



**Findings of the Electronic Citizen Report Card (eCRC)  
Benchmark Survey on the Delivery of Public Services  
by Pradeshiya Sabhas**

**Final Report for selected DS Divisions  
in Batticaloa District  
October 2018**

Basith Inadeen, Isuru Thennakoon, Mehala Mahilrajah,  
K Romeshun & Hasanthi Tennakoon

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## About CEPA

The Centre for Poverty Analysis (CEPA) is an independent, Sri Lankan think tank promoting a better understanding of poverty related development issues. CEPA believes that poverty is an injustice that should be overcome and that overcoming poverty involves changing policies and practices nationally and internationally, as well as working with people in poverty. CEPA contributes to influencing poverty-related development policy at national, regional, sectoral, programme and project levels. At CEPA, our emphasis is on providing independent analysis, capacity building of development actors, and seeking opportunities for policy influence. We are influenced by a strong orientation towards service provision that is grounded in sound empirical evidence while responding to the needs of the market. CEPA maintains this market orientation through client requests, and also pursues a parallel independent research agenda based on five broad thematic areas: such as post conflict development, infrastructure, migration, environment as well as the facets of poverty (which explores the broader aspects of poverty and vulnerability).

# Acknowledgements

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This study was made possible through the support extended to us by the Districts Secretaries, Additional Secretaries, ACLGs, Secretaries of Pradheshiya Sabhas (PSs) in the Batticaloa, Monaragala, and Mullaitivu districts and Educational Zonal Directors, Deputy Directors of Education (DDEs) and officers of the Mullaitivu, Batticaloa and Monaragala Districts.

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No	DS division	GN division	Name of CSO
1	Manmunai South West	Kadukkamunai	Athavan Community Center
2	Manmunai South West	Arasadithivu North	Women’s Rural Development Society
3	Manmunai South West	Munaikkadu West	Women’s Rural Development Society
4	Manmunai South West	Munaikkadu North	Women’s Rural Development Society
5	Manmunai South West	Kokkadichcholai	Rural Development Society
6	Manmunai South West	Mahiladithivu	Rural Development Society
7	Koralai Pattu South	Korakallimadu	Women’s Rural Development Society
8	Koralai Pattu South	Kiran East	Women’s Rural Development Society
9	Koralai Pattu South	Thevapuram	Nachchathira Women’s Cluster Level
10	Koralai Pattu South	Thikilivaddai	Women’s Rural Development Society
11	Koralai Pattu South	Vahaneri	Rural Development Society
12	Porathivu Pattu	Selvapuram	Rural Development Society
13	Porathivu Pattu	Vanninakar	Rural Development Society
14	Porathivu Pattu	Mavetkudah	Rural Development Society
15	Porathivu Pattu	Kovil Porathivu	Women’s Rural Development Society
16	Porathivu Pattu	Kanesapuram	Rural Development Society
17	Porathivu Pattu	Sinnawathai	Valluvar Community Center
18	Eravu Town	Iyankerni Muslim	Rural Development Society
19	Eravu Town	Meerakerni	Rural Development Society
20	Eravu Town	Michnagar	Rural Development Society

## List of Abbreviations

ACLGs	Assistant Commissioner of Local Government
EU	European Union
CEPA	Centre for Poverty Analysis
CSO	Civil Society Organisation
CRC	Citizen Report Card
eCRC	Electronic Citizen Report Card
DS	Divisional Secretariat
DDE	Deputy Director of Education
GN	Grama Niladhari
PS	Pradeshiya Sabha
WRDS	Women’s Rural Development Society
RDS	Rural Development Society

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# 1. Introduction

## 1.1. The Project

The European Union funded project “Co-creating social development and good governance: fostering cooperation between CSOs and government authorities for better social services” aims to strengthen and enhance the capacity of Civil Society Organisations (CSOs) to collaborate with government authorities to promote better access and improved quality of public services, while ensuring the accountability of service providers. ACTED and CEPA have been collaborating to achieve the project results discussed below. While the first study, undertaken during the period of January - February 2018 provided baseline data on the delivery of secondary education services in Mullaitivu, Batticaloa and Monaragala Districts, this benchmarking study (second survey) was undertaken in September-October 2018 to monitor progress of Pradeshiya Sabha services delivery surveyed in the first study.

ACTED has been tasked with delivering the following Results (R1 & R2):

- R1 – The capacity of CSOs to implement their mandates and the ability to actively engage in local social development processes is enhanced,
- R2 – Local needs and gaps in terms of social services are identified through a participatory multi-stakeholder approach and addressed by CSOs and government authorities.

CEPA has been tasked with delivering the following Result- (R3):

- R3 – Enhanced monitoring of social service delivery/quality for better accountability of service providers is promoted, and best practices are disseminated for mainstreaming.

This entailed CEPA to undertake a number of activities which included:

- Identification of public service providers at different levels,
- Selection of enumerators from target CSOs,
- Training enumerators on the Citizen Report Card (CRC) process,
- Facilitation of questionnaire development and data collection,
- Channelling results to government authorities and supporting them in developing plans to address gaps.

## 1.2. Scope of the Report

This report covers the findings of the 2<sup>nd</sup> eCRC survey (benchmarking survey) on the **Delivery of Pradeshiya Sabha Services** in selected GN (Grama Niladhari) Divisions within **Batticaloa District**. The survey was carried out in the DS (Divisional Secretariat) Divisions of **Eravur Pattu, Porathivu Pattu,**

**Manmunai South West, and Koralai Pattu South** during September-October 2018 as a follow-up to the 1<sup>st</sup> eCRC survey undertaken in January-February 2018.

### 1.3. Objectives of the Study

The specific objectives of the study are:

- (i) To use the CRC as a tool for assessing access, quality and satisfaction of actual users of public services as well as a tool for social accountability and transparency,
- (ii) To proactively disseminate the findings from this study and use them to advocate operational policy and practice reform measures,
- (iii) To present this experience from the actual users for similar initiatives in other public agencies in the other Districts.

### 1.4. Sampling

The eCRC was carried out for two types of services. One was secondary free education and the other was Pradeshiya Sabha services. The eCRC covered 60 GN Divisions selected by ACTED in the Mullaitivu, Batticaloa and Monaragala Districts. The sample size for the survey was determined as 1200 households for selected 60 GNs or 400 households for 20 GN Divisions in each District. The 400 households per 20 GN Division, was then divided according to the number of actual service receivers of each GN Division.

In all three Districts of Batticaloa, Mullaitivu and Monaragala, the sampling process was completed in a number of stages. In the first stage, households with school aged children (attending grades 5 to 13) were identified and listed by CSO members for each GN Division, based on data on households within the GN Division. Out of this, the sample of households for the survey was randomly selected according to the calculated sample size for each GN. Meanwhile the sample for the Pradeshiya Sabha services survey was also drawn from the previously mentioned households identified by CSO members for each GN Division, based on the criteria that these households are using at least one public service provided by the Pradeshiya Sabhas. The sampling exercise in each GN Division was undertaken keeping in perspective the ethnic ratios and the spread to achieve wider coverage that is representative of all villages in the GN area. In total, the valid sample that was finalised for analysis, following all quality checks, was 1200 households (400 in Batticaloa District, 400 in Monaragala District, and 400 in Mullaitivu District) for the 60 GN Divisions in all three districts.

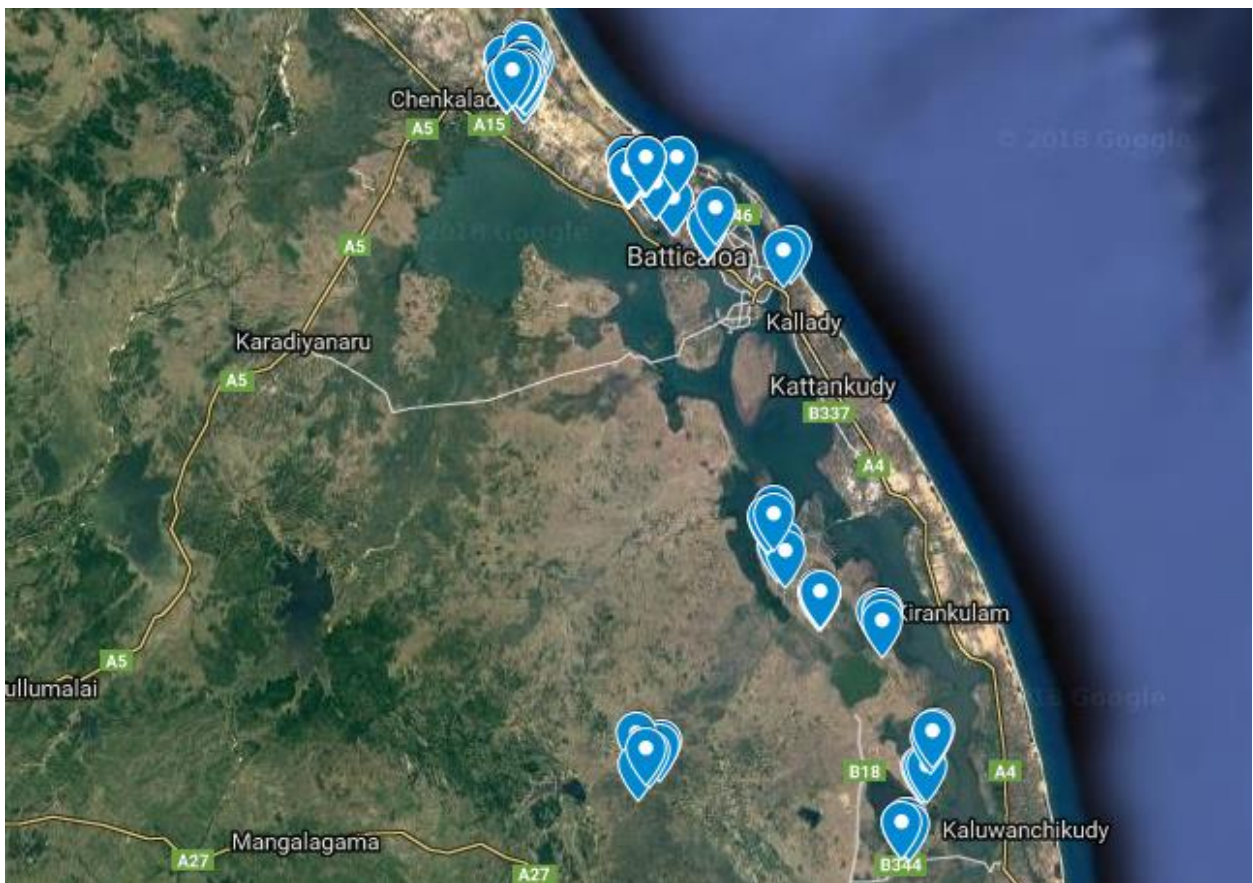
Where possible the same households were surveyed during the second round of the eCRC survey. However, it was not a requirement or priority for data collectors to go back to the same households. Feedback from all households in the study area, regardless of whether or not they took part in the first

study, is valid for drawing conclusions on the progress of service delivery, as the services are intended for the entire community.

Sampling was undertaken based on the sampling matrix below:

Population (Households)	Sample size to be selected based on the households (95 % Confidence level)	Sample size to be selected based on the households (90 % Confidence level)
100	80	66
500	217	141
1000	278	164
5,000	357	189
10,000	370	192
30,000	379	195
50,000	381	195
100,000	383	196
200,000	383	196

Satellite imagery was used for the sampling process and given below is a representative satellite image of the study area.



## 1.5. Methodology

### 1.5.1. What is a Citizen Report Card?

The Citizen Report Card (CRC) is a simple, yet a powerful tool that can solicit systematic and actual user feedback on the performance of public services. It is a participatory survey that collects feedback on the quality and adequacy of public services from actual users. The CRC provides a sound basis and a proactive approach for communities, CSOs or local governments to engage in a dialogue with service providers and hold them accountable for improving the delivery of public services. Although the CRC was initially conducted in urban contexts, it is now being applied in a wider range of geographic settings and sectoral contexts to understand the status of public service delivery.

The CRC presents a number of benefits. It offers service providers a cost-effective means of finding out if public services that they provide reach the public, especially the more underserved members of the community. In turn, it provides users of public services an opportunity to convey feedback to local government regarding the quality, efficiency, and adequacy of the services that they receive as well as the problems they face in their interactions with service providers. In cases where there are different service providers, it is possible to compare their ratings across various services. The resultant assessment (based on user satisfaction) is then converted into a 'report card' on the performance of public services for a certain locality. The CRC should not be confused with an opinion poll on public services as the CRC reflects the actual experiences of public services users. For example, the surveys that generate the CRCs only target individuals who have used specific services, and/or interacted with the relevant public agencies.

CRCs have been used by various entities ranging from local and national governments, civil society organisations to development partners in over 20 countries as a tool for citizen engagement and service improvements. As this instrument typically generates data at the intersection of citizen-government engagement, its usefulness can branch out into many areas of influence. For example, it can become the basis for informing public policies and programmes, re-engineering of governance processes and service delivery mechanisms, and restructuring of government and community institutions.

One of the salient features of the CRC is its ability to give a voice to marginalised communities, as was the case with this particular study, which focused on engaging communities from very remote and underserved areas in the Batticaloa, Monaragala and Mullaitivu Districts. The aim was to empower communities to demand for improved and satisfactory service delivery, leading to greater self-reliance and sustainability. For the purpose of this study, CEPA focused on assessing prioritised services identified through community based research. The objective was to influence existing practices as well as policies from a pro-poor and rights based perspective.

In addition to community inputs, the study also obtained management response from service providers to facilitate a productive dialogue between service users and service providers. The benefit of the study is enhanced by repeating the survey and determining whether the activities mentioned in the management response (or other interventions) have improved the services, to the recipients.

## 1.5.2. What is an Electronic Citizen Report Card (eCRC)?

The Electronic Citizen Report Card or the eCRC is a revolutionary approach to conducting CRCs harnessing the power and convenience of state of the art technology. The eCRC enables the reliable collection of citizen feedback through an Android-based mobile application while analysing and reporting the information collected in real time. There are several components to the eCRC process:

### (a) Conducting the survey

A scientific sample survey of public feedback and experiences is conducted via a tablet using a mobile application. A GPS tracking system in the cell phones/ tablets indicates the location from where data is collected, thereby enhancing the reliability of data collection.

### (b) Remote monitoring for quality control

A web-based survey management module enables survey managers to track the progress of the survey on a real-time basis. This module enables remote monitoring and management of survey activities and hence ensures greater quality control.

### (c) Data analysis

Online Dashboard and Data Analysis Tools developed as a part of the eCRC addresses the information needs of various stakeholder groups (e.g. policy makers, administrators, political representatives, and citizens etc.). The results of the survey are presented through easy to understand graphs, tables and maps. Simple colour codes are used to facilitate easy inferences on performance levels.

As the eCRC uses mobile tablets and state of the art technology for survey reporting it has a number of advantages:

- It generates highly accurate data;
- Provides immediate results;
- Enables data / results to be displayed on a map of the geographic location where the survey is being undertaken;
- It is more cost efficient as it allows the exercise to be repeated with a one-time investment cost.

## 1.5.3. The Designing of the eCRC

For the purpose of this study, the eCRC survey was designed for 20 selected Grama Niladhari Divisions in each of the Districts of Batticaloa, Monaragala and Mullaitivu. The survey was designed to cover the delivery of services by the Pradeshiya Sabhas and the status of secondary education services in the areas identified for study. The timing of the survey and other logistical details were finalised in consultation with District Secretaries, Zonal Education Directors and Secretaries of Pradeshiya Sabhas in the Districts concerned. The survey was carried out by a team of Civil Society Organisations (CSOs) that represent each GN Division. The team of CSO members has been trained as a pool of resource persons by CEPA for

implementing eCRC surveys in the three Districts with the direct supervision of CEPA researchers as well as ACTED field officers.

### 1.5.4. Identifying Services to be Surveyed through the eCRC

During focus group discussions (FGDs) with the community, and members of the CSOs, the two issues that emerged as priority areas for improvement were the delivery of (i) Pradeshiya Sabha services, and (ii) secondary education (year 5 - year 13) services. These priorities also aligned with priorities outlined in the ACTED Village Development Plans (VDPs).

As the community was keen on having critical services improved, they were interested in engaging with the Pradeshiya Sabhas under the new Pradeshiya Sabha electoral system which gives citizens more access to interact with the political representatives of their area and raise issues that concerned them. There are many different types of services delivered by the Pradeshiya Sabhas, out of which seven priority services were selected by the community to be included in the eCRC survey. These include:

- Water Services
- Storm Water Drains
- Garbage Cleaning
- Access Roads & By-lanes
- Street-lighting
- Playgrounds
- Library

Among these, the priority areas for improvement were identified by the rankings provided by the community and CSO representatives.

### 1.5.5. Development of Performance Indicators

A set of specific indicators were identified for services delivered by the Pradeshiya Sabhas following a series of consultations with community groups and Local Government Authorities in the three Districts. The following performance indicators were selected to assess the services delivered by the Pradeshiya Sabhas:

Selected Services of the Pradeshiya Sabhas	Indicators
Water	<ul style="list-style-type: none"> <li>• Quality</li> <li>• Quantity</li> <li>• Maintenance</li> <li>• Overall Satisfaction</li> </ul>



Garbage	<ul style="list-style-type: none"> <li>• Service Coverage</li> <li>• The system of collection</li> <li>• Disposal methods</li> <li>• Timely collection</li> <li>• Overall Satisfaction</li> </ul>
Roads	<ul style="list-style-type: none"> <li>• Maintenance / repair during rainy days</li> <li>• Quality of maintenance work</li> <li>• Keeping roads free of potholes</li> <li>• Overall Satisfaction</li> </ul>
Streetlights	<ul style="list-style-type: none"> <li>• Number of streetlights</li> <li>• Response to breakdowns</li> <li>• Intensity / brightness of the streetlights</li> <li>• Overall Satisfaction</li> </ul>
Drainage facilities	<ul style="list-style-type: none"> <li>• Response time for cleaning the drains</li> <li>• Maintenance</li> <li>• Construction</li> <li>• Overall Satisfaction</li> </ul>
Playgrounds	<ul style="list-style-type: none"> <li>• Access to the playground</li> <li>• Safety measures</li> <li>• Cleanliness</li> <li>• Facilities available</li> <li>• Overall Satisfaction</li> </ul>
Library	<ul style="list-style-type: none"> <li>• Time of opening</li> <li>• Maintenance</li> <li>• Availability of recent publications</li> <li>• Facilities available</li> <li>• Overall Satisfaction</li> </ul>

## 1.6. The Study Area

Within the Batticaloa District, this study covers a number of areas under the Pradeshiya Sabhas and Educational Zonal Offices in the **Eravur Pattu**, **Porathivu Pattu**, **Manmunai South West**, and **Koralai Pattu South** DS Divisions as shown in the table below.

DS Division/ Pradeshiya Sabha / Zonal Education Office	GNs	Number of Villages	Number of Households
Eravur Pattu DS Division / Eravur Pattu PS / Batticaloa Central Zonal Education Office	Meerakerni	9	1485
	Mich Nagar	7	2063
	Iyenkerni Muslim	3	840
Porathivu Pattu DS Division / Porathivu Pattu PS / Vellavelly - Pattiruppu Zonal Education Office	Sinnawathai	3	435
	Kanesapuram	1	420
	Kovil Porathivu West	1	415
	Vanninakar	1	409
	Mavetkudah	3	434
	Selvapuram	1	337



DS Division/ Pradeshiya Sabha / Zonal Education Office	GNs	Number of Villages	Number of Households
Manmunai South West DS Division / Nanmunai South PS /Paddippalai – Batticaloa West Zonal Education Office	Kadukkamunai	5	480
	Arasadithivu North	2	308
	Mahiladithivu South	3	576
	Munaikkadu West	4	327
	Munaikkadu North	2	369
	Kokkaddicholai	3	586
	Kiran East	3	1197
	Korakallimadu	3	677
	Thevapuram	2	656
Thikiliveddai	5	423	
Koralai Pattu South DS Division /Oddamavady Predeshiya Sabha Kalkuda Zonal Education Office	Vahaneri	5	462

## 2. Key Findings

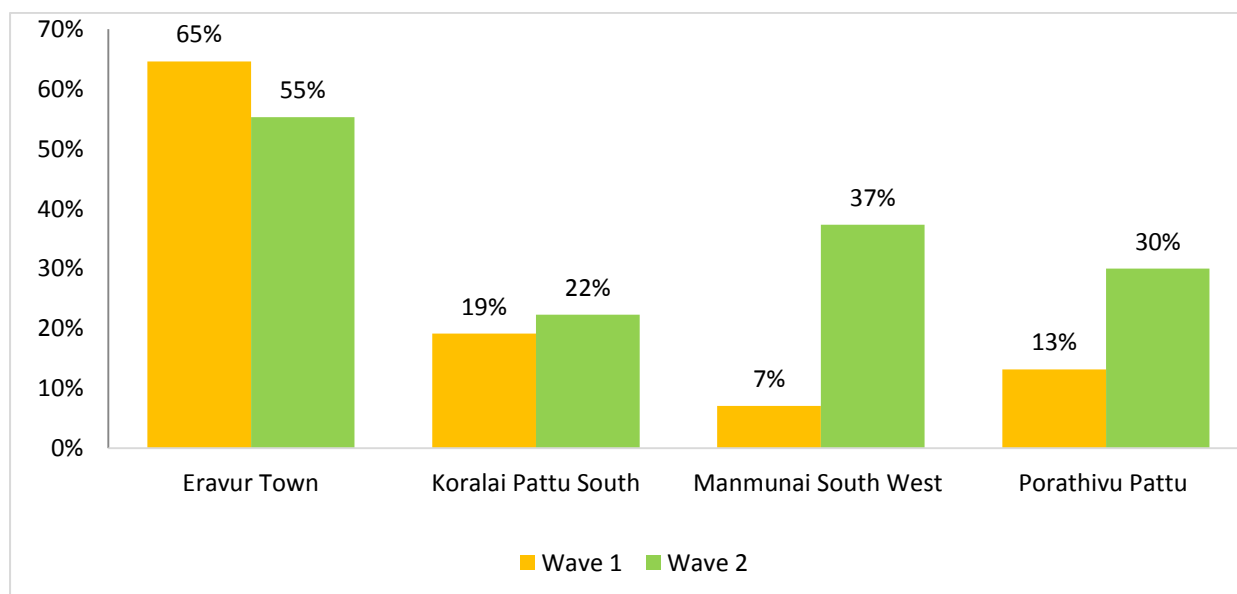
### 2.1. Availability, Access and Usage of Services

The eCRC survey gathered data on the availability and usage of seven prioritised service areas, namely water services, storm water drainage, garbage collection, access roads and by-lanes, street lighting, playgrounds, and library facilities. The subsequent sections discuss public access to each service area surveyed and progress made in services delivery during February - September 2018. Baseline data collected during the 1<sup>st</sup> eCRC survey is referred to as **Wave 1** or the **first wave** and data collected during the 2<sup>nd</sup> eCRC survey is referred to as **Wave 2** or the **second wave** in the discussion below.

#### Water

As shown in **Figure 1**, the distribution of water supply services in Porathivu Pattu, Manmunai South West DS Divisions show a considerable improvement. The percentage of households having access to water supply has more than doubled in a period of four months and Koralai Pattu South DS Division also shows a slight improvement.

**Figure 1: Availability and Usage of Water**

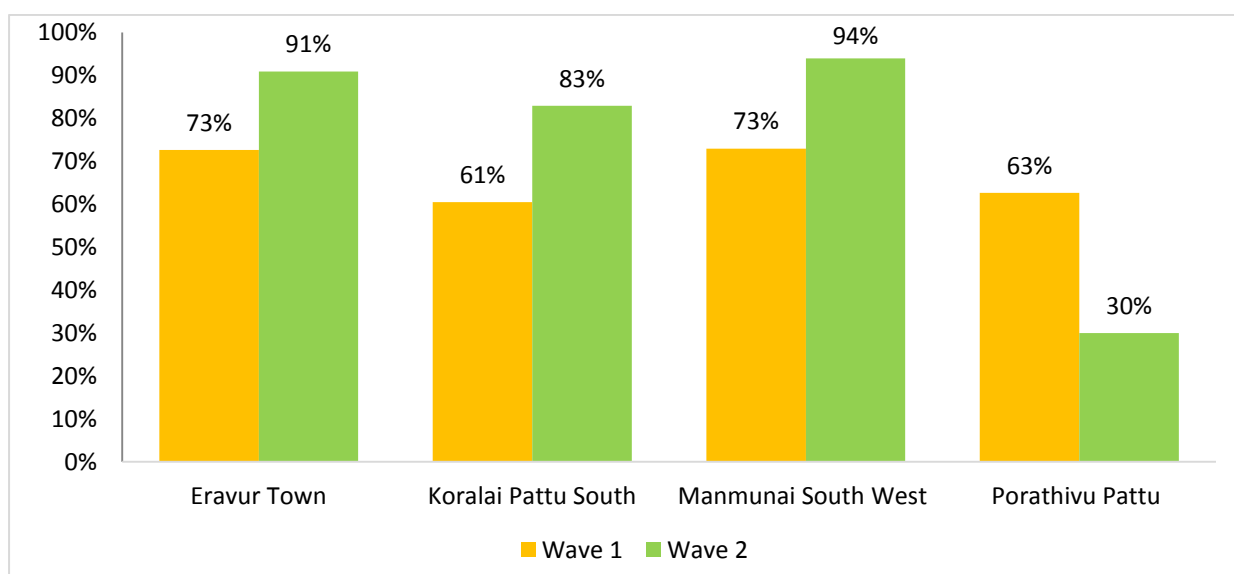


The improvement in availability is ascribed to elected representatives becoming active in addressing public needs right after the local government elections in February 2018. The decline in availability of water supply in Eravur Pattu DS Division is mostly attributed to disruptions to water supply due to maintenance issues.

## Roads

As indicated in **Figure 2**, the proportion of households having access to adequate roads and by-lanes shows a considerable improvement in Eravur Pattu, Manmunai South West, and Koralai Pattu South DS Division during the second wave with more than 80% of the households claiming that they have adequate roads and by-lanes. Porathivu Pattu DS Division on the other hand, shows a decline in this indicator. The proportion of households that indicated they have adequate roads and by-lanes have halved by the second wave and stands at only 30%. This is attributed to poor road conditions caused by heavy rains in the area and lack of planning and maintenance work to repair roads that have deteriorated.

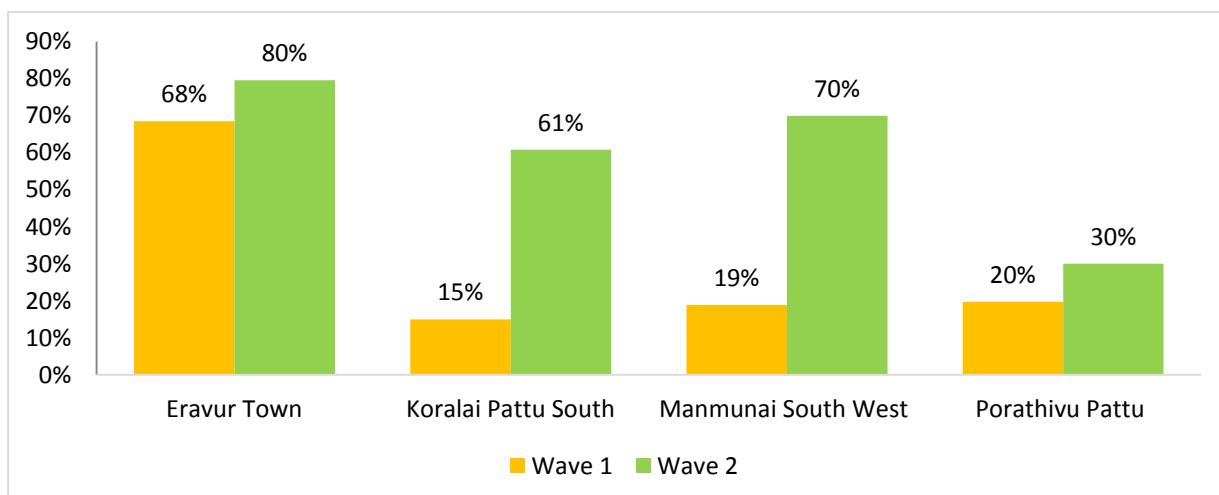
**Figure 2: Availability and Usage of Roads and By-lanes**



## Streetlights

**Figure 3** illustrates that the availability of street lighting in the four Divisions have improved during the second wave.

**Figure 3: Availability of Streetlights**

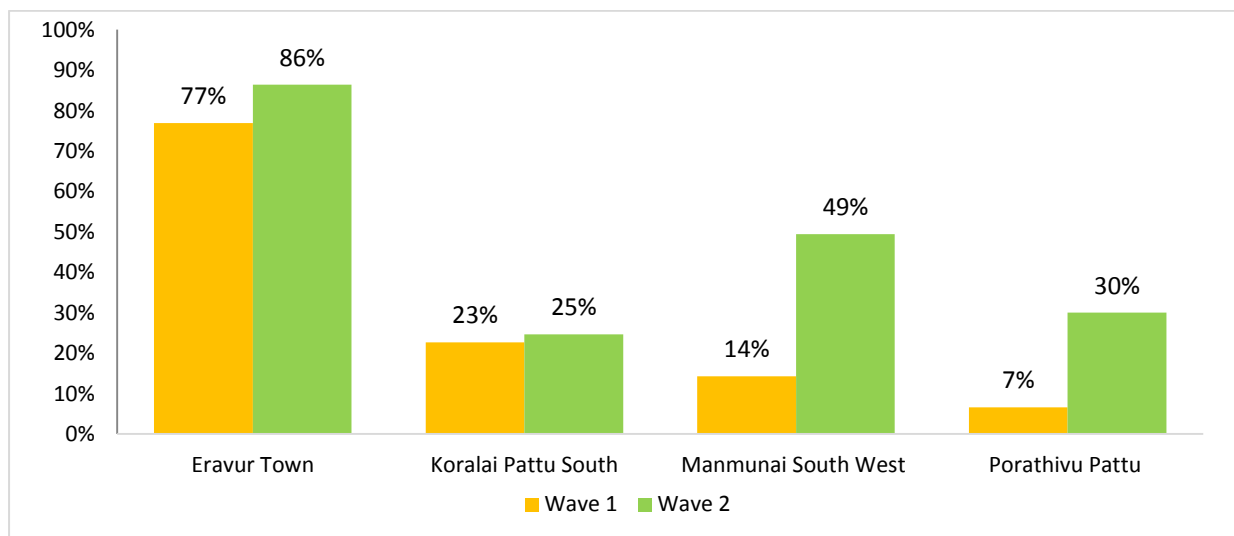


In Eravur Pattu DS Division, the majority (80%) have indicated they have street lighting in their area, while Manmunai South West and Koralai Pattu South also show a substantial increase in the availability of street lighting. This is due to elected representatives taking an active interest in addressing public concerns as they were present during the release of the 1<sup>st</sup> CRC report which highlighted areas for immediate action. In addition, repair and maintenance of existing street lights have also been a contributing factor.

## Garbage Collection Services

**Figure 4** indicates the extent of garbage collection services available in the study area has increased over the last four months. More than 80% of the households have access to garbage collection services in Eravur Pattu DS Division, while Porathivu Pattu, and Manmunai South West show a significant increase in the availability of garbage collection services during the second wave. This is due to households gaining awareness of the garbage collection services that they are entitled to, and elected representatives also paying closer attention to this issue. It was reported that after Pradeshiya Sabha members were appointed, garbage collection tractors which had previously fallen into disrepair due to lack of funds had been repaired and sent for regular rounds of garbage collection.

**Figure 4: Availability and Usage of Garbage Collection Services**

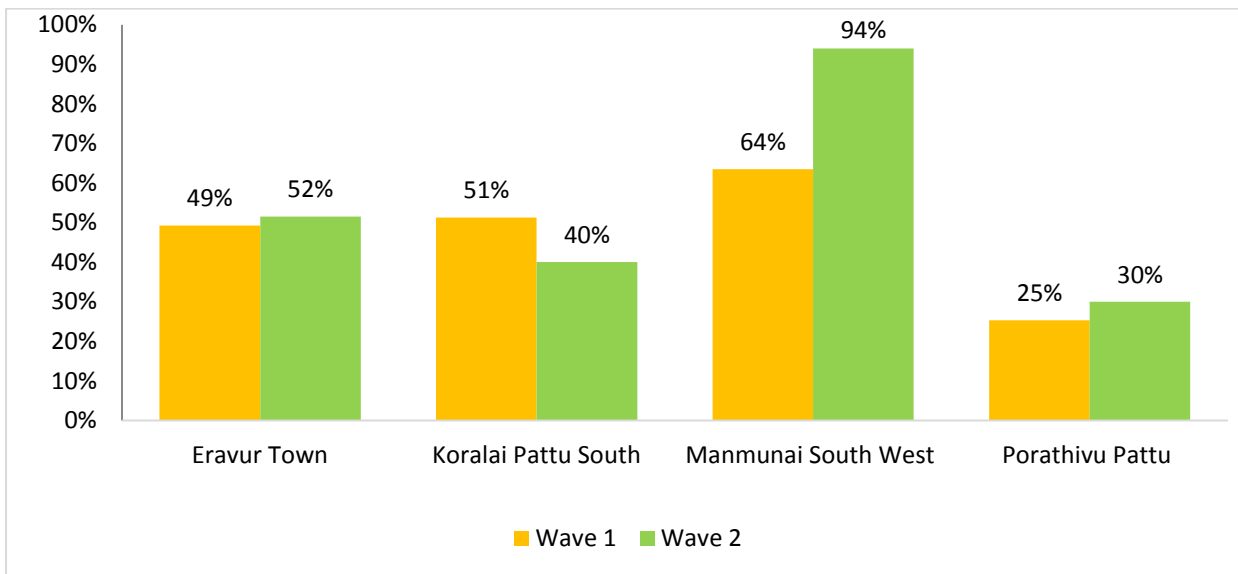


## Library Facilities

**Figure 5** shows that library facilities<sup>1</sup> have shown a considerable improvement in Manmunai South West DS Division with more than 90% of the households claiming access to library facilities. Koralai Pattu South DS Division on the other hand, shows a decline in this indicator during the second wave.

<sup>1</sup> Some of these were reading rooms. Those with a book collection of more than 3500 books were considered as libraries.

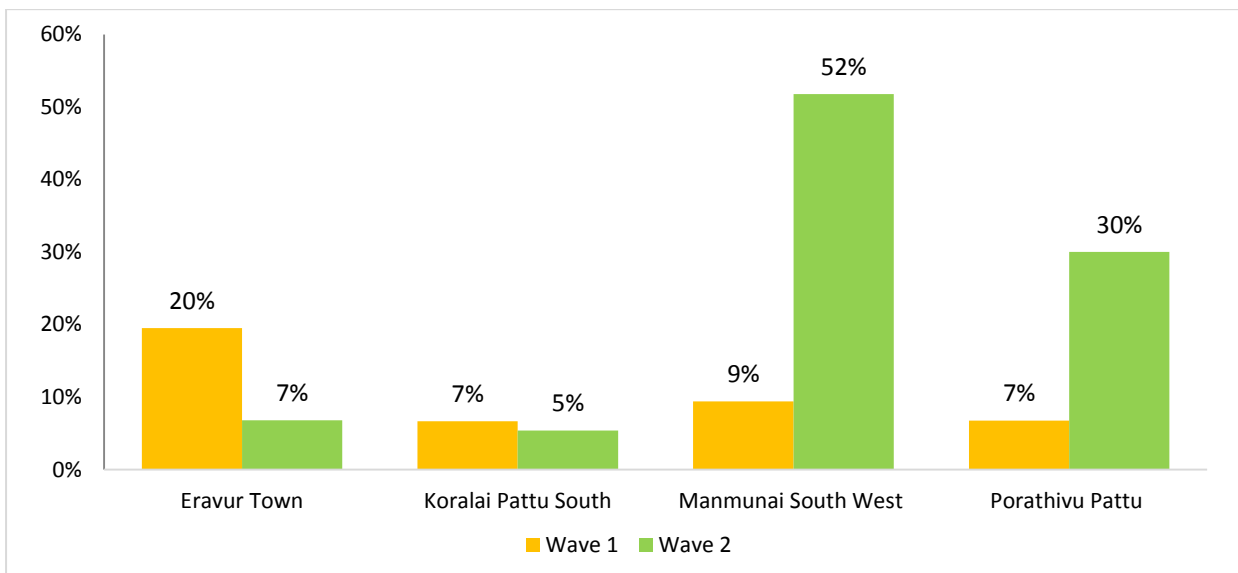
**Figure 5: Availability and Usage of Library / Reading Room Facilities**



## Drainage Facilities

Porathivu Pattu and Manmunai South West DS Divisions show a substantial increase in the availability of drainage facilities during the second wave as shown in **Figure 6**.

**Figure 6: Availability and Usage of Drainage Facilities**

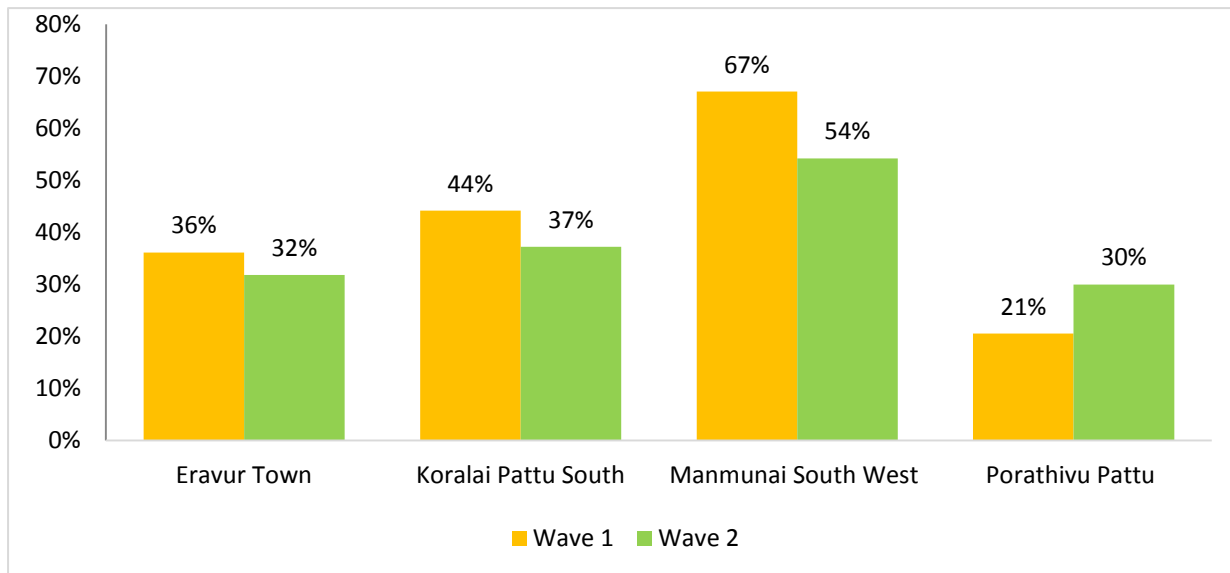


The Pradeshiya Sabhas in these Divisions had undertaken maintenance work on drainage facilities during the rainy season, and this is reflected in the household feedback. However, less than 10% of the households in Eravur Pattu and Koralai Pattu South DS Divisions have said that they had access to drainage facilities during the second wave and this can be mostly attributed to the lack of maintenance of the existing drainage systems in these Divisions.

## Playgrounds

**Figure 7** illustrates that during the second wave, access to playground facilities decreased in the study areas except in Porathivu Pattu DS Division. The reason for the decline is due to lack of maintenance of existing playgrounds during the rainy season leaving with minimum conditions for public use.

**Figure 7: Availability and Usage of Playground Facilities**



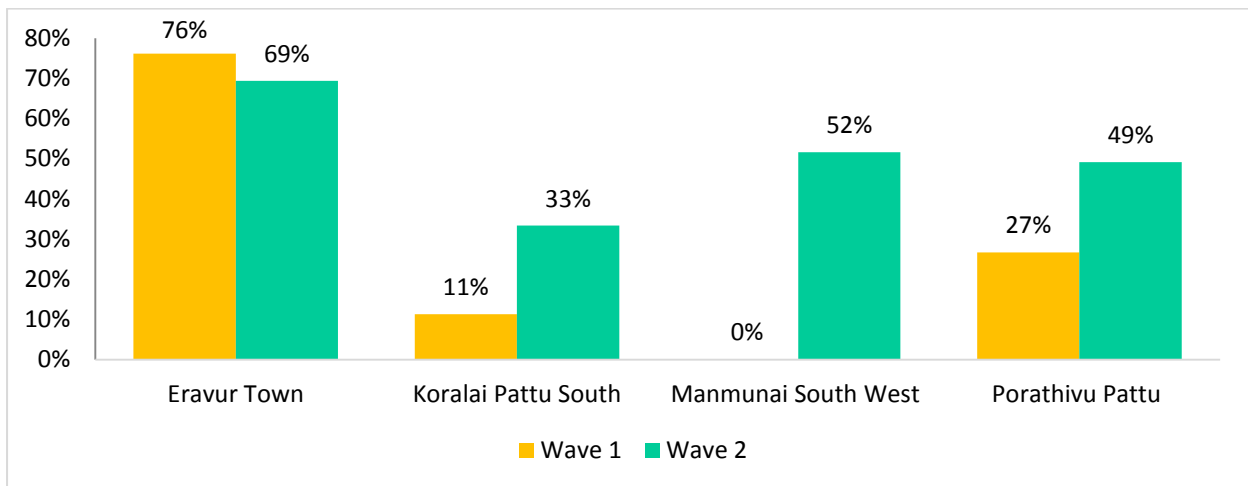
## 2.2. Overall Satisfaction with the Services

The survey also gathered data on the satisfaction levels of the service users on the public services surveyed under this study. Baseline data collected during the 1<sup>st</sup> eCRC survey is referred to as **Wave 1** or the **first wave** and data collected during the 2<sup>nd</sup> eCRC survey is referred to as **Wave 2** or the **second wave** in the discussion below. The graphs below pertain only to high satisfaction levels.

### Water

As shown in **Figure 8**, high satisfaction levels with the water supply services show a significant increase in Porathivu Pattu, Manmunai South West, and Koralai Pattu South during the second wave. In Koralai Pattu DS Division, the Pradeshiya Sabhas have provided more water tanks for the public which were more frequently serviced, while in Manmunai South West DS Division, one village had already been provided with pipe-borne water. Work is on-going to provide water supplies to other areas as well. The slight decline in satisfaction levels in Eravur Pattu DS Division is attributed to interruptions to water supply and the public doubting the quality of water due to prevalence of health issues such as kidney disease in the area.

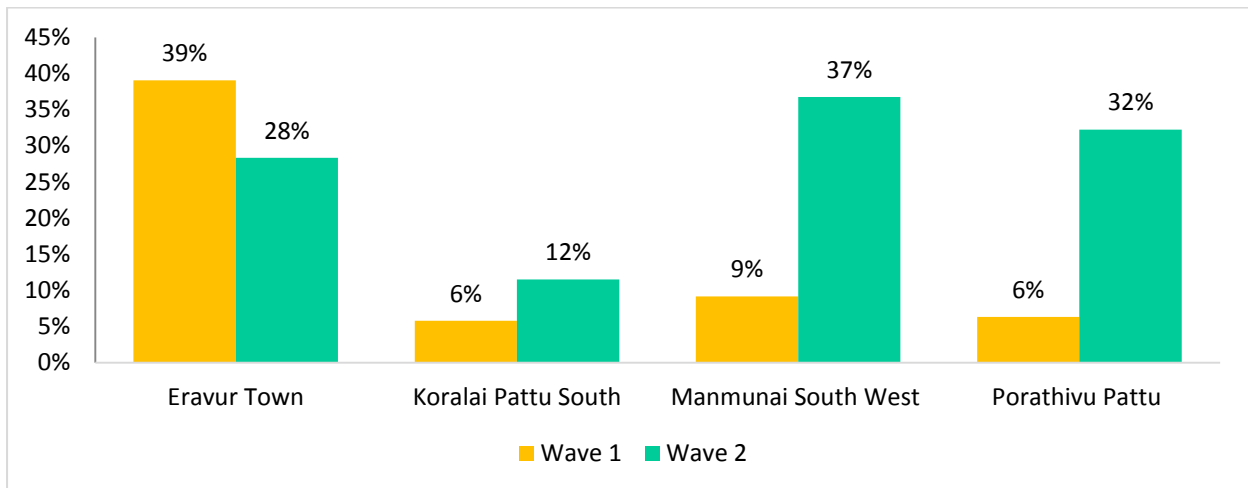
**Figure 8: Satisfaction with Water Services**



## Roads

Porathivu Pattu, Manmunai South West, and Koralai Pattu South DS Divisions show an increase in high levels of satisfaction associated with road infrastructure during the second wave as presented in **Figure 9**.

**Figure 9: Satisfaction with Roads**

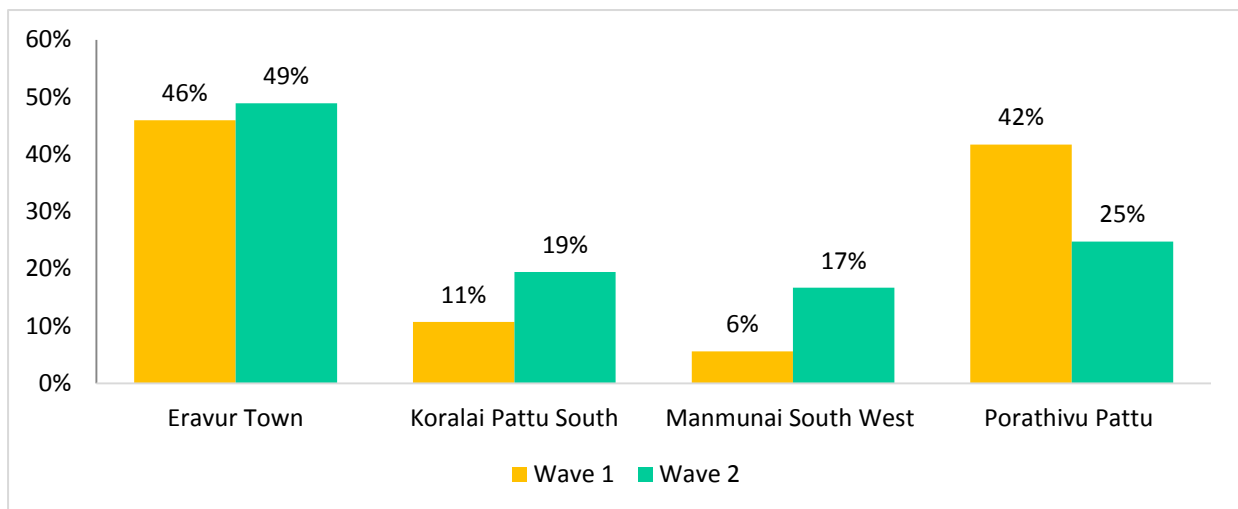


The increments are quite significant in Porathivu Pattu and Manmunai South West DS Divisions. This is mainly due to road side clearing and road maintenance activities and upgrading of roads undertaken in these Divisions. In Eravur Pattu DS Division, however, satisfaction has declined in the past four months due to lack of maintenance work and drainage issues affecting the roads. In addition, there are mill owners dominating most roadside areas and use these roads for parking heavy vehicles which has become a hindrance for the general public. Moreover, the mills contribute to heavy pollution in the area.

## Street lighting

As presented in **Figure 10**, Eravur Pattu, Manmunai South West, and Koralai Pattu South DS Divisions show an increase in satisfaction levels associated with street lights during the second wave. This is mainly due to installation of new street lights as well as existing street lights being properly maintained in these Divisions. In Porathivu Pattu DS Division however, there is a noticeable decline in satisfaction levels. This is attributed to not having enough street lights installed within the Division. The expectation of households is that every house must have a street light in front of the house as these houses are located in very remote areas where there is greater risk of attacks from wild animals.

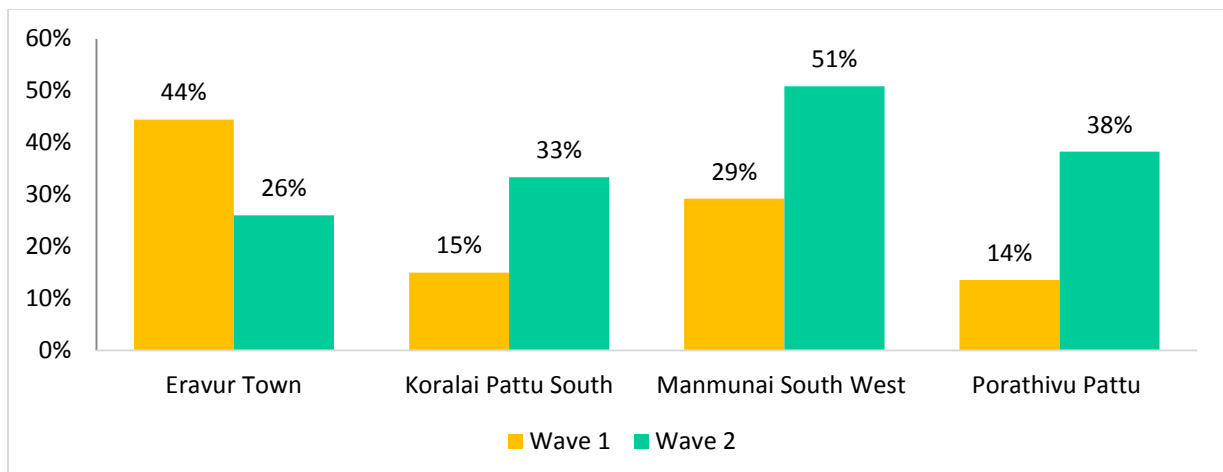
**Figure 10: Satisfaction with Street-lighting**



## Library Facilities

**Figure 11** shows that satisfaction with library facilities have improved considerably in Porathivu Pattu, Manmunai South West, and Koralai Pattu South DS Divisions with at least one third of the households expressing high satisfaction with the library facilities available to them during the second wave.

**Figure 11: Satisfaction with Library Facilities**



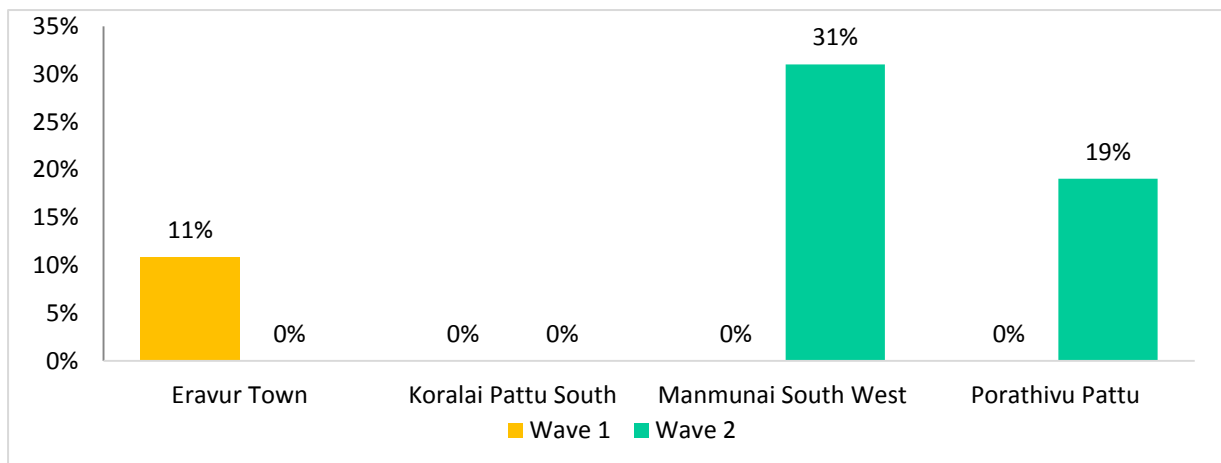


Improved satisfaction can be ascribed to certain improvements in these divisions such as Porathivu Pattu and Manmunai South West DS Divisions have received additional library materials and resources, while Koralai Pattu DS Division has been provided with a new reading room. In addition, there is a better awareness of library facilities among the public particularly in Koralai Pattu South DS Division unlike during the first wave where many were not aware of this facility. However, satisfaction levels have declined considerably in Eravur Pattu DS Division due to opening and closing times contributing to access issues, not enough books and other material and the lack of adequate furniture.

## Drainage Facilities

**Figure 12** shows that satisfaction levels regarding drainage facilities have increased in Porathivu Pattu and Manmunai South West DS Divisions during the second wave while Eravur Pattu and Koralai Pattu South DS Divisions show no improvement in satisfaction levels. The increased satisfaction levels in Porathivu Pattu and Manmunai South West DS Divisions is attributed to maintenance work carried out to prepare the drainage systems for the rainy season. The lack of satisfaction shown in Eravur Pattu is due to number of reasons such as; drains being blocked during road work; roads flooding during heavy rain and therefore, difficulty in spotting where the drains are and rice mill waste blocking drains in the area. The lack of satisfaction in Koralai Pattu DS Division is because the area is very remote and maintenance is carried out at minimum on the drainage system which is at times filled with litter and mud.

**Figure 12: Satisfaction with Drainage Facilities**

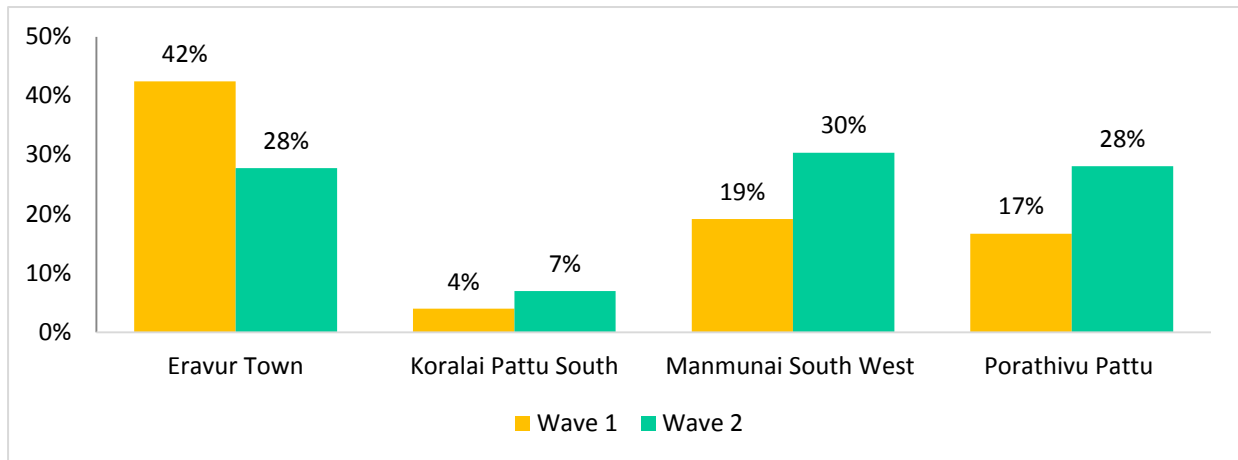


## Playgrounds

**Figure 13** shows that satisfaction levels with regards to playground facilities have increased in all Divisions except Eravur Pattu DS Division where a substantial decline in satisfaction levels is noticeable. The reason cited is that there is only one playground available in Eravur Pattu DS Division which is shared by people from several GN Divisions. This leads to clashes among various groups wanting to use the playground. Reasons for improved satisfaction levels include re-developing the existing playground

in Porathivu Pattu, and providing playground equipment for playgrounds in Manmunai South West and Koralai Pattu DS Divisions.

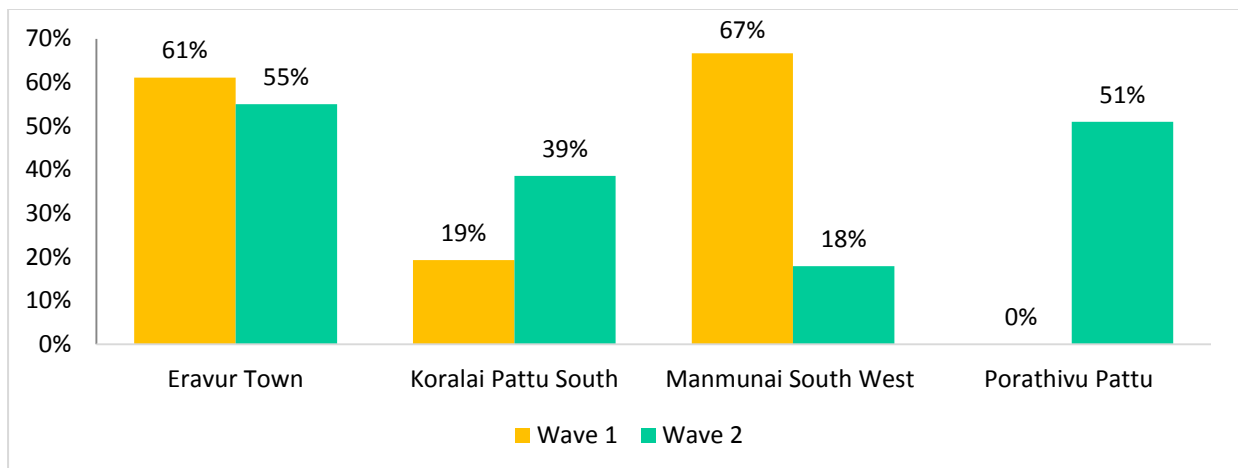
**Figure 13: Satisfaction with Playground Facilities**



## Garbage Collection

Satisfaction related to garbage collection services in Porathivu Pattu, and Koralai Pattu South DS Divisions show a significant increase during the second wave while the same for Eravur Pattu, and Manmunai South West DS Divisions show a decline.

**Figure 14: Satisfaction with Garbage Collection Services**



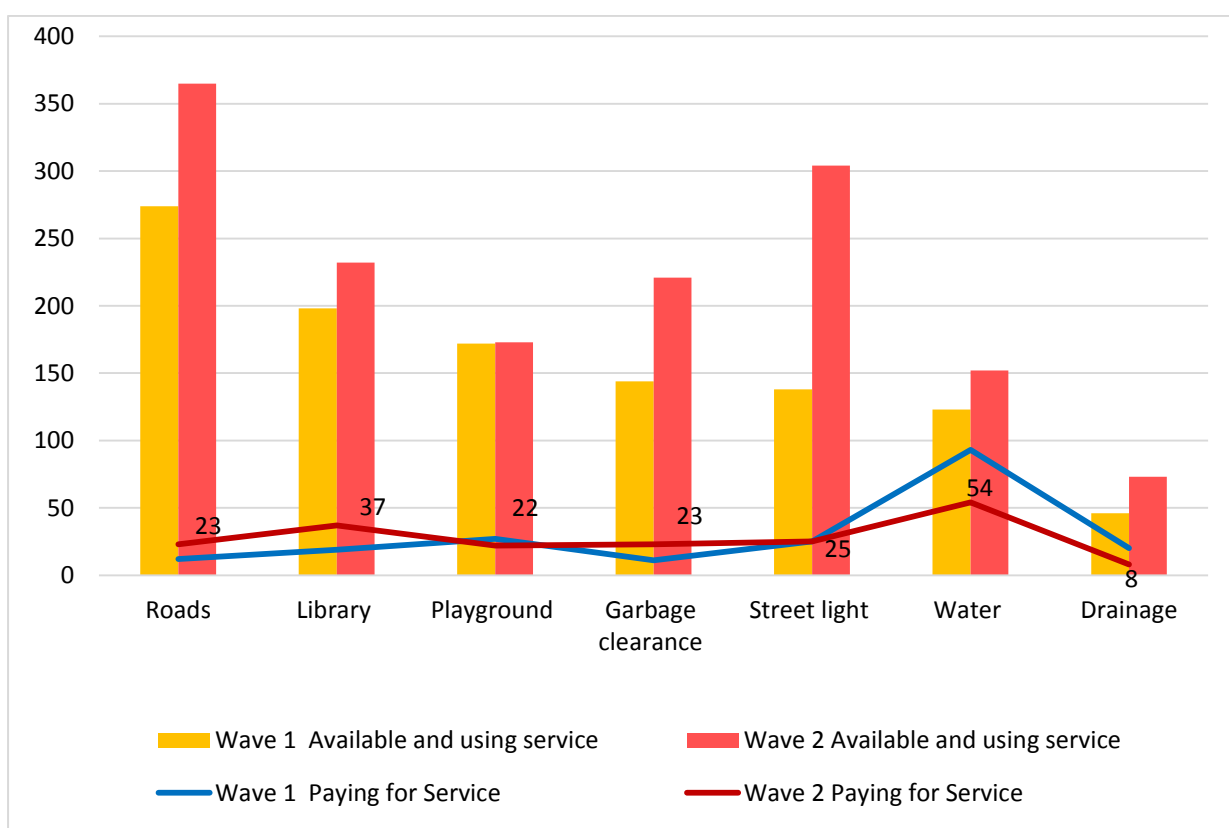
The decline in satisfaction levels is quite significant in Manmunai South West DS Division and is attributed to garbage collection services not being frequent and being limited to some villages only within the Division. Similarly in Eravur Pattu DS Division, there is a slight decline in satisfaction levels as Garbage Collection Services are not provided to interior villages. The increase in satisfaction levels in Porathivu Pattu and Koralai Pattu is due to frequent and timely garbage collection carried out in these Divisions.

## 2.3. Hidden Costs and Complaints

### 2.3.1. Costs incurred for Services

The survey also looked into hidden costs incurred by the public for obtaining services. Understanding the nature and occurrence of hidden costs / payments can provide authorities a means to determine if these costs are legitimate or necessary.

**Figure 15: Payments / Hidden Costs Incurred when Obtaining Services**



During both the first and second waves, most users of the services in question indicated that there were no payments / hidden costs associated with the services that they obtained. However, there were some households that reported that they incurred costs for Pradeshiya Sabha services (see **Figure 15**).

Although the proportion of households reporting costs for services was relatively small, a noticeable number of incidents were apparent where respondents had incurred costs for water supply (54 incidents), library facilities (37 incidents) road infrastructure facilities (23 incidents), streetlights (25 incidents), garbage collection (23 incidents), playground facilities (22 incidents) and drainage facilities (8 incidents).

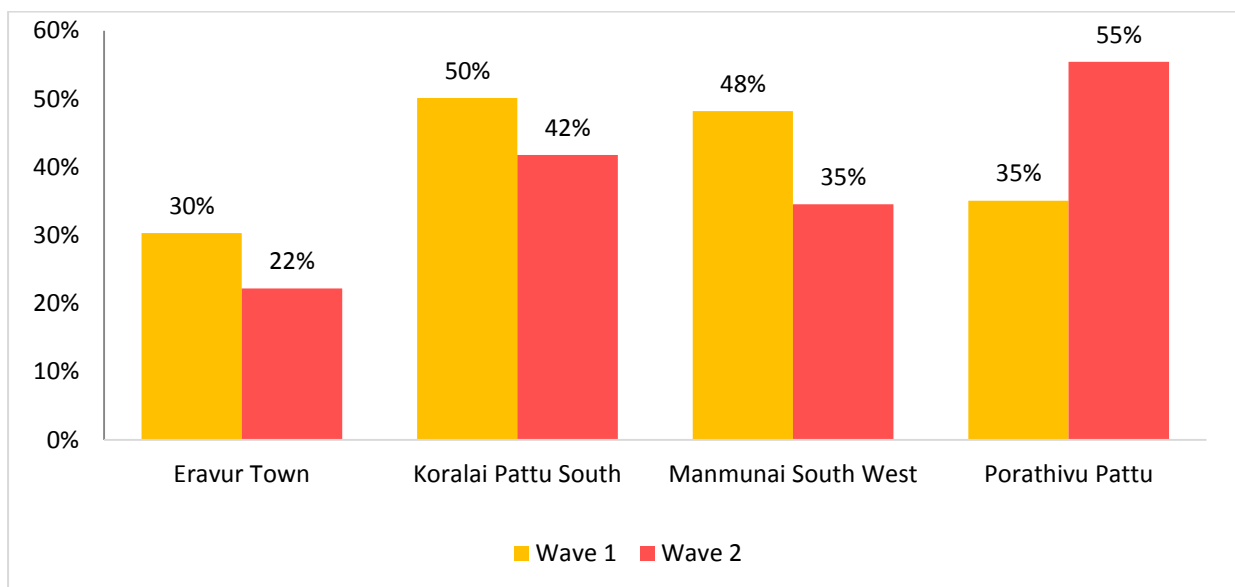
With regards to the streetlights, the costs are due to some residents connecting their domestic electricity supply to power street lights near their homes. This is in the absence of a public electricity supply to the street lights, as well as, replacing damaged bulbs. With regards to costs associated with

roads, it can be explained in terms of costs incurred by the community for serving refreshments (tea) to road maintenance workers. Costs incurred for water supply is attributed to users being billed for the service, while costs associated with library facilities is attributed to fees charged for library memberships. With regards to drainage facilities, the costs incurred is due to some households laying pipelines on their property to connect into the public drainage system. Cost reported for garbage collection could be attributed to money given to garbage collectors as goodwill by some households. Nevertheless, to have a greater clarity on the issue of hidden costs, it is important to further probe into how and where Pradeshiya Sabha services would entail costs for the service users.

### 2.3.2. Responsiveness to Complaints / Grievances

**Figure 16** shows the levels of response to public complaints and grievances from local government / service providers in the four DS Divisions.

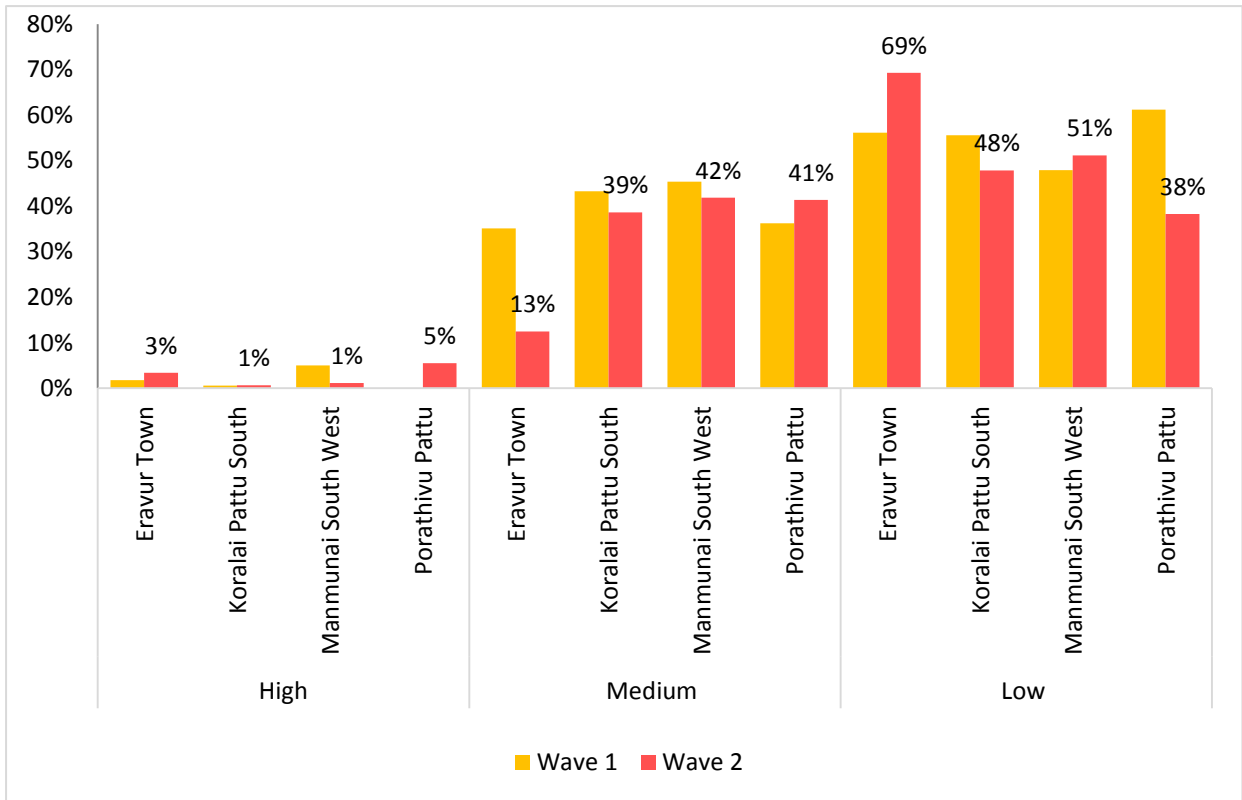
**Figure 16: Response to Complaints / Grievances**



In Porathivu Pattu DS Division the responsiveness to public complaints shows a notable improvement during the second wave with 55% of the respondents indicating that they received a response. In Eravur Pattu, Manmunai South West, and Koralai Pattu South DS Divisions however, there is a decline in responsiveness to complaints made by the public with less than 45% of respondents reporting that they received a response.

**Figure 17** illustrates that a majority of the respondents have indicated low satisfaction with the responses that received regarding complaints/grievances. High satisfaction levels are very minimal in all four DS Divisions. This indicates that there are various shortcomings in the manner in which complaints / grievances are handled by the authorities / service providers.




**Figure 17: Satisfaction with Response to Complaints / Grievances**



### 3. Overall Scoring for Services

**Figure 18** indicates the scoring given to the performance of public services delivered by the Pradeshiya Sabhas in the four DS Divisions. Scoring is provided based on the percentages of satisfied users of Pradeshiya Sabha services.

The colour coding in **Figure 18** denotes the following:

Colour	% of highly satisfied users	Action required
	Satisfied users below 40%	Needs urgent attention
	Satisfied users between 40%-60%	Needs improvement
	Satisfied users above 60%	Needs to maintain performance or require improvements to continue

*\*Satisfied users include both highly and moderately satisfied service users*

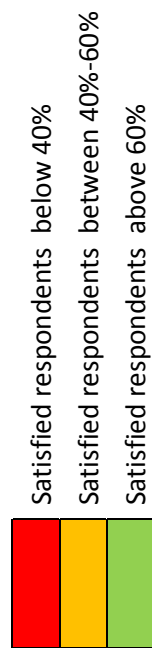
**Figure 18** shows the areas that have progressed based on satisfaction ratings and therefore, have been marked green (more than 60% of satisfied users) in the chart during the second wave. Satisfaction levels have improved in most areas during the second wave (indicated by the upward pointing arrows). However, some of these service areas need further improvement and would benefit service receivers from continued attention by the Pradeshiya Sabhas.

One key reason for improved satisfaction in some areas is because the community met with the service providers after the 1<sup>st</sup> CRC survey which resulted in follow-up activities in the action plan to improve services. It was also noted that elected representatives had also shown a keen interest in addressing public needs following the release of the 1<sup>st</sup> CRC report.

Another outcome observed was that in general there has been an improvement in awareness among the public regarding Pradeshiya Sabha services as well as more media engagement regarding the activities of the Pradeshiya Sabhas.

Figure 18: Satisfaction Ratings for Services

	Water	Garbage Collection	Roads	Street lights	Drainage	Playground	Library
<b>Wave 2</b>							
Eravur Town	100% ↑	93% ↑	69% ↓	90% ↑		91% ↑	95% ↑
Koralai Pattu South	68% ↓	94% ↑	55% ↑	64% =		57% ↓	79% ↑
Manmunai South West	89%	72% ↑	71% ↑	52% ↑	67%	83% =	94% ↑
Porathivu Pattu	95% ↑	92% ↑	90% ↑	71% ↑	57%	74% ↑	100% ↑
<b>Wave 1</b>							
Eravur Town	99%	89%	79%	80%	39%	84%	93%
Koralai Pattu South	73%	49%	48%	64%		59%	69%
Manmunai South West		94%	48%	40%		83%	93%
Porathivu Pattu	39%	32%	38%	58%		50%	67%



## 4. Recommendations

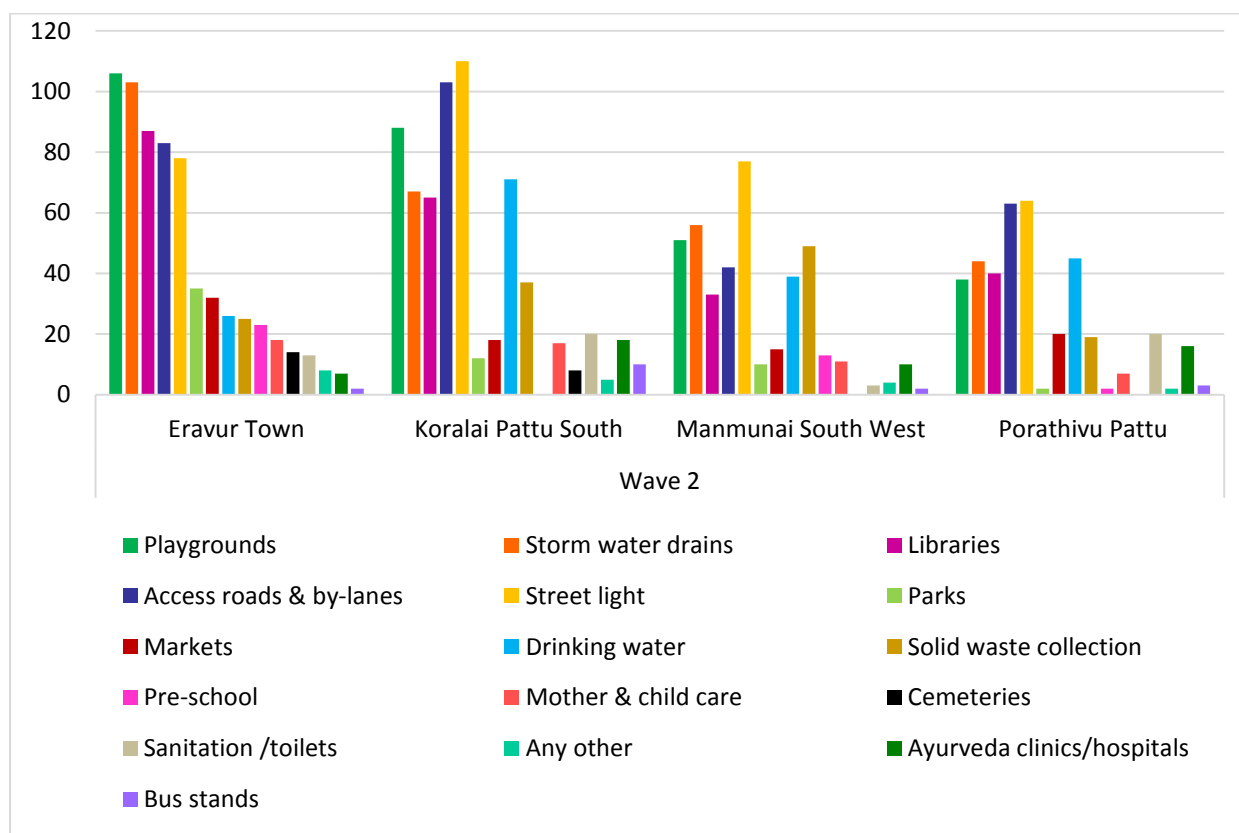
### 4.1. Service-wise Areas for Improvement

#### 4.1.1. Areas for Immediate Action

The 2<sup>nd</sup> eCRC survey results revealed a number of areas that the respondents identified as needing immediate action. This is summarised for each DS Division in **Figure 19**.

In Eravur Pattu; playgrounds, drainage and library facilities are the key priorities. In Porathivu Pattu, and Koralai Pattu South DS Divisions; roads, street lighting and drainage facilities are identified as key priorities. In Manmunai South West DS Division; street lighting, drainage facilities and playgrounds are the key priorities. These areas should receive immediate attention from the Pradeshiya Sabhas and be prioritised for the next budget.

**Figure 19: Priority Services for Immediate Attention by DS Division**

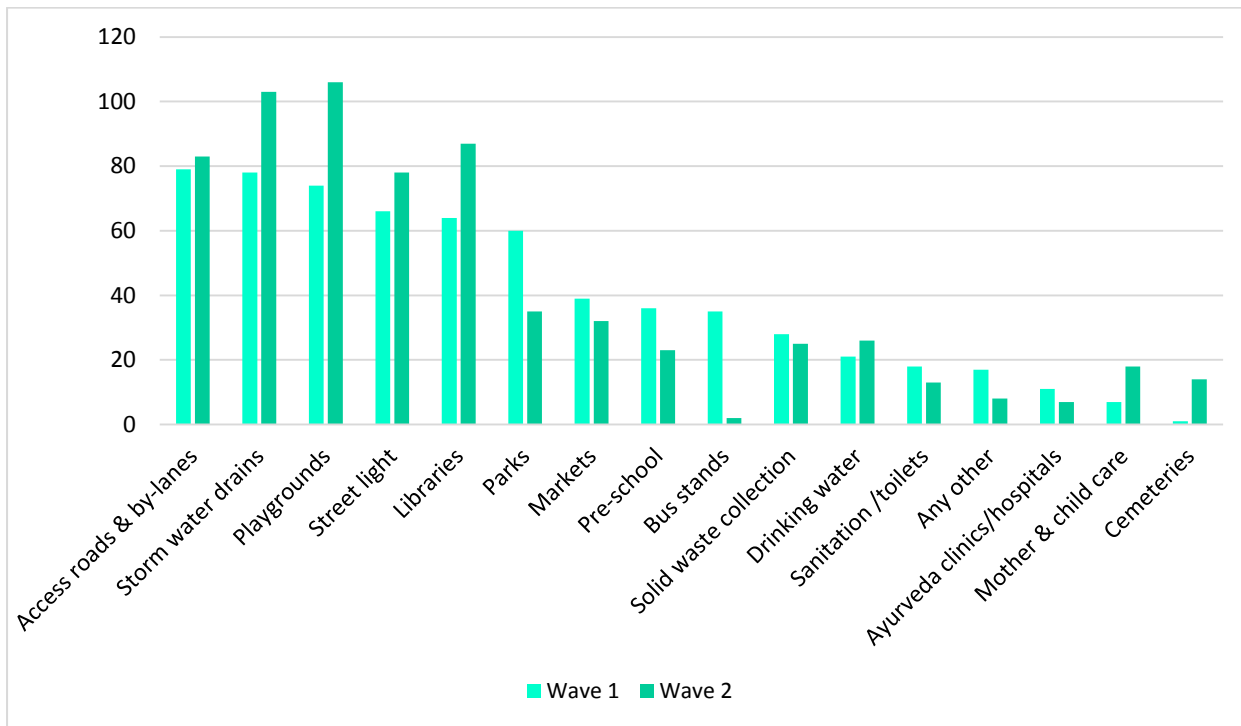


The subsequent **Figures 20, 21, 22** and **23**, provide a comparison of priorities identified during the first and second waves of the study. In some instances, the priorities have shifted slightly during the second wave, possibly due to service improvements. However, pre-dominantly, there is little variation in these

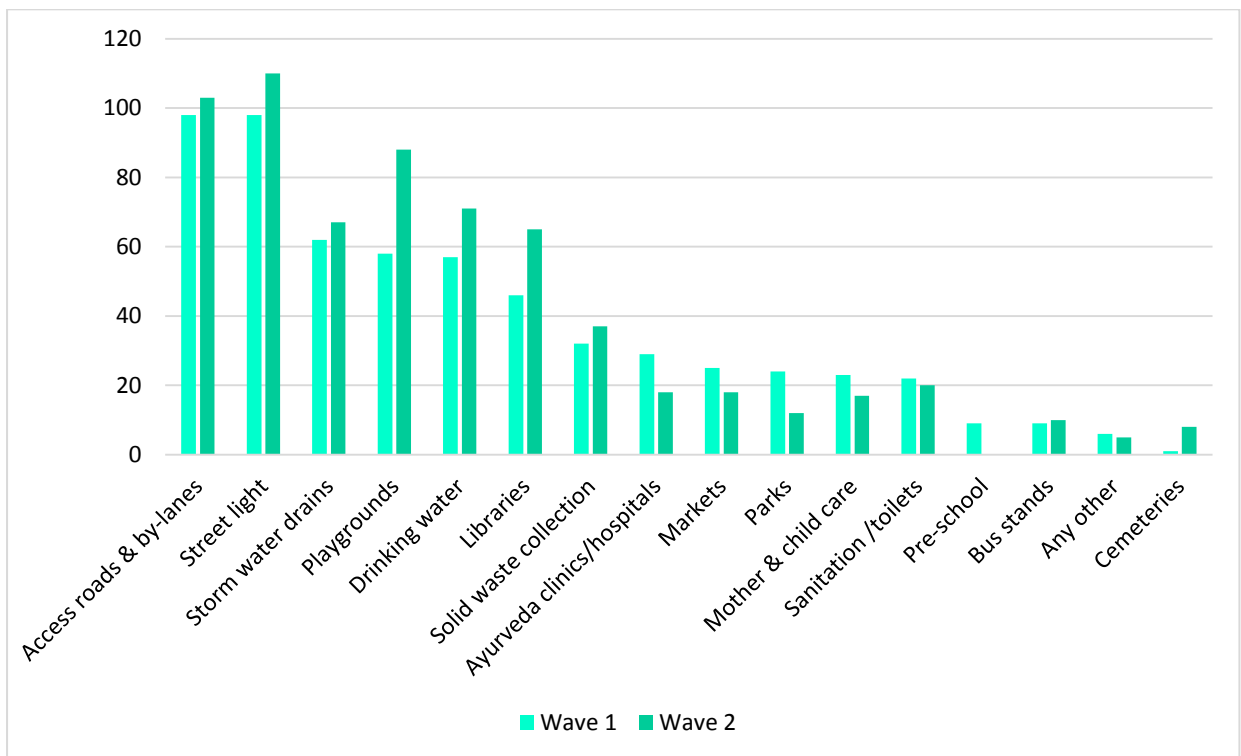


priorities between the first and second waves, which indicates that continued improvements are necessary with regards to those services.

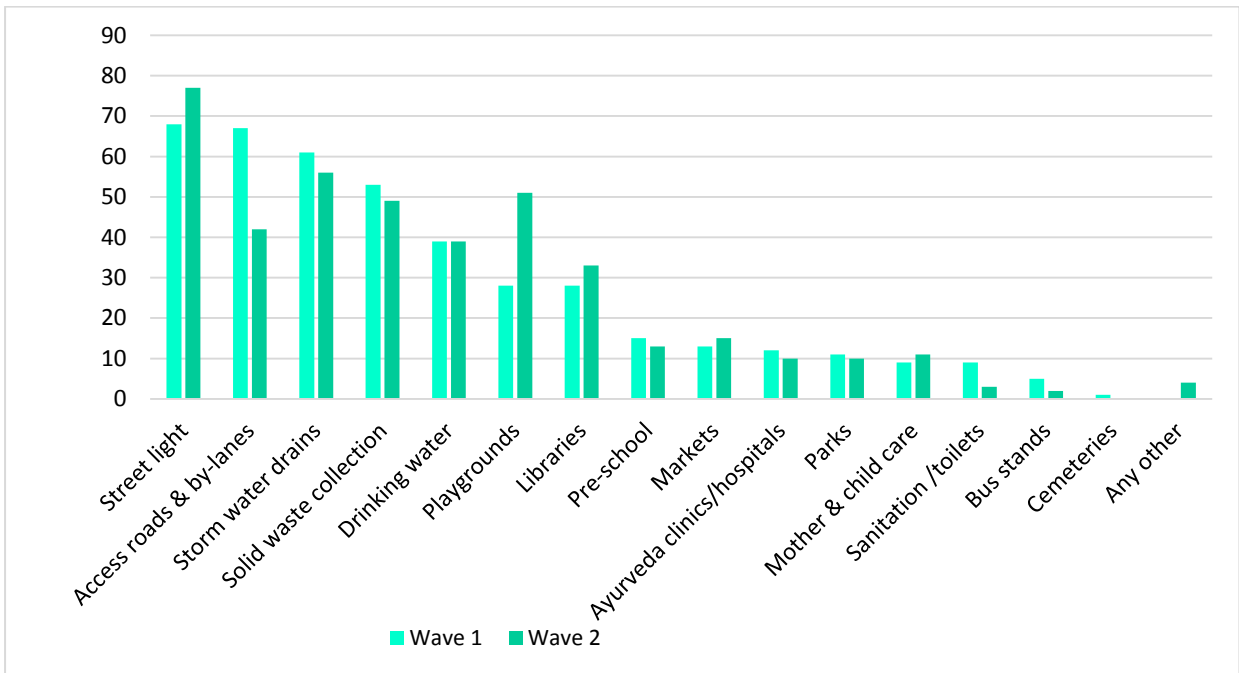
**Figure 20: Priority Services for Improvement in Eravur Pattu DS Division**



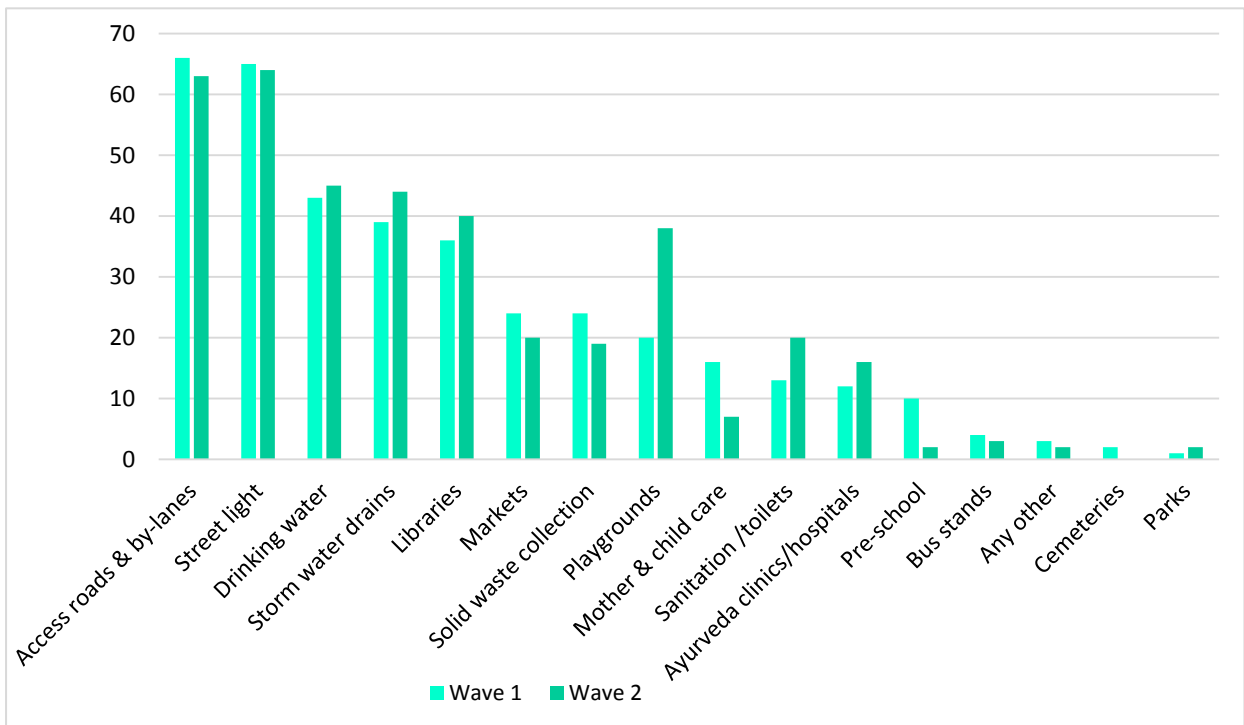
**Figure 21: Priority Services for Improvement in Koralai Pattu South DS Division**



**Figure 22: Priority Services for Improvement in Manmunai South West DS Division**



**Figure 23: Priority Services for Improvement in Porathivu Pattu DS Division**



In instances where respondents were dissatisfied with the delivery of public services in general, the respondents identified a number of reasons for dissatisfaction such as, lack of necessary facilities; safety issues due to lack of maintenance of facilities (damaged roads and drainage systems, lack of street lights etc.); public not made aware of the facilities available; poor response from government officials in addressing complaints; political interference with PS services; lack of proper monitoring and oversight from relevant authorities and delays due to political barriers and the lack of fund allocations. Suggestions made by respondents for improving the delivery of Pradeshiya Sabha services emphasised the need for elected representatives and government officials to be more accountable for effective service delivery in their respective areas; ensure better planning and monitoring of service delivery; consult with service users at the village level, and provide awareness to the public regarding public services available to them.




### 4.1.2. Other Considerations

Given that the Pradeshiya Sabhas had very limited time (only four months between the 1<sup>st</sup> eCRC survey and this follow-up study), to address opportunities for improvement, the Pradeshiya Sabhas have performed reasonably well as there are certain improvements in service delivery. The findings from this study can be useful (especially the scoring provided in **Figure 18**) for measuring progress made and for identifying areas that need closer attention. Service delivery gaps highlighted in this study should be examined more closely to understand how these can be addressed. Moreover, the immediate priorities identified should be considered when planning future interventions related to public service delivery. Additionally, respondents also suggested that similar studies of this nature should be undertaken through the Pradeshiya Sabhas at least once a year to track progress of Pradeshiya sabha's service delivery improvements.

## 4.2. Way Forward

Action plans (see Annex 1) were prepared based on the preliminary findings of the 1<sup>st</sup> eCRC survey in May 2018. These findings were presented to senior officials of Local Government, Secretaries of Pradeshiya Sabhas and community representatives. Discussions between service providers and service users were facilitated to produce action plans identifying short term / long term actions for improving Pradeshiya Sabha services before the second round of the eCRC survey in October 2018. These action plans can be particularly useful for CSOs to track progress and accountability of service providers.

The 2<sup>nd</sup> eCRC survey was undertaken during September-October 2018, to follow-up on progress against the ratings provided for Pradeshiya Sabha services delivery during the 1<sup>st</sup> eCRC survey. The colour coding provided below was used for indicating satisfaction levels and for highlighting priority areas that need to be addressed. **Figure 18** provides a comparison between the satisfaction levels during the baseline study (first wave) and the follow-up study (second wave). Any changes in colour reflect changes in satisfaction levels, thereby indicating level of progress /relapse that has taken place during the last four months.

Colour	% of highly satisfied users	Action required
	Satisfied users below 40%	Needs urgent attention
	Satisfied users between 40%-60%	Needs improvement
	Satisfied users above 60%	Needs to maintain performance or require improvements to continue

*\*Satisfied users include both highly and moderately satisfied service users*

It should be noted that even if a colour change is not evident, an increase in the percentage denoting satisfaction levels can be considered as progress made in terms of service delivery.

The progress tracking chart in **Figure 18** offers a number of advantages. It provides an opportunity for service users to communicate their levels of satisfaction on public services and insist greater accountability / action from service providers. It is also a useful tool for public representatives to demonstrate to the public, how service delivery improvements have taken place from the first wave to the second wave in their respective electorates.

The information provided in this eCRC should be used for launching further investigations into problem areas keeping in mind that the findings in the eCRC are signposts based on community feedback, pointing to where more complex issues relating to service delivery reside. Deeper probing is required to understand the causes that underpin these issues.

To undertake focused action, the following is recommended:

- Based on the eCRC ratings, identify delivery performance areas that are particularly weak,
- Investigate underlying causes and factors that impede effective service delivery diagnosing gaps that requires attention for service improvement,
- A combination of interventions is required to address service delivery gaps,
- Once delivery gaps are addressed, following up on the satisfaction levels of the service users is important to gauge if delivery performance has improved from the benchmarked levels.

## Annex 1: Action Plans (from the 1<sup>st</sup> eCRC)

Action plan for improving satisfaction on PS services based on the eCRC findings - Eravur Pattu Pradeshiya Sabha

No	Priority services	Short term/ Long term	Responsibility	Other stakeholders and resources	Start Date	End Date	Who will monitor the progress
1	Drainage	Short term	Pradeshiya Sabha - PS	RDS/ME	May 2018	June 2018	RDS/ Pradeshiya Sabha
2	Library	Short term	Pradeshiya Sabha - PS	RDS/ME	June 2018		RDS/ Pradeshiya Sabha
3	Street Lights	Short term	Pradeshiya Sabha - PS	RDS/ME	31 May 2018		RDS/ Pradeshiya Sabha
4	Playground	Short term	Pradeshiya Sabha - PS	RDS/ME	25 May 2018		RDS/ Pradeshiya Sabha

Action plan for improving satisfaction on PS services based on the eCRC findings - Oddamavady Pradshiya Sabha

No	Priority services	Short term/ Long term	Responsibility	Other stake holders and resources	Start date	End date	Who will monitor the progress
1	Street lights	Short term	Pradeshiya Sabha - PS	Public, CC/RDS	May 2018	June 2018	CC/RDS, Pradeshiya Sabha
2	Drinking water (placing of the water tank )	Short term	Pradeshiya Sabha - PS	Public, CC/RDS	June 2018	October 2018	CC/RDS, Pradeshiya Sabha
3	Roads and by-lanes	Long term	Pradeshiya Sabha - PS	Public, CC/RDS	July 2018	November 2018	CC/RDS, Pradeshiya Sabha
4	Library/ Reading room	Long term	Pradeshiya Sabha - PS	Public, CC/RDS	May 2018	December 2018	CC/RDS, Pradeshiya Sabha

5	Drainage	Long term	Pradeshhiya Sabha - PS	Public, CC/RDS	November 2018	December 2018	CC/RDS, Pradeshhiya Sabha
6	Playground	Long term	Pradeshhiya Sabha - PS	Public, CC/RDS	August 2018	December 2018	CC/RDS, Pradeshhiya Sabha
7	Garbage cleaning	Long term	Pradeshhiya Sabha - PS	Public, CC/RDS	January 2019		CC/RDS, Pradeshhiya Sabha

**Action plan for improving satisfaction on PS services based on the eCRC findings - Korlai Pattu South Pradeshhiya Sabha**

No	Priority services	Short term/ Long term	Responsibility	Other stakeholders and resources	Start date	End date	Who will monitor the progress
1	Street Lights	Short term	Chairman and Secretary	CBOs and Public	June 2018	September 2018	Pradeshhiya Sabha and Public
2	Drinking water	Long term	Chairman and Secretary	CBOs and Public	July 2018	December 2018	Pradeshhiya Sabha and Public
3	Garbage cleaning	Long term	Chairman and Secretary	CBOs and Public	August 2018	December 2018	Pradeshhiya Sabha and Public
4	Library	Short term	Chairman and Secretary	CBOs and Public	September 2018	September 2018	Pradeshhiya Sabha and Public
5	Drainage	Long term	Chairman and Secretary	CBOs and Public	October 2018	December 2018	Pradeshhiya Sabha and Public
6	Roads and by-lanes	Long term	Chairman and Secretary	CBOs and Public	November 2018	December 2018	Pradeshhiya Sabha and Public

**Action plan for improving satisfaction on PS services based on the eCRC findings – Porathivu Pattu Pradshiya Sabha**

No	Priority services	Short term/Long term	Responsibility	Other stakeholders and resources	Start date	End date	Who will monitor the progress
1	Drinking water	Short term	Chairman and Secretary	Public	14 April 2018	15 October 2018	Pradshiya Sabha
2	Street lights	Short term	Chairman and Secretary	Public	15 May 2018	Continue	Pradshiya Sabha
3	Cemetery	Short term	Chairman and Secretary	Public	5 May 2018	10 June 2018	Pradshiya Sabha
4	Garbage cleaning (Awareness)	Short term	Chairman and Secretary	Public	5 May 2018	Continue	Pradshiya Sabha
5	Playground	Long term	Chairman and Secretary	Public			
6	Roads	Long term	Chairman and Secretary	Public			
7	Drainage	Long term	Chairman and Secretary	Public			
8	Library	Short term	On request - books required for the readers	Public	Within one month		
9	Maintain and repair by-lanes	Short term	Chairman and Secretary	Public	5 May 2018	31 August 2018	

**Action plan for improving satisfaction on PS services based on the eCRC findings – Manmunai South West Pradeshiya Sabha**

No	Priority services	Short term/Long term	Responsibility	Other stakeholders and resources	Start date	End date	Who will monitor the progress
1	Garbage cleaning	One month - Short term	Pradeshiya Sabha - PS	CSOs	10 May 2018	10 June 2018	Chairman, Secretary CSO Leader, Secretary of CSO
2	Street lights	Short term	Pradeshiya Sabha - PS	Public and CSOs	01 June 2018	30 August 2018	Chairman, Secretary CSO Leader, Secretary of CSO and Public
3	Library/ (syllabus books/text books	Long term	Pradeshiya Sabha - PS	Public and readers	01 May 2018	01 November 2018	Chairman, Secretary and community centre
4	Drinking water (during drought seasons)	Long term	Pradeshiya Sabha - PS	Public	July 2018	November 2018	Chairman, Secretary and the Public
5	Roads and By-lanes	Long term	Pradeshiya Sabha - PS	CSO			
6	Playground maintenance	Long term	Pradeshiya Sabha - PS				
7	Drainage	Long term	Pradeshiya Sabha - PS				

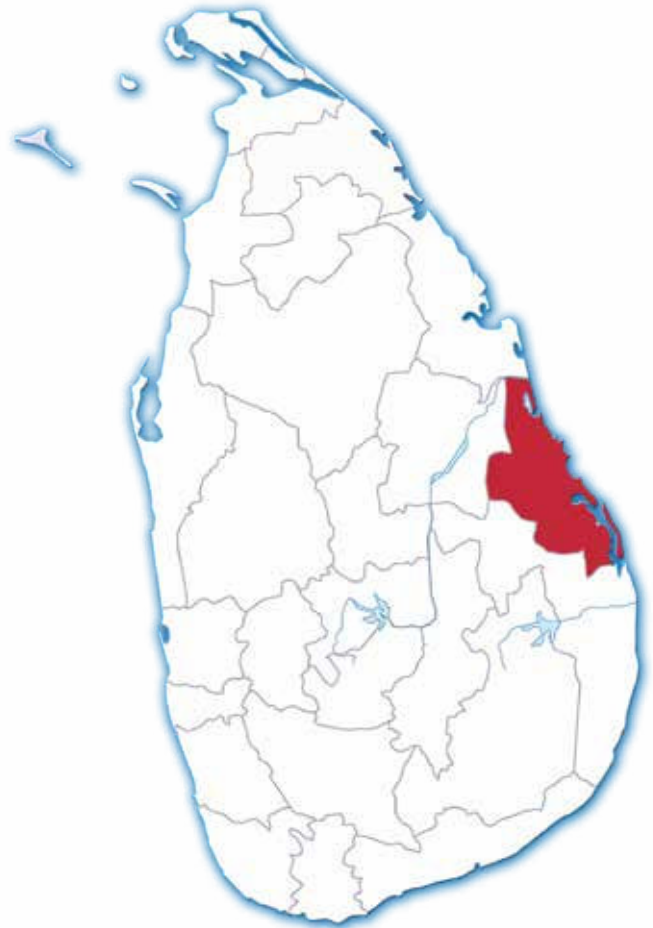




Under the European Union funded project “Co-creating social development and good governance: Fostering cooperation between CSOs and government authorities for better social services” CEPA undertook follow-up electronic Citizen Report Card (eCRC) Surveys in selected Grama Niladhari Divisions within the Batticaloa, Monaragala and Mullaitivu Districts during September - October 2018. This second round of eCRC surveys aimed to determine the progress made in terms of quality of services, accountability of service providers and areas for improvement in the two sectors previously surveyed:

- (i) delivery of secondary education services and
- (ii) delivery of public services by Pradeshiya Sabhas, within the study area.

This report presents the findings of the second eCRC survey at DS Divisions with the objective of attempting to use the eCRC as a tool for assessing access, quality and satisfaction of actual users of public services as well as a tool for social accountability and transparency. The second eCRC survey results revealed progress made as well as a number of areas that the respondents identified as still needing attention and action to improve service delivery within the three Districts. Based on the preliminary findings of the first eCRC survey undertaken in January - February 2018, action plans were prepared and discussions between service providers and service receivers were facilitated, subsequently followed by the second eCRC survey. This report has been prepared to proactively disseminate the findings from second survey and to use this information to advocate operational policy and practice reform measures, where needed.



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