



**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 Mullaitivu District
October 2018**

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

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All inquiries relating to this publication should be directed to:

Centre for Poverty Analysis
29 R G Senanayake Mawatha, Colombo 7, Sri Lanka
Tel: + 94(011) 2676 955, 4690200
Fax: +94(011) 2676 959
Email: info@cepa.lk
Web: www.cepa.lk

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Author Details

Basith Inadeen

is a Research Professional at CEPA. He obtained his Bachelor's Degree in Social Science from the University of Colombo. He holds international licenses from the Wageningen University, The Netherlands, on Multi Stakeholder Process and Social Learnings, and on Social Accountability Tools especially the Citizen Report Card methodology from the Public Affairs Centre, Bangalore, India. At CEPA, Basith is involved in capacity building and training as well as research, where he brings his expertise in action and applied research. He is currently playing a leading role working with grass roots level civil society organisations and support to build capacity on social accountability mechanisms, he has also led the Citizen Report Card survey and publication in 2014 carried out by CEPA on Secondary Education Service in Vavuniya and Mullaitivu. He currently leads the Citizen Report Card — Good Governance tool at CEPA.

Isuru Thennakoon

works as a Junior Research Professional at CEPA. He is currently following a Post Graduate Diploma in Economic Development at the University of Colombo and holds a Bachelor's Degree in economics, economic policy and management from the University of Colombo. He also holds a diploma in counseling physiology and has worked as a counselor. Isuru is a poet and has currently published three books of poetry. He has previously worked with non-profit organisations as a project coordinator and a research assistant. At CEPA, Isuru works with the Facets of Poverty research thematic and the Communications Team. Currently, he is working on a study focusing on citizen report card and he is in charge of field coordination work of the Monaragala district.

Kulasabanathan Romeshun

is a Senior Research Professional and a Member of the Management Team at CEPA. He has worked in the development field for the past twenty years with government and funding organisations. He has a Masters in Financial Economics from the University of Colombo. As Team Leader for the Facets of Poverty programme, Romesh and his team are responsible for collating messages on poverty, inequality and prosperity, drawing from CEPA's research and advisory activities. Additionally, the Facets of Poverty Team works on poverty measurement and is starting to look at the impact of macro factors on poverty.

Mehala Mahilrajah

is a Research Professional at CEPA. She has a Master in Development Practice from the University of Peradeniya. She has completed a Diploma in Monitoring and evaluation at National Institute of Labour Studies (NILS) with Sri Lanka Evaluation Association (SLEvA). At CEPA, Mehala is involved in capacity building and training, as well as research, to which she brings her expertise in action research. Mehala is currently playing a leading role working with grass roots level civil society organisations and support to build capacity on social accountability mechanisms particularly the "Citizen Report Card" tool. She also has contributed to the Citizen Report Card survey and publication in 2014 carried out by CEPA on Secondary Education Services in Vavuniya and Mullaitivu.

Hasanthi Tennakoon

has a Master's degree in Environmental Management from the University of Tasmania, and has extensive experience in corporate sustainability. Her areas of focus are environmental and social sustainability. She currently works as a research consultant for CEPA and also as a social safeguards consultant for the World Bank.

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).

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The Centre for Poverty Analysis (CEPA) would like to thank the European Union for supporting this study. The study was undertaken as part of the project on *“Co-creating social development and good governance: fostering cooperation between CSOs and government authorities for better social services”* in which CEPA partners with ACTED. CEPA took the lead in the design and the conduct of the CRC survey.

This study was made possible by the support extended to us by the District Secretaries, Additional Secretaries, Divisional Secretaries, Assistant Commissioners of Local Government (ACLGs), Secretaries of Pradeshiya Sabhas (PSs) in the Batticaloa, Monaragala, and Mullaitivu Districts and Educational Zonal Directors, Deputy Directors of Education (DDEs) and officers of Mullaitivu, Batticaloa, and Monaragala.

CEPA wishes to also thank the Civil Society Organisations from Mullaitivu District listed below that took part in this study.

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| No | DS Division | GN Division | Name of CSO |
|----|---------------|---------------------|---------------------------------|
| 1 | Maritimepattu | Selvapuram | Elder's Society |
| 2 | Maritimepattu | Mullivaikkal East | Vadduvaakal WRDS |
| 3 | Maritimepattu | Mullivaikkal West | Mullivaikkal West WRDS |
| 4 | Maritimepattu | Kallapadu South | Kallapadu South RDS |
| 5 | Maritimepattu | Mullaitivu South | Unnapilavu WRDS |
| 6 | Maritimepattu | Vattapalai | Vattapalai Farmers Organisation |
| 7 | Maritimepattu | Silawaththai | Silawaththai WRDS |
| 8 | Maritimepattu | Mamoolai | Mamoolai ii RDS |
| 9 | Maritimepattu | Mulliyawalai North | Mulliyawalai North RDS |
| 10 | Maritimepattu | Keppapilavu | St. Anthony's Fisheries Society |
| 11 | Oddusuddan | Vithyapuram | Vithyapuram RDS |
| 12 | Oddusuddan | Mankulam | Mankulam North FO |
| 13 | Oddusuddan | Muthaiyankaddukulam | 1st Track FO |
| 14 | Oddusuddan | Thirumurukandy | Thirumurukandy RDS |
| 15 | Oddusuddan | Inthupuram | Inthupuram RDS |
| 16 | Oddusuddan | Oddusuddan | Chinnachalampan RDS |
| 17 | Oddusuddan | Katchilaimadu | Katchilaimadu FO |
| 18 | Welioya | Janakapura | Welfare Society |
| 19 | Welioya | Kiribbanwewa | Samurdhi Society |
| 20 | Welioya | Nikawewa South | Farmers' Organisation |

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 Secretary |
| 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 Pradeshiya Sabha (PS) services in Mullaitivu, Batticaloa and Monaragala Districts, this benchmarking study (second survey) was undertaken in September 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 2nd eCRC survey (benchmarking survey) on the **Delivery of Pradeshiya Sabha (PS) Services** in selected GN (Grama Niladhari) Divisions within **Mullaitivu District**. The survey was carried out in the DS (Divisional Secretary's) Divisions of **Welioya, Oddusuddan** and

Maritimpattu in September 2018 as a follow-up to the 1st 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.

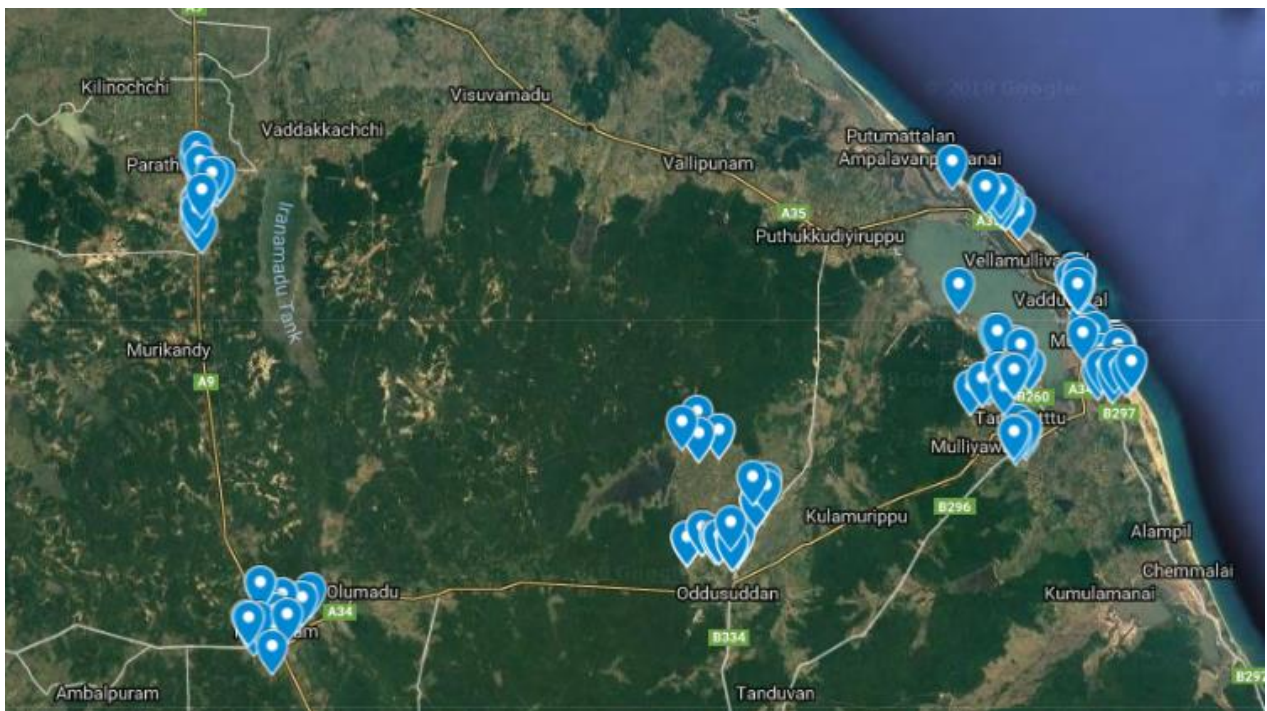
In all three Districts of Batticaloa, Mullaitivu and Monaragala the sampling process was completed in a number of stages. In the first stage, households with school aged children (attending grades 5 to 13) were identified and listed by CSO members for each GN Division, based on data on households within 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 being 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 obtains management response from services 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"> • Quality • Quantity • Maintenance • Overall satisfaction |

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

1.6. The Study Area

The study covers a number of areas within the Mullaitivu District that fall under the Pradeshiya Sabhas and Educational Zonal Offices of the DS Divisions of **Maritimepattu**, **Oddusuddan**, and **Welioya** as shown in the table below.

| DS Division / Pradeshiya Sabha | Name of proposed GNs | Number of Villages | Number of Households |
|---|----------------------|--------------------|----------------------|
| Maritimepattu DS Division /Maritimepattu PS | Vattapalai | 2 | 443 |
| | Kallapadu South | 2 | 517 |
| | Selvapuram | 1 | 437 |
| | Mamoolai | 2 | 375 |
| | Keppapilavu | 2 | 390 |
| | Mulliwaikkal East | 2 | 464 |
| | Mulliwaikkal West | 2 | 331 |
| | Sillawaththai | 3 | 475 |
| | Mulliyawalai North | 2 | 336 |
| | Mullaitivu South | 2 | 276 |

| | | | |
|---|----------------------|---|-----|
| Oddusuddan DS Division / Pudukkudiyiruppu PS | Muththayankaddukulam | 4 | 376 |
| | Katchilaimadu | 3 | 303 |
| | Oddusuddan | 5 | 355 |
| | Viththiyapuram | 2 | 259 |
| | Mankulam | 6 | 681 |
| | Thirumurikandy | 5 | 403 |
| | Inthupuram | 2 | 400 |
| Welioya DS Division/ Maritimepattu PS | Nikawewa South | 2 | 577 |
| | Janakapura | 4 | 673 |
| | Kiribbanwewa | 1 | 367 |

2. Key Findings

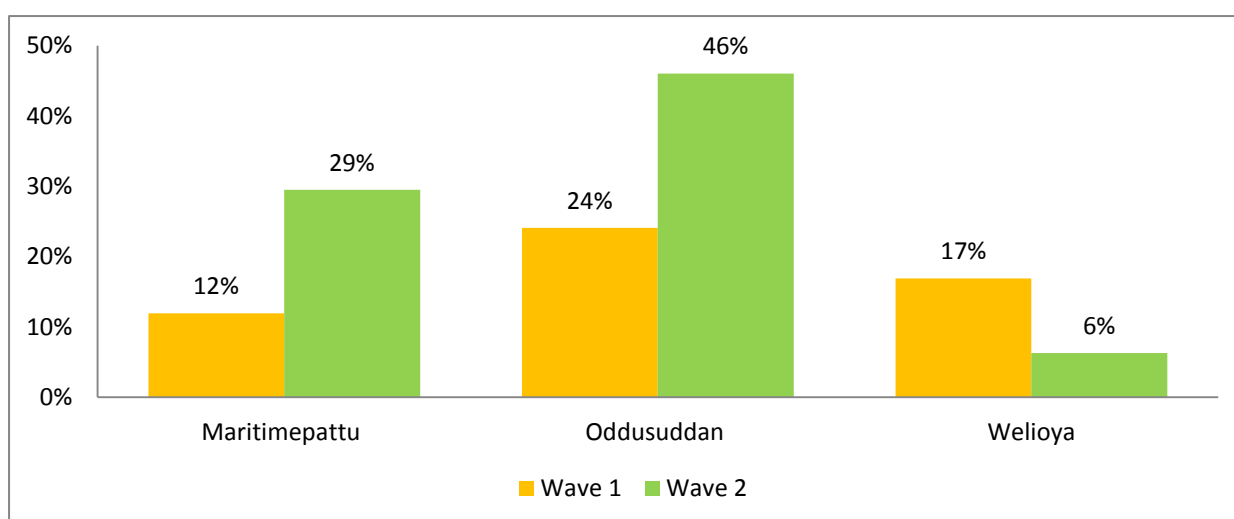
2.1. Availability, Access and Usage of Services

The eCRC survey gathered data on the availability and usage of seven selected 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 1st eCRC survey is referred to as **Wave 1** or the **first wave** and data collected during the 2nd 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 Maritimepattu and Oddusuddan DS Divisions show a considerable improvement, where the percentage of households having access to water supply have almost doubled in a period of four months. Oddusuddan shows the highest increase with 46% of the households currently having access to water supply. Welioya DS Division on the other hand, shows a decrease in the number of households having access to water supply from 17% during the first wave to only a mere 6% during the second wave. It should be noted that the Pradeshiya Sabha in this Division had not undertaken this responsibility as the Mahaweli Authority has been providing water to the Welioya DS Division. Hence, the reason for the decrease in the number of households having access to water in Welioya DS Division can be attributed to the severe drought and ensuing water shortages experienced in the area.

Figure 1: Availability and Usage of Water

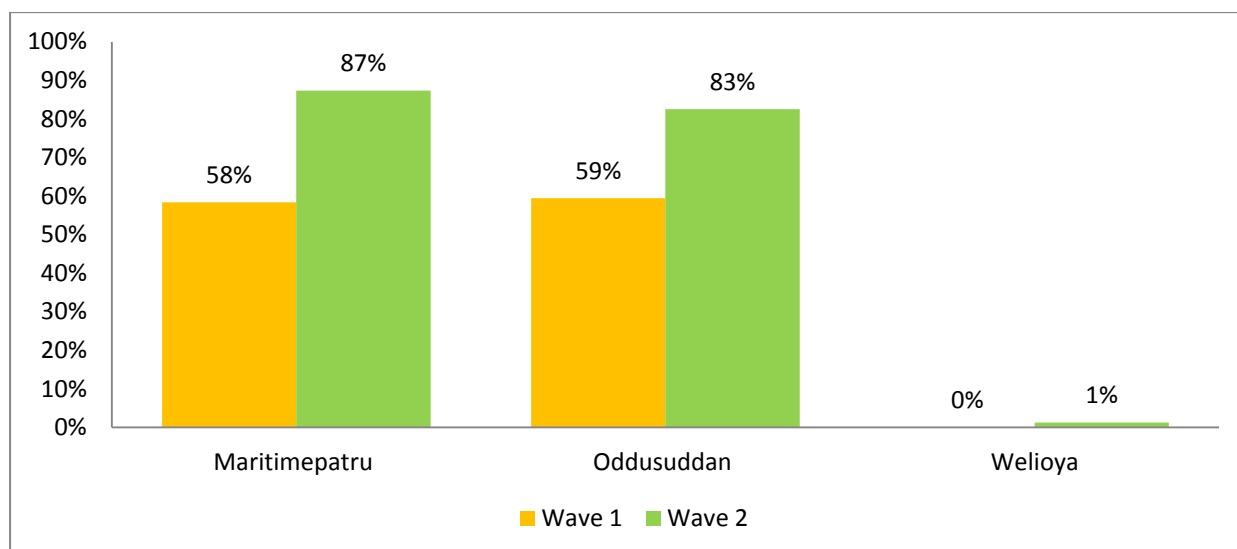


It is noted that Pradeshiya Sabhas can be exempted from providing household pipe-borne water supply, as rural household water supply is usually provided by community-based water supply schemes, undertaken with project funding.

Roads

As indicated in **Figure 2**, the proportion of households having access to adequate roads and by-lanes in Maritimepattu and Oddusuddan DS Divisions show an increase during the last four months with more than 80% of the households reporting the availability of adequate roads and by-lanes during the second wave. This is a notable increase from the first wave in both Divisions where less than 60% of the households reported availability of adequate road infrastructure. In Welioya DS Division, none of the households reported the availability of adequate roads and by-lanes during the first wave. However, the situation shows little improvement during the second wave with only 1% of the households within the Division stating that adequate roads and by-lanes are available to them. It should be noted that in Welioya DS Division, most of the roads are constructed and maintained by the Mahaweli Authority. These have not yet come under the responsibility of the relatively new Pradeshiya Sabha in Welioya DS Division which was formed only after the February 2018 Local Authorities Election. Hence, there is a slow progress in public service delivery in the Welioya DS Division.

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

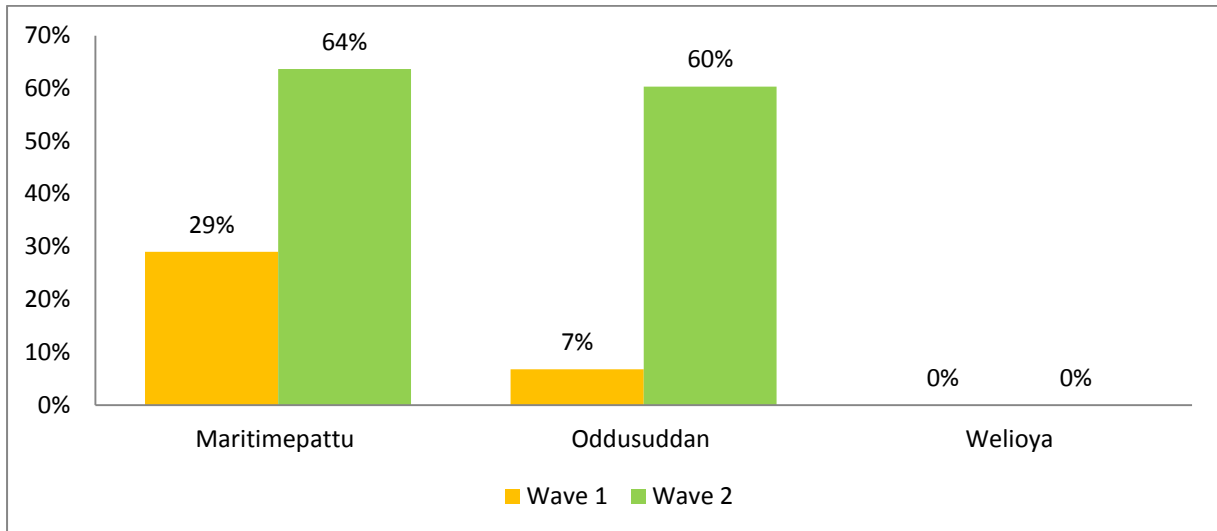


Streetlights

Figure 3 illustrates that the availability of street lighting in both Maritimepattu and Oddusuddan DS Divisions has increased during the last four months, with at least 60% of households in both Divisions reporting the availability of street lighting in their areas during the second wave. Oddusuddan in particular shows a considerable improvement, where the number of households having access to street lighting increased from only 7% during the first wave to 60% during the second wave. Welioya Division on the other hand shows no improvement and none of the households have reported the availability of

street lighting in their area. As explained previously, the newly appointed Pradeshiya Sabha in Welioya DS Division which was formed only after the February 2018 Local Authorities Election is yet to become fully functional. Therefore, there is no progress in providing street lighting in Welioya DS Division.

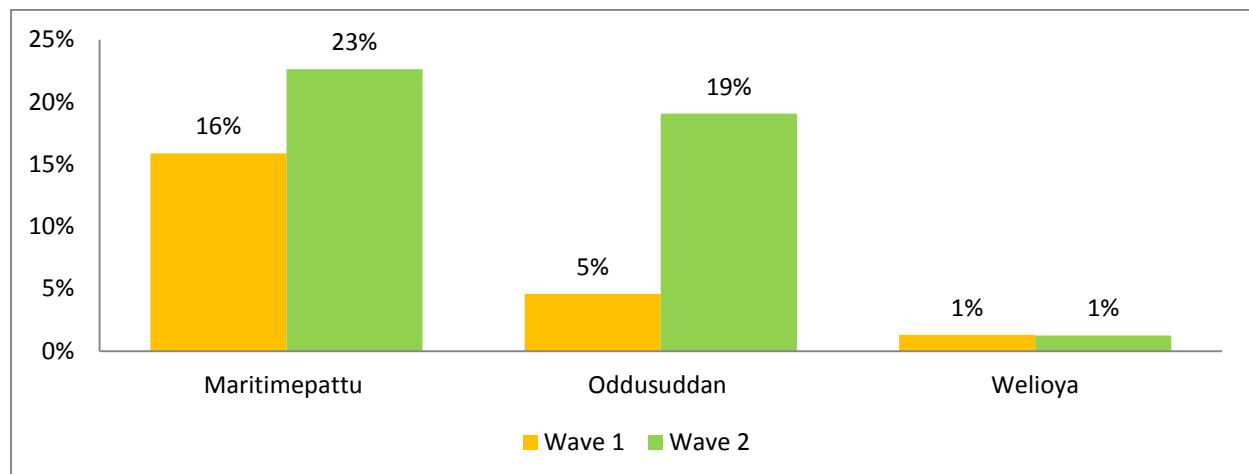
Figure 3: Availability of Streetlights



Garbage Collection Services

Figure 4 indicates the extent of garbage collection services available in the study area.

Figure 4: Availability and Usage of Garbage Collection Services



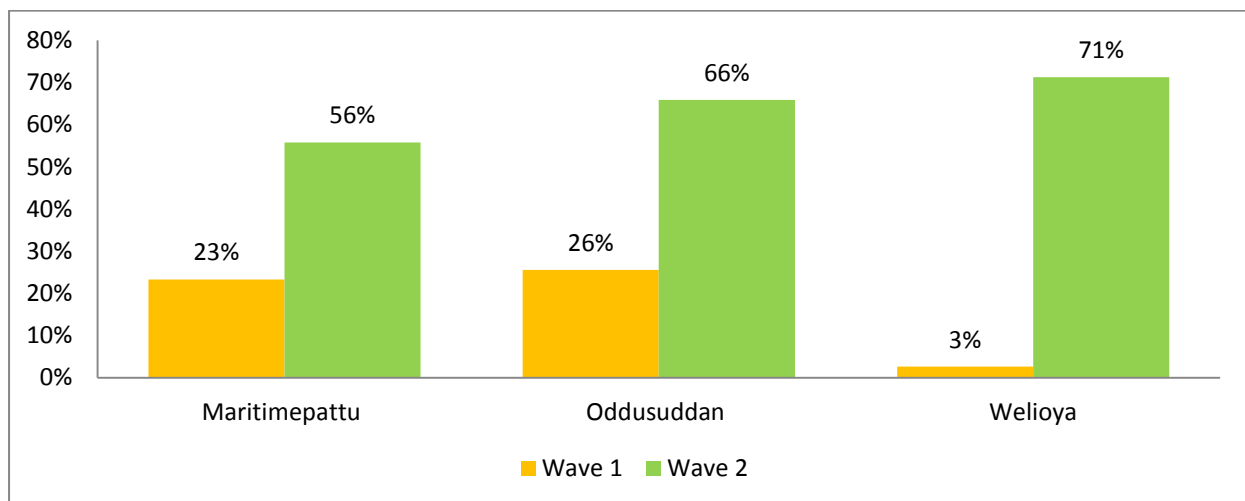
Overall, in all three DS Divisions, only a small percentage of households (16% or less) had garbage collection services during the first wave. This shows a slight improvement during the second wave with Maritimepattu showing 23% of households and Oddusuddan showing 19% of the households having access to garbage collection services. There is no improvement shown in Welioya DS Division and at present, only 1% of the households in the Division have access to this service. In Welioya DS Division however, garbage disposal was not a priority as households had sufficient space on their properties to dispose of garbage.

The limited availability of garbage collection services in these DS Divisions needs to be understood in the context of a recent circular issued by the government that bio-degradable garbage will not be collected from houses that have more than 20 perches of land. Since most rural households have more than 20 perches of land, this could be the reason for garbage collection not being undertaken in certain areas within these divisions. It was also noted that some households burnt polythene and plastics to ignite their stoves. Toxic fume from burning plastics is a health hazard and therefore, sufficient awareness building is required to educate the public on proper waste management methods.

Library Facilities

Figure 5 shows that library facilities¹ have shown a considerable improvement or at least more households had access to library facilities in all three DS Divisions during the second wave.

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



Welioya in particular have made significant progress from only 3% of households having access to library facilities during the first wave to 71% of the households having access to library facilities during the second wave. However, this increase is due to some respondents referring to the availability of library facilities in schools and not necessarily public library facilities; hence the seeming increase in the availability of library facilities in Welioya DS Division.

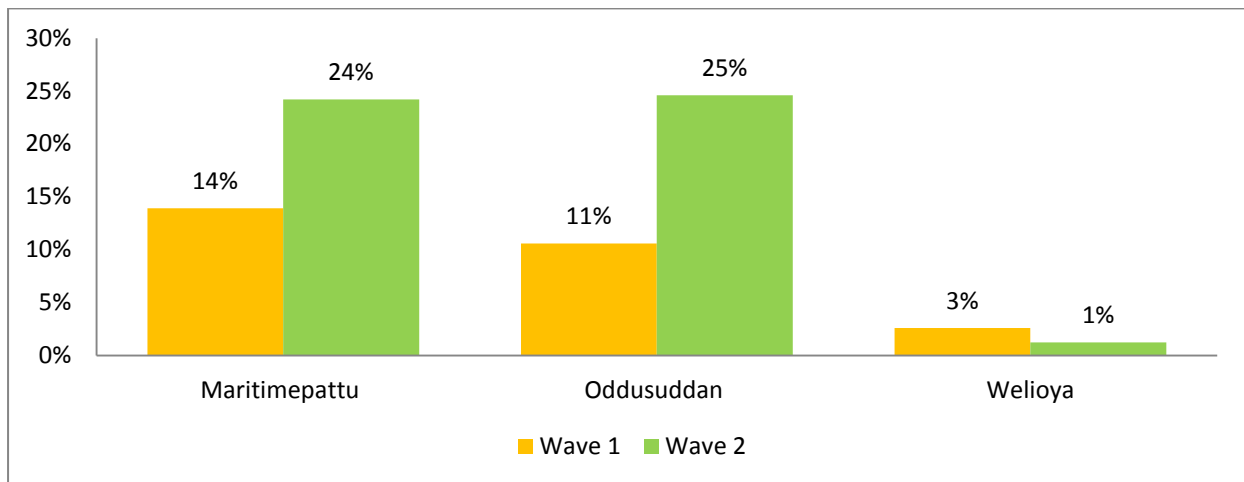
Drainage Facilities

Less than 15% of households claimed access to drainage facilities during the first wave in all three DS Divisions as shown in **Figure 6**. Improved access to drainage facilities have been reported during the second wave in Maritimepattu and Oddusuddan DS Divisions with close to a quarter of the households in the said divisions reporting access to drainage facilities. The Pradeshiya Sabhas in these divisions had,

¹ Some of these were reading rooms with less than 3500 books. Only those with a book collection of more than 3500 books were considered as libraries.

in fact, undertaken some work on drainage facilities during the rainy season which is reflected in the household feedback. However, in Welioya DS Division at present, only 1% of the households have access to drainage facilities. This can be attributed to the fact that the Pradeshiya Sabhas in the Division were newly formed and therefore, did not have the opportunity to address the lack of drainage facilities in the Division. However, for most households in Welioya DS Division, drainage facilities have not been a priority due to the prolonged dry weather experienced in the area.

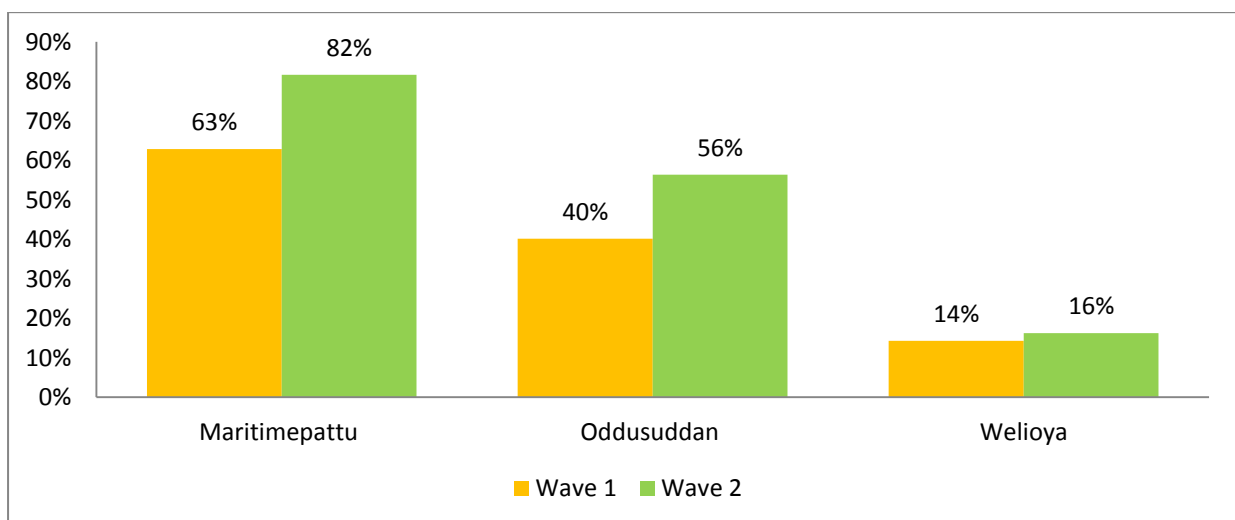
Figure 6: Availability and Usage of Drainage Facilities



Playgrounds

Figure 7 illustrates that access to playground facilities in all three DS Divisions have increased during the last four months with Maritimepattu DS Division showing the most significant improvement with 82% of the households having access to playground facilities during the second wave.

Figure 7: Availability and Usage of Playground Facilities



This can be attributed to politicians in the area taking an active interest in improving playground facilities as they provide the venue for large gatherings during festivals and other public events. Due to

festivals falling in April and May, improvements to playgrounds have resulted in more household having access to these facilities. In Welioya DS Division, there is only a minor increase in the percentage of households having access to playground facilities. They lag behind Maritimepattu and Oddusuddan Divisions with only 16% of the households enjoying access to playground facilities.

General Observations

As discussed above, there are noticeable improvements in service availability in the three DS Divisions. It is possible that some of these improvements have taken place due to greater involvement of elected representatives in addressing the needs of communities, following the local government elections held in February 2018.

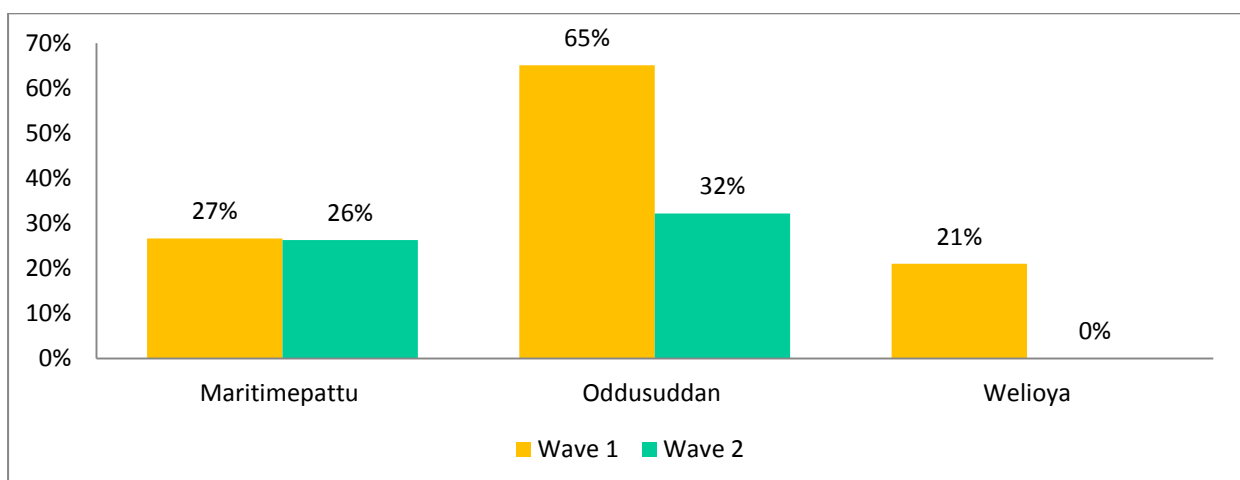
2.2. Overall Satisfaction with the Services

The survey also gathered data on the satisfaction levels of the service users regarding the public services surveyed under this study. Baseline data collected during the 1st eCRC survey is referred to as **Wave 1** or the **first wave** and data collected during the 2nd 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 in Maritimepattu DS Division have remained very similar during the first and the second waves with only close to a quarter of the households indicating that they are highly satisfied with the service.

Figure 8: Satisfaction with Water Services

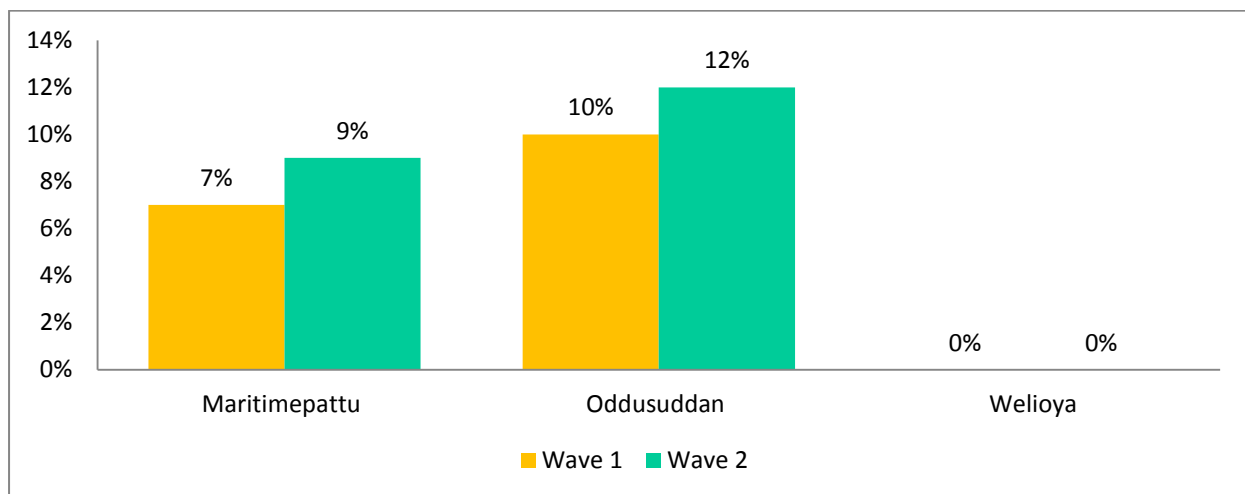


In Oddusuddan DS Division, high satisfaction levels have decreased substantially from 65% during the first wave, reducing to only 32% by the second wave. This is attributed to the dry season and the resulting water shortages in the area. Satisfaction levels in Welioya DS Division have also declined from 21% of households during the first wave to none of the households during the second wave indicating that they are highly dissatisfied with the water supply services. The lack of satisfaction with water services in the Welioya DS Division is also attributed to water shortages experienced within this division due to the prolonged dry period in the area.

Roads

Maritimepattu and Oddusuddan DS Divisions show a slight improvement in high satisfaction levels associated with road infrastructure during the second wave as presented in **Figure 9**.

Figure 9: Satisfaction with Roads



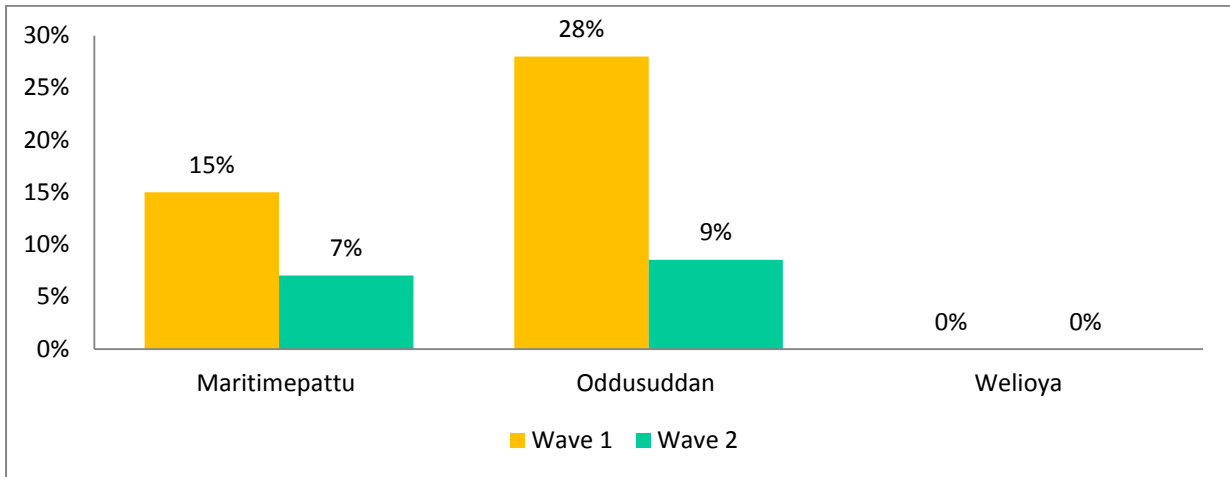
These improvements have resulted from elected representatives expressing interest in undertaking road renovations in these divisions. In Welioya DS Division, however, respondents have not indicated high levels satisfaction with the road infrastructure available to them. There are certain shortcomings with regards to maintenance/construction of roads, as this service has not yet fully come under the Pradeshiya Sabha in Welioya DS Division which was newly formed after the February 2018 Local Authorities Election. Roads are constructed as settlement infrastructure in many GN Divisions by the Mahaweli Authority. These have not been taken over by the Pradeshiya Sabhas classified under “E” class rural road category which are provided by other service providers on a project basis.

Street Lights

As presented in **Figure 10** Maritimepattu and Oddusuddan DS Divisions show a noticeable decline in high levels of satisfaction associated with street lighting during the second wave, despite the increased availability of street-lighting during the second wave in these two divisions (see **Figure 3**). This disparity could be due to households comparing their streetlight facilities with more urbanised areas and

concluding the service they receive is not adequate. In Oddusuddan DS Division, none of the respondents have indicated high satisfaction with street lighting in their area. Overall, this indicates that, there are substantial shortcomings in services associated with street lighting in all three DS Divisions.

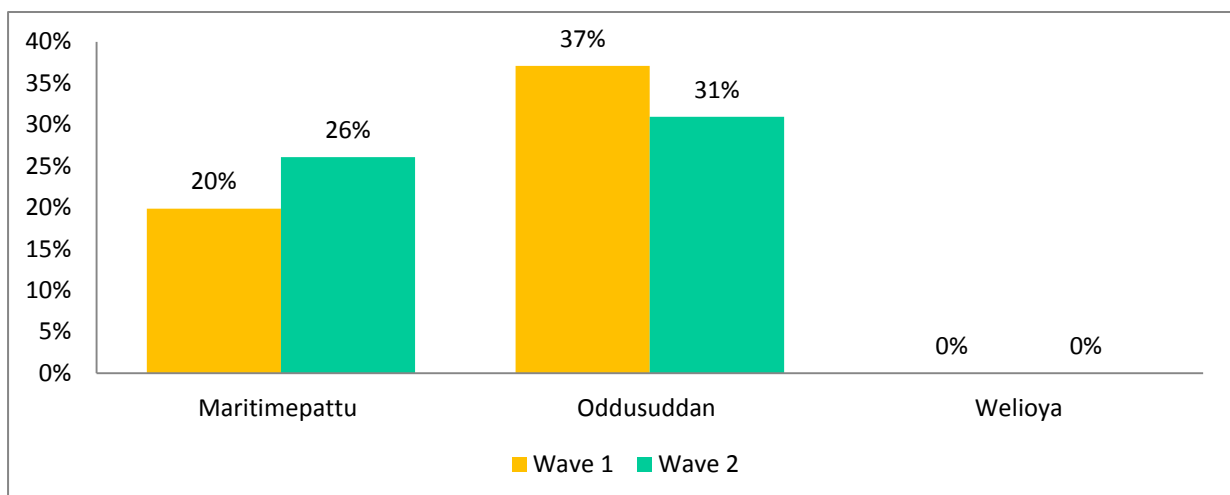
Figure 10: Satisfaction with Street-lighting



Library Facilities

Figure 11 shows that satisfaction with library facilities have improved slightly in Maritimepattu DS Divisions with 26% of households indicating high satisfaction with the service during the second wave. In Oddusuddan DS Division, 31% of households have indicated high satisfaction during the second wave which is a slight decline from the satisfaction levels seen during the first wave in the division.

Figure 11: Satisfaction with Library Facilities

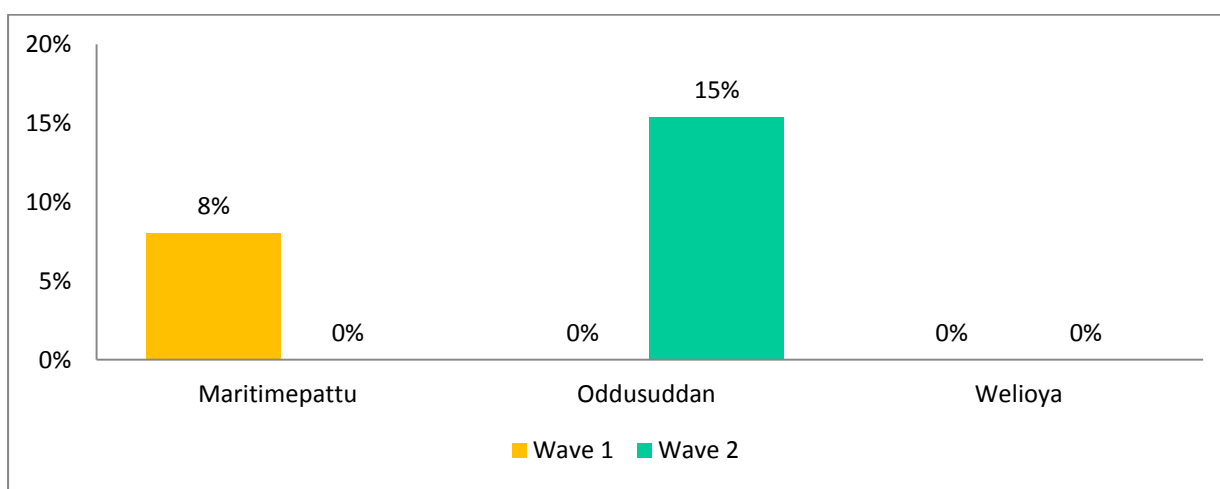


In Welioya DS Division, despite the improvement in access to library facilities is evident, none of the households have indicated that they are highly satisfied with the service. This refers to issues relating to quality, availability, usefulness and /or relevance of library resources provided. The low level of satisfaction is also due to the fact that households are comparing the service available to them with other libraries with more extensive resources.

Drainage Facilities

Figure 12 shows that high satisfaction levels regarding drainage facilities have increased in Oddusuddan DS Division during the second wave while Maritimepattu DS Division shows a decline and Welioya DS Division shows no improvement in satisfaction levels. In Oddusuddan, the Pradeshiya Sabha has carried out improvements in drainage facilities due to the recent rainy season, while in Maritimepattu, no improvements were made as drainage facilities were already available in the Division. In the case of Welioya DS Division, as mentioned previously, drainage facilities were not a priority due to the recent dry spell. Hence, no activity has taken place.

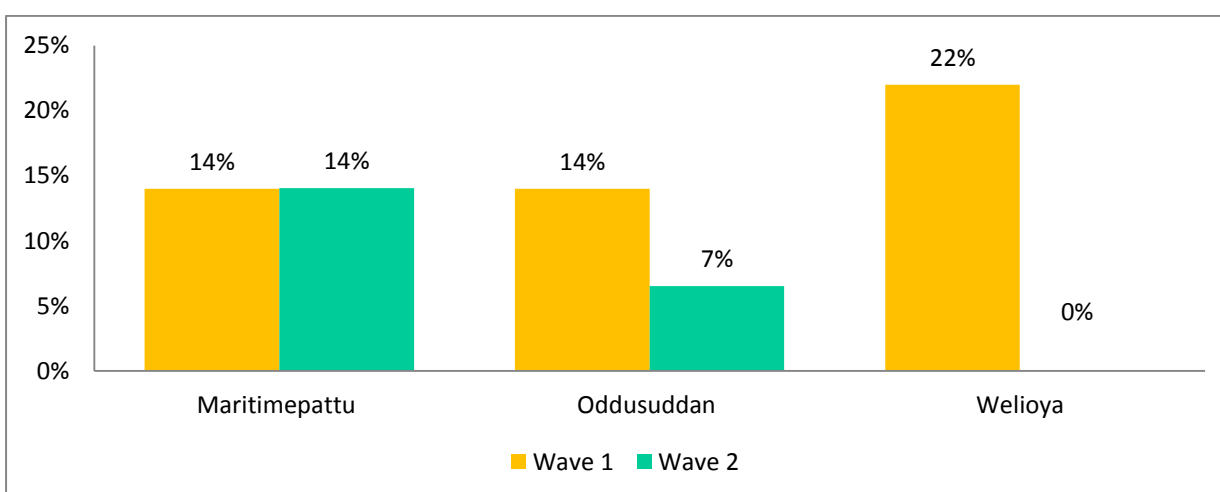
Figure 12: Satisfaction with Drainage Facilities



Playgrounds

Figure 13 shows that satisfaction levels with regards to playground facilities have declined for both Oddusuddan and Welioya DS Division while no improvement is shown in Maritimepattu DS Divisions.

Figure 13: Satisfaction with Playground Facilities



This can be attributed to extreme weather conditions in the area, and issues in maintaining these facilities during excessive wet and dry periods.

Garbage Collection

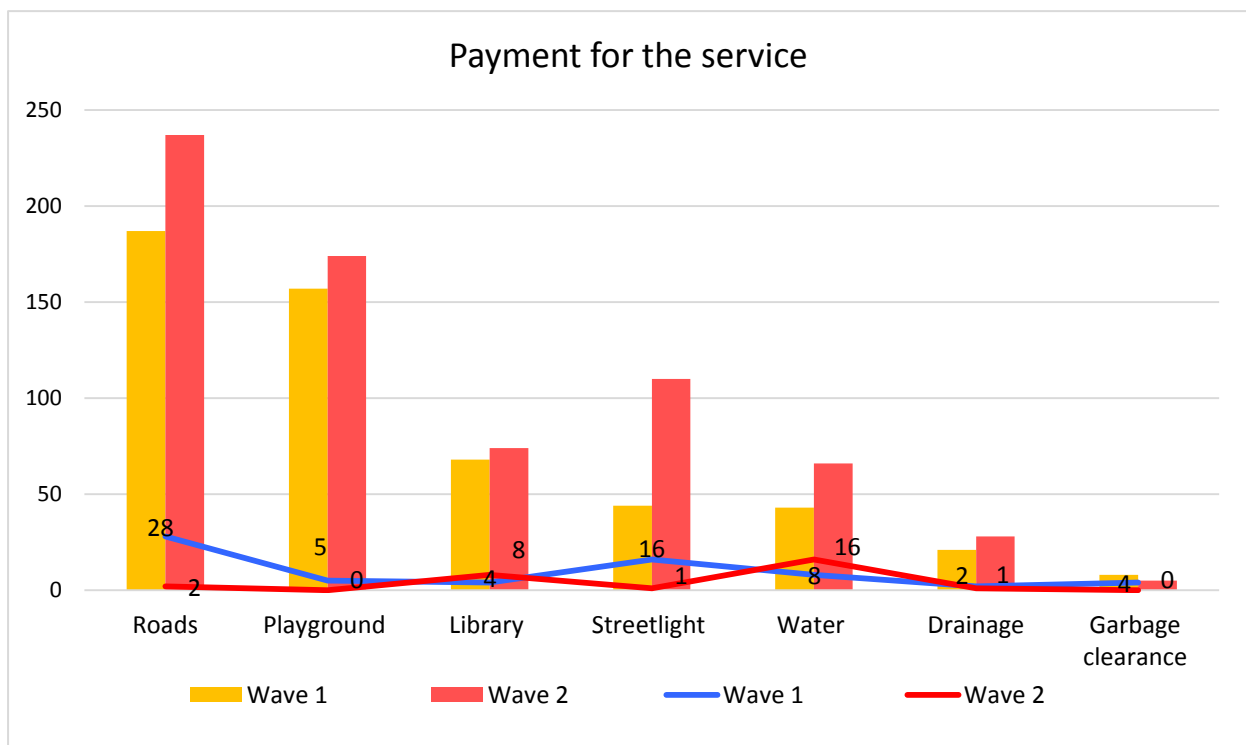
As garbage collection services are very basic in most GN Divisions, no analysis is provided on satisfaction levels.

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 14: 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 (see **Figure 14**). However, there were some households that reported that they incurred costs for Pradeshiya Sabha services. Although the number of households reporting costs for services was considerably less during the second

wave, there was still a noticeable number of incidents where respondents had incurred costs for water supply (16 incidents), library facilities (8 incidents) road infrastructure facilities (2 incidents), streetlights (1 incident) and drainage facilities (1 incident). With regards to the streetlights, the costs may be due to some residents connecting their domestic electricity supply to power street lights near their homes, in the absence of a public electricity supply to the street lights. With regards to costs associated with roads, this 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 can be attributed to library fees being charged from members. With regards to drainage facilities, the costs incurred could be due to some households laying pipelines on their property to connect into the public drainage system. 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 15 shows that the levels of response to public complaints and grievances from local government / service providers in the three DS Divisions are not at optimum levels. In Oddusuddan, only half the respondents reported they had received a response while in Maritimpeattu and Welioya DS Divisions, only a little over third of the respondents received a response, indicating somewhat weak levels of grievance redress. However, during the second wave, an improvement is evident in the proportion of respondents who had received response in all three DS Divisions.

Figure 15: Response to Complaints / Grievances

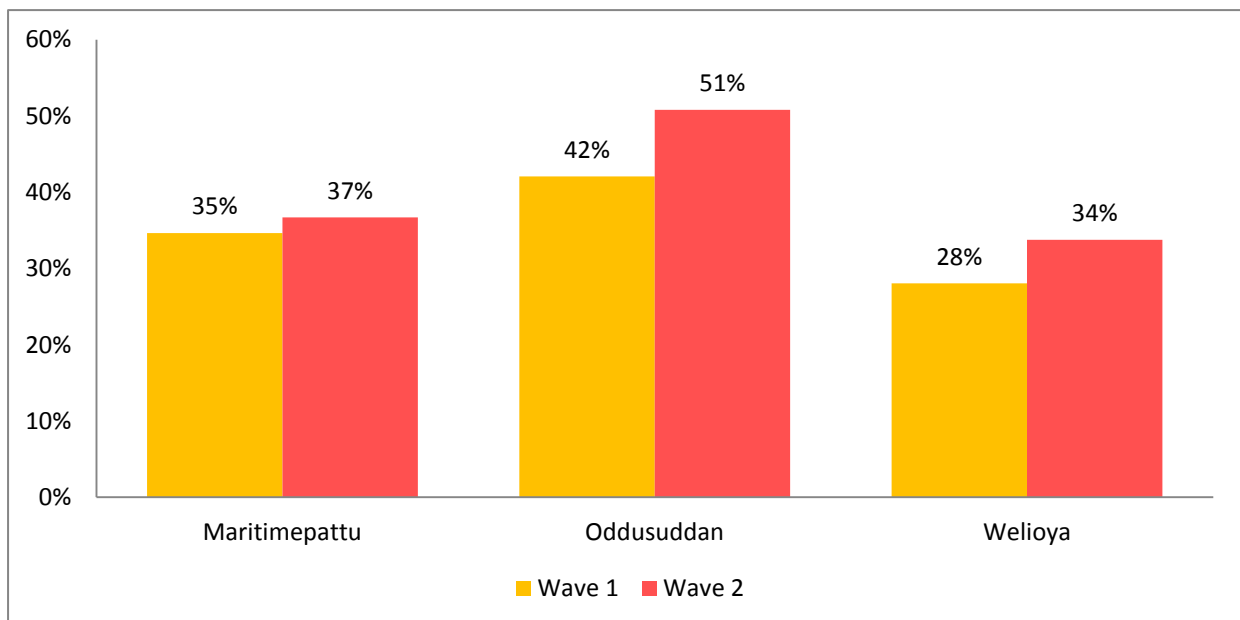
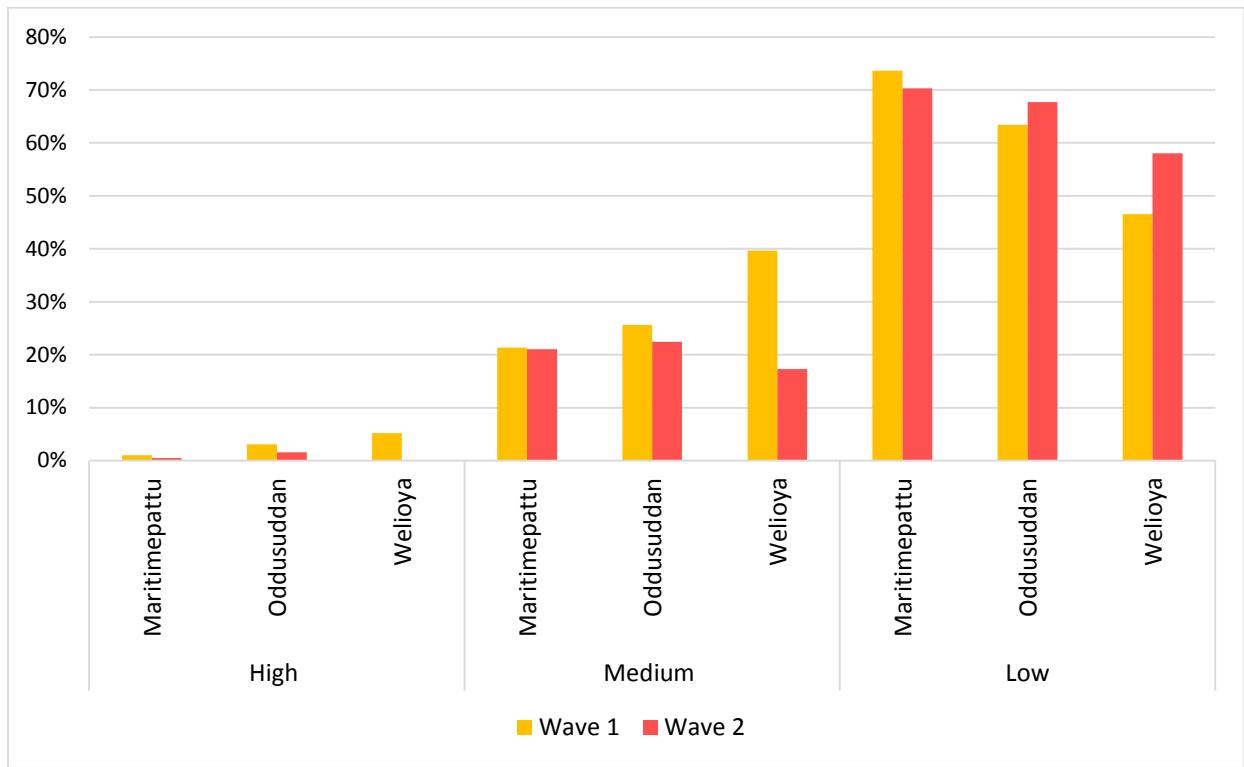


Figure 16 indicates that a majority of the respondents have indicated low satisfaction with the responses that they had received regarding complaints / grievances. High satisfaction levels are almost

non-existent or very minimal in all three DS Divisions. This indicates that there are various shortcomings in the manner in which complaints / grievances are handled by the authorities/service providers.




Figure 16: Satisfaction with Response to Complaints / Grievances



3. Overall Scoring for Services

Figure 17 indicates the scoring given to the performance of public services delivered by the Pradeshiya Sabhas in the three DS Divisions. Scoring is provided based on the percentages of satisfied users of the services.

The colour coding in **Figure 17** denotes the following:

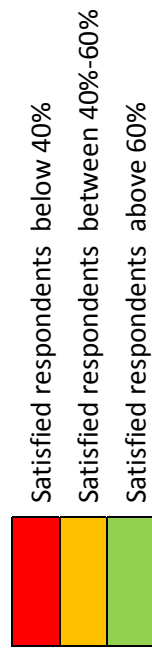
| Colour | % of highly satisfied users | Action required |
|---|---------------------------------|---|
|  | Satisfied users below 40% | Needs urgent attention |
|  | Satisfied users between 40%-60% | Needs improvement |
|  | Satisfied users above 60% | Needs to maintain performance or require improvements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

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

As shown in **Figure 17** most of the service delivery ratings have improved during the second wave (indicated by the upward pointing arrows). However, there is room for more improvement and most service areas could benefit from continued attention by the Pradeshiya Sabhas.

Figure 17: Satisfaction Ratings for Services

| | Water | Garbage collection | Roads | Street lights | Drainage | Playground | Library |
|---------------|-------|--------------------|-------|---------------|----------|------------|---------|
| Wave 2 | | | | | | | |
| Maritimepattu | 54% | | 49% | 46% ↓ | | 71% | 76% ↓ |
| Oddusuddan | 80% | | 48% | 35% | 54% | 64% | 69% ↓ |
| Welioya | | | | | | | |
| Wave 1 | | | | | | | |
| Maritimepattu | | | 45% | 47% | | 61% | 98% |
| Oddusuddan | 30% | | 45% | | | 57% | 90% |
| Welioya | 45% | | | | | 72% | 64% |



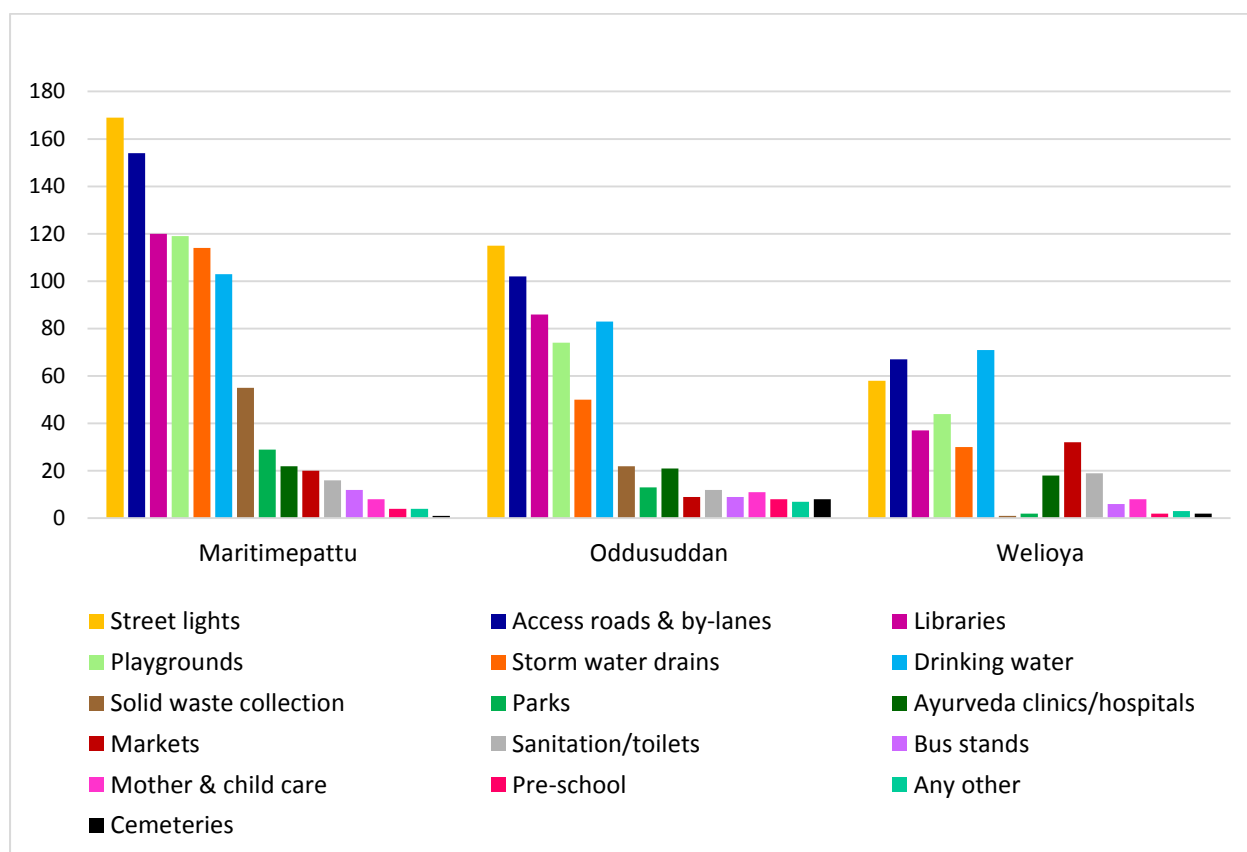
4. Recommendations

4.1. Service-wise Areas for Improvement

4.1.1. Areas for Immediate Action

The 2nd 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 18**. In Maritimé pattu and Oddusuddan DS Divisions, street lighting and roads are the key priorities and in Welioya DS Division, drinking water supply is the key priority. These priority areas should receive immediate attention from the Pradeshiya Sabhas and be prioritised for the next budget. In addition, it is also worth noting that, a number of other services such as library facilities, playgrounds, and drainage facilities have also been identified as priority areas to a lesser extent.

Figure 18: Priority Services for Immediate Attention by DS Division



The subsequent **Figures 19, 20 and 21**, provide a comparison of priorities identified during the first and second waves of the study. There is little variation in these priorities. In Maritimé pattu and Oddusuddan DS Divisions, the priorities remain much the same with street lights, roads, and library facilities

identified as the first three priorities. Similarly in Welioya DS Division, the priorities during the first and second waves do not vary much with drinking water, roads and street-lighting as the key priorities during both waves.

Figure 19: Priority Services for Improvement in Maritim Pattu Division

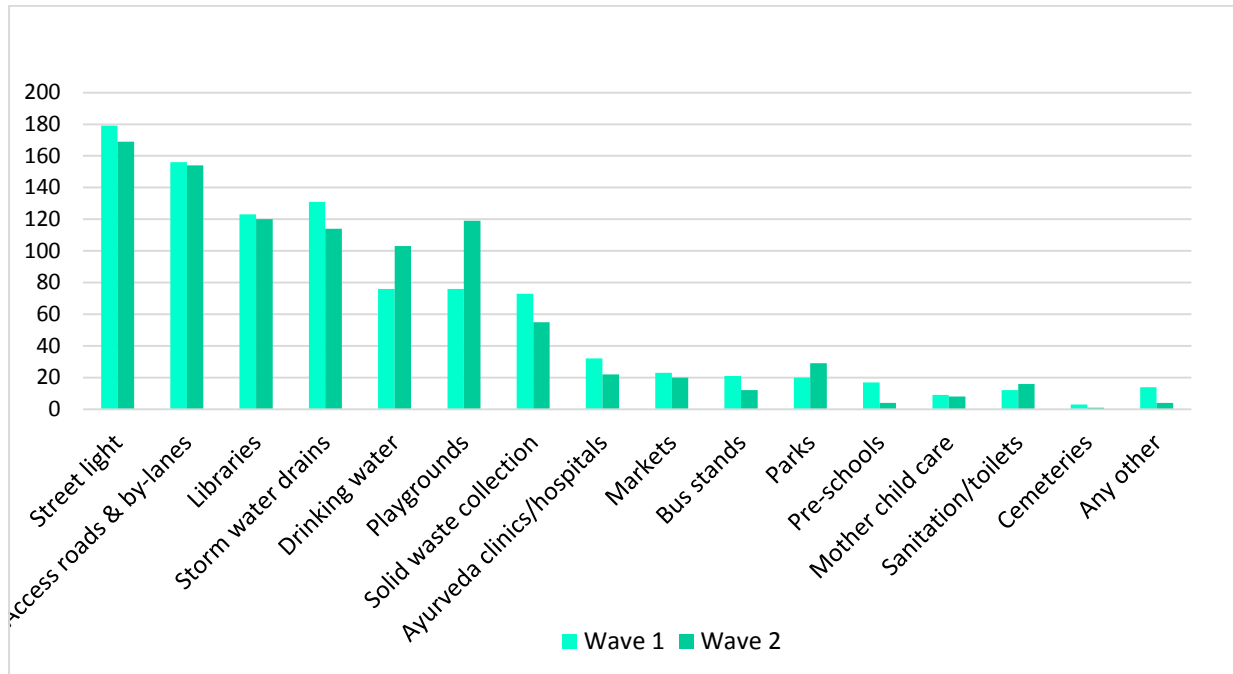


Figure 20: Priority Services for Improvement in Oddusuddan Division

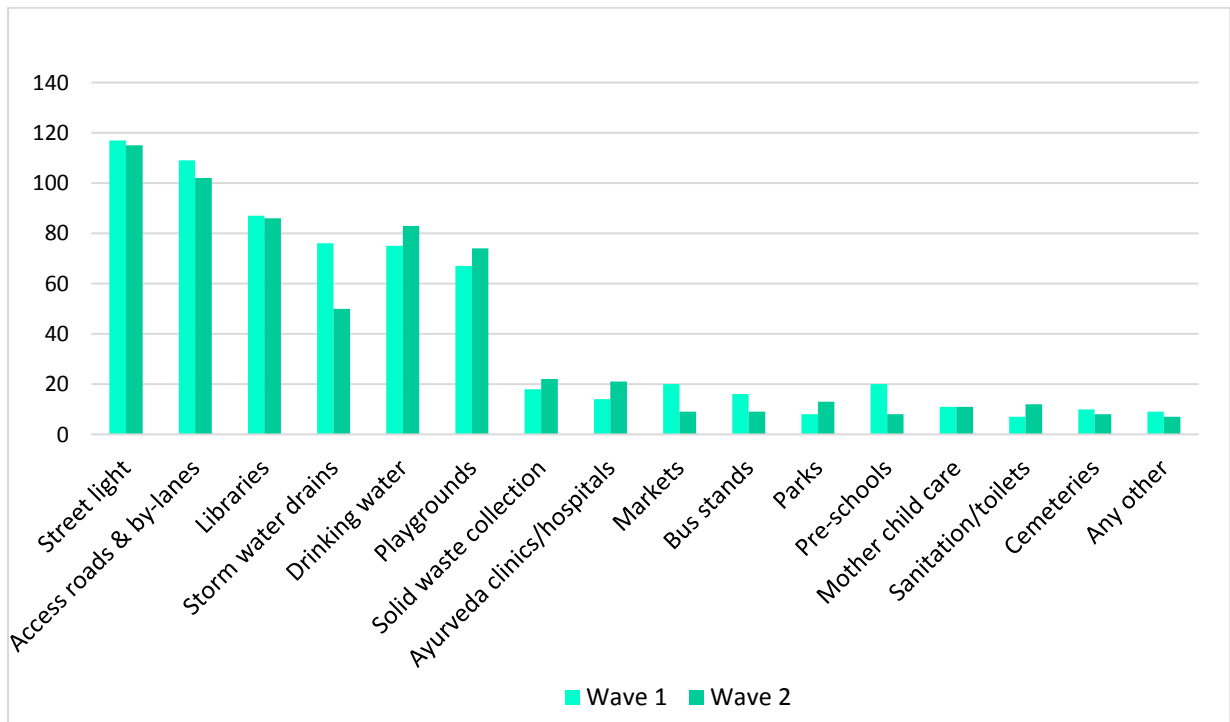
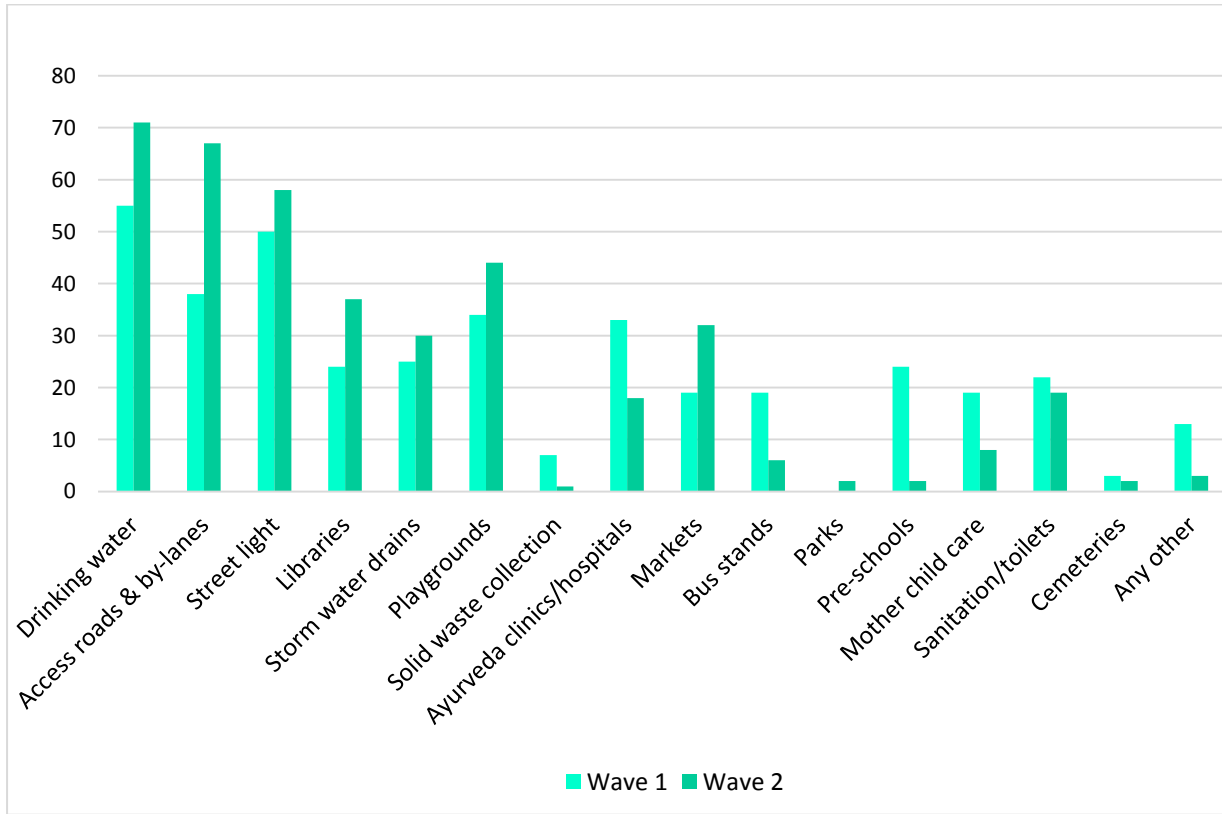


Figure 21: Priority Services for Improvement in Welioya Division



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 the lack of maintenance of facilities (damaged roads and drainage systems, lack of street lights etc.); public is not made aware of the facilities available; poor response from government officials in addressing complaints; and lack of proper monitoring and oversight from relevant authorities; 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 politicians and government officials to be more accountable for effective service delivery; 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 1st 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 is useful (especially the scoring provided in **Figure 17**) 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. Further, the immediate priorities identified should be considered when planning future interventions related to public service delivery.

4.2. Way Forward

Action plans (see Annex 1) were prepared based on the preliminary findings of the 1st 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 are particularly useful for CSOs to track progress and accountability of service providers.

The 2nd eCRC survey was undertaken in October 2018, to follow-up on progress against the ratings provided for Pradeshiya Sabha services delivery during the 1st eCRC survey. The colour coding provided below was used for indicating satisfaction levels and for highlighting priority areas that need to be addressed. **Figure 17** 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 on service delivery.

With regards to improved satisfaction levels, in general, it was observed that the 1st eCRC survey findings provided awareness and the motivation for service users to engage in a productive dialogue with the service providers on service improvements. This has prompted service providers to take greater action to improve services in certain areas, leading to greater satisfaction levels among service users. Therefore, the progress tracking chart in **Figure 17** offers a number of advantages. It provides an opportunity for service users to communicate their levels of satisfaction regarding 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 are 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 should be filled for services to improve,
- 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 essential to judge if delivery performance has improved from the benchmarked levels.

Annex 1: Action Plans (from the first eCRC)

*This action plan is based on the discussion during preliminary finding sharing session held on () at Maritimappattu Pradeshya Sabha – Mullaitivu

Action plan for improving satisfaction on PS services based on the eCRC findings - Maritimappattu Pradeshya Sabha

| Serial no | Priority of services (Which services) | Long term (LT) or Short term (ST) | Who is responsible | Other stakeholders/ needed resources | Commencing date | Ending date | Responsibility in following up the progress |
|-----------|---|-----------------------------------|----------------------|--------------------------------------|-----------------|-------------|---|
| 1 | Street Lights | ST | Pradeshya Sabha - PS | RDS | Ongoing | | RDS/ Pradeshya Sabha |

*This action plan is based on the discussion during preliminary finding sharing session held on () at Puthukkudiyiruppu Pradeshya Sabha – Puthukkudiyiruppu

Action plan for improving satisfaction on PS services based on the eCRC findings - Puthukkudiyiruppu Pradeshya Sabha

| Serial no | Priority of services (Which services) | Long term (LT) or Short term (ST) | Who is responsible | Other stakeholders/ needed resources | Commencing date | Ending date | Follow up by whom |
|-----------|---|-----------------------------------|----------------------|--------------------------------------|-----------------|-------------|----------------------|
| 1 | Street Lights | ST | Pradeshya Sabha - PS | RDS | Ongoing | | RDS/ Pradeshya Sabha |

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.



29, R. G. Senanayake Mawatha,
Colombo 7, Sri Lanka.
Tel : +94 11 469 0200, 2676955
Fax : +94 11 2676959
E-mail : info@cepa.lk
www.cepa.lk