <i>Other Relevant Members</i>
25. <i>Set up and operationalize a CDS Working Group at the WPC</i>	246	<ul style="list-style-type: none"> • <i>Chief Minister, WPC</i> • <i>The Mayor</i> • <i>Other Relevant Members</i>

THE COLOMBO CITY DEVELOPMENT STRATEGY

Introduction



1. The Colombo Municipal Council (CMC), in collaboration with THE WORLD BANK, UNDP, UNCHS (HABITAT) and the Western Provincial Council (WPC) in Sri Lanka, launched a project in February 2000 to formulate a Comprehensive Strategy Framework and a Perspective Plan of Action for development of the City. The purpose was to identify key areas and issues that need systemic and planned attention of the Council and other major stakeholders and to develop appropriate strategies to address them. A Senior Consultant was assigned to the CMC by the sponsors to help formulate the strategy through a consultative process.
2. In formulating the Strategy Framework, the CMC consulted a wide variety of stakeholder groups through a series of formal and informal consultations. They included civil society partners such as NGOs & CBOs, representatives of the poor; senior municipal officials; and leading private sector representatives, i.e., major investors, realtors, developers and Chambers of Commerce & Industry. Their views, ideas and suggestions were reviewed and those compatible with the development vision and thrust identified by the CMC Task Forces and Stakeholder consultations are incorporated in this Strategy Framework.
3. All stakeholders, particularly the private sector, considered the opportunity as an unprecedented move by the CMC and WPC. They welcomed the offer to join in this unique partnership-building exercise in city management and have assured the city administration of their wholehearted cooperation.

Background

4. The City of Colombo consists of 37.3 sq. Kms. (3731 Hectares) and forms a long coastline land strip stretching from North to South. The total resident population of the city is 800,000 (1998). An additional 400,000 persons commute daily to the city mainly for work, commerce and education. The city population grows at 1.14% per annum (1995) and the density of CMC area is 278 persons per hectare (1998).
5. The CMC as an institution is 135 years old having been established in 1865. It enjoyed a special position of primacy in the country's local government structure until the promulgation of the 13th amendment to the Sri Lanka's Constitution in 1987 that created the Provincial Councils system with supervisory and directive functions over local government institutions. The Provincial Council system pushed the Municipal Council, which up to then had been the country's second tier of administration to be the third.

6. For democratic representation, the Colombo Municipal Council area is divided in to 47 wards coming under 6 administrative districts. Towards 1998/99, only 49% of the total 83904 housing units in the city are permanent dwellings and the balance 43243 units are slums and shanties. The road network covers 480 Kms. and the sewerage network covers 250 Kms. The city also generates 625 metric tons of garbage daily. Several studies point to a half the city population as living below the poverty line. The CMC operates on an annual budget of 6 billion rupees.¹

City Development: Some Major Issues

7. Successive national policies and urban-centred development processes made Colombo the prime attraction for in-migrations. Trans-urban migrations from secondary townships accounted for a substantial slice of this growth. As a result, in the past four decades, the Colombo city population increased slowly but steadily. Consequently, most of the common amenities and facilities such as water, drainage, sewerage and sanitation services, once built to cater to a population of less than half the present number, have been stretched to accommodate the growing demands. There is a quite popular view that basic services and living conditions in Colombo have deteriorated over the decades. There is another view that successive administrations have done reasonably well in managing the city during this period and that they have successfully contained the intensity of adverse impacts that successive national development policies and programmes could have had on the city and as such, have effectively averted major catastrophes in the health and environment arena in the scale experienced by Surat, Bhopal or Ahmedabad of India in recent years. Otherwise, with its high population density, the plethora of unplanned & dense settlements, the large number of haphazardly located medium and small scale industries, the presence of petroleum, gas and thermal power installations and allied networks within and nearby the city and also the vast tracts of stagnant backwaters in the northern area, the city had always remained a formidable candidate for such catastrophes.



8. While the claim that major calamities have been successfully averted may have merit and may be defensible, it is also true that the service standards in the city have come down. The reasons for such deterioration too can be easily understood if viewed in the context of (a) the rapidly grown demand for services and facilities by nearly a million residents and another half a million commuters to the city daily, (b) the fluctuating socio-economic and political conditions of the nation and the resultant resource crunch experienced by the city administration and (c) the ever diminishing planning and administration capabilities of the municipal system. Today, due to resource limitations, the Council employs only 8900 personnel out of an approved cadre of 12000.

¹ City Data Profile, SEVANTHA, 2000



9.

There are many major issues faced by the City and its administration today. They range from a lack of well-coordinated long-range strategy for municipal development & stagnant revenue base to a lack of public-private partnerships and the need for better urban governance. The prime objective of city planning and urban management is to increase the 'livability' of the city by facilitating the most conducive political, legal and planning space and infrastructure for enhancing economic productivity, protecting and improving physical and social environment, cultural integration and social harmony. Its stewardship does not lie in working solely for developing attractive urban infrastructure for the benefit and interest of their own generation. City planners and managers have a responsibility to see that the infrastructure they build do not enslave the citizens and future generations. A 1982 painting of the famous Sri Lankan artist, S. H. Sarath, eloquently portrays the futility and disastrous consequences of any other development approach. It shows a heavyweight monster of urban structures proudly rising high into the open sky crushing beneath it a legion of agonized and tormented faces of the very masons, carpenters, plumbers and planners who once helped build it. The painting is an eloquent reminder to the development planners that what the city of Colombo needs is not only a city development strategy but also a human development strategy. Urban managers thus have a duty to preserve the environment and other resources for future human growth and sustenance.

10. From that perspective, there are many issues that need be addressed to make Colombo a livable place. Many of these issues relate to (a) policies and strategies, (b) institutions/structures and (c) programme interventions. Some of them are:

A. *Policy and Strategy issues*



11.

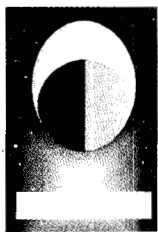
The city must possess and pursue a strategic vision for its development. A strategic vision is an important pre-requisite for city development. Already, CMC has got a Corporate Plan with a vision for its operations. Yet, it is a CMC vision and not a strategic vision that all the major implementing agencies and stakeholders subscribe to. Nor is there an inter-agency consultative process or mechanism to promote such a shared vision. Due to the absence of an inter-agency consensus on a vision, all major development activities in the city appear to lack direction and rudder. It also explains why many of the current development efforts in the city, executed by a variety of agencies, are not being appropriately dovetailed and coordinated. Very little effort has been made since Independence to formulate an overall inter-agency vision for the city to pursue. It appears that participatory, consultative long-term future-search processes involving the major actors and agencies have not gained much recognition in the public sector urban initiatives.

12.



The city needs a clearly defined, comprehensive development strategy. Colombo has a structure plan focused on physical infrastructure development. Yet, as a city, it does not have a commonly shared, comprehensive development strategy. Even the degree of corporate understanding at institutional levels about the urgency for such a strategy is not uniform. As a result, the many different institutions engaged in city planning, management and development continue to pursue their own agency-based agendas and plans of action. Often each one considers its plans of action as a development strategy in itself best suited for the city. Some are long-term plans and others are short term ones. Though many projects and programmes have been designed and implemented in the past calling them strategic actions, they did not integrate themselves into a logical strategic framework. Several plans, including a Master Plan, have been formulated since the early Seventies but never have they been comprehensive and integrated joint productions. Almost all of them have been constructed without the participation of civil society organizations and the private sector. A case in point is the absence of a strategy for universal coverage of 'adequate' water and sanitation facilities in the City. CMC once made an attempt to develop and implement such a plan but could not pursue it due to a lack of inter-agency interest, collaboration and cooperation.² As a result, the development approach adopted so far has been ad hoc in planning, implementation, monitoring, coordinating and an even in budgeting.

13.



Need for greater clarity in programme related policy directions in some of the operational areas. Agencies are not fully equipped with sectoral policies. For example, there is no clear policy direction as to whether to promote or discourage further investments in industries within the CMC area. While many consider that further expansion of industrial activity within the city is detrimental to city environment, there are others who consider such expansion as extremely important to generate employment opportunities that the city needs badly. Poverty alleviation and security of tenure of the unauthorized low-income settlements are a few other operational areas where direction is unclear.

14.



The city requires a development plan shared by all major stakeholders. The city must have an overall development plan on which there is inter-agency agreement. It needs a Plan that explains the role each agency must perform and incorporates short, medium and long-term Plans of Action of each agency dovetailing in to a corporate perspective framework for city development. The Plan should also delineate and set up appropriate inter-agency mechanisms for regular monitoring and review.

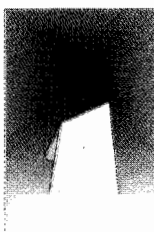
² Status of Water Supply, an unpublished paper by Eng. Lalith Wickramatileke, 2000

15.



The city urgently needs appropriate social development strategies to balance the physical development bias now evident in city planning. Most of the main development activities in Colombo display an orchestrated bias on physical & structural development, and repeatedly make the common mistake that most city development initiatives all over the world often make, *i.e., focusing to develop the city rather than its people.* Often, the needs of the urban social development sector have not received adequate attention. For example, over the past four decades, CMC's public health sector has not expanded adequately to match the growing demand of the increasing low-income populations of the city despite the doubling of the city's resident population during this period. Nor has it increased its capabilities to address fully the emerging new health problems of the people such as HIV, Dengue and lead poisoning, to name a few. The city public health administration needs to revamp its services to meet the needs of the times. While its current operations are relevant and useful, for it to be more meaningful in service, the department must review its operations, search for a new vision and identity and re-orient itself, with greater budgetary support, to the new tasks that accompany the vision.

16.



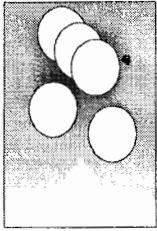
Absence of a strategic response to improving the city economy. The notable expansion of the city economy in the Eighties and Nineties has had little impact either on city development or on city administration. The municipal revenue structure remained static over the years. The benefit it received from the expansion was not proportionate to the strides the economy made during the period. Several efforts made to revise the municipal tax structure have not yielded the desired dividends. Economic partnerships between private and public sectors have not been attempted and the CMC, NWSDB and NHDA have not shown the desired ability to capitalize fully on the privatization process despite the good prospects available to them. Existing local government and municipal ordinances that govern the administration and finances of the CMC are archaic to the extent that even when the economic climate in the country is conducive for such partnerships, the local council is barred from entering into any business partnership with the private sector. Recent CMC efforts seeking appropriate changes in statutes to permit the issuance of municipal bonds to private institutions and individuals have not been successful.

17.



The city does not have an Environment Protection Strategy of its own. Except the generic national guidelines issued by the Central Environment Authority, the Colombo City does not have its own strategy to take care of its deteriorating environment. There is very poor integration of environmental concerns in project planning activities. However, a salutary feature is the Traffic Impact Assessment that the CMC has recently introduced as a pre-requisite for approval of major projects. The Environmental Assessment Impact that the Central Environmental Authority has recommended by its Environment Protect Act of 1991 needs to be adequately interpreted and strictly implemented in the CMC area.

18.

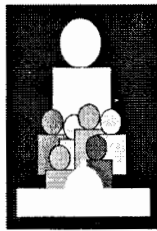


The city requires more effective strategy mechanisms to engage the private corporate sector more effectively. The public sector and municipal processes today are aiming to develop the city with inadequate consultations and partnerships with the private sector as a major urban stakeholder. Whilst acknowledging that action-specific public-private partnership mechanisms are already available in several major development initiatives such as the Sustainable Cities & REEL Programme and the CMC's engagement of private companies for solid waste collection, the city has not developed an appropriate 'statutory' mechanism to engage the private sector in a more constructive dialogue on a regular, more permanent and proactive advisory capacity aimed at forging strong partnerships for effective city development. There are no such institutional mechanisms in most of the major public sector agencies & programmes involved in city development such as the Urban Development Authority (UDA), National Housing Development Authority (NHDA), National Water Supply & Drainage Board (NWSDB) and the Sri Lanka Land Reclamation and Development Corporation (SLRDC).

19.

Recently, the CMC has launched a Business Sector Partnership that comprises several business houses that have been supporting some of CMC's service initiatives. Several innovative activities have already been introduced through this partnership. Its scope of involvement is currently focused on service projects such as solid waste collection in some limited areas, the 'pay & use public convenience initiative' at the main city park and maintenance of some of the city roundabouts and signboards. While this is a commendable step forward, it is necessary that the city strives to build greater business partnerships with its stakeholders, going way beyond the current involvement in service projects. The private corporate sector has a much greater vision and potential to enter into mutually more profitable and satisfying business partnerships.

20.



Greater Civil Society Participation. The city requires more effective policy and strategy mechanisms to promote greater participation in city planning and programme implementation by the civil society organizations, particularly the NGOs and CBOs. The CMC has the rare distinction of introducing a pioneering participatory urban poverty reduction programmes in the world - the Community Development Councils (CDCs) - in the late Seventies and early Eighties with the financial assistance from the Government of the Netherlands. It provided a three-tier representative mechanism linking the administrative system with the urban poor at community, municipal district and city levels, and ensuring formal monthly interactions between the municipal system and CDCs. The CDC system needs revival and invigoration.

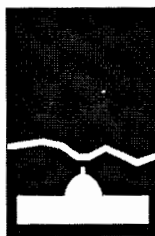
21. *Mechanisms for Non-Poor Participation.* There aren't similar institutional strategies and mechanisms that provide political and administrative space for representatives of the non-poor segments of city population to participate in city level planning and implementation processes. The role of the CMC must be to facilitate interactions and collaborations with all stakeholders to make the city free of disease, violence, crime, obstacles and stress for its people to invest their time, talent and treasure freely.

B. Institutional & Structural Issues



Acquisition of municipal powers by other agencies and higher administrations. In the past several decades, local governments lost their power and position due to hegemonic control and patronizing attitude of local politicians and also due to transfer of powers to specially constituted Authorities and Boards. Such transfers not only reduced their power but the revenue base too. The Municipal Ordinance empowers the municipalities to take charge of the general administration and management of their city and to regulate and control the development activities in the area. Traditionally, due to resource limitations and also due to strong political affinity with the central government in the initial period of post independence era, The Colombo Municipal Council did not interpret or implement these powers and functions as specified by the Ordinance. Poor resource-base, inadequate capacity, lack of knowledge of its scope and the lack of resolve to attempt greater things limited the Municipality's action and effectiveness in the post independence era. As a result, municipal system was not at its best when the central government, and later the provincial government, transferred some of its major service delivery responsibilities and functions to other statutory bodies weakening the local government mission of the Colombo administration. For example, months after the promulgation of the 13th amendment, some of the service functions of the local governments were withdrawn and vested in other institutions and agencies. Some of the powers and authority exercised by the CMC until recently have been appropriated by the newly created Provincial Administration thus constraining municipal level decision making. For example, the Provincial Administration's prior approval is now necessary to implement CMC decisions regarding municipal cadre-formation and senior appointments. Such erosion of responsibilities and powers further reduced the opportunities and revenue bases that CMC could have had to enhance its resource capabilities and managerial & technical skills.

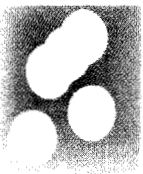
23. *The city suffers from several structural inadequacies.* Other than the CMC, there is a multitude of state agencies working in the city without structural mechanisms to coordinate the work among them. Inter-agency coordination and cross-sectoral and inter-departmental coordination are poor. There is also a serious lack of institutional arrangements in these agencies to use participatory methodologies to involve citizen's groups and other stakeholders in development planning, implementation and monitoring and promote broad-based public and private partnerships.



24. While several specialized agencies and authorities such as the UDA, NHDA, NWSDB and SLLRDB have appropriated to themselves a considerable part of CMC responsibilities over the years, the residents, daily commuters to the city and all other stakeholders continue to look up to the CMC for solving problems. In their reckoning, the CMC must take all the blame for every ill of the city. In this context, it is also necessary to note that due to resource limitations, the CMC has been operating with only three fourths of the approved total of staff.



25. ***Non-enforcement of CMC's legal authority and absence of municipal supervision over law and order in the city.*** Due to the influence and interference by political and financial power blocks, CMC has not been effective in bring to book those who violate municipal standards, rules and regulations. As a result, instances are many where most of these byelaws and standards are often observed in the breach. Lack of coordination between the police and the municipal system too has weakened the enforcement machinery. A good example are the road signs, marks and lines that the bye-laws require the CMC to introduce in order to facilitate unhindered traffic flow in the city. CMC makes considerable expenditure on maintaining these signs but the support from the police department to ensure their observance is less than desired. CMC neither has police powers nor does it have any effective mechanism for coordination between the police and CMC in maintaining law & order and enforcing municipal byelaws in the city. Yet, the CMC is responsible for good governance in the city and maintaining the rule of law in its territory is an important attribute of good governance.



26. ***Lack of institutional space for stakeholder participation in municipal activities.*** There is a serious lack of stakeholder participation in urban development activities. The participation of the urban poor in low-income area improvement schemes have been well evident through the Community Development Council (CDC) system on which many public sector and non-governmental agencies appear to be depending when they need to have entry into the low-income settlements. However, even after twenty years of existence and noteworthy participation that had even led many other countries to emulate the methodology within their municipal administration system, the CMC has not been able to provide a firm statutory base for its work. A large number of CDCs are registered with the CMC and it is ideal that they be given consultative NGO status within the existing municipal advisory framework on a permanent basis. The fact that this has not been done even after two decades is a sad commentary on the interest and commitment of the Council on peoples' participation and partnerships. However, it is necessary to record here the citizen appreciation of CMC's 1979 initiative to help them organize themselves into CDCs. Similar participation is lacking among the other population segments. Particular reference must be made to the private sector that has capacity to involve in and assist CDCs in a substantial way.

27.

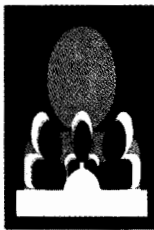


Compartmentalization. The compartmentalized work regimes of the CMC have made senior staff too protective of their operational turf and resultantly impeded the possible development of multi-disciplinary teams and approaches to problem solving. There is a plethora of consultative committees and advisory committees in the municipality operating at less than optimal levels. They are based on the main operations such as finance, public health, sanitation, sewerage, water supply, etc. This operation-based committee system provides consular support to further insulate and galvanize the 'turf' mode of management. There is an urgent need for adjustment of some of the municipal structures to enable the employment of an inter-disciplinary approach to municipal governance where issues such as poverty, economy, and environment become common interests among all municipal departments.

28.

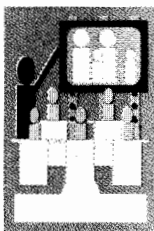
Municipal level micro-management tendency. Another structural issue needing urgent attention is the historically nurture micro-management tendency of the municipal administration. The tendency was developed to meet the needs of a period in history when non-nationals governed the city. They feared a lack of cooperation from the native staff and even possible corruption by them. Hence, the Foreign Raj ensured that every little operation in local administration was micro-managed. In the liberalized new economic order, micro-management at the municipal level has been proved counter-productive and must soon give way to more liberal devolution of power to lower units of administration, out-sourcing of work, major contractual arrangements and partnerships.

29.



Shortage of trained and experienced second line of leadership. To ensure sustainability, municipal level structural systems need an effective second line of leadership that can offer the required professional skills and adequate institutional memory to carry on the work and pursue a vision. Very little attention has been paid by CMC and other major urban development agencies to ensure that each major unit nurtures such an optional second line of professional leadership by identifying a select team of potential second liners and providing it with opportunities for advanced training and transnational exposure. This must have been an integral part of the agency's human resources development plan - a plan that indicates tentatively where each of the middle and senior managers could aspire to be in the hierarchical ladder at short, medium and long term projections, depending on proven commitment, excellent performance and good behaviour.

30.



Lack of adequate training opportunities for city development personnel. The agencies engaged in Colombo City development work must provide regular opportunities to their senior staff to help update and upgrade their knowledge and skills. Only a very few agencies have given staff training the due importance. Meanwhile, the city lacks advanced training facilities in (a) urban management and (b) municipal administration. Though some agencies including the CMC have set up in-house training units, they are mostly engaged in basic level training and are not adequately staffed. Some hold the view that these training outfits are not

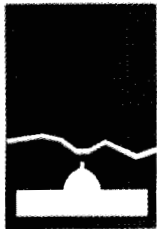
encouraged to organize advanced training courses claiming a dearth of good trainers. Some opine that senior managers generally prefer to receive their training abroad under experienced, world-renowned trainers. If that has been a real need, then the city could have benefited from establishing an inter-agency training panel to identify the new skills required and to vigorously pursue opportunities for overseas training to help their senior staff acquire the needed skills.

31.



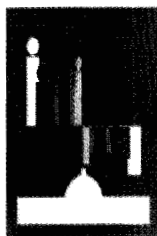
The need for clear demarcation of inter-agency functions. In the delivery of certain basic services, there is an evident need to re-strategize and streamline the responsibilities and functions of the participating public sector agencies. The health services are a clear example where both the National Hospital and municipal dispensaries provide basic health care facilities. Rather unwittingly, this dual system of primary health administration in the city has helped promote a distinct class structure in health services that undermines all serious efforts at social integration. Mainly, it is the poor of the city who patronize the municipal health system. In spite of their close proximity to these facilities, the non-poor does not like to use them. They travel longer distances to attend the Out Patients' Department of the National Hospital.

32.



A lack of inter-departmental and inter-agency cooperation and coordination in programme planning and implementation levels. Most programme interventions, particularly in the delivery of basic services and common facilities, have suffered serious setbacks due to lack of adequate communication, commitment, cooperation and coordination between different agencies and the departments within them. There have been instances when major policy and programme exercises had been abandoned due to this lack of agency cooperation. The plight of road maintenance within the city offers one of the best examples of what happens to field level facilities when there is a serious lack of communication and coordination between agencies. The road maintenance authorities generally have no supervisory role or control over the laying of pipe or cable lines for extension of water, sewerage and telecom services. As a result, many roads are repaired today and dug in tomorrow for laying of lines.

33.



Problem of Turf Building. On the other hand, most of the donor-funded projects are implemented in tightly compartmentalized departmental turfs with very little inter-departmental dialogue and support. There is a great need for institutional mechanisms to ensure multi-sectorality and inter-department interest in all major development programmes of the CMC and other agencies.

C. Programme Intervention level Issues



34.

Inadequate Urban and municipal performance. Urban development agencies and CMC do have the potential to improve and optimize their performance. A scientific transactional analysis will point to many areas where the systems are performing below their optimal capacity. It may be due to a many factors ranging from motivational blocks to a lack of information and knowledge of the good practices emerging from recent global trends in urban planning and management, resources limitations, the absence of regular performance evaluation and review. Of course, a lack of clear strategic vision at the CMC level was also a main reason for this loss of confidence and resultant low performance levels.



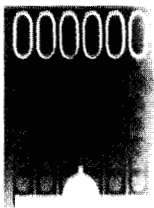
35.

Lack of Financial Resources for city development. Local governments are weak not merely because they do not have power but because they lack resources to use the powers that they are already bestowed with. Some of the traditional revenue bases have been diminished due to transfer of responsibility to statutory bodies and companies. There has also been a general lack of resources for urban development. This is particularly true of the CMC where resource constraints often hamper its development activities. Resource limitations badly affect the much-needed rapid extension of basic services such as water, sewerage, sanitation, roads, transport etc., in the city.



36.

Inadequate integration of environmental concerns in city development planning. Except for the Traffic Impact Assessment procedure that the CMC introduced recently for approval of infrastructure and site development projects, there is limited consistency in the CMC approach to environment planning and protection. There is hardly any inter-agency mechanism to ensure that major development interventions in the city are constantly monitored and assessed for their environmental impact. There is a need for a strong environment protection and monitoring cell within the CMC that could be in charge of pollution monitoring and issuance and follow up of EPL i.e. environment protection liability orders to the polluting industries within the city.



37.

Weak city database. Lack of city-specific data on socio-economic and geo-physical conditions has long been a major impediment to city development. Non-availability of data in a central location for easy processing, retrieval and use for management-decision making continues to hamper city development planning and implementation. The absence of a data-backed projection of the total city population as at 1999 is a simple example. Another example is a non-availability of reliable data on the quantity of and quality of ground water used by Colombo residents and its impact on the surface water table and it's recharging. This lacuna is gradually been addressed by two recent GIS/EMIS database development efforts. One is by the Colombo Municipal Council under its Sustainable Colombo Core Area Project (SCCP) and the other by the Urban Development Authority.



38. ***Chaos in Traffic & Transport Management.*** The city is compelled to cater to an ever-increasing fleet of motor vehicles that far exceeds the carrying capacity of its road network. This has led to poor road maintenance and unsatisfactory road conditions, a lack of respect for road discipline, high incidence of traffic offenses and road accidents, higher than necessary consumption of fuel due to constant change of vehicle speed, and high rate of gas emissions polluting the city air. While the city's road transport system is chaotic, railway facility has not received adequate planning attention. Considering that, in good part of the city, the railroad runs parallel to the main roadways at very close proximity, it is unimaginable that there no serious attempt has been made by the concerned authorities to exploit the comparative advantage of this facility to develop an integrated road-rail amalgam facility to ease the commuter and road transport system. The efforts to do a traffic impact assessment of all the investment and building plans submitted for CMC approval must be lauded. But, it requires a lot of sensitization, orientation and training of all involved personnel.

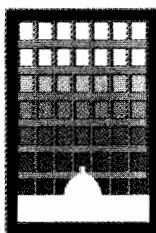
39. ***Transport Planning lack resources.*** Transport planning must commensurate with land use planning. It is heartening to observe that the recent sustainable townships development efforts in Colombo city have taken sufficient interest in this matter and that adequate attention is being paid to ensure road networking is consistent with their land use strategies and plans. The current plans of the Road Development authority to introduce a series of ring roads circumventing the city on the East and South too are noteworthy planning strategies that certainly could help divert involuntary traffic from the direction of the city and thus ease the road congestion in Colombo to a considerable extent.



40. ***Delivery of non-revenue municipal services:*** Unscrupulous individuals and groups wallow a considerable quantum of municipal services in the city without making the required payments. For example, nearly a quarter of the electric supply and chemically treated drinking water are pilfered daily through illicit connections. In addition to such illegal activity, a floating population of nearly half a million people who commute daily to the city make avail of many municipal services without payment. For example, they use municipal roads and thoroughfares and add to the daily volume of solid waste. The irony is that while even the poorest of the population living in the city are being told that free services such as standpipes and community latrines will soon be a thing of past, a large number of non-poor visiting the city daily are privileged to have free services without contributing toward their upkeep through a toll or any other contributory system.

Strategic Principles for City Development

41. A well-defined and clearly articulated strategy is required to address the above issues effectively. The strategy will be based on a few cardinal principles. These are key input for building good urban governance.



42. Considering the steadily deteriorating conditions of basic services, shelter and human settlements in the inner city area and the vast development potential that the city possesses, the proposed City Development Strategy shall be based on the following strategic principles:

- ***Approach Colombo city development mainly through four Key Result Areas (KRAs).*** They are: Economic Enhancement Social Development, Poverty Reduction and, Environmental Improvement. They are explained in greater detail in this strategy.
- ***Infuse a high sense of urgency among all major stakeholders*** of the city to work together for its development with the aim of improving the quality of life of the people of Colombo.
- ***Give priority attention to address the burning issues in the city,*** i.e., economic growth inconsistent with available infrastructure and facilities, lack of employment opportunities, inadequate basic services, social exclusion, substandard living, violence & growing insecurity, environmental degradation and intra-city zonal disparities.
- ***Ensure that planning responses to city development are strategic, comprehensive and innovative*** thereby ensuring that long-term, goal oriented, visionary processes of development replace ad-hoc, piecemeal interventionism.
- ***Promote human dignity & social justice, good health & safety and contentment,*** which are important pre-requisites of health. As WHO defines, this strategy too acknowledges that health is not merely the absence of disease but the status of physical, mental, social and spiritual well-being of the person and his/her society.
- ***Foster organic links among all the major urban development initiatives*** in the city and ensure the continuity of all the ongoing mainstream efforts.
- ***Make city development municipal centred strategy.*** Currently, the overall responsibility of management and coordination of city development is rather diffused. There must be one single agency that knows exactly what happens in the city and where it happens. The strategy proposed here stresses that city development must be firmly rooted in local self government and all other development agencies must recognize the basic constitutional leadership that CMC must provide in order to make the city development process systematic, well-coordinated and sustainable.





- *Insist on good urban governance* and emphasize the need for a strategic vision, accountability, participation, equality & equity building and the rule of law,
- *Promote greater transparency and responsiveness in the city administration* to meet the basic needs and aspirations of the Colombo citizen
- *Call for a strong commitment to a participatory framework of local administration*, with maximum possible devolution of authority, responsibilities and functions to the lower units of city administration and optimum level of inter-departmental and inter-agency cooperation & coordination.



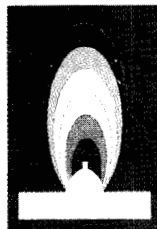
- *Promote policy and administrative space for economic partnerships* and development initiatives by the CMC and other agencies to seize the unprecedented opportunities and challenges offered by globalization and economic liberalization, with the express view of improving the city economy which finally provides the revenue base for municipal development.

THE RECOMMENDED STRATEGY

43. The Colombo City Development Strategy, (*referred to as The Strategy in this document*) proposed below is a result of a series of literature reviews and informal dialogues & consultations that the Colombo Municipal Council conducted over the past two years. The strategy reflects the views, suggestions and recommendations obtained from a multitude of people representing a vast cross-section of stakeholder groups in the city. They include non-governmental agencies, community based organizations, residents' associations and corporate sector leaders from all the major Chambers of Commerce & Industry. In addition, four Municipal Task Forces, set up for the purpose by the Mayor, immensely complemented the thought process that helped produce the strategy.

The Strategic Vision

44. In a Ten Year perspective, the strategy envisions Colombo to be:



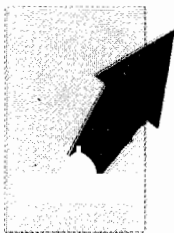
“A model city in Asia, where people enjoy quality living, acquire optimal capacity and opportunity for creation of wealth for the well-being of all and, together, sustain and improve their environment.”

45. This vision embodies strategy, accountability, productivity, equity building, participation and partnerships.

The Mission

46. The mission of the CMC and other stakeholders concerned with the development of Colombo as a model city is to ensure the availability and effectiveness of policy and legal framework, financial and human resources, physical and social infrastructure, partnerships & linkages and all elements of good governance required to realize the above vision.

The Approach

47.  Colombo will approach city development mainly by addressing four Key Result Areas (KRAs). They are: Economic Enhancement Social Development, Poverty Reduction and, Environmental Improvement. The four-pronged approach will focus on:

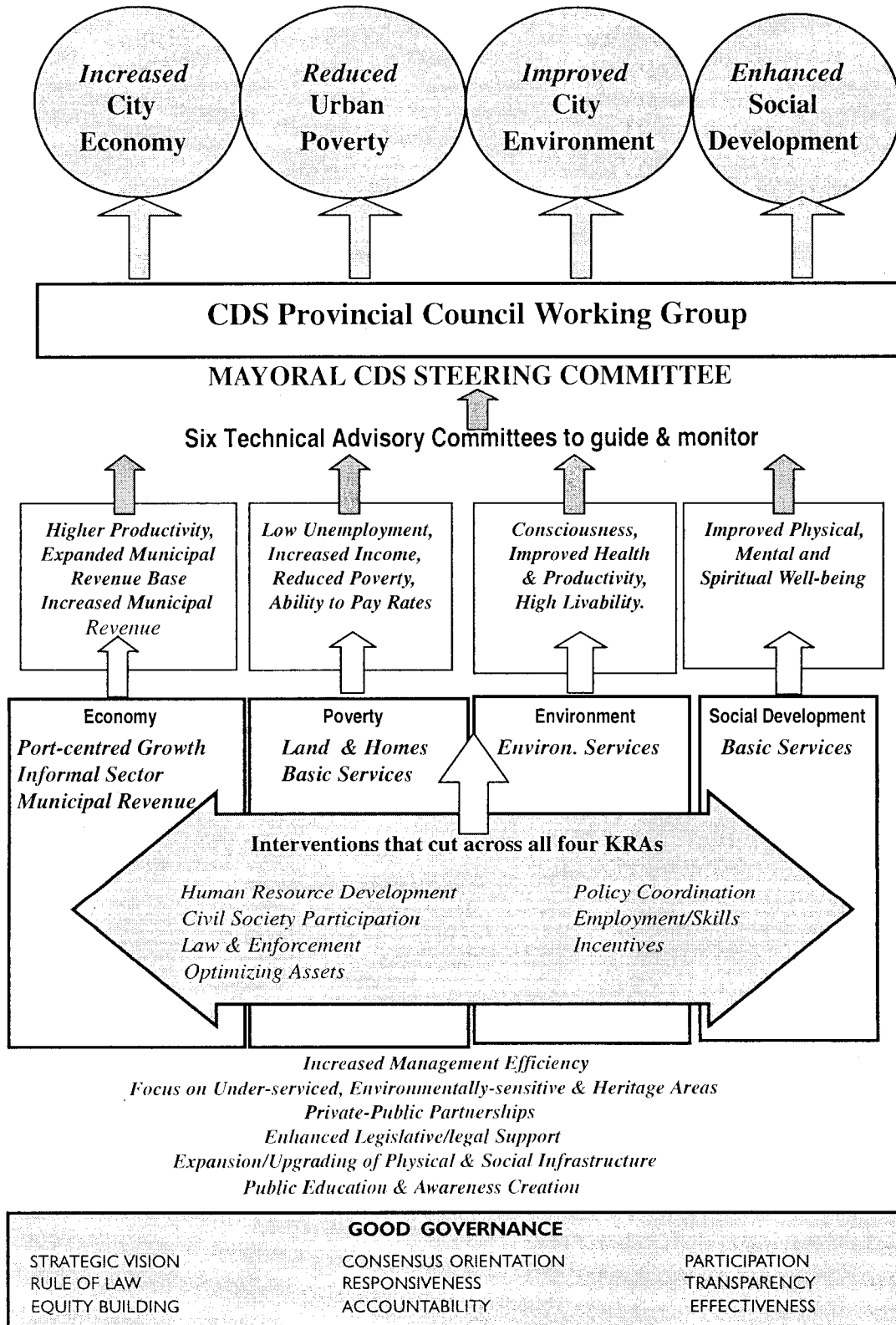
- *Increasing Productivity & Economic Buoyancy of the City*
- *Responding to Social Sector Needs*
- *Reducing Poverty in the City*
- *Developing Environment, Infrastructure and Amenities*

The Elements of Strategy

48. To address the major issues connected with the four select KRAs, the Colombo Municipal Council may adopt the strategy outlined below and seek collaboration and cooperation with other concerned agencies such as UDA, NHDA, SLLRDB to implement it.

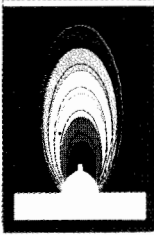
Colombo City Development Strategy Outline

IMPACT
MONITORING
OUTPUT
INTERVENTIONS
GOVERNANCE



The Foundation: Good Urban Governance

49.



The above outline explains that the proposed strategy is founded on Good Urban Governance. Good governance is not merely a responsibility of the state and CMC, but also a result of stakeholder vigilance and partnerships. To strengthen the capacity of the city to address the KRAs significantly, the concerned authorities and agencies, particularly the municipal administration must create sufficient policy and administrative space for a dynamic civil society movement. The city administration must:

- Have a strategic vision and strive all the time to realize it. The vision must be compatible with the resources that can be mobilized and the aspirations of the citizens. It must be an achievable strategic objective not just an empty wish;
- Further galvanize its efforts in introducing strategic planning and corporate management systems;
- Promote and facilitate participation and consultative processes encouraging voluntary participation and partnerships formation by all stakeholders, i.e., the civil society, private corporate sector and the State.
- Base all major decision making on stakeholder consensus by introducing more appropriate statutory mechanisms for wider participation of the civil society in major decision making processes and events, without undermining the democratically elected representative system.
- Ensure transparency in all public matters and decisions; Considering all citizens as equal, the administration must
- demonstrate a high sense of responsiveness and equity to set in motion the necessary public instruments which not only permit but also encourage every citizen to query administrative and political decisions and actions without the fear or favour
- Be effectively responsive to the needs and aspirations of the ratepayers and city-users;
- Ensure that law and order is maintained to help people enjoy the best fruits of the rule of law;
- Plan and strive to build equity in the city by viewing everyone in the city as equal and needing the same level of indiscriminate support and services. To ensure this equity, urgent action is necessary to upgrade the support services and facilities in the underprivileged areas of the city on priority basis.

50. The foregoing explains what good governance means for Colombo. Such governance is a sine qua non for successful implementation of this city development strategy. Without this basic requirement firmly in place, the city cannot take the major strides proposed in this strategy.

Strategic Responses

51. The following six strategic responses are suggested in addressing each of the KRAs. These are not exclusive responses and thus do not prevent the introduction of supplementary responses as deemed necessary by the concerned authorities to suit the local conditions and needs .

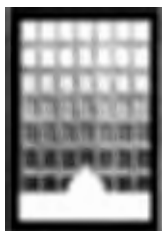
A. Increase management efficiency and quality of Governance:

52. Public education on the functions & role of each major agency particularly of the Western Provincial Council, UDA, NHDA, NWSDB, SLLRDB, REEL is urgently needed. If such clarity already exists, which fact is not much evident to the public, a formal statement documenting the roles, responsibilities and relationships of and between the agencies must be made public soon for wider public knowledge and education.



53. Promoting operational efficiency: introduction of modern management instruments such as participatory goal setting (PGS) and target based performance assessment systems (PAS) with performance indicators for managers, units and departments. A full-fledged Governance Monitoring Cell within the CMC under the Mayor could help enhance the quality of municipal governance.

54. Introduction of a corporate work planning and monitoring culture, transcending departmental and unit barriers. All units and departments must be asked to submit their detailed annual work-plans with precise and measurable mid and end year goals and targets . Presently, the planned budget serves as the main work plan guide. This practice must be replaced with an annual work planning exercise. The budget proposal must be accompanied by a draft work plan. Immediately after the adoption of the budget, the second phase of the planning exercise must be done to revise the work plan to match the approved budget and to determine the time schedule for major actions proposed. The work planning exercise must be preceded by inter-departmental and inter-agency planning sessions and dialogues to ascertain the priority needs of the city, the specific responses contemplated by each department/ agency and also the possible areas of collaborative action. That would not only help avoid overlapping but also minimize implementation crossroads and delays.



55.



Enhanced decentralization of responsibility & power to (a) statutory committees and (b) municipal districts for service delivery, development planning and implementation with strong monitoring devices at the city hall; rationalization of the number and functions of the statutory technical, advisory and consultative committees of the CMC and to limit the number to a high-yielding minimum; In keeping with the proposed strategy, the number of consultative and advisory committees in the programming sector could ideally be reconstituted into four Programme Advisory Committees (PAC) and two Management Advisory Committees (MAC). The PACs will advise the Mayor and Council, individually and severally, on the four KRAs of the strategy, i.e., City Economy, Urban Poverty, Environment Improvement and Social Development and two MACs will address (a) Administration/Establishment and (b) Finance/Budget issues. All six committees must have powers to set up time-bound, short-term Taskforces on key issues and operations. The Committees will study recommendations of taskforces and suitably advise the Mayor and Council.

56.

Introduce a regime of indicators that could help measure the quality of governance and its performance on a regular basis. Set up a special CDS Monitoring Unit to apply these monitoring measurements to keep the office and programme administration always on their toes to ensure good governance;

57.



Stress on Human Resources Development with special emphasis on career planning & advanced technical and managerial training; Career planning, which receives piecemeal attention now must be streamlined and revamped in a systematic manner. Every middle and senior level functionary in the main city development agencies, particularly in CMC, must be a proud owner of a 5 to 10 year career development plan jointly identified by him/her, the supervisor and the management. It must include what positions are available for him to set his aspirations on, what specific knowledge and skill must he develop to aspire for them, who could be his/her in-service competitors be, what type of training must s/he obtain to vie for them and where such training is available, and finally what other behavioural, emotional and attitudinal changes are considered by the management as useful for his/her candidature for such positions. Considering that it is not easy to change the present entrenched systems to introduce such modern and open human resource development methods, it is recommended that the services of an independent team of management consultants and experts be obtained to train an in-house HRD Task Force to conduct the initial rounds of interviews/ discussions with the senior employees and prepare the first HRD Plan for CMC wherafter the in-house team could be charged with the task of reviewing the progress annually and setting revised targets for each senior staff member.

58.



Enhanced Partnerships involving the private sector in joint business ventures with the public sector, especially with the Municipal Council, in the basic services delivery sector; CMC facilitating the process, by arranging government guarantees, long-term, low interest, credit portfolios from international development agencies etc., for the private sector to get involved in large-scale service sector programmes.

59.

Enhancing the quality of municipal financial management: delegation of fiscal decision making to appropriate levels and units of administration with regulatory & supervisory power and budget system preparation held at the centre; Introduction of participatory budgeting system;

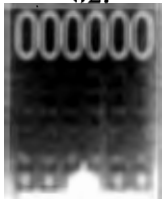
60.

Enhancing the quality of fixing and collection of property taxes and user fees: automation of cadastre preparation & registration, streamlining periodic revision, computerized municipal valuation indices for all properties within the CMC area.

61.

Enhanced monitoring to prevent illicit tapping of municipal services and reduce non-revenue service component. Minimizing household level waste and Non Revenue water; electricity, telephones etc., through proper planning, adequate technology, appropriate energy saving devices and effective supervision and management. CMC is not a charity. It must be run like any other effective non-profit organization. Municipal legislation including those permitting seizure of property for non-payment of rates must be strictly enforced.

62.



Greater attention to development and use of data systems, especially MIS, GIS configurations with easy but judicious access and retrieval systems; The present SCCP initiative in developing an ENIS could pave the way for greater appreciation and wider use GIS/MIS as a planning and monitoring tool.

63.



Increased community participation through further promotion, development, institutionalization and networking of the Community Development Council (CDC) system in low-income areas and Residents' Associations in other areas. By a motion adopted by the Council, these community-based organizations must be federated within the framework of local government at Ward and District levels. The ward councilor may be the chairman at the ward level and one elected by ward councilors could chair the District CDC council meetings.

Linking Colombo City with all major international and regional urban networks and promote interaction and experience-sharing between countries, regions and cities, providing greater exposure to as many senior and mid-level personnel as possible.

B. Focused attention to under-serviced areas, heritage sites & environmentally sensitive areas:

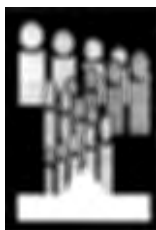
64. Integrated approach to planning; earmarking of focus areas, i.e., under-serviced settlements, low-income areas, historical heritage sites, natural seepage/drainage eco systems such as marshes.



65. Extension and proper management of basic services coverage and other facilities to under-serviced areas; Special focus must be placed on expanding water supply, sanitation, health care, solid waste disposal facilities and services to low-income settlements which account for over forty per cent of the total city population.

66. Early identification and notification of areas for redevelopment or urban renewal actions in order to discourage further encroachments and resultant compensation at the time of reclaiming the land for development.

67. Flood Control & Low-lying Areas Management



68. Greater involvement of civil society & CBOs in planning and monitoring; recognition, strengthening and consolidation of Community Development Council system; promotion of civil society partnerships with concerned agencies to take appropriate community level measures to enhance the quality of conservation and protection of heritage sites and environmentally sensitive areas;

69. Promotion of household connections and incremental disconnection of common supply points of water and sewerage services;

70. Strict imposition of Environmental Impact Assessment (EIA) and Transport Impact Assessment (TIA) processes for all building-approvals, big or small.

71. Demarcate and protect inland water bodies such as the Beria Lake and the North Colombo backwaters and other environmentally sensitive areas, low-lying marshes etc. as as protected eco-centres.

72. Identify and notify the historical and cultural heritage sites through a government gazette notification. Set up an independent commission for conservation of city heritage to protect and develop the sites for research, education culture enhancement and public interest.

C. Enhanced legislative & legal support:



73. Updating existing legislation to conform to new legal and paralegal international and regional instruments, covenants and conventions and also in keeping with the demands of a liberalized economy; introduction of more stringent deterrents; upholding supremacy of municipal assessment of land and real estate market values.

The Mayor must proactively set up a Coordinating Committee on Law & Order to meet with the City Police Chief and his seniors monthly or bi-monthly to review the law and order situation in the City.

74. Creation of a highly-trained and groomed Metropolitan Police Division under the central police authority, transferable only between and within Municipal Council areas, trained in (a) urban specific legal systems and requirements, (b) enforcing municipal laws affecting urban environment roads, transport & traffic, and law and order, (c) combating urban terrorism including guerilla warfare and (d) in working within local area democracies of urban local governments.

75. With a highly trained Metropolitan police cadre, ensure stricter law enforcement with greater local level political understanding and cooperation, particularly to discourage non-payment of rates, violation of zoning regulations, encroachment of public lands, willful harm to and degradation of environment, illegal parking, permanent use of road sides for private businesses, anti-social activities, illegal tapping of water, tampering of water meters, terrorism, crime and violence, drug addiction etc.,



76. Tightening of legislation and stricter enforcement of Traffic Impact Assessment (TIA) and Environmental Impact Assessment (EIA) procedures for project appraisal and approval; Every major investment, projects and programmes within the municipal limits must be assessed thoroughly by specially appointed permanent panels for their impact/consequences on traffic flow in and environment of the city,

D. Expansion of Physical and Social Infrastructure



77. Upgrading and/or extension of physical infrastructure including water, sanitation, storm water drainage, sewerage, roads, canals and water ways, railways and road transport, banking, shops and markets, telecommunications etc., In planning such extension, care need be taken to ensure that it serves the ultimate purpose of enhancing the quality of life of the citizens. Extension of services should therefore be comprehensively planned. Ad-hoc, piecemeal interventions to satisfy the electors or the elected will do more harm than good to the city development process.

78. Introduction of State of the Art technologies for basic services delivery, particularly for water, sanitation, construction and hygiene sectors.



79. Upgrading and/or extension of social development infrastructure including hospitals, dispensaries, schools, recreation, parks, day care centres, vocational training and career development institutions, civil society organizations, institutions/mechanisms for their participation in municipal decision-making process. Area-based planning mechanisms and standards must be adopted to ensure equity building. The city must be planned area by area applying minimum standards such as the market-floor area and number of day care centres per 10,000 population.

E. Improved Private-Public Partnerships

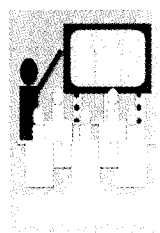


80. Promotion of greater collaborative private sector business investments in city development, housing, basic service delivery expansion etc., Already, the CMC has built a certain degree of partnership with the private sector, particularly in solid-waste collection and transport. There are many other potential areas for profit making business ventures. They include "Build, Own, Operate" type shopping malls, entertainment parks, night bazaars, sports complexes etc.,

81. Subsidies, collateral, incentives, rebates etc. to encourage such investments

82. Guaranteeing credit lines for the private sector from international development agencies and financial institutions, particularly for basic services expansion projects.

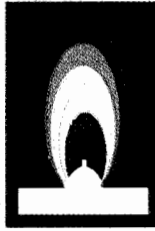
F. Public education & awareness creation:



83. Greater role for NGOs, CBOs & religious and cultural institutions for social mobilization and public education; The positive experiences of the Community Development Council System (CDCs) under the UNICEF-assisted "Gardens Project" of the Eighties must be further refined and consolidated by linking the CDCs with the private sector and civil society initiatives.

84. Greater coordination among CMC Health Education Unit, the W&S Department, civil society & mass media;

85. Greater private sector participation in public awareness creation, social marketing & in the training of trainers.

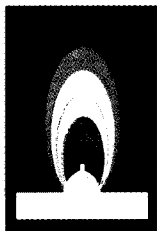


Major Interventions in KRAs

The Colombo City Development Strategy delineated here has compiled an inventory of necessary interventions using the above-mentioned six response channels. These interventions are designed to enhance the quality of municipal responses to the needs of the city as whole and help realize the impacts that the Strategy has visualized in the four Key Result Areas discussed above. The ideas for action given below are a set of interventions that can help develop the city in the four Key Result Areas selected for development.

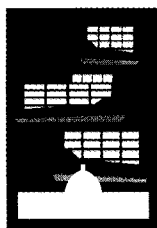
INCREASING THE PRODUCTIVITY & ECONOMIC BUOYANCY OF THE CITY

86.



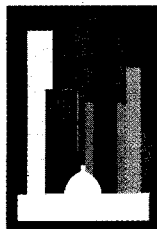
City development authorities in Colombo face complex challenges in terms of growth, livability and competitiveness. Increasing its economic capacity and competitiveness is one of the four key interventions suggested in this strategy. A major lacunae in economic development in Sri Lanka is that neither the Government (Central, Provincial and Municipal) nor the private sector has any consolidated, corporate plan for improving the economy of Colombo city. It has been permitted to grow, not by design but by chance. Of course, the Colombo Master Plan and the recent Structure Plan refer to economic potential of the city and basic infrastructure required for economy activity. But, there has never been an attempt to determine the volume and limits of potential expansion of the city's economy or to develop a comprehensive investment plan to tap that potential. Under the circumstances, the City's economic development has been slow and haphazard. Sri Lanka has always been focusing on national and rural economies. The concept of building compact city economies is somewhat foreign to the strategic development processes employed in the country. Time has come to attempt building such city economies. A vision appears to be in the making now at the governmental levels to make Colombo the commercial and trading hub of the region. But, modalities and strategies are not yet available. For the first time, this CDS strategy proposes that a comprehensive economic development strategy and plan for the city of Colombo be developed urgently.

87.



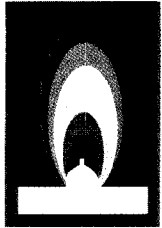
To increase the productivity and economic buoyancy of the city, the Strategy suggests several major interventions. The city urgently requires a policy framework for economic development. What follows are some of the major interventions needed and possible within that policy. Being a shipping hub of the region, the proposed interventions stress the need for building port-related economy in the inner city. It calls for greater recognition of the contribution that the informal sector makes to the city economy and urges the public sector institutions involved in city development to forge business-like links with the private sector to boost the economy. The major strategic interventions proposed are:

88.

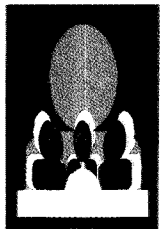


Linking CMC with City Economy: The City Economy is operating within the national economic theatre. It must not stagnate. Instead, it must take greater strides. The economy of the city has never been linked with the municipal administration nor has been seen as a composite whole, having features that need special municipal solutions and support. Municipal involvement in planning the city economy has been nil. As a result the CMC's knowledge of its own revenue-base is extremely weak. Moreover, CMC is under-equipped to derive the benefits of the city economy as the city revenue and city economy are not organically linked.

89. ***A visionary economic growth framework:*** There must be a Colombo Economic Development Policy (CEDP). It must have a clear vision and must be translated into an Economic Growth Plan of Colombo (EGPC). Among other things, the Policy and Plan may consider some of the initiatives described below.



90. EGPC must be formulated to accelerate the economic growth of the city on a planned basis. Whilst trying to attract foreign investments, the framework must not undermine the local investment capacity. The economy of the new millennium must help reduce municipal responsibility and boost private sector partnerships with CMC. The city must focus on encouraging economic activities that caters mainly to the immediate needs of the city. Projects proposed under the new framework must be able to support the city's local needs and make economic sense. The economic advances it plans must consider the city as one large market and initially plan to exploit that market. This, for example, would mean investments into reclamation of seafronts to permit lateral expansion of the city; social and economic infrastructure development including roads, hospitals and schools; information technology development; transport services including MRT & LRT systems and canal transport ways; and, other new capabilities that need be acquired to face the millennium with greater confidence.



91. ***An Inter-Agency Task Force for EGPC:*** A special inter-agency Task Force comprising the Provincial Council, CMC, UDA, NWSDB, BOI and representatives of the Chambers of Commerce and Industry must be created with the express assignment of formulating the CEDP & EGPC. Creating this economic development strategy for the city must be a part of its vision of making the city the commercial, trading and financial hub of South Asia. It must provide tax holidays to investors in the proposed Economic Growth Plan of Colombo. In formulating the strategy and plan, care be taken to ascertain the environmental consequences of such investments. As shown in Graph 2, most economic activities have direct pressures on the city environment. Every project proposal must be subject to a rigorous pre-audit of their impact on the city environment, transport and urban living.



92. ***A Statutory Steering Committee for EGPC:*** The Taskforce shall cease to function after the formulation of CEDP an EGPC. By a motion of the Council, CMC must establish a permanent and statutory EGPC Steering Committee to consider all major proposals of Municipal-Private sector partnerships. It must be treated as an investment promotion agency and be empowered to seek proposals, consider and approve them and, facilitate and monitor their implementation through the existing supervisory systems functioning in the Council, and be accountable in all matters to the Municipal Council. The Steering Committee may be chaired by the Mayor who shall vote only

when breaking a tie is needed. It is recommended that the Steering Committee comprises 27 members, i.e.,

- 8 Chairpersons of CMC Standing Committees³;
- Commissioner of Local Government, Western Provincial Council,
- Municipal Commissioner & Deputy Municipal Commissioner (Development),
- Municipal Treasurer, Municipal Engineer, Municipal Legal Officer
- 2 Municipal Councilors nominated by the Leader of the Opposition of the CMC.
- Representative each nominated by UDA, Central Environment Authority & NHDA,
- A Representative each of the Board of Investments (BOI), the Ceylon Tourist Board and the Central Bank,
- A Representative each nominated by the Federation of Chambers of Commerce & Industry (FCCI), The Institute of Town Planners,
- A renowned Urban Planning expert and two Social Planning Experts to be co-opted by the Committee at its first meeting.

93.



Port-related Economic Growth: When the current national economic planning aims at making the City the commercial, shipping and trading hub of the region, it is important that the city's economic competitiveness is enhanced to attract investors. Moreover, it is the economy of the city that provides the basic revenue base for city administration. Therefore, Economy-boosting interventions will receive highest priority in this strategy. A clear-cut strategic plan is currently not available to make the economy of the city to wrap round the port. A strategic plan to develop a port-related economy in Colombo must become an important integral component of the proposed EGPC. Considering the various plans that are now being studied for making Colombo the Logistics Hub of the Region, there are expanding business opportunities for the following:

- Container Yards,
- Trans-shipments,
- Ship-chandelling,
- Warehousing,
- Bulk-breaking/packaging,
- Supplies & training for marine personnel,
- Shopping Malls for marine personnel

³ Chairpersons of Standing Committees on (a) Finance, (b) Law, (c) Planning & Development, (d) Traffic, Highways & Transportation, (e) Environment Protection & Management, (f) Poverty Alleviation, (g) Health & Sanitation and (h) Solid & Hazardous Waste Management. Depending of the subjects of the proposals considered, the related chairpersons of other Standing Committees must be invited to take part in the Steering Committee proceedings without voting rights.

94.



Municipal Bonds for City Development: The issue of municipal bonds for city development purposes may be diligently pursued by the CMC to counteract pressures of resource limitations. Acknowledging the CMC's evident lack of expertise in corporate level financial operations, the strategy proposes that CMC floats a limited liability company - Municipal Development Finance Corporation - as its subsidiary, accountable to the Council. Such investments must preferably be protected by an Act of Parliament. For the bonds to be attractive to foreign investors, they must be offered without restrictions on the repatriation of the capital, the dividends or profits.

95.

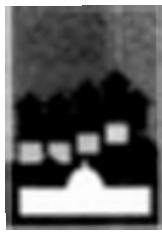


Rationalize industrial expansion in the city: Setting up industries in within the city precincts must be carefully done. Major industries within city limits must not be permitted. Even for other eco-friendly industries, judicious siting is very important to prevent negative consequences to the environment and the poor. New export-oriented industrial installations that can cause city congestion and environmental hazards in congested areas must be set up outside the city limits where population density is not high.

96.

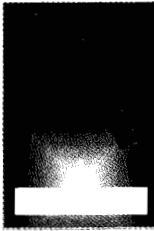
Enhancing the quality of collection of property taxes and user fees must also receive highest attention. Automation of cadastre & registration, streamlining the periodic revision and collection of rates, introduction of computerized municipal valuation indices for all properties within the CMC area; and, levy stamp duty on the basis of such valuation and not on the declared value of sale/transfer to prevent under-valuation of property to avoid payment of full municipal dues are some of the urgent measures that may be taken.

97.



Rationalizing the use of state/municipal lands and property for optimal profits: City economy suffers from irrational tying up of limited land resources and infrastructure, within an avowed commercial and trading hub, for non-productive, non-economic activities. Where feasible, all administrative and some of the educational infrastructure must move to the new capital without delay, releasing their valuable lands and assets for commercial use. As being proposed, the defense installations too must soon be shifted outside the city, allowing the market forces to view for their assets within the city. As an immediate follow-up, CMC must take action to finalize an inventory of all public and private lands available or liable for development and set up a Municipal Land Development Bank for public scrutiny. That will make their utilization more transparent than now and will help reduce speculative public land transactions. It can be incorporated in the GIS system currently being developed under the SCCP. Suitable legislation may be prepared to help declare lands of 30 perches and above, whether public or private, liable for development within a ten-year perspective. Moreover, the municipal lands that are already given on long lease but have not been developed to date must be retrieved and auctioned through the proposed land development bank.

98.



Private-Public Business Venture Partnerships: Obviously, to enhance the economic buoyancy of the city, greater private-public partnerships are necessary. Even the CMC, which has hitherto been considered a service-delivery agency and not a development agency, must look around and identify the potential areas to build such partnerships. Privatization of urban basic services is generally hailed as a good practice in many countries. Even in Colombo, the initial experiment in the field of solid waste collection has been successful. Though the service quality can and should be further improved, garbage collection and cleaning of drains in areas assigned to the private sector show a marked improvement compared to other areas. The new millennium belongs to business partnerships. The local government and the state must realize that under their control is a virtual goldmine for innovative and imaginative young entrepreneurs. Given the opportunity they will haste to make even the waste to taste good economically. Therefore, retaining the monopoly over excess municipal land, water supply, drainage, sewerage and many other similar services will not make good economic sense for economically ailing local governments. Most of these services can and must be brought under new business partnerships with the private sector on profit-sharing basis and according CMC terms and conditions.

99.



The private sector must participate in improving the built environment of the city, particularly to help bridge the present wide gap between the developed and disadvantaged areas of the city. Their participation can take various forms i.e., as investors, contractors, consultants and donors in real estate development, housing (particularly for low-income groups), utilities and public education. Private sector interest in city economy has not shown the desired level of innovativeness so far. The Private sector can create business out of problems. Businesses are the result of unusual thinking. Problems and difficulties can be converted into good business. Some examples are the recycling of waste; conversion of auto vehicles into gas, pavement hawking and parking lots can create big business for the private sector.

100.



There are ample opportunities for private sector investment, if there is a clear indication on what incentives the CMC, the state and other public sector institutions could offer to encourage such investments. Notwithstanding the incentives offered, the private corporate sector could consider investment opportunities in:

- Housing condominium development,
- Transport & Parking facilities
- Health & Education services.
- Food storage facilities;
- Trading complexes
- Information technology and continuing education.
- Port-related economic activities.

101. The local business community lack interest in social development. It is a clear reflection of a serious lack of understanding of its social responsibility. The Chambers of Commerce and Industry must launch an education programme to sensitize their business communities to the their social responsibilities and the business opportunities available in the field of social development.

102. *The private sector partnerships can be based on many principles.* They include:



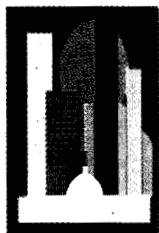
- *Contract Services* whereby municipal services are outsourced to a partner agency;
- *Turnkey Projects* where the partner designs, constructs and operates a facility or services while the ownership of the facility remains with the public partner;
- *Developer Financing* wherein the developer is permitted to develop housing schemes, stores or industrial facilities on condition that the developer is granted the benefit of an existing public sector facility on a capital payment that will again be used to upgrade and maintain the given facility;
- *Privatizing* which requires the private developer to own, design, build and operate a facility with total or part finance, and;
- *Merchant Facility* where the private partner is free to take all necessary decisions and the public institution paying only the facilitating role.

103. *A Private Sector Task Force to formulate a Vision for Colombo City Development:*



The private sector has never looked at the city economy as whole. It is high time that it deliberated on the issues raised here in this strategy and produce a vision and strategy of its own for the development of the city. It is therefore suggested that the private sector, through its Federations of Chambers, set up a special Taskforce comprising leading entrepreneurs, investors and eminent professionals and come up with its own vision and strategy proposal for economic improvement of Colombo city. The Statutory Steering Committee referred to above could then review the proposal, identify its components that are compatible with government and municipal policies and strategies and determine the nature and scope of support that CMC and other state agencies could give to the sector to operationalize the commonly agreed components of the proposal on a time plan.

104. *Municipal Incentives for private investments:* On its part, the state, UDA and other public sector agencies including CMC must consider offering the maximum possible facilitation for such private sector partnerships. Ideally, they may consider providing state guarantees for the private sector to obtain long-term, soft development loans from international development agencies such as the IBRD, IMF, ADB and EC. In addition, they could consider offering tax and duty incentives, serviced municipal and state land at concessionary rates, the transfer of existing service infrastructure on hire purchase or equity provision basis.





105.

Private Sector Water Supply: Water supply to the city of Colombo is a multi billion-rupee business. Over the past five decades, at least Rs. 40 billion have been invested in water supply by the government. As a result, the basic infrastructure necessary for an efficient supply of water is now in place. With economic liberalization and attendant privatization water supply must become the cynosure of the private business eye. It is attractive for serious private investor participation. Moving away from the public sector monopoly over the venture, the CMC and NWSDB must now invite private investors to augment the public sector operations by undertaking the responsibility for water supply in designated local areas.

106.

Partnerships for Water Quality & Waste Management: With the ability to introduce State of the Art technologies for water treatment, pumping and metering, the private sector will be able to minimize the flow of non-revenue water and make optimal profits. Water supply is a non-conventional business area for private sector participation as much as solid waste management once was in Colombo. It could also be part of the business to step in and upgrade public sector infrastructure for water supply and sanitation and also undertake water quality management on behalf of that sector.

107.

Moreover, undertaking the costing, pricing and collection of water rates on behalf of the NWSDB and CMC could also make good business for the private sector. Comprehensive costing and pricing would mean recovering full cost plus profits having made adequate provision for targeted subsidies as social safety nets for the poor and dispersed low-income communities.

108.

There are also the potential to share the solid waste and sewage management responsibility with the private sector on a profit sharing basis. The private sector will then be able to invest in organic composting plants and turn the waste into usable powder for sale. The technology presently employed by SEVANATHA in popularizing home-based composting has proved to be low-cost and appropriate. Using the method, eighty per cent of solid waste from homes can be recycled and put to economic use. Private sector investments can help scale up its use on a commercial basis.

109.



Mainstreaming the Private Informal Sector: A sound urban microeconomic framework for the city must be ably complemented and supported by appropriate macroeconomic policies. These policies, again, must provide and promote political, financial and administrative space for the informal sector to play a key secondary role to the organized private sector. The new EGPC economic development framework should also pay greater attention to the role that the informal sector and medium-scale investors play in improving the city economy and generating the much needed employment for the city youth. The role that the informal sector economy has played in taking care of the livelihood needs of the rapidly increasing poor of

the city must be recognized. Notably, this sector single-handedly provides livelihoods to a substantial section of the city poor. In the short and medium run, it is the informal sector that has the potential and capacity to expand rapidly to meet the employment needs of the poor. Therefore, municipal and national legislation must be spruced up to accommodate the legitimate needs and demands of this sector and encourage its expansion within the operational ambit of the proposed new framework. Bringing them under the formal state policy will give them new respectability and make them abide by the ordinances on shops and offices, factories & industries.

110.



There are many unnecessary legal impediments and regulations that hamper small business development in the informal sector. These must be identified, studied and removed. Land use policy in under-served settlement areas should support small business development. Permit commercial and non-industrial economic activities in poor settlements. Sub-division regulations should give priority to commercial and other economic use.

111.

Enhancing City Productivity: Some strategic interventions are necessary to enhance the general productivity in the city. Staggered working hours for city establishments can ease the traffic congestion and rush. The possibility of promoting a '7 day working city' on shift and area basic could be explored to improve productivity, generate employment and income. Keeping the shops open till about 9.00p.m. could be considered to permit customers to patronize them after, and not during, their working hours. This will have a salutary impact on workplace productivity. Currently, the city's commercial life is daily underutilized. A large segment of the customers who patronize the city shops are 'rush shoppers' as they know that leisure shopping is not possible after work. If the shopping time is extended late into the evening, there is no doubt the daily turnover will increase. Moreover, it will give the city the much-needed nightlife with cultural, sports and entertainment opportunities that it lacks now.

112.



Human Resource Development: All state agencies concerned with Colombo city development must recognize that, in the new millennium, they will be called upon to perform many tasks, which are entirely new in design, methodology and scope. For example, a greater part of the city development work will be out-sourced, contracted out or privatized. Irrespective of the development modes that will be employed, it is now clear that new genre of supervisory, administrative and managerial skills are in vogue and demand.

In a political economy dominated by market forces, their agencies will now require new skills such as integrated city development planning, contracts and partnerships management, communication and public relations skills. It is, therefore, necessary that an inter-agency strategem is developed to commission trainers from overseas

to visit Sri Lanka periodically to conduct advanced study management courses for their personnel. Obviously, such training can be complemented with select opportunities for overseas study and exposure. The performance in locally organized advanced training courses could then be considered a pre-requisite for advanced training opportunities and study exposures abroad.



113.

Building an Entertainment Economy: Entertainment is good business. The city has not yet been able to tap the full potential of the entertainment business transcending the social barriers. A model city must envision a society where social and national integration is promoted. Entertainment industry is one area where marginalization and segregation of social groups can be actively discouraged in the city. Good entertainment helps integrate social classes and weave one social fabric. The Strategy therefore, suggests promotion and creation of greater opportunities to bring people out of their homes and offer them channels of social rendezvous. The strategy endorses the proposals to develop the following entertainment and recreation centres in the city.

- *Beira Entertainment Zone:* CMC Business exists for private sector to develop projects.
- *Crows Island:* Currently with the Fisheries Department. Can be developed as an entertainment park.
- *Sathutu Uyana:* A novel & vibrant concept a decade ago. Needs upgrading and modernizing.
- *Theme Parks:* The need is there. Private sector must explore possibilities with CMC.

114.

Night Markets: Night Bazaars & Flea Markets are an important economic activity in most large cities, both in the developed and developing countries. They not only attract visitors to the city and generate municipal revenue but also help in social integration of the residents as part of the city's culture. A well serviced, spacious site for a permanent night bazaar is a good investment. Moreover, such an activity could enliven the now dull night life of the city.

115.

Single Window EGPC Counter at the CMC: The need for speedy consideration of and decisions on Private-Public Partnership (PPP) proposals cannot be overemphasized. There is an urgent need for a CMC focal point for the private sector coordination. The CMC must set up an EGPC desk and appoint a senior focal person who is empowered to identify, coordinate and recommend CMC - Private Sector partnerships. This desk should be the contact point for private sector partnerships in all functional areas related to CMC.

116. CMC must consider enlarging the membership and operational scope of the existing Colombo Business Partnership and establishing a statutory CMC-Private Sector Consultative Group to meet regularly to identify potential partnerships and review & evaluate PPP implementation progress.

RESPONDING TO SOCIAL SECTOR NEEDS

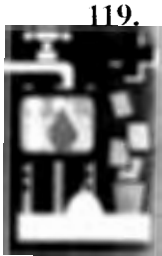
117. Social sector development must receive greater attention in municipal planning. Expenditure on this sector must not be viewed as consumption expenditure. It is development expenditure - an investment into human resources - present and future productivity - development. The quality of human resources will depend mainly on the physical, mental, social and spiritual well being of its citizens for which health, education, water & sanitation, roads & transport, communications, sports & recreation are vital inputs. The City Development Strategy calls for immediate steps by the concerned agencies to:

- expand the coverage of basic services.
- upgrade their quality and quantity.
- Arrange for greater participation of the city stakeholders, including the private sector and CBOs, not only in the use of these services but also in the provision and maintenance of them.

118. *Statutory Advisory Committee on Social Development:* As an important preliminary step in this direction, the Strategy suggests that there be a special mechanism to guide and monitor the above process of social development. An Inter-sectoral, Inter-agency Statutory Advisory Committee for Social Development. The Committee must commission a serious study of strengths, weaknesses, need and challenges in the social development sphere and formulate a comprehensive, long term Social Development Policy and Action Plan for the City. It must identify the areas where private-public partnership are needed and possible; where municipal administration can be strengthened though enhance peoples' participation in planning, implementation, monitoring and evaluation of the Action Plan. It must also explore the possibilities of and strategies for financing the Plan through state and municipal funds, international development assistance and through institutional credit. In formulating the Plan, the Commission may take into consideration the interventions proposed below.



A. *Improving the Health Sector*



119.

Three parallel health services delivery modes are currently operational in the city of Colombo. They are:

- National hospital & other state health institutions,
- Municipal dispensaries and maternity centres catering to the poor of the city,
- Private hospitals catering to the affluent and,
- Private nursing homes and private dispensaries for the middle-class.

120.

Yet, when it comes to in-door institutional care facilities, except for the national hospital, the available delivery modes do not sufficiently cover the needs of the middle and poor classes. They are caught between the costly and unaffordable private sector hospital facilities and the free but unattractive general hospital service. There is a clear vacuum in regard to meeting the health services demands of the middle class and the poor, particularly the monthly wage earner class that accounts for nearly half the city population.

121.



Upgrade health services and facilities for middle & poor classes: Private consultation practice is rampant and flourishing. Most of the specialists operate from costly private hospitals inaccessible to the poor and the lower middle class. Suitable mechanisms and systems must be found to encourage experienced medical personnel to set up consultancy services in centres where costs are more moderate and locations are closer to residential areas. Necessarily, the service hours of the municipal health institutions will have to be extended and due attention should be paid to staff facilities and convenience required for extension of working hours. Moreover, the dispensary health facilities and infrastructure too need urgent upgrading.

122.

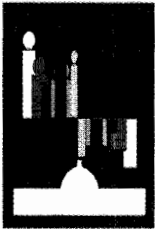
Emphasis on Maternal & Child Health: The present emphasis in municipal public health services on Maternal & Child Health through primary health cares processes must be appreciated. Undoubtedly, the municipal public health team is providing health care to the most vulnerable of the citizens who are facing many health risks in the under-developed areas of the city. This emphasis must be maintained and further galvanized. The demands on the public health sector will naturally increase in the coming years and the system must be well equipped and ready to meet the new demands.

The Colombo Municipal Council Twenty Five (25) allopathic dispensaries, Twenty (20) Ayurvedic clinics and few other maternity centres in prime locations in the city. They are busy during mornings and early afternoons on working days but are generally unutilized during lunchtime and in the evenings. The CMC may consider hiring

these facilities out during under-utilized periods, for medical specialists to conduct their consultations, on strict understanding that the charges levied by the consultants will be reasonable, corresponding to the low overhead costs involved. The Private sector may rent out these facilities and use them as consultation centres.

123. The State and CMC together must develop an incentive system to Grant tax-rebates and clinic facility at reasonable rentals to attract medical specialists and general practitioners to operate from municipal health institutions such as dispensaries. That will be a boon to those who cannot afford costly consultancy channels available at present.

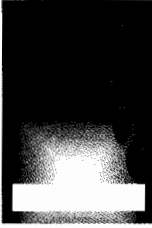
124. ***Introduce a closely monitored health care referral system for the city:*** There is hardly any effective referral system in place where, by statute, the primary health centres are expected to examine and screen the patient before placing any demand on costly higher levels of health administration. As a result, most municipal dispensaries, with qualified staff, are under-utilized and are virtually reserved for the poorest segment of the city population. These dispensaries can be better utilized if an effective referral system is introduced jointly by the Health Department and CMC. In doing this, obviously, the working hours of these dispensaries and the adequacy of staff are two important areas for review.



Recognizing the presence of myriad agencies providing health services in the city, one option is to ensure that primary examinations become the sole responsibility of the CMC dispensaries. For this, there must be supplementary central funds and technical assistance forthcoming to augment the CMC dispensary service. This will enable the city to have a highly organized referral system in place for incremental follow up. It will not only help upgrade the municipal services but also contribute to greater social cohesion where every citizen, irrespective of class, race or creed, is compelled to consider the municipal dispensary as the first point of enrolment to enter the public sector health services delivery system. Obviously, with that arrangement, the number of outpatients that frequent the National Hospital with no real need is bound to decrease, as was the case in 1972 when the state hospitals decided to levy a token of -/25 cts. from every outpatient.

125. ***Upgrade/Galvanize The monitoring of Restaurant Sanitation:*** The quality of restaurant sanitation in the city is another area that needs urgent attention to prevent a major health catastrophe. Health inspection visits need to be streamlined and regularized. These efforts must be revamped with a system of periodic training and certification of restaurant cadres. An urgent campaign to upgrade restaurant hygiene in the city and to bring unlicensed eateries and restaurants to book can be successfully attempted only after the completion of such training and certification that are already under way.

126.



Private-Municipal partnerships for mini-hospitals: There is ample opportunity for the private sector investors to join hands with the CMC on suitable profit sharing basis to design, build and operate mini-hospitals, nursing homes etc., using the existing municipal property on prime locations. The CMC may give some of its municipal dispensary/maternity home facilities, both lands and buildings on long lease, preferably for 30-50 years, to the private sector on understanding that:

- They be upgraded, modernized and developed as private hospitals/nursing homes,
- The modernized facility will set aside adequate space for unhindered continuation of the present municipal dispensary service,
- A percentage of the profits be given to CMC for efficient running of the existing dispensaries and maternity homes for the poor.
- CMC could get its paramedical staff manning their primary care institutions trained by these private hospitals that will function in the same premises.
- The maintenance of the entire facility including the site provided for dispensary service will be the responsibility of the corporate partner.

127.

Hiring out of microbiological and analytical laboratory services: Laboratory services owned and run by the CMC are generally under-utilized. The CMC may consider offering these facilities to the private practitioners. Perhaps the private sector investors may wish to upgrade and use them as business ventures by paying a determined rent to the CMC and also by agreeing to conduct pathological examinations referred to them by the municipal dispensaries at a nominal cost either as part of partnership dividends or as social responsibility.

128.

User-friendly Medical Insurance Scheme: The state, CMC and the private sector must consider the possibility of introducing and expanding user-friendly medical insurance scheme as a social safety net for Colombo residents whose monthly income is below an agreed level. All health services can then be subject to market rates chargeable at the counter. The poor will then pay with the health insurance card for the services they obtain from government and CMC health care institutions. A cursory glance at the State and CMC curative health costs reveals that such a scheme can be easily financed from the budget available for curative services without been a burden to the state coffers. A successful pilot experimentation in Colombo could lead to major revolution in the national health care delivery strategy.⁴

129.

Rodent Control Services: The CMC currently runs these services as a public service. It may be possible either to run as a public company providing these services on a fee to the citizens or enter into agreements and hand over these facilities to private firms that manufacture and market pest control chemicals. They could use these

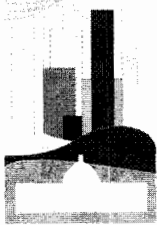
⁴ Insurance Cradled National Health Scheme. Prof. J. W. Wickremasinghe, Daily New, 9 June 2000

premises to provide pest control services and also to market their products to run the services on profit sharing basis. The CMC may negotiate either joint projects with the private sector on profit-sharing basis or give them out on a business lease. In turn, the private firm may be asked to maintain regular rodent control programmes in municipal buildings and in the slums at a nominal cost payable by the CMC

130. *Upgrading of municipal abattoir (slaughter house) facility:* The CMC-managed abattoir supplies meat to the whole city. It is a major municipal operation where the CMC public health department ensures the hygienic quality of slaughtering cattle for human consumption. While CMC maintains the required technical standards, municipal resource constraints have so far prevented environmental and technical upgrading of the premises and operation.

131. The CMC must explore the viability of contracting out the slaughterhouse operations to the private sector on long lease, under strict municipal supervision. Strict environmental and infrastructure standards must be stipulated. Immediate introduction of the State of the Art technologies for its operations with automated implements and cold rooms must be a vital part of the contractual agreement.

132. *Private Sector Trust Fund for Urban Health Care:* All Chambers of Commerce & Industry could consider, as part of their social responsibility, the establishment of a Private Sector Trust Fund to support the upgrading and expansion of municipal health services to the city. Some of the areas where such support can be effectively used are:



- Upgrading and refurbishing of existing health care institutions.
- Extension of coverage and quality of nutrition education: surveys reveal that 50% of children under 14 years suffer from some degree of malnutrition in the city.
- Upgrading the facilities available to the municipal preschool programme and expansion of the same for wider coverage of the low-income settlement areas. Research reveal that pre-school is the best training ground to inculcate health and hygiene habits.
- Financing CMC's public health education activities through popular mass media modes and channels. The private sector firms will be able to provide media sponsorships on a regular basis (daily or weekly) to disseminate health and environment messages.
- Promoting healthy schools through by private companies adopting and nurturing a government school each located in under-served areas and mobilizing public participation and helping to upgrade its facilities; training their children and teachers in child-to-child health promotion programmes; and getting them to start with health promotion and productivity improvement activities in school etc.,

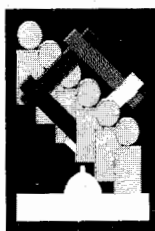
B. Addressing Early Childhood Development (ECD) Needs

133.



The Municipal Playgrounds and Recreation Dept. is conducting 37 preschools in under-served areas of Colombo city. In addition, there are another 50 or more preschools run by the Community Development Councils (CDCs) registered with CMC. Resource constraints impede the upgrading of their quality and their coverage expansion. A few private sector agencies, NGOs and philanthropists have been providing limited financial assistance to a few of these pre-schools. Support is most needed in upgrading and maintaining the buildings, equipping them with appropriate learning aides and ensuring their mid-day nutrition programme. The Private Sector Trust Fund proposed above under Health Care in this Strategy paper is expected to provide support to the municipal pre-school programme too. However, the needs in this sector cannot be met with only the private sector support. There must be a comprehensive integrated approach to it involving local level community mobilization and peoples' participation and management.

134.



Free ECCE facilities for the poor: Provision of permanent buildings and teacher-salary to CDC-run pre-schools is an urgent need. The CDC pre-schools which cater to the poorest of the poor do not have proper buildings. They are generally conducted in dilapidated or semi-constructed buildings. As the pre-schools are managed by the CDCs under the supervision of the CMC, the private sector may, as part of its social responsibility and partly as a public relations gesture, wish to help construct small but permanent buildings to replace the present sub-standards ones. Private firms could also adopt these schools and provide them with salary support for teachers.

135.

Pay & use ECCE facilities for children of higher income levels: While the said preschools provide services free of charge to the economically weaker section, the private sector must be encouraged, supported and facilitated in setting up a chain of pre-schools throughout the city to cater to the needs of the middle and higher income families. Private educational institutions and other entrepreneurs must be urged to invest and meet this important need in the city.

C. Child Care and Protection

136.



A large number of deprived and disadvantaged urban children who aimlessly frequent the streets of Colombo. To assist and guide them, CMC must plan to set up Child Protection Centres in collaboration with the Department of Probation and Child Care, UNICEF, Save the Children Funds etc., These centres may take the form of Drop-in & Counseling Centres providing recreational facilities, educational coaching and career guidance and planning services to the adolescents. The aim of the centers must be to protect the young ones from the clutches of those who abuse and exploit children. The centers must be located near the main commercial hubs and large concentrations of low-income settlements in the city. Their management can be handed over to NGOs of good standing and proven record.

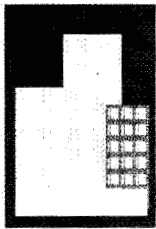
D. Upgrading the Municipal Markets

137. CMC maintains several public markets in the city. Maintenance of these buildings is costly and, therefore, several of them are unkempt and run down needing urgent repairs and renovations. The buildings have been designed forty years ago to meet the market needs of that time and today, the facilities are sub-standards and are unable to compete with the rapidly expanding private sector market opportunities and super market chains that are fast developing in the city. Undoubtedly, these market places need urgent modernization in concept, form and design.



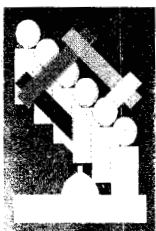
138. ***Modernizing the existing markets in to mini-shopping malls:*** In a profit-sharing partnership with the private sector, many of the municipal markets can be upgraded, modernized and converted in to dual-system markets i.e., one section to cater to the economically weaker classes of the city and the other to the middle and higher income groups, preferably with shopping malls for family-based marketing. The shopping malls must be attractive to the younger generation. To make them rendezvous points for the young, these malls should be equipped with modern cyber-cafe facilities, mini-cinemas, communication centres, fashion shops and mini supermarkets. Establishing composite shopping and entertainment sites in each major residential area of the city will invariably make a substantial contribution to ease up the traffic congestion in the evenings.

139. ***Condominium housing with ground floor markets:*** Where necessary and possible, redevelopment of existing market places must consider using the private sector to maximize land-utilization through construction of condominium housing with large shopping areas on the ground floor. The Government must arrange auxiliary funding avenues to expand the Sustainable Cities programme to help the CMC modernize the market areas.

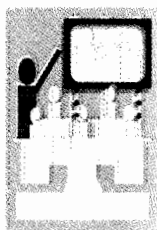


E. Support for Municipal Human Resources Development

140. The CMC Training Department is conducting an operations/functions-related schedule of personnel training programme. In consultation with the department heads, it annually identifies the training needs related to major CMC operations and conducts in-house training sessions with the help of senior administrators as resources persons. External resource persons are also engaged for special programmes. The private sector participation can further upgrade the quality of the training imparted, by introducing (a) modern management theories, systems & methods and (b) quality control & performance measurement standards & mechanisms.



141. *Training of Senior Managers:* The private sector management development programmes can be used by the municipal system to get its senior managers training in scientific modern management methods and systems and such training can be linked to a formal management systems review within the municipality. Many of the several Chambers of Commerce and Industry that operate in the country could pool their resources, both financial and human, to make available such training to upgrade the quality of city governance.

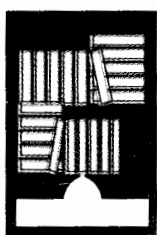


142. *Municipal Human Resource Development Plan:* There must be a special CMC division for human resource planning and development. Every senior and mid-level manager must find him/her slotted in the Plan against future opportunities for career development at regular intervals. The Plan must be developed through a consultative process. Ideally, it must seek an all-party consensus to ensure long-term continuity.

143. *Quality Improvement Circles & Quality Audit systems:* With the help of reputed management training institutions, CMC may set up Quality Improvement Circles in all major municipal units to meet periodically to review and recommend quality improvement ideas/tips that can help upgrade the unit's/department's productivity. The help of the private sector may also be mobilized to introduce quality-audit systems that can help assess the efficiency and effectiveness of management inputs/impacts against the set goals and targets.

144. *On-the-job training for youth:* CMC is currently conducting an internship programme of vocational skills training for youth of the poor. The duration is six months. The private sector companies can help CMC expand this service project by offering trainee-placement opportunities in their establishments. The CMC is paying a stipend to the trainees to cover their travel expenses and incidentals and the private sector may wish to share this cost with CMC.

F. Development Support for Municipal Libraries



145. Resource constraints prevent further expansion of library services in the city. There is a particular need to provide the service to those of low-income communities for which purpose the CMC maintains a mobile library service. It can only be extended by adding more library vans and setting up ward-level libraries.

- Greater financial investments are needed to increasing the fleet of vehicles to cover more areas and setting up ward-level libraries.
- Computerizing public library document-inventory and lending records: The private sector may consider helping the library to computerize its records for easy reference and use.

- Photocopying Service: The public library needs a better and more efficient high quality photocopying service to meet the rapidly growing demand for copies of library documents. This facility can be leased out to the private sector for an efficient service.
- Facility for selling books: Daily, around 4000 readers use the library daily. Most of them are avid readers, constituting a potential market for booksellers. CMC may be able to identify a location adjacent to the library premises to construct a permanent sales pitch for bookshops and lease it out to major booksellers as an additional service.

G. Recreation Facilities

146. City dwellers lack recreational facilities and entertainment opportunities. Public sector must play a constructive role here. It may like to undertake upgrading and maintenance of parks & playgrounds; development of entertainment facilities for the city including sea and waterfronts for recreation; horticulture promotion and development of sports facilities.



H. Homes for the Elders

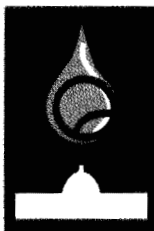
147. CMC currently runs a Home for the Aged for senior citizens of Colombo. The demand for such homes continues to increase. There is a great need to extend this facility to cover more people. The trends of demographic changes currently registered nationally indicate a growing cohort of above sixty year old persons. This phenomenon is directly a result of years of sound health promotion, provision of care facilities and expansion of education services. As this cohort expands in Colombo, the city must be ready and geared to serve them.



148. Private-Public partnerships must be encouraged to design, build and operate a chain of elders' homes on profit basis and provide 25 % of the facility to meet the needs of the poor of the city thereby ensuring a system of cross-subsidy across different social and income groups. The collaboration of the Government Pensions Scheme and EPF/ETF programme could also be considered.

I. Meeting Water Supply & Sanitation needs

149.



Insufficient resource and entrepreneurial capacity of the NWSDB and CMC to meet the water and sanitation needs of an ever-increasing population has now begun posing serious health and productivity problems in the city. As a by-product, gastroenteritis, cholera and dysentery affect many lives and their productivity. On the other hands, the available systems are not fully geared to serve the poor. The city lacks public conveniences and commercially non-valuable lands too are scarce in the city to provide such public facilities to city users. Pipe-borne sewerage facilities do not cover low-income settlements where sanitary conditions are extremely poor and the most unbearable. Most of them do not have household piped water connections too.

150.

Under the Sustainable Colombo Core Programme (SCCP), CMC has initiated action to develop coordinating committees and working groups to take a comprehensive view of the spiral influence of management of water supply, sanitation and environment and formulate long-term perspectives for adequate improvement of these three facilities. Its focuses on protecting the environment on the anvil of Water Supply and Waste Disposal management. It also aims at revamping and galvanizing the institutional arrangements for environment management. This effort must be conscientiously supported and SCCP must become a key integral component of the strategy.⁵ The City must further strengthen and revamp its Water & Sanitation Policy and Action Plan within the overall umbrella of the Sustainable Core Area Programme.

151.

CMC must also encourage and facilitate the private sector to invest in local area networks of is Greater care and attention must be paid to drainage maintenance to reduce health risks in the city. It must encourage the financial and managerial involvement of the private sector to construct, own and operate mini-water supply lines and mini-sewerage lines, particularly in the under-serviced areas, as profit ventures. The private sector can also take part in infrastructure development for municipal services. E.g., water treatment plants, local area networks of alternative energy sources.

152.

Please see the section on Protecting and Developing the Environment from paragraph 202 on for more ideas for action for environment protection.

J. Roads & Transport

153.



In addition to the resident population of 800,000, Colombo receives 500,000 commuters daily into the city. Most of the public transport systems, i.e. busses and vans in the city are diesel-operated. They are responsible for emission of high lead contents in to the atmosphere. Available pollution control laws are not adequate and their enforcement to is weak. In the meantime, importation of reconditioned vehicles continues unabated adding a minimum of 20 vehicles to the city fleet daily.

⁵ Institutional Arrangements for Human Settlements. A paper by Austin Fernando, June 2000

154. Government and CMC must consider implementing the much-delayed proposal for a Mass Rapid Transport (MRT) system, or perhaps a monorail system as in Kuala Lumpur, which is claimed to be less costly.

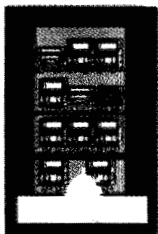
155. The Western Provincial Council must plan for improving the major canal systems that flow through the three core area cities and use some of them to develop canal transport systems that can take part of the haulage burden off the main trunk roads of Colombo city.



156. Traffic congestion & commuter hardships are a daily occurrence in Colombo. Despite large investments in public transport, the services are haphazard and grossly inadequate and inefficient. Rapid expansion of suburbs over the past few decades has led to a substantial increase in commuter population. The concentration of upper middle class and middle class residences in the suburbs has led to an unprecedented increase in vehicular traffic in the city. The city needs an integrated and modernized public transport Policy and Plan. Modernizing the railways must be an integral part of this transport system. Road management too is not adequate and not user-friendly. Nearly thirty percent of road surface in the city limits is not available for use by motorists and cyclists as the shop owners illegally reserve and permanently use the shop-frontage for free owner/customer parking. As a result, maintenance teams too do not attend to road-edges to ensure motorability. Some of the interventions that can be considered are given below. They involve infrastructure and capacity building.

157. The Duplication Road extension and the construction of the Marine Drive must be expedited. Both must be extended soon to reach at least the southern end of the city.

158. ***A streamlined school bus service*** with the State of the Art fleet of buses must be launched to replace the school van system that partly causes the morning and evening traffic congestion in the city. Considering the time land mental equilibrium lost by the city worker in commuting into the city daily combating the morning 'van-power', this is an important major initiative that can help increase the productivity of the city worker immensely.



159. ***Provision of Parking spaces:*** Ban parking on main roads except in marked parking lots and carports. That will compel vehicle owners to use lanes and avenues and special carports.

160.



Carports at city entrances: The private sector must design, build & operate multi-storied carports at the main entrances to the city. Entry toll to the city must be higher than the parking fee to encourage the use of carports and the use of public transport within the city. The private sector could be encouraged to construct multi-storied carports at major trunk road reception gates to the city to minimize the entry of vehicles into the city.



An Integrated Urban Transport System is an urgent need of Colombo. This system must integrate all existing transport services, both railways and roadways in a coordinated manner. Colombo has an enviable potential to develop such a combined system because the two services are running parallel along the coastline covering a stretch of nearly 15 - 20 kilometers. If a combined system is launched, and the railways are streamlined to provide a more efficient and regular service during peak hours, necessarily the city roadways will not be congested as experienced now. When the railway station is situated at a walkable distance and if there is assurance that trains will run at appointed times in quick succession during high traffic times, commuters will undoubtedly patronize the railways which is faster and more convenient.

162.

Mass Rapid Transit system: In order to strengthen such a system, the private sector must be aided to develop an intra-city transport network and mass rapid transport (MRT) system.

163.

Modernize the railways: In addition to the above, the existing rail transport system within the Greater Colombo core area must be modernized by forging private-public partnerships. Without modern facilities and more engines and carriages, the railways will not be able to meet the new demands of the coming decades.

164.

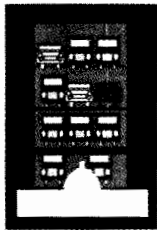
Underground City Rail Link: The private sector may be permitted to run an underground intra-city rail ring linking the popular city-locations and major carports.

165.

Limit the use of city roads for container movement: Heavy containers disregard the carrying capacity of the city roads and cause irreparable damage to the road surface in addition to holding up traffic. It is therefore necessary that, in keeping with the new vision of making the Colombo harbour the shipping hub of South Asia, immediate steps be taken to prohibit the use of city roads for container transport. Urgent action is necessary to (a) revamp and optimize the use of the special rail-link between the Fort Railway Station and Colombo Port that runs through former Chalmers' Granary premises and (b) ensure that container movements are made only by railroad up to the nearest railway station. The existing rule that permits container movement in the night will become more meaningful through such prohibition because the need then will be to transport only short distances, i.e., from

the station to the factory yard. All containers must be checked at the entry-points to the city to ascertain the point of origin of the trip and offenders must be heavily tolled to discourage the use of trunk roads for the purpose. Trunk road exit from the port must be limited to containers that are intended for destinations within the CMC limits and areas where rail facility is not available within 50 Kms. of the final destination. The importer will surely dislike the move. But, considering the heavy damage caused to main roads, the resultant road maintenance costs and commuter inconvenience that can be averted as a result of the move, it is good economics to prohibit container movements from main roads to destination where rail links are available within 50 Kms.

166. *Shuttle bus services linking market places:* For this to work effectively, there must also be an efficient round-trip intra-city shuttle bus service linking the market places and the carparks. Such a transport system will also be effective in reducing the intake and flow of traffic into the city.



167. *Special Road Toll:* A serious lack of municipal and government resources impedes the improvement and maintenance of transport facilities in the city. It is high time that a toll is imposed on vehicles entering the city. That will encourage planned entries and discourage impulsive entry into the city. It will also compel the use of the proposed carparks at the entrance to the city. Mobilize the private sector to invest in toll-roads, toll bridges, inter-modal transfer facilities, non-fossil fuel substitutes and non-conventional transport modes.

168. *Revitalizing canal transport:* Government must enlist investments to develop canal & Kelani river transport systems. *Expand the city road network* and improve the existing one to meet the growing needs. New roads must be constructed and current roadways must be properly maintained.

169. *Limit the entry of SOVs:* Launch a public campaign to reduce the number of single occupant vehicles (SOV) in the city. Introduce a toll system to levy a charge from SOV entering the city.

170. *Encourage strict enforcement of traffic rules.* Allow the police to charge a commission on the fines levied from errant vehicle users and credit it to a special police welfare fund.

171. *Extend the working hours of shops* or introduce flex-hours to prevent general shop & road congestion and encourage longer hours of shopping. Greater attention must be paid by business on the general appearance of their establishment and operations.



172.

Road Maintenance: Cleaning of roadways should be attended to daily and must be completed by 6. a.m. to avoid major traffic flow. Ensure that the road's entire width, not just a part of it, of the main roads and streets is available for motorists and cyclists and that the entire road surface, not only its the centre portion is well paved, drained and maintained by the concerned authorities. Ensure that the pavements are free for pedestrian use. Maintain them properly and enforce laws to keep stockpiling and selling of merchandise by shop owners and vendors on pavements obstructing the pedestrians. Involve private investments Invite the private sector to construction of flea markets designated areas for sundry pavement retailers to come under one roof thus freeing the pavement for pedestrians.

REDUCING POVERTY IN THE CITY

A. Improving the Basic Services for the Poor



173.

One half of the Colombo population lives in low-income settlements. They live in slums and shanties jostling mostly in substandard, one-roomed houses in overcrowded 2 perch plots. Land and shelter limitations militate against the traditional nuclear family system that many of the families have been used to in the Fifties and Sixties. Many elderly people remain uncared for and look around for admission to institutions that have residential facilities to care for the aged. The city poor also lack easy access to secondary and tertiary health services and schools. The nutritional status of pregnant women and young children is low and nearly a half of the primary schools age children suffer from some degree of malnutrition. Early school leaving and low levels of educational attainment of children are also serious problems that the city poor face. While immunization coverage levels are high at over 80% in most of the poor areas, the quality of survival is threatened by lack of facilities, opportunities for social mobility and access to adequate basic services.

174.

The Insurance Companies may sponsor Nanasaviya type education programmes for primary school children of low-income families. Nanasaviya organizes regular coaching classes and seminars for these children.

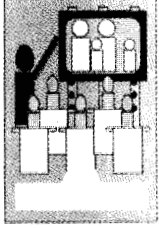
175.

Private companies could underwrite the recurrent costs of literacy classes and other regular coaching programmes.

176.

Private companies may help establish homes for the aged. Currently CMC runs only one such home.

177.



Private sector could set up primary and secondary schools and run them for the benefit of middle class children who can afford such payment. However, CMC must persuade the investors to have a certain percentage of seats reserved for children of the nearby slums and shanties.

178.

The private sector and CMC must consider the possibility of setting up a Poverty Reduction Fund to provide insurance cover as a social safety net for the poorest of families in the city.

179.

The private sector can help CMC health education efforts by (a) printing important health messages on their cash bills; billboards, and other signboards. It could sponsor school health clubs to promote health education in schools.

180.

Private sector may also introduce health insurance and educational loan schemes for low and middle income groups

B. Improving the environment of the Poor

181.

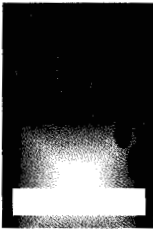


The poor of the city suffer many indignities as a result of the hostile environment that they live in. They lack water, sewerage and hygienic garbage and solid waste disposal methods. Most of their habitat and housing is substandard. Dilapidated housing and lack of ventilation are some of their major problems. Un-cleared litter dumps dot their access roads and make the immediate surroundings unhealthy and unfriendly. Upgrading of low-income settlements and reduction of urban poverty are an important integral part of this city development strategy. For a long time, the poor have been viewed by the planners in the conventional sense as an impediment to city development. This strategy endeavours to incorporate them into the mainstream of city economy and culture. The private sector may be mobilized to:

- Innovate mini-sewerage and storm water disposal networks to serve the low-income areas. The provincial council and CMC must subsidize these services through the private sector. Seek international donor assistance to further reduce the state burden of such delivery.
- Consider investing in infrastructure development in low-income areas.
- Work with Community Development Councils and other CBOs when outsourcing their production
- Explore ways and means of building social equity and help meet the needs of the urban poor as well. Imaginative and socially responsible innovations will help find good money in serving the poor.

- Private sector can adopt open spaces located near low-income areas such as canal banks; road and railway reservations convert them appropriately into green reserves, children's parks and play areas. That will help prevent squatting on such lands too.
- NHDA and CMC must introduce a housing credit and insurance system for low-income families to help upgrade their shelter.

182.



Poverty in Colombo City is not entirely an economic phenomenon. Many who live in low-income settlements are not poor in economic terms. Evidently, their poverty is mainly due to inadequate access to basic environmental services i.e., water supply & drainage, sewerage, garbage disposal, electricity, roads, and the resultant exposure to environment related consequences e.g. Water-borne and vector-borne diseases. To help the poor avert these:

- The private sector must be invited to build, own and operate local-area networks of (a) piped-water systems and (b) sewerage systems that encourage the low income households to seek individual water & sewerage connections
- Private sector to invest in the collection and disposal of solid waste & collection and incineration of special waste such as clinical waste on payment terms agreed with CMC; waste haulage, pumping stations maintenance and waste recycling as profit ventures.
- Private sector must be encouraged and helped to set up recycling plants to conserve energy and properly dispose of waste
- Give tax holidays and rate rebates to private sector firms that are ready to provide the low-income communities with easy access to electricity, telephones, water etc. Encourage individual connections through soft credit terms

C. Improving the income of the city poor

183.



An important integral part of any poverty reduction exercise is income generation. Without increasing the poor's regular income and without addressing their unemployment and under-employment problem, no significant inroads can be made to reduce poverty. A fair cross-section of the poor depends on the informal sector for their livelihood. Informal sector employment is generally irregular and ill organized. Their wages are low and there is no collective bargaining power for its workers. Following actions can bring them relief and support.

- Lack of vocational skills among the urban poor to enter the formal sector. Private sector can play an important role in poverty reduction by investing in skills training and job creation. Working closely with CBOs in identifying the needy youth on commonly agreed criteria, through such training and jobs, the private sector can help youth escape poverty, neglect, social isolation and marginalization.

Private sector establishments could provide 6-month apprenticeship placements for youth of the poor to acquire marketable vocational and labour skills. They can support the CMC's placement programme for vocational training either through offer of skills training or internship placement.

- Private sector may seek World Bank or ADB credit on easy payment terms to establish several centres to offer advanced technical skills training to the poor. Using the special fund of Rs. 15 lakhs now available to the municipal councilors, CMC can sponsor youth of the poor to undergo training in these centres.
- Private sector could use the CMC community development councils to sub contract home-based manufacturing processes such as trimming and packing of products.
- Provide employment skills and skills-training opportunities for the city poor.

184. The link between the formal and informal sector businesses is not fully transparent and planned. As a result, city economy and the urban poor are unable to derive the optimum possible benefit from the informal sector investments. Therefore, it is necessary to ensure linking small businesses as an integral component of the macro investment plans in the city.

185. Private sector can promote investments and saving programmes in poor communities for small businesses that it would identify as profit ventures. City development plans must facilitate small businesses with credit and merchandise. CMC and the State must encourage private sector involvement in training and direction for production and sale of small businesses.

186. CMC must introduce tax/rate incentives to encourage private sector to set up businesses that recruit labour directly from low-income settlements.

187. Private sector must be encouraged to set up and operate vocational training centres to help meet the skills they require. E.g., Juki, computer.

D. Improving the city governance to help the poor

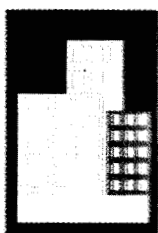
188. Half the city population being poor, it is necessary that governance systems, procedures and processes are made sensitive to the needs of the poor. The governance must be poor-friendly. High level of transparency, maintenance of rule of law and facilitating the participation of all major stakeholders in municipal decision making are some of the major attributes of good municipal governance. CMC governance has still a long way to traverse before most of these attributes are properly in place.



189. The private sector can help the CMC in training its personnel in poverty alleviation strategies and methodologies. Among other things, such training could help lead the senior officials and councilors to institutionalize the CDC system within the municipal governance hierarchy. This participatory system has been operating for over 20 years now and has proven its capacity to work closely with the city administration without undue confrontation. CDCs must be given consultative status similar to CMC advisory councils. Revive the CDC-based District Management Forum concept thus empowering the poor. Necessarily, the CMC must formulate and implement a well-coordinated Municipal Policy and Action Plan to reduce poverty in the City.

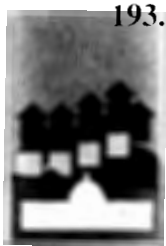
190. Channeling through the above-mentioned Poverty Reduction Fund, the private sector could finance a comprehensive training package to enhance the leadership skills and quality of CDC community leaders and equip them with knowledge and skills for non-confrontational negotiation modes and coping skills.

E. Meeting the Housing & Employment Needs of the Poor



191. The city poor lack the security of land tenure and adequate housing. Also, they lack employment skills and skills-training opportunities in addition to not having much negotiable assets to plan their upward social mobility. Any attempt to improve the well-being of the urban poor need to address these three main issues. i.e., land tenure, shelter and employment.

192. Provide legitimate ownership titles for land held by the poor over long periods of time. A title deed is essential for this. Security of land tenure must be ensured through (a) granting full freehold ownership of land not earmarked for other city development purposes or (b) giving leasehold titles conditionally on long term lease. Issue title deeds to the poor as a sure way of getting them out of the poverty rut for they will then have an asset to transact. Moreover, the lands, which are now not available due to squatting, will become commercially negotiable prime ones accruing a higher value and better investments.



193. Upgrade the settlement areas with improved access roads, paving of existing lanes, constructing safe-pavements, recreational spaces and other infrastructure facilities. Lack of space, infrastructure and basic services being the main reasons for the unkempt nature of low income settlements, every effort need be made on a long term plan to provide these settlements with the basic infrastructure. The CMC must formulate and implement a comprehensive City Poverty Reduction Policy and Plan immediately.

194. CMC must encourage the corporate sector partnerships to introduce vocational and employment skills training, especially in the manufacturing jobs marketable in small and medium scale businesses and industries, to help the youth of the poor.

195. The present approach of REEL in Sustainable Townships development must receive CMC attention, support and facilitation. It presents an effective strategy for engaging the main stakeholders in the city in urban renewal.
196. The Community Development Council experience in Colombo in the past twenty years has indicated that reducing urban poverty can only be done through empowerment processes. Therefore, this Strategy recommends that the UMP-funded Urban Poverty Reduction through Empowerment of the Poor be given full support and be integrated as a mainstream intervention of the CMC programmed under the proposed Advisory Committee of Reducing Poverty.

PROTECTING AND DEVELOPING THE ENVIRONMENT

A. Improving the quality of solid waste management in the city.

197.



Solid waste collection and disposal has been plaguing all municipal efforts to keep the city environment friendly to people. The city generates 600 metric tons of solid waste daily. Of this, 80% is generated by household waste. Two main problems that make all municipal efforts less effective than desired are the non-availability of dump-yards closer to the city and the absence of household discipline to minimize the volume of waste they generate.

198.

CMC must consider solid waste disposal activity as an attractive economic proposition. The contracts must be large and long enough for the firms to consider making substantial new investments to upgrade collection infrastructure. The tenure of CMC contracts offered to the private sector for solid waste collection & disposal must be extended to at least 25 years to evoke whole-hearted private sector partnership. To encourage greater private investments into solid waste collection and disposal activity, CMC must be able to sign up such long-term contracts with necessary safeguards to terminate the contract when services are unsatisfactory. Without such long term guarantees, the private sector will not make substantial investments that the sector is currently in need of. It is salutary that some actions have already been initiated by the CMC in this regard.

199.

Solid Waste Management as a civil society responsibility: CMC must review and upgrade its communication strategy to raise greater public awareness on the subject of solid waste management and create a mass civil movement for optimum home/industry level management of solid waste through separation and also composting of organic matter at the source of generation. The communication must stress that 'garbage' reduction is as much a civil society obligation as it is a municipal responsibility.

B. Improving the City's storm water disposal and sewerage networks.

- 200.** Due to increasing city population and growing demand for direct sewerage connections, CMC is faced with a formidable task of upgrading and extending the city's sewerage lines. High installation costs have impeded the progress of extension work and inadequate coverage results in cyclic cholera epidemics from time to time.
- 201.** National Water Supply and Sewerage Board (NWSDB) and CMC must consider strategies that can involve the private sector as co-investors for extension of these networks. It may contract out the laying and maintenance of new sewerage lines to the private sector.
- 202.** NWSDB & CMC may consider designing smaller localized versions of water and sewerage networks for easy and decentralized handling and hand them over to the private sector for management.
- 203.** Regular cleaning of drains to enable unrestricted storm water flow too can be out-sourced to the private sector as in the case of garbage collection.

C. Improving the coverage and quality of water supply to the city.

- 204.** Resource constraints hamper the needed rapid extension of water supply to cover the length and breadth of the city, particularly its low-income settlement areas. With the expansion of coverage, there is also a need to ensure highest level of water quality maintenance.
- 205.** NWSDB may involve the interested private sector companies to set up mini water distribution lines to the underserved areas and buy and sell NWSDB water to the new customers.
- 206.** The NWSDB may then consider subsidizing the cost of water supply to the poor. It will still be cheaper as the private sector, through efficient management, can be expected to reduce wastage, leakage and pilferage, which currently accounts for over 40%.

D. Controlling and reducing air and sound pollution

- 207.** The various proposals for management of air pollution in residential areas that the CMC has made to date must be updated and implemented without further delay.

208. CMC must introduce a traffic plan to curb unlimited use of three wheelers in the city. As a short-term measure it must restrict the entry of three wheelers to central business districts and other busy areas of the city. As a medium term measure, the government and CMC must introduce measures that discourage the use of three wheelers and encourage standard taxi services in the city. A cursory glance at the operating costs of the two modes reveals that taxis are charging only a few rupees more per kilometer than the three wheelers.



209. Discourage the intake of old reconditioned vehicles by charging incremental import duties, registration fees and road taxes based on the age of the vehicle. Reconditioned vehicles that are more than two years old must not be imported.

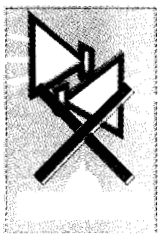
210. CMC must expand and strengthen the Pollution Control Unit, which is presently under an Assistant Engineer, and convert it into a full-fledged Environment Planning & Management Unit (EPM) with expert advice and experts from United Nations' Environment Programme (UNEP). It should update existing regulations and ensure availability of more stringent rules and regulations for protection of city environment and also their enforcement. Considering that the subject is new and many developed and developing countries have already made significant advances in this arena, it is desirable to seek the services of one or two international experts to guide the EPU in the formative three years until local leadership is trained and equipped.



211. CMC, in collaboration with the Registrar of Motor Vehicles and the police must introduce pollution-free certification of diesel vehicles. Diesel vehicles entering the city must be spot-checked for pollution-free certificate and the offenders must be heavily fined. The fine must be set at ten times the fee charged for testing and issuing the pollution-free certificate.

212. The private sector may be mobilized to offer effective pollution checking, fumigating and other preventive services to the public help protect the city environment.

213. CMC with higher levels of government must set and maintain reasonable and effective standards for noise and air quality. Periodic updating of legislation and constant monitoring of their enforcement must receive highest and priority administrative attention. The blaring of loudspeakers of petty itinerant vendors on the roads and the use of public address system after 9.30 p.m. must be strictly prohibited.



214. CMC must engage the marketing skills and capacity of the private sector to create environmental awareness among the public, particularly among the industrial community, the low-income communities and homeless families. Well designed

environment awareness campaigns must be developed and carried out in collaboration with school and religious institutions to sensitize and activate children and youth on environment issues and social responsibilities.

215. Discourage the sale of leaded petrol. Give notice to petrol sale stations in the city of prohibition of sale of leaded petrol and the mandatory sale of only premium, unleaded petrol from a designated date.
216. CMC must introduce a toll system for vehicles entering the city and give toll-concessions to LPG driven vehicles. Private sector must offer easy payment and credit terms to encourage conversion of buses and three wheelers to LPG.

E. Making medical-waste disposal environment & people friendly.

217. With the expansion of the private sector health delivery systems, the central control that CMC is expected have over disposal of medical-waste generated by the government and municipal health services had to be extended to cover a large number of growing number of private hospitals and nursing homes. Any laxity on the part of the CMC or any health institution could have citywide health implications.
218. Hygienic disposal of medical waste: CMC must review and strengthen its policy on hygienic disposal of medical waste. The revised policy must stipulate the use of a central incinerator for all such waste generated in the city, rationalized waste-collection times and technically-sound and environment-friendly transport of such waste.
219. Medical waste in private hospitals and health centers must be collected, transported in properly insulated vehicles and incinerated by the CMC on a regular fee.

F. Improving the quality of Colombo's shoreline

220. The quality of the western shoreline of the city is rapidly deteriorating. At certain points it poses environment hazards and at others it is fast becoming an eyesore. In addition, the large crowds that throng to Galle Face green daily lack public conveniences and hygienic restaurants. Galle Face is a valuable tract of land highly under-utilized at present. Its centre road may be closed to traffic after 6.30 p.m. and could be transformed into a daily night bazaar to generate city revenue.



221. The shoreline has immense economic potential in a growing city like Colombo. Though costly, the coast conservation and port authorities must consider reclaiming the sea on a 25 year perspective plan to accommodate the growing demand for land for commercial and trading purposes. A shore reclamation effort will have a strategic value to the development of the city.

222. The coastline must not only be protected but must be made economically productive. Viewing from an economic and environmental perspective, the Colombo coastline offers a beautiful opportunity to attract visitors and tourists and create lovely spots for night walks and relaxation. CMC and coast conservation authorities must joint develop some of these beautiful spots into mini 'Galle Face' rendezvous points creating much needed night life and economic opportunities.



223. CMC together with private partnerships may construct an underground cafeteria and public conveniences below the Galle Face green to cater to the vast crowds that patronize the area daily. The private sector can be invited to make the necessary investments. Though this can be considered a programme intervention, in the absence of any precedence, such interventions are of strategic importance in creating a modern mindset to breaking away from traditional planning approaches.

G. Air Corridors

224. As most island nations do, Sri Lanka also should have paid greater attention to ensuring that there were sufficient air-gaps between blocks of buildings. By design or chance, these air corridors were kept unhindered by the British Administration until Independence. Main road that ran parallel to sea from Mutwal to Dehiwala had lane at regular intervals opening out to the shore. Most of these air corridors are now obstructed by not maintaining correct street-line and by permitting high-rise buildings on the seaside of the road. In the interest of the future generation, it is recommended that greater attention be paid by the realtors, builders and CMC and UDA planners to create/ensure that the city has sufficient air gaps between rows of building blocks to permit unhindered air flow and circulation to prevent the crowded city centers from becoming an environmental oven.

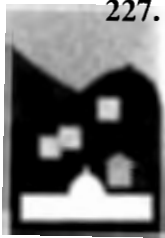


H. Greening the city

225. The beautiful tree-lined roads that Colombo was known for several decades back have fast disappeared due to the lateral expansion and unplanned build-up operations. The lateral expansion of the city, physical developments that ensued and overcrowding has converted the greenery into concrete and billboard jungles. Early steps are needed to reconstitute the greenery of the city.

The recent efforts of the CMC to green the city must be acknowledged here. They have begun to show promising results. However, the scale at which it is happening is inadequate and, therefore, the pace must be accelerated and coverage needs to be expanded.

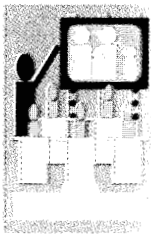
226. CMC and the Central Environment Agency must jointly formulate a greening policy for Colombo city. The policy must specifically earmark special areas for Green Cover Protection and Green Cover Development. It must identify roadways, parks and other places in Colombo where there is verdant greenery and declare and protect those areas as a part of the city's environment heritage. In addition, every large tree in the city must be identified and number-plated declaring them as part of this same heritage. Deterrent punishments must be meted out to those who harm any such declared environmental asset. Pruning of branches of such trees or digging trenches in those areas to facilitate or protect electricity and telephone wiring and extensions must be done only by the proposed Environment Protection Unit (EPU) of the CMC on a payment of an appropriate fee. The current practice of indiscriminate chopping of trees and digging by electricity and telephone companies must be stopped forthwith.



227. The policy also must provide for declaring selected city areas as green-lung development areas and assign the task of developing those to the said Environment Planning & Management Unit (EPM) with required resources.

228. CMC, with the support of other environmental agencies, should take early action on a campaign basis to plant trees to provide the city with much needed green cover. CMC may launch a Half a Million Trees Campaign inviting every household to plant at least one tree in their compound. The private sector companies must be encouraged not only to plant trees in their compounds but also to undertake planting and nurturing tree in tracts of municipal and government land reservations.

229. A special Taskforce must be set up with necessary human and other resources to increase the green cover of the city on a time-bound basis.



230. Urban agriculture must go hand in hand with greening the city. It must receive municipal attention and support not only because, like in Shanghai, the city can produce a good part of its vegetable requirement, but also because urban agriculture helps put low-lying wetlands to good use. Adequately large tracts of municipal lands, where available, can be assigned to low-income families, living nearby, for care-taking and cultivation. They could be encouraged and helped without a fee to enclose such lands and grow large trees and high-yielding crop varieties.

231. CMC and other urban development agencies must pay serious attention to environment programme strategies employed by GTZ in its urban projects and, based on its experience of good practices, make suitable modifications to strengthen public sector environmental improvement programme strategies.

OTHER STRATEGY RESPONSES

232. The need to conduct a proper assessment of environmental resources, problems encountered and solutions required is vital for city development. Importance of sharing responsibilities among the city stakeholders by way of participation in prioritization, decision making, implementing and monitoring of new strategies for addressing the major problems of the Key Result Areas and new challenges cannot be overemphasized.

A. *Review of Municipal Administrative Structures to implement the City Development Strategy.*

233. The CMC must immediately set in motion a rapid assessment process to evaluate its own functions, responsibilities and powers and to effect immediate restructuring where needed, thereby reinforcing municipal authority to be compatible to the new challenges it is required to respond. Without such critical review of the legislation, systems and infrastructure, the Colombo Municipal Council will not be able to respond creatively to the challenges of the new millennium.

234. CMC may restructure the existing Advisory Committees the present number of which is rather unwieldy. Instead, they may be reduced to four PACS and two MACs as delineated in paragraph 53 above.

235. Depending on the need, the each Advisory Committee may create carefully constituted Technical Working Groups for some of the major intervention areas such as Solid Waste Management, Sanitation, and Child Care & Protection to name a few. Already, some such Working Groups have been set up under the SCCP programme. Working Groups can be the single most effective tool for addressing the most pressing and immediate environment, poverty and other municipal problems. Working groups must meet regularly and consistently focus attention on priority issues, searching for pragmatic solutions.



236. The new strategy calls the public sector to find its comparative strengths and 'do less but better' enticing the civil society and the private sector to come forward and 'fill in the blanks'. Some of the essential municipal functions to be retained are regulation and enforcement; monitoring and protection of the environment; and, proactive identification of critical issues and problems and formulation of strategic responses to address them using consultative processes. In other words, the municipality must shift from the traditional provider role to a more effective role of moderator, orchestrator and arbiter.

B. Municipal Decentralization



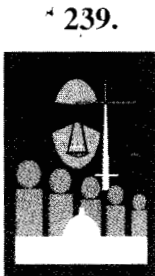
Further decentralization of functions and powers to the lower units of administration i.e., the districts and wards, must be the key to administrative reforms. Creation of CMC District Councils may bring in greater clarity of purpose and transparency in work. These Councils must be charged with routine administration, minor development actions, environment protection and rates collection. Major development works, water supply, solid waste management, sewerage and storm water drainage activities, which require highest available technical expertise and direction must be retained as a responsibility of the Town Hall. This will help reduce the congestion at the centre; increase greater dialogue and participation between people and their elected representatives; and enhance the quality of municipal responses to be need-based operations.

C. Participatory Partnership Role for Stakeholders



In this new strategy, the civil society and the private sector are urged to play a participatory, consolidating role, building on their own achievements and helping the city to become environmentally sustainable, economically active, socially responsible, culturally vibrant and politically just. For such a strategy to be effective, good governance must be the cornerstone of implementation.

D. Improving the rule of Law



Improving the rule of Law in the city is also an important element of city development and governance. An appropriate and adequate statutory mechanism should be established to ensure effective coordination between the police and CMC. The call here is not to assign police powers to the local authority but to ensure that the police chief provides the city mayor and council with a regular update on the law and order situation.

240.

It is therefore recommended that CMCV, jointly with the City Police Commissioner, formulate and implement a method of cooperation and mutual supplementation. As an initial step towards this, the Mayor and City Police Commissioner must agree and set up a Coordinating Committee on City's Law & Order. The Committee, chaired by the Mayor, must comprise senior decision-makers of the City Police and the CMC.⁶

⁶ The Committee may comprise, the Mayor (Chair), DIG (Colombo), City Police Commissioner, Municipal commissioner, Director (traffic Designs), a Councilor nominated by the CMC Leader of Opposition.

E. The Need for more powers for CMC

241. According to as leading constitutional lawyer, the functions of a municipal council in Sri Lanka are narrowly defined at present.⁷ The are charged with: 'The regulation, control and administration of local matters relating to the public health, public utility services and public thoroughfares and generally with the protection and promotion of the comfort, convenience and welfare of the people and the amenities of the Municipality.' The powers must be expanded to give the local municipal governments more teeth to address the needs and aspirations of the citizens today. Local governments in this country must receive constitutional recognition with clear definitions of power sharing with higher level agencies

242. Local government institutions are undoubtedly an essential integral part of a representative democracy. It makes possible the most direct representation under the ward system. Local Government institutions are generally the best formalized community-based organizations that one could have in a large democracy. It provides every citizen the power to influence local decisions that affect him or her.

F. Central Government - Provincial Council & CMC power sharing

243. The 13th amendment to the Constitution provides some important safeguards. The Ninth Schedule, which includes local government as a subject over which the provincial administration has power subject, clarifies that such power does not confer on the provincial administration any power to change the constitution, form and structure of local authorities. Such powers are vested with the central government. In other words the provincial council does not have legislative authority to tamper with the existing authority and powers that the local governments posses. Such matters must be legislated under Article 170 of the Constitution through parliamentary processes. Provincial Council has supervisory powers over the administration of local governments. It cannot dissolve local government bodies except through a quasi-judicial inquiry as per the laws of Parliament. The aggrieved local authorities can seek judicial remedies provided by law. However, in Sri Lanka, similar safeguards have often been violated and made ineffective due to political ambitions and interference.

244. Further efforts to establish international and global linkages to strengthen the mutual learning and support processes. Global and regional urban networks have not been able to provide the required momentum so far. These linkages must be strengthened and built upon.

⁷ Local Government System in Sri Lanka, H. L. De Silva, P. C. a paper published in Ceylon Daily News, 9 & 12 June 2000

G. Legal Implications of the Strategy



245.

The Strategy and certain programme interventions recommended here will certainly have far reaching legal implications because of the limitations of existing laws and constitutional authority. Current laws expect Local Authorities to manage city affairs, particularly the environmental affairs without adequate corresponding resource support. At the same time the State has created a plethora of other Statutory Authorities to create and manage environmental and other facilities. Such Authorities exist almost at the major functional areas of the CMC, be it water, sewerage, electricity, housing or urban development. The paradoxical reality here is that while the power is statutorily devolved on Urban Local Authorities under the 13th Amendment to the Constitution of Sri Lanka, the operations of the special Authorities are centrally guided, planned and managed. This, in effect, is a reduction of the powers and functions of the Local Authorities. On the other hand, some may wish to consider this duality as a positive arrangement whereby burning municipal issues will receive the immediate attention of the center.

Therefore, it is recommended that immediate action be taken by the Western Provincial Council and CMC to commission a team of legal and constitutional experts to review the existing statutes and recommend the changes that are necessary to harmonize the laws with the will of the people expressed through their local government institution. In consultation with the Mayors' Conference of Sri Lanka and the Commissioner of Local Government of the Western Provincial Council, the team must recommend a sufficiently flexible legal framework that would empower both the Provincial Council and the Colombo Municipal Council to implement the strategy proposed here. The framework referred to above must clearly interpret and define the powers and authority that constitutional provisions has bestowed on the Provincial Councils in List 1, 4.2 for "supervision of the administration of Local authorities established by law, including the power of dissolution...". It also must grant power and authority to the Municipal Councils to enter into joint ventures with the private sector and to raise funds for municipal work through the issue of municipal bonds.

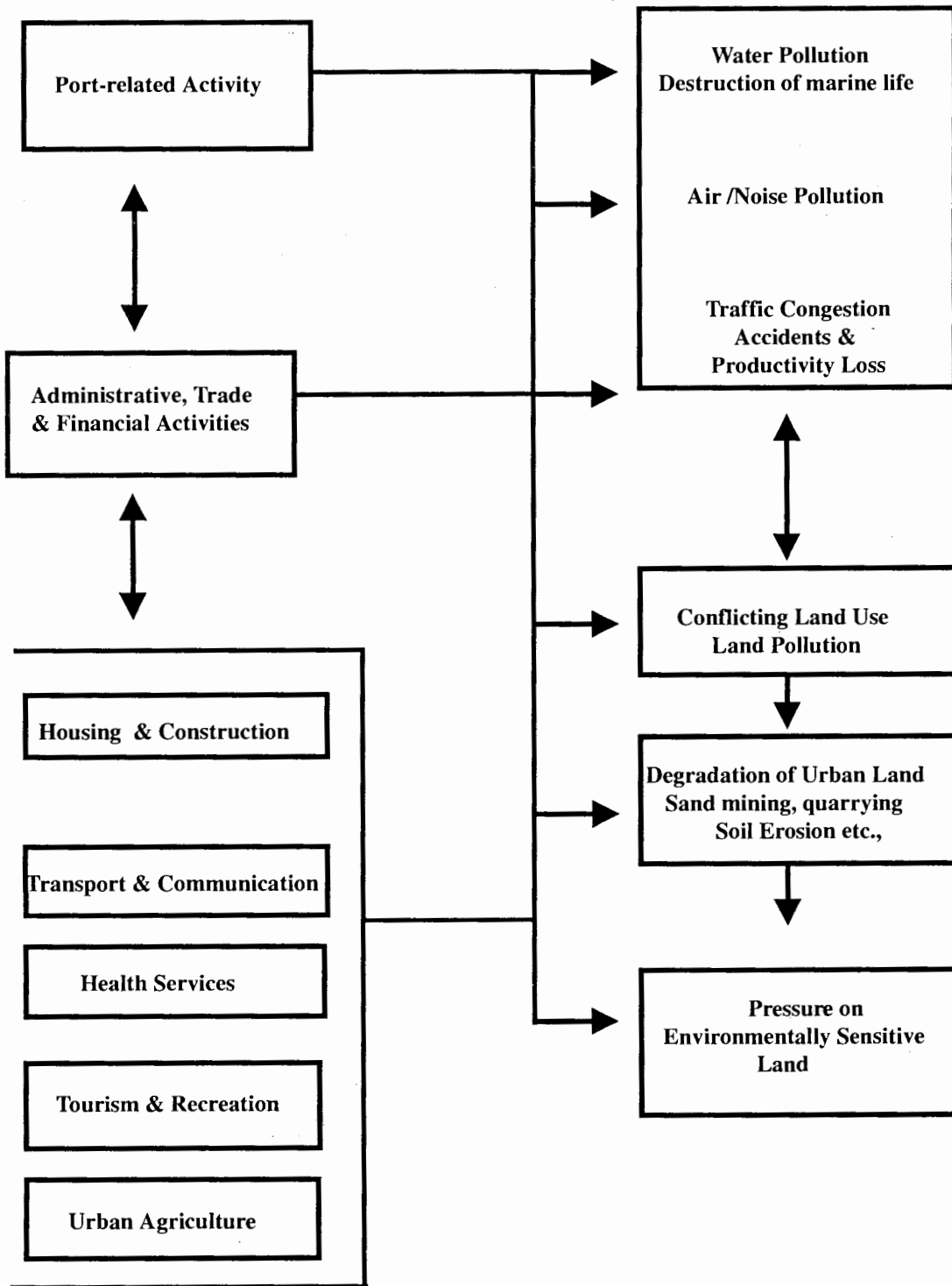
246.

I. Management & Monitoring of CDS Implementation

The Colombo City Development Strategy proposed above being a comprehensive, inter-sectoral one, it needs concerted attention of all municipal planners, decision makers and administrators. Therefore, as suggested in the Strategy Outline given on page 25, the implementation of this Strategy must be monitored and managed by a Mayoral Steering Committee that will be assisted by the proposed six Advisory Committees. The Committee should meet monthly in the first year and bi-monthly thereafter and send bi-monthly progress reports to the CDS Working Group set up at the Western Provincial Council for further monitoring & support.

Colombo City Economic Activities & Possible Environmental Consequences

Their synergy and therefore, the need for a holistic planning approach



- Diagram 2 -

Colombo City Development Strategy Programme
Composition of Task Forces (in alphabetical Order)

A. Taskforce on Reducing Poverty in the City

Chairperson:	Eng. (Mrs.) Mallawaarachchi, T.	Superintending Engineer (Designs)
Members:	Mr. Chandrasena, Gamini Mr. Gamage, Hemantha Mr. Gunaratne, S. A. Eng. Jayasundara, N. S. Dr. (Mrs.) Ramanayake, R. Eng. (Mrs.) Salin M. I. M. Mr. Samarawickrema S. A. L. R.	Legal Officer Charity Commissioner Chief Health Education Officer Director (Drainage) DCMOH (MCH) Superintending Engineer (Building Construction) Director (Planning)

B. Taskforce on Improving Environment

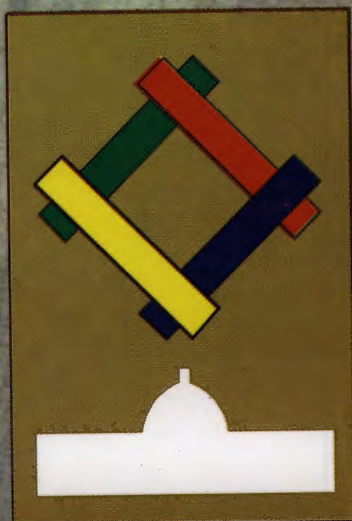
Chairperson:	Eng. Mrs. Jayasekera, M. G. D. H	Director (Engineering Works)
Members:	Eng. (Mrs.) N. I. Azoor Dr. de Wijayamuni, R. L. S. Eng. (Mrs.) Dias, Visakha Eng. Gunasekera, S.D.V.G.H Eng. Guruge J. A. Eng. Kanagasignham, T. Eng. Wickramaratne, K.A. Nihal Eng. Wickramaratne, L. R. Lalith	Training Manager (Management) DCMOH (Environmental Health) Director (Engineering Works) Director (Water Supply) Superintendent Engineer (Traffic) Director (Traffic Designs) Superintendent Engineer. CRMU Director (Solid Waste Management)

C. Taskforce on Enhancing the City Economy

Chairperson:	Eng. Kanagasignham, T.	Director (Traffic Designs)
Members:	Mr. Fernando, M. J. B. Ms. Herath, N. P. Mr. Perera, Henry Mr. Perera, Laksman Mr. Premadasa, K. W. K. Mr. Suriyasekera, T.	Chief Internal Audit Accountant Additional Director (Planning) Assistant Assessor Chief Lands Officer Acting. Municipal Treasurer (Part of time) Manager (Procurement)

D. Taskforce on Addressing Social Sector Needs

Chairperson:	Eng. (Mrs.) Karunaratne, P.	Director (Training)
Members:	Mr. Amaradasa, G. Dr. Eleperuma, S. D. Mr. Gamage, Hemantha Mr. Jayawardena, Ananda Mr. Jayawardena, M. D. H.. Dr. Kariyawasam, P. S. Mrs. Nanayakkara, Trixie J. Dr. (Mrs.) Wickramasinghe, N. Mr. Wijegunaratne, Sarath	Deputy Chief Health Education Officer Acting Chief Medical Officer (Veterinary Services) Charity Commissioner Municipal Secretary Chief Librarian Chief Medical Officer of Health Director (Playgrounds & Recreation) DCMOH (MCH) Deputy Municipal Treasurer



The City Development Strategy programme is assisted by:

