Effective Institutionalization of Tested Models
&
Redress to Problems by Local Authorities in Northern Province of Sri Lanka

The Asia Foundation

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Prepared for

The Asia Foundation

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Table of Contents

Annexes

List of Tables

List of Figures

Abbreviations

ACLG	Assistant Commissioner of Local Government
AGLG	Auditor General for Local Government
CBR	Crude Birth Rate
CDO	Community Development Officer
CDR	Crude Death rate
CLG	Commissioner of Local Government
CM	Chief Minister
DDC	District Development Councils
DS	Divisional Secretary
DO	Development Officer
ECRC	European Computer – Industry Research Centre Software
GA	Government Agent
GN / GS	Grama Niladari or Grama Sevaka (Village Officer)
GN Division	Grama Niladari Administration Division
FGD	Focus Group Discussion
IMR	Infant Mortality Rate
KII	Key Informant Interviews
LAPDP	Local Authority Participatory Development Plan
MC	Municipal Council
MMR	Maternal Mortality Ratio
MOH	Medical Officer of Health
MoH	Ministry of Health
NELSIP	North East Local Services Improvement Project

OWG	Open Working Group
PRO	Public Relations Officer
RDS	Rural Development Society
PS	Pradeshya Sabha (or Sabai in Tamil)
SDGs	Sustainable Development Goals
SMP	Strategic Management Plan
SNGP	Sub National Governance Program
TAF	The Asia Foundation
UC	Urban Council
UDA	Urban Development Authority
WRDS	Women's Rural Development Societies
VSSD	Vavuniya South Sinhala Division
VSTD	Vavuniya South Tamil Division

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Preamble

The concept of decentralization is closely linked with democracy, development, public administration and good governance. Of several definitions for decentralization, one of the most general is; transfer of responsibilities and authority from higher to lower levels of government.(1)Decentralization seeks to create relationships of accountability among citizens, service providers, and subnational governments and between the local and central governments. This characteristic counter acts the perception that decentralization is simply shifting of resources to local governments.(2)

Sri Lanka has a long history of local government and local authority. After introducing the 13th Amendment to the constitution in 1987, Local Government became a devolved subject under the Provincial Councils. Thereafter, the power to control and supervise local authorities was transferred from central government to provincial councils. However, powers relating to the formation, structure and national policy of local government remained with the central government.

The Local Government System consists of Municipal Councils (MC), Urban Councils (UC), Pradeshiya Sabhas (PS) and governed by three main laws

1. Municipal Councils Ordinance (1947)
2. Urban Councils Ordinance (1939)
3. Pradeshiya Sabhas Act (1987)

These acts provide the following responsibilities to the local authorities in carrying out services for the comfort, convenience and well-being of the community in their respective areas. Key activities include;

- Regulatory and administrative functions

- Promoting public health and sanitation

- Provision of Environmental sanitation

- Provision and maintenance of public thoroughfares and public utility services.

Local governments need programs to develop capacity building and support the aims of the devolutionary process by promoting Good Governance through research, training, consultancies, dissemination of information etc., thereby leading to innovative and effective local governance. The Asia Foundation's (TAF) Sub National Governance Program (SNGP) initiated a project with the support of the Australian Government to achieve the goal of improvement of subnational governance in Sri Lanka through effective institutionalization of tested models for financial resilience, citizen inclusion and representation, and redress problems in three identified thematic areas: Resilience, Representation and Redress. This project was the effective institutionalization of tested models for four identified thematic areas: Citizen Inclusion, Resilience, Representation and Redress in the following cross cutting issues.

- Disabled-friendly local authorities (current status and recommendations)

- Women's participation in Local Authority Participatory Planning and Development (LAPDP)

- Gender sensitive budgeting (provincial and local governments)

- Public Trust on local authorities in Northern Province

- Role of provincial and local governments to promote Sustainable Development Goals

Resilience is the capacity to recover quickly from difficulties and toughness.(3) The North of Sri Lanka was exposed to a long drawn out three decade war, which came to an end in 2009. The scars of war from loss of lives and belongings remain today. The local authorities ceased functioning independently due to military constraints. The people are slowly recovering from the trauma. This study attempts to identify how far the coping mechanisms are effective

Representation is defined as the action of speaking or acting on behalf of someone or the state of being represented.(4) This study concentrates on the representation of women and obtaining of services at local authorities by disadvantaged groups of the society.

Redress is defined as solution for the problems or to set right an undesirable or unfair situation.(5) Citizen Inclusion: Inclusion is defined as the action or state of including or of being included within a group or structure.(6)In this case it is inclusion of all categories of public in decision making at local authorities.

The objectives of this study are;

1. Map out the available statutes and policy documents to address the five cross cutting issues in four themes by the local authorities in Northern Province
2. Assess the degree of understanding and commitment of stakeholders to identify, adhere and give priority during implementation on the five cross cutting issues in four themes by local authorities in Northern Province
3. Describe the evidence of the appropriate implementation of the five cross cutting issues in four themes by local authorities in Northern Province
4. Describe the gaps in the statutes and policy and implementation
5. To assess the influencing factors on availability and implementation of statutes and policies

1. Introduction

Local government is defined as a form of public administration which, in a majority of contexts, exists as the lowest tier of administration within a given state. The term is used to contrast with offices at state level, which are referred to as the central government, national government, or (where appropriate) federal government and also to supranational government which deals with governing institutions between states. Local governments generally act within powers delegated to them by legislation or directives of the higher level of government.

In 1818 the Village Councils that existed in Sri Lanka were abolished by the British rulers of Ceylon.(7)(8)Later, the Colebrooke-Cameron Commission of 1833 recommended that some form of village committee system be introduced. The Paddy Lands and Irrigation Ordinance No. 9 of 1856 re-introduced the Village Councils to oversee agriculture and irrigation. The Village Councils were chaired by the British appointed Government Agent or Assistant Government Agent who in turn appointed the other members of the Village Councils.

In Sri Lanka Local government saw a number of developments in the late 19th century. The Road Committees Act No 10 of 1861 created Provincial Road Committees and District Road Committees to administer the country's public roads.(8) The committees consisted of government officials, appointed members and elected members. The Road Committees functioned between 1861 and 1951 when their functions were transferred to the Public Works Department.

The Municipal Council Ordinance No. 17 of 1865 transferred responsibility for some local administration to local residents.(8) The Municipal Councils consisted of elected and appointed members. Under the ordinance Municipal Councils were created for Colombo and Kandy. Reforms enacted in 1931 resulted in all members of Municipal Councils being elected.

The Village Communities Ordinance No. 26 of 1871 introduced Village Committees for local administration and Rural Courts for judicial administration.(7)(8) The ordinance allowed the Governor and the Legislative Council to create a Village Committee at the request of local residents. The Government Agent chaired the Village Committee and other members were appointed. The Village Committees were similar to the Village Councils. Village Committees

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

worked well and in 1938 reforms were carried allowing for members to be elected, the chairman being elected by other members, the creation of wards and the exclusion of local chiefs from being members. Village Committees could now collect land tax and provide local services such as roads, water supply, common amenities and public health.

The Sanitary Boards Ordinance No. 18 of 1892 created bodies to provide a number of public health services such as electricity, drainage, public conveniences, markets, dairies, laundries and water supply in small towns.(8) The Sanitary Boards consisted of officials appointed by the Governor. The Local Boards Ordinance No. 13 of 1898 created Local Health and Sanitation Boards for larger towns. Their composition and powers were similar to the Sanitary Boards. The Local Health and Sanitation Boards started functioning on 1 September 1899.

The Local Government Ordinance No. 11 of 1920 created three types of local authorities: Urban District Councils (UDC), Rural District Councils and General Councils.(8) Previous local authorities had been mostly appointed but these new authorities were elected. Two UDCs were created in 1922 and a further six in 1923.

The Donough more Commission made a number of recommendations in relation to local government, including election of all members of local authorities, establishment of new authorities, reorganization of existing authorities and the creation of the Department of Local Government. The Urban Councils Ordinance No. 61 of 1939 created Urban Councils in the largest towns in the country(8)and 27 Urban Councils were created. The Town Councils Ordinance No. 3 of 1946 created Town Councils for small towns. 24 Town Councils were created by abolishing all the Sanitary Boards and Local Health and Sanitation Boards that existed at the time. The Town Councils were divided into wards and provided local services such as thoroughfares, public health, common amenities, physical planning and the collection of revenue.

1.1.Post-independence era

When Ceylon achieved independence in 1948 local authorities consisted of Municipal Councils(9), Urban Councils, Town Councils and Village Committees. The Local Authorities Enlargement of Powers Act No. 8 of 1952 transferred some powers from Central Government to local authorities and granted new powers to Urban

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

Councils.(8) In the thirty years after independence local authorities received more and more powers. There were 40 amendments to the Municipal Councils Ordinance, 44 amendments to the Urban Councils Ordinance, 23 Amendments to the Town Councils Ordinance and 49 amendments to the Village Committees Ordinance.

The 1979 Tennakoon Commission recommended that District Development Councils (DDC) be established to take over the development functions carried out by the Central Government.(8)The District Councils Act No. 35 of 1980 was passed by Parliament and 24 DDCs created.(8) The DDCs consisted of elected members and local Members of Parliament. District Ministers were also created. In addition, legislation was passed to abolish the Town Councils and Village Committees and to transfer their functions to the new DDCs. This last move was opposed by the Tennakoon Commission. 24 DDCs started functioning on 1 July 1981. At the same time 83 Town Councils and 549 Village Committees were abolished.

The DDCs didn't live up to expectations and a new form of local government was sought. The Wanasinghe Committee recommended that the DDC's be abolished and replaced by Divisional Councils (Pradeshiya Sabha or Pradesha Sabhai), sometimes called Rural Councils or Regional Councils. Parliament passed the Pradeshiya Sabha Act No. 15 of 1987 on 15 April 1987.(8) The Divisional Councils were generally commensurate with their namesake Divisional Secretariats (Assistant Government Agent).(7)The 1987 Local Authorities (Amendment) Act Nos. 20 and 24 also changed the first past the post (using wards) method of electing all local authority members to proportional representation using open lists.(8) On 1 January 1988, 257 Divisional Councils started functioning.

The 13th Amendment to the Constitution transferred Central Government's control and supervision of local governments to the newly created Provincial Councils.(8) However, the Central Government retained the powers relating to the form, structure and national policy on local government. This meant that only Central Government could create, promote or dissolve new local authorities and call an election.

In 1995 a Divisional Council was created for Biyagama which had previously been governed by the Board of Investment of Sri Lanka.(10) In 1997 Moratuwa and Sri Jayawardenapura Kotte Urban Councils were promoted to Municipal Councils.(8) As of 1995 there were 309 local authorities (14 MC, 37 UC, 258 DC). All parts of Sri

Lanka are governed by local authorities except the Free Trade Zones in Katunayake and Koggala which are governed by the Board of Investment of Sri Lanka.

In January 2011, a number of changes to local authorities took the total number to 335. By 2011 there were 23 Municipal Councils (MC), 41 Urban Councils (UC) and 271 Pradeshya Sabhas (PS). Details given in Table 1.2.

1.2.Powers of local authorities

Local authorities don't derive their powers from an individual source but from numerous Acts and Ordinances.(11) The main Acts relating to local government are the Municipal Council Ordinance No. 29 of 1947, the Urban Councils Ordinance No. 61 of 1939 and the Pradeshiya Sabha Act No. 15 of 1987. As a consequence the three different types of local authorities have slightly different powers. Municipal Councils have more powers than Urban Councils and Divisional Councils (Present Pradeshya Sabas).

Local authorities have the power to instigate legal action, enter into contracts, acquire land and employ staff.(10) However, these powers are somewhat curtailed by the fact that they are subordinate to the Central Government and Provincial Councils and by the fact that other state institutions (such as the District Secretary) enjoy similar powers as the local authority.

1.3.Services

Local authorities are required to "provide for the comfort, convenience and wellbeing of the community".(11) Laws require local authorities to carry out regulatory and administrative functions, promote public health and provide physical structures. Local authorities can only provide services which the law specifically allows them to do.(11)The revenue generating services relating to water, electricity, street lighting and rest houses that used to be provided by local authorities were taken over by various companies and departments under the control of the Central Government.(11) This takeover affected the finances of local authorities. Unlike local authorities in other countries, those in Sri Lanka do not run schools, hospitals or the police. State schools and hospitals are run by the Central Government or Provincial Councils. There is a single police service in Sri Lanka which is run by the Central Government. Services provided by local authorities include;

1.3.1 Public Health and related activities

The Health sector in the Northern Province has 4 General hospitals, 7 Base hospitals, 52 Divisional hospitals, 33 Primary Medical Centers, 5 district Ayurvedic hospitals, 12 Ayurvedic dispensaries, and 59 Free Ayurvedic dispensaries(12). Their activities include;

- o Conducting dispensaries and treating through Traditional Physicians (Ayurvedic & Siddha)
- o Implementation of Acts and Ordinances and laws and regulations related to health
- o Sanitation which includes
  - Waste collection and final disposal
  - Implementation of housing ordinance
  - Food sanitation
  - Water supply
  - Public conveniences

1.3.2. Establishment and maintenance of other services and recreational facilities such as;

- Roads
- Parks
- Playgrounds
- Markets and Fairs
- Drainage
- Cemeteries

1.3.3. Libraries

Education has been a major asset of the people of the Northern Province. English education dates back to the early 18th century with establishment of the British Colony. The first English medium medical school in Sri Lanka was established by the

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

American missionaries in 1848 in Jaffna.(13) The American Ceylon Mission also established several primary and secondary schools in the Northern Province and improved the educational level of the inhabitants leading to the employment of these English educated men from Jaffna in the British state service. In later times, especially after independence, this led to animosity between the Tamils and Sinhalese in Sri Lanka because of the high positions held by the Tamils.

Presently there are 995 schools with 251,598 students and 15,208 teachers in the Northern Province(12). Tertiary educational institutions include; The University of Jaffna, Vavuniya and Kilinochchi campuses of the University of Jaffna, open universities, National colleges of education, Teachers training colleges, Technical colleges and Advanced Technical colleges.

Although education is a subject under the Central Ministry, the local authorities assist education through development and maintenance of libraries all throughout the Province.

The Jaffna Public Library remains one of the most notable landmarks, and is maintained by the Jaffna Municipal council. This library was built in 1933 and burnt down on the 1st of June 1981 during the ethnic conflict. The library was initially started in a private house on August 1st ,1934 by a group of public spirited persons and later shifted to the present library(14). The library was said to have opened with only 844 books and 30 Newspapers and magazines. At the time of destruction it had 97,000 books and 10,000 rare manuscripts(15) including Ola leafs and Newspaper clippings. Currently it has over 30,000 books(16).

The local authorities maintain several libraries of different magnitudes.

The Jaffna Public Library is maintained by the Jaffna Municipal council which allocates funds annually and provides the Human resource(17).

Most libraries managed by local authorities have insufficient funds and infrastructure provided by the local authorities. The main cause is the lack of interest by the local authorities. The lack of Continuous Professional development of the library staff is also identified as an important cause(17).

The community centers also manage libraries in the villages.

1.4. Electoral system

Since 1987 all local authorities were elected using open list proportional representation system(10). There is only one electoral area for the whole local authority. Electors vote for a party/independent group and allocate their preference(s) for individual candidates. Each party/independent group nominates one of their candidates to become Mayor (MC) or Chairman (UC, DC). If that party obtains the largest number of seats then their candidate becomes Mayor/Chairman. During past 3 decades of war, most of the Local authorities were not functioning with elected representatives.

1.5. The Northern Province

Sri Lanka is administratively divided into nine provinces. The Northern Province consists of five districts: namely, Jaffna, Kilinochchi, Mullaithivu, Vavuniya and Mannar. The total area covered is 8,835.02 sq. km. of which 1,981.30 sq. km. is forest covered. The population as of 2015 in the Northern Province was 1,242,130(12).

Northern Province has 40% of the country's coast line providing high opportunities for development of fishing and tourism. The Northern Province has 2,661 tanks and ponds(12) and 3 major tanks are under the Central authority. The predominant occupation consists of agriculture, fishing and livestock.

Table 1.1: Socio-Demographic and Vital statistics & Service data relating to Northern Province (2015)

Variable	Districts					Northern Province
	Jaffna	Kilinochchi	Mullaitivu	Vavuniya	Mannar	
Total Population	618,209	139,489	131,980	190,848	161,604	1,242,130
Population Tamils (%)	98.48	97.20	84.59	79.58	56.16	88.45
Population Muslims (%)	1.46	1.86	6.39	8.13	43.17	8.48
Population Sinhala (%)	0.06	0.08	8.99	12.20	0.66	2.95
Total Land area (Sq. kms.)	1,012.01	1,237.11	2,616.90	1,967.00	2,002.00	8,835.02
Vital Statistical Data						
CBR(per 1000 population)	13.6	12.7	12.10	13.80	17.70	13.72
CDR (per 1000 population)	7.1	0.9	0.4	4.6	1.2	4.70
IMR (per 1000 live births)	12.7	6.5	8.8	8.9	8.8	10.6
MMR (per 100, 000 Total births)	22.7		182.3	26.7		34.30
Roads						
A Class roads (in Kms)	279.69	111.41	99.92	128.91	114.5	734.43
B Class roads (in Kms)	227.49	49.18	101.43	53.58	91.2	522.88
CClass roads (in Kms)	543.92	321.69	394.45	309.20	389.95	1959.21
D Class Roads(in Kms)	45.08	39.31	33.55	25.80	17.05	160.79
Total A,B,C,D (in Kms)	1096.18	521.59	629.35	517.49	612.70	3377.31
Rural roads (in Kms)	3040.06	2228.55	1390.79	1704.76	920.12	9284.28
Libraries	60	10	0	10	18	98

Source:(12)

1.6. Distribution of Local Authorities Sri Lanka had 335 local authorities in 2011 in its nine provinces and the Distribution of these local authorities by province is as follow sin Table 1.2

Table 1.2: Province Wise Distribution of Local Authorities in Sri Lanka (2011)

Province	Municipal Councils	Urban Councils	Pradeshya Sabas	Total
Central	4	6	33	43
Eastern	3	5	37	45
North Central	1	0	25	26
North Western	1	3	29	33
Northern	1	5	28	34
Sabaragamuwa	1	3	25	29
Southern	3	4	42	49
Uva	2	1	25	28
Western	7	14	27	48
Total	23	41	271	335

Source (7)

Table 1.3: Distribution of Local Authorities by Districts in the Northern Province

District	Municipal Council (MC)	Urban Council (UC)	Pradeshya Saba (PS)	Total Local Authorities
Jaffna			Point Pedro (PS) (Manthikai)	
			Vadamarachchi South West (Karaveddi)	
			Valikamam North (Mallakam)	
			Valikamam East (Puttur)	
			Valikamam South (Chunnakam)	
		Point Pedro	Valikamam South West (Sandilipay)	
	Jaffna	Valvettithurai	Valikamam West (Chulipuram)	
		Chavakachcheri	Nallur	
			Delft	
			Kayts	
			Velanai	
			Karainagar	
			Chavakachcheri PS	
Sub Total	**1**	**3**	**13**	**17**
Kilinochchi			Karachchi (Kilinochchi)	
			Pachilaipalli (Palai)	
			Poonakary	
Sub Total	**0**	**0**	**3**	**3**
Mullaitivu			Puthukudiyiruppu	
			Thunukkai	
			Manthai East	
			Maritmepattu	
Sub Total	**0**	**0**	**4**	**4**
Vavuniya		Vavuniya	Vavuniya North	
			Vavuniya South Tamil Division (VSTD)	
			Vavuniya South Sinhala Division (VSSD)	
			Vengalachettikulam	
Sub Total	**0**	**1**	**4**	**5**
Mannar		Mannar	Mannar (PS)	
			Musali	
			Manthai West	
			Nanaddan	
Sub Total	**0**	**1**	**4**	**5**
Total	**1**	**5**	**28**	**34**

Source(12)

Research Objectives

2.1. General Objective

The research aims to assess the available statutes and policy documents, degree of understanding and commitment of the stakeholders, the appropriate implementation, the gaps in the statutes and policies and the influencing factorsto address the five cross cutting issues in four themes by the local authorities in Northern Province.

2.2. Specific Objective

The objective of the research is to

1. Map out the available statutes and policy documents to address the five cross cutting issues in four themes by the local authorities in Northern Province
2. Assess the degree of understanding and commitment of the stakeholders to identify, adhere and give priority during implementation on the five cross cutting issues in four themes by local authorities in Northern Province
3. Describe the evidence of the appropriate implementation of the five cross cutting issues in four themes by local authorities in Northern Province
4. Describe the gaps in the statutes and policy and implementation
5. Assess the influencing factors on availability and implementation of statutes and policies

The proposed research project will address the effective institutionalization of tested models for four identified thematic areas:

Citizen inclusion, Resilience, Representation and Redress in following cross cutting issues;

1. Disabled-friendly local authorities (current status and recommendations)
2. Women's participation in Local Authority Participatory Planning and Development (LAPDP)
3. Gender sensitive budgeting (provincial and local governments)
4. Public Trust on local authorities in Northern Province
5. Role of provincial and local governments to promote Sustainable Development Goals

3. Methodology

Research Methodology includes mixed methods applied in different components given below:

1. This component maps the acts, policies and way of administration available with the local authorities to address the identified thematic areas.
2. Qualitative methods like key informant interviews, in-depth interviews and focus group discussions have been used to assess the understanding of the administrators to address the identified thematic areas.
3. Self-administered quantitative methods have been applied to gather the information from the clients and customers using the services rendered by the local authorities.

3.1 Component one:

Study Design: Qualitative study design has been applied. Mapping of all the national and provincial statutes and policy documents were analysed and compared with available statutes and policy documents to address the five cross cutting issues in four themes by the local authorities in Northern Province.

Desk review was carried out and matrix was prepared to achieve objective one.

3.2 Component two:

Samples were selected using multistage proportionate sampling method. Out of the 34 local government areas in the Northern Province, 18 were selected. They comprise 1 Municipal Council, 5 Urban Councils and 12 Pradeshya sabas. The distribution is given in Table 4.2.

*   Key informant interviews were carried out with the Commissioner, secretaries and administrative officers.
*   In-depth studies were carried out with middle level managers and the list of locations are given in Table 4.2
*   Focus group discussions were carried with implementation staffs to achieve the second specific objective.

Check lists, semi structured KI guides, in-depth interview guides, focus group discussion guides, and interview and self-administered questionnaires were used to measure the variables to attain the objectives.

Key informants were selected from the Municipal councils, Urban councils and Pradeshya sabas. The councils were selected by purposive sampling as follows;

3.3 Component three

Primary and secondary data analysis was done to achieve the third specific objective. Multistage stratified systematic sampling method was applied to get information from people who visited the institutions to obtain services from local authorities.

Purposive sampling method was used to gather the information from the public in selected public places, such markets,

3.4. Data instruments

Check lists, semi structured Key Interviewers guides, in-depth interview guides, focus group discussion guides, and interviewer and self-administered questionnaires were used to measure the variables to attain the objectives.

3.5. Data collection

Four graduates were recruited with previous research experience. Training was provided on the research methodology, the purpose of the data collection and data collection methods.

Focus group discussions guide was developed and used during the focus group discussions (Annexure - I), but the discussion was carried out in an unstructured manner.

Focus group discussions were conducted at convenient and suitable places for the participants. The purpose of the discussions was explained to the group and confidentiality was assured. Notes were taken during the discussion with the permission of the participants.

Officials including Public Relations Officer (PRO) Development officer, Revenue Inspector, Public Health Inspector (PHI), Community Development Officer (CDO), librarian, Management Assistant, Admin Officer, chief clerk, electrician, technical officer, engineer etc., from the local authorities were interviewed by using semi structured interviewer guide prepared according to the objective. Interview guide is annexed (Annexure -H). Interviews were conducted at suitable places for the participants. Purpose of the study was explained and consent was obtained after giving assurance to maintain confidentiality. Interview and note taking were done by the trained data collectors under the supervision of researchers.

3.6. Data analysis

Qualitative and quantitative methods were used to analyze the data by using the SPSS and Envivo computer software.

Data from Focus group discussions (FGD) and Key informant interviews (KII) were analysed using qualitative content analysis method. Each transcript was repeatedly read and statements that reflected participant's experience and perspectives of important aspects of local authority governance were noted.

Check lists and questionnaires were used to assess the quality of services provided by the local authorities and to assess the public opinion of the services provided by the local authorities. The information was further analysed by comparing the tables and data using percentages for interpretation.

4. Results

4.1. Background

4.1.1. Desk review

Desk review was carried out to map out the existing policies and statutes used to govern the local authorities in Northern Province. Following websites were reviewed. List of websites reviewed are presented in Table 4.1.

Table 4.1: List of Websites Visited for Desk Review

No.	Websites
1	www.documents.gov.lk
2	http://www.lgpc.gov.lk
3	http://jaffna.mc.gov.lk
4	http://www.clgf.org.uk
5	http://www.preventionweb.net
6	www.wikipedia.org
7	http://www.cpalanka.org
8	www.adb.org
9	http://thecommonwealth.org
10	http://www.lankabusinessonline.com

4.1.2. KI Interviews and FGD

KI interviews and FGDs were carried out with the head of institutions to assess the degree of understanding and commitment of the stakeholders in identifying, adhering and giving priority during implementation of the five cross cutting issues in four themes. A total of 90 and 15 participants took part in FGDs and KII respectively with further details in Table 4.2.

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

Table 4.2: Distribution of selected Local authorities and Participants for KII & FGD

District	Total Local Councils	Municipal council – Area, KII Participant Name and FGD Participant No.	Urban Council - Area, KII Participant Name and FGD Participant No.	Pradeshya Sabai - Area, KII Participant Name and FGD Participant No.	Councils selected
Jaffna	17	Jaffna - Mr.P. Vageshan FGD - 8	Chavakachcheri- Mr.R. Thevasagayam FGD - 9	Point Pedro (Manthikai) – Mr.P. Sanjeevan FGD – 13 Vadamarachchi South West (Karaveddi) – Mr.P. Vijayakesu FGD – 8 Valikamam West (Chulipuram) – Ms.I. Nagaranjini Nallur – Mr.P. Vasanthakumar FGD – 8 Chavakachcheri – Mr.S. Thurairajah FGD – 9 Velanai – Mr.S. Sivarasa FGD - 8	8
Kilinochchi	4			Karachchi – Mr.V. Kugarasa (KII) FGD - 8 Poonakary – Mr.P. Srikantharajah	2
Mullaitivu	3			Puthukudiyiruppu FGD - 11 Thunikkai – Mr.V. Rasarathinam(KII) FGD - 2	2
Vavuniya	5		Vavuniya - Mr.I. Kanagaiah	Vavuniya South Tamil Division – Mr.K. Sivalingam(KII) FGD - 6	2
Mannar	5		Mannar - Mr.S. Gnanpiragasam	Musali - Mr.E.W. Mohamed	2
Total selected	34	1	3	12	16

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

4.1.3. Random Selection of Service Institutions for Observation

Randomly selected service institutions were observed by the data collectors to assess the quality of services provided by the local authorities. Self-administered questionnaires were also used to collect the opinion of the service utilisers. These methodologies were adopted to see if the five cross cutting issues in the four themes are appropriately implemented by local authorities. List of the institutions that were observed and related details are presented in Table 4.3.

Table 4.3. Institutes Governed by Local Authorities Visited for Data Collection – Northern Province

S.No	Local Authorities	Market	Library	Preschool	Ayurvedic Dispensary	Public Toilet	Children's Park
1	Jaffna MC	8	5	1	9	10	2
2	Chavakachcheri UC	1	3	1	Nil	2	Nil
3	Manar Town UC	1	2	1	1	1	3
4	Vavuniya Town UC	4	1	Nil	Nil	1	1
5	Nallur PS	2	3	Nil	3	1	Nil
6	Velanai PS	2	5	Nil	1	2	1
7	Vadamarachchi South West	8	4	3	3	12	Nil
8	Pointpedro PS	1	3	Nil	2	Nil	Nil
9	Valikamam West PS	9	4	Nil	3	8	Nil
10	Chavakachcheri PS	6	6	1	3	2	1
11	Vavuniya South Tamil PS	1	1	1	4	1	1
12	Musali PS	Nil	1	Nil	1	Nil	6
13	Poonakary PS	6	3	Nil	3	1	2
14	Karachchi PS	19	4	1	3	14	2
15	Thunukkai PS	4	3	Nil	Nil	12	3
16	Puthukkudiyiruppu PS	5	2	Nil	2	1	Nil

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

4.1.4. Views of the Public

The public opinion survey was carried out among 445 members of the public and sex and age distribution is available for 245 participants.

Table 4.4. Public Opinion Participants' Distribution by Age and Sex

Category	No
Gender	
Female	115
Male	130
Total	**245**
Age group	
18-25	20
26-55	174
> 55	51
Total	**245**

4.2. Available Policies and Statutes

Desk review identified a few policy documents and statutes used to govern the local authorities. Detailed list of some of the statutes and policies captured during the desk review is in Table 4.5.

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

Table 4.5. List of Statutes and Policies taken during Desk Review

Statute / Policy	Relevant Authority
Standard by Laws - Gazete Notification No 1952/14 of 02.02.2016	Draft of the Standard By-laws for Municipal Councils - NPC
Standard by Laws - Gazete Notification No 1952/15, of 02.02.2016	Draft of the Standard By-laws for Urban Councils - NPC
Standard by Laws - Gazete Notification No 1952/16, of 02.02.2016	Draft of the Standard By-laws for Pradeshiya Sabha - NPC
Act No.1 of 2016 Local Authorities Elections (Amendment)Act	All Local Authorities
An act to amend the municipal councils ordinance – draft	Municipal Council
An act to amend the Pradeshiya Sabhas - act, no. 15 of 1987 – draft	Pradeshya Saba
An act to amend the urban councils ordinance (chapter 255)	Urban Council
National policy on local government action plan for 2012-2014 towards creating a mutually supportive, participatory and inclusive social movement through a strong local government network that contributes to achieving the nationally set development goals and targets. Ministry of Local Government & Provincial Councils December 2011	All Local Authorities
Information Bulletin of Jaffna Municipal Council: " Municipal Council Information Bulletin" containing many information such as duties executed by the municipality and ways of approaching them is distributed by the Jaffna Municipal Council together with the Assessment tax notice for 2016	Jaffna Municipal Council
A book on collection of information: Collection of Information book has been published for the public of Municipal Council together with the notice of Assessment Tax for the year 2017	Municipal Council
The Gazette of the Democratic Socialist Republic of Sri Lanka (Published by Authority) Part I : Section (I) — General Government Notifications 1A National policy on local government	All Local Authorities
Sector development plan: local government development plan A. The National Development Policy Framework	All Local Authorities
Strengthening local governance for national development in Sri Lanka.	All Local Authorities
Sri Lanka local authorities act to increase women's representation to be amended.	All Local Authorities

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

4.3. Service Facilities

4.3.1. Health and Hygiene Services

Among the 34 local authorities in the Northern Province there are 68 dispensaries. Among them 16 local authorities were selected for the study. In these local authorities there were 35 dispensaries practicing traditional medicine. The survey team selected one dispensary in each selected local authority and visited 13 dispensaries as three dispensaries in Chavakachcheri UC, Vavuniya Town UC & Thunukkai PS were not functioning.

Figure 4.1: Ayurvedic Dispensaries administered by different PS's

The distribution of the findings of the survey team regarding the facilities in the dispensaries is given in Table 4.6. A majority of the facilities are satisfactory except the availability of ramp for disabled, water supply and equipment.

More than half the public interviewed (54.7%) were unsatisfied with the health care service (Annex A). Males and females were equally unsatisfied. This is an important factor as in the remote villages these dispensaries are the only health care services available to the public. An in-depth study of the reasons has to be carried out in order to identify the causes, which may include timing, lack of western medical care, accessibility, availability of drugs etc.

Table 4.6: Distribution of Quality of Health Services Provided

Health Care Services	Good		Satisfactory		Unsatisfactory	
	No	%	No	%	No	%
Free medical service	4	57.1	3	42.9	-	-
Consultation room	3	42.9	4	57.1	-	-
Average patient per day	-	-	6	85.7	1	14.3
Equipment	1	14.3	3	42.8	3	42.9
Toilets	-	-	6	85.7	1	14.3
Cleanliness	-	-	5	71.4	2	28.6
Provision of water supply	1	14.3	3	42.8	3	42.9
Waste disposal system	1	14.3	5	71.4	1	14.3
Ramp for disabled	-	-	2	28.6	5	71.4

Figure 4.2: Quality of Health Services of Local Authorities
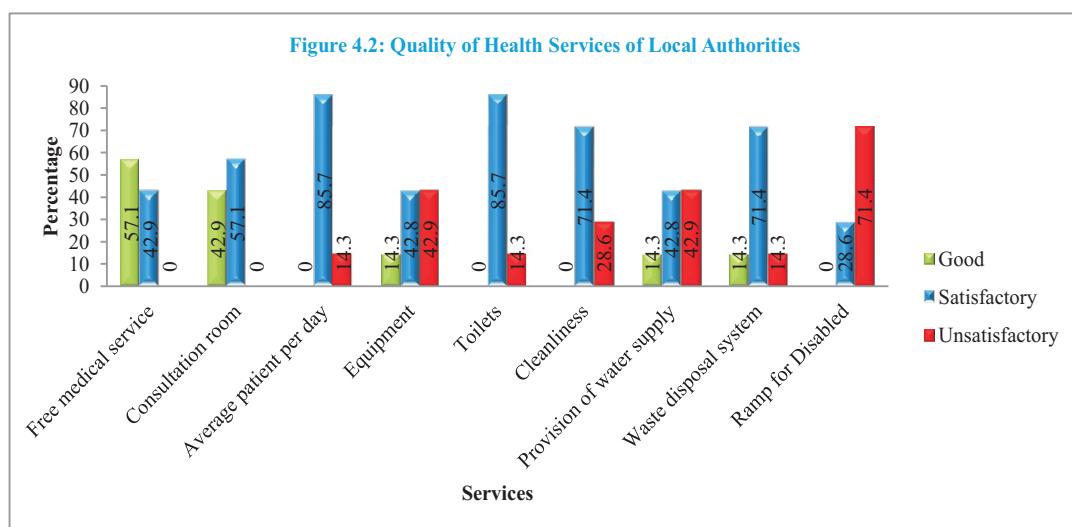
According to the consumer survey, there is need for further improvement in hygiene services such as;

1. Extra vehicles to collect garbage and sewage
2. Needing security at cemeteries

Figure 4.3:Garbage Recycling administered by a MC Garbage Disposal administered by a PS

information 2016 the number is 98(12).

In the selected local authorities there were 42 libraries. The survey team visited 16 libraries. Availability of Reading material, Infrastructure, and Human resource is satisfactory in half of the libraries. According to our survey some local authorities such as Mannar Urban Council, have upgraded their library services to include e-library.

Other services are unsatisfactory in two thirds of the libraries. The quality of services according to the survey team is given in Table 4.7.

Table 4.7: Distribution of Quality of Library Services of Local Authorities

Figure 4.4:
A Children's Unit in Library administered by a MC

A Library administered by one of the PS
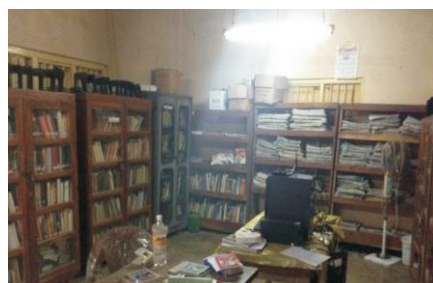
Table 4.7: Distribution of Quality of Library Services of Local Authorities

Services	Good		Satisfactory		Unsatisfactory	
	No	%	No	%	No	%
Availability of Reading Material	4	25	8	50	4	25
Availability of Infrastructure facilities	3	18.8	8	50	5	31.2
Availability of Human Resource Management	1	6.3	8	50	7	43.7
Other Services	2	12.5	4	25	10	62.5

Figure 4.5: Quality of Library Services of Local Authorities
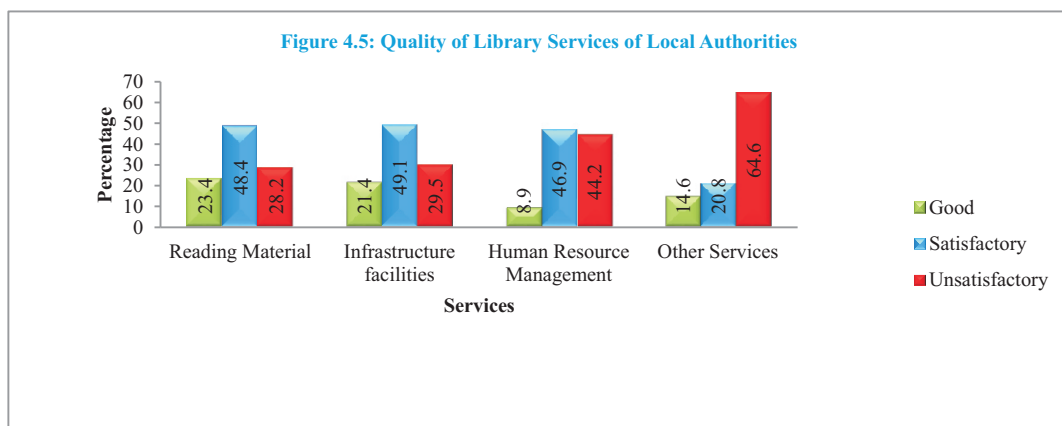
Note:

Reading material includes Newspaper collection, Children collection, Student Collection and Library Catalogue.

Infrastructure facilities include Building Permanent, Furniture, Lighting, Ventilation, Toilet, Library auditorium and Library environment

Human resource management includes Non-scheduled cadre, scheduled cadre, Helpfulness of the library staff, Communication with user, Professional competencies, Personal competencies, Update their knowledge, Information Reference Enquiries, Communication, Helpful of Library Staff, members and Library network.

Other services include Electronic resources, Provision of computers, Television facilities, Funding, Drinking water, Cleanness, Safety and Emergency Preparedness, Electronic data Maintenance, Access to libraries for persons with disabilities, Photo copying, Printing and Accessing library Services Electronically off Campus.

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

According to the consumer satisfaction survey, regarding library services about one third (38%) were unsatisfied. The unsatisfied population includes 48.4 % of males and 26.1% of females (Annex A). This needs further investigation regarding the cause for dissatisfaction.

The consumer survey of library visitors also indicated that libraries should be upgraded to include current technologies such as e-library.

4.3.3 Market Services

Among the 34 local authorities in the Northern Province there are 196 markets (12). Among them

Figure 4.6:

A library with Internet facilities administered by a PS   E – Library, at a library administered by a UC

16 local authorities were selected for the study. In these local authorities there were 77 markets. The survey team selected one market in each local authority and visited 14 markets. One market in Musali PS had not started and Vavuniya south Tamil Division was not visited.

The distribution of quality of market services as evaluated by the survey team is given in Table 4.8.

Table 4.8: Distribution of Quality of Market Services of Local Authorities

Figure 4.7:

Markets administered by different PS's

Table 4.8: Distribution of Quality of Market Servicesof Local Authorities

Services	Good		Satisfactory		Unsatisfactory	
	No	%	No	%	No	%
Location of market	2	14.3	8	57.1	4	28.6
Infrastructure facilities	3	21.4	7	50	4	28.6
Human Resource Management	1	7.1	6	42.9	7	50
Other services	1	7.1	6	42.9	7	50

Figure 4.8: Quality of Market Services of Local Authorities
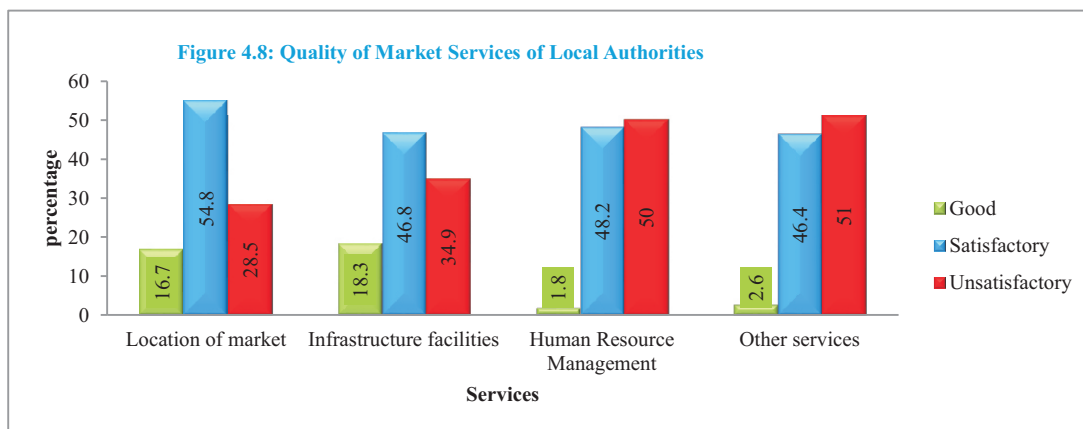
Note:

Location of market includes Good location, Walking distance from housing area, Arrangement for display (products, vendors), Administration office, Separate parking for vendors & customers and Store facilities for vendors.

Infrastructure facilities include Toilets for male, Toilets for female, Toilet for disabled people, Allocation of stalls vegetables, Allocation of stalls fruits, Allocation of stalls groceries, Allocation of stalls meat, Allocation of stalls fish and Relaxing room

Human Resource management includes loading unloading facilities by local authority staffs, Female vendor participation, Identification of vendors and Identification of staffs.

Other services include First aid facility, Fire exit & emergency exit, Doors and locks facilities, Electricity facilities, Waste disposal bins, Waste disposal bins, Market hours & days, Keeping stalls clean and neat on a regular basis, Courteousness, Availability of waste bins ,regular cleanliness, Availability of water for washing, Drinking water and drainage.

According to the opinion of consumers 25.3% were unsatisfied (Annex A). Some of the recommendations of the public were;

1. Selecting a proper location
2. Maintenance of proper cleanliness
3. Availability of proper disposal facilities of fish waste
4. Cessation of preferential treatment to vendors
5. Prohibiting and taking action against selling of vegetables adjoining the market
6. Having proper parking space for vendors and consumers
7. Preventing vendors from coming to work under the influence of alcohol or other intoxicants.

Fish Markets administered by different PS's

Figure 4.9:

Fish Markets administered by different PS's

4.3.4. Preschool services

The Northern Province local authorities have 15 preschools. The survey team visited 5 out of 9 preschools in the selected 16 local authorities. Nine local authorities do not have preschools.

Most of the preschools are in the process of being taken over by the Department of education.

The distribution of quality of services is given in Table 4.9.

As per verbal statement, 80% of the teachers were qualified. Majority of the other services are good or satisfactory except Sustenance, Disability services and Toilet and Class room facilities under structural assessment.

Figure 4.10:

Preschool and Day Care administered by a MC

Preschool administered by a PS

Table 4.9: Distribution of Quality of Preschool Services by Survey Team

Preschool services	Good		Satisfactory		Unsatisfactory	
	No	%	No	%	No	%
Human Resource Management	2	40	2	40	1	20
Preschool Facilities	2	40	2	40	1	20
Structural Assessment	1	20	2	40	2	40
Social Aspect	1	20	3	60	1	20
Sustenance	1	20	1	20	3	60
Disability Services	-	-	1	20	4	80
Hygiene	1	20	3	60	1	20

Figure 4.11: Quality of Preschool Services of Local Authorities
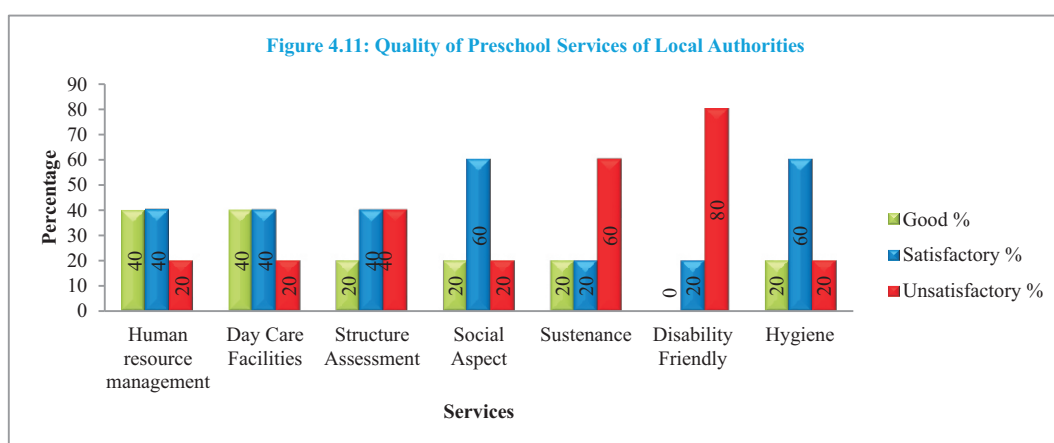
Note:

Human Resource management includes Qualifications of Teaching Staff and Teachers' Salary

Preschool facilities includes Attractiveness, Sufficiency of furniture, Reading material, Location, Availability of School Calendar, Registration, Availability of adequate Furniture, Availability of Lighting, Availability of Ventilation and Play equipment

Structural Assessment includes Classroom facilities, Toilet facilities

Social Aspect includes Maintenance of Discipline, Interaction between staff and children

Sustenance includes Provision of Food, Provision of milk and drinking water

Disability Services includes Special Education Services, Facilities for hearing impaired and better disability standards

Hygiene includes Cleanliness and Student Hygiene

4.3.5. Public Toilets

The Northern Province has 695 Public toilets maintained by the local authorities.
The survey team visited 11 out of 16 selected Public toilets. Details of the facilities are given in Table 4.10.

Almost all of the facilities are unsatisfactory.

Availability of modern facilities,(like baby toilets, toilet papers, sanitizers etc) are lacking in all toilets.

Table 4.10 : Distribution of Quality of Public Toilets

Public Toilet Services	Good		Satisfactory		Unsatisfactory	
	No	%	No	%	No	%
Environment	1	9.1	3	27.3	7	63.6
Security	1	9.1	3	27.3	7	63.6
Easy Access	1	9.1	4	36.4	6	54.5
Separate Toilets	4	36.4	4	36.4	3	27.2
Hygiene	1	9.1	3	27.3	7	63.6
Facilities	-	-	-	-	11	100

Figure 4.12:

Public Toilets administered by different PS's

Public Toilet administered by a UC

Figure 4.13: Quality of Public Toilet Services of Local Authorities

	Good %	Satisfactory %	Unsatisfactory %
Environment	9.1	27.3	63.6
Security	9.1	27.3	63.6
Easy Access	9.1	36.4	54.5
Separate Toilets	36.4	36.4	27.2
Hygiene	9.1	27.3	63.6
Facilities			100
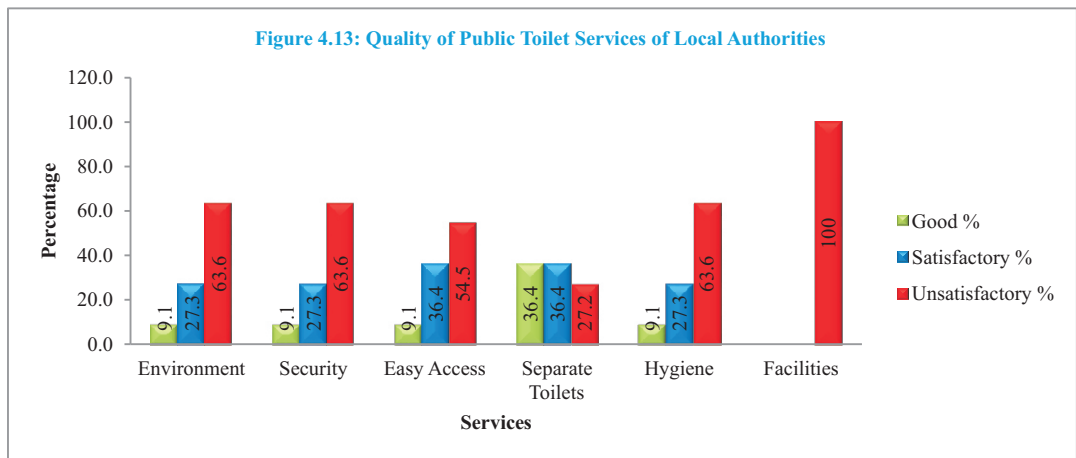
Note:

Environment includes lighting availability and Electricity facilities

Security includes Security guard, Fire exit & emergency exit and Doors and locks facilities

Easy Access includes Public gathering places, 24 hour availability, Identification board and Waiting Areas

Separate Toilets include Toilets for males, Toilets for females and Toilets for disabled people

Hygiene includes Drainage maintenance, Availability of Cleaners at all times, Identification of cleaners. Availability of waste bins, Availability of water for washing and Toilet Seat Sanitizers/Covers.

Facilities include Electronic Hand-Dryers/Paper Towel Dispensers, Toilet Paper Dispensers, and Water Tap Points within Cubicles, Soap Dispensers, Baby Seats, Diaper Changing Stations and Urinals for Children.

More than half (56.7%) were unsatisfied with public toilets maintained by the local authorities (Annex A).

The public opinion survey indicated the need for;

1. Increased number of public toilets
2. Sanitation laborers
3. Disability friendly public toilets

4.3.6. Children's Parks

In the Northern Province, there are 46 Children's parks. In the selected local authorities there are 10 children's parks. Six of them are functioning. Half the survey participants were satisfied with facilities and play equipment services while half were unsatisfied with Aesthetics and security services. Details are given in Table 4.11.

Table 4.11: Distribution of Quality of Children's Park

Figure 4.14:

A Park administered by a MC

A Park administered by a UC

Children's Park	Good		Satisfactory		Unsatisfactory	
	No	%	No	%	No	%
Facilities	1	16.7	3	50.0	2	33.3
Play Equipment	1	16.7	3	50.0	2	33.3
Aesthetics	2	33.3	1	16.7	3	50.0
Security	2	33.3	1	16.7	3	50.0

Figure 4.15. Quality of Children's Park of Local Authorities
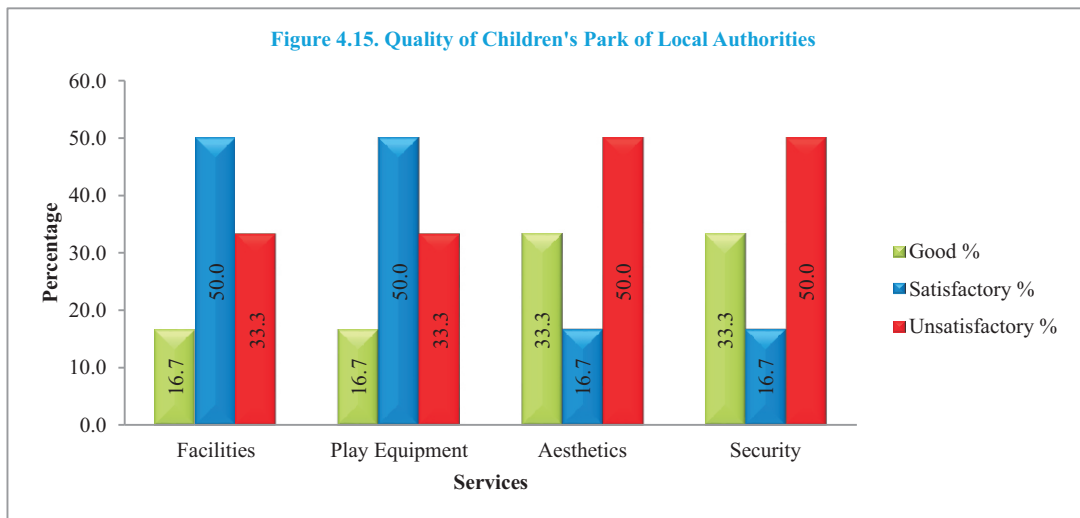
Note:

Facilities include Bathrooms, Canteen, Availability of benches/ tables and Drinking water

Play Equipment includes Children's play equipment, Maintenance of outdoor play equipment, Disability friendly play equipment and Conditions of outdoor play equipment

Aesthetics include Gardens and Flowers, Tree Planting/ Maintenance, Hygiene, Bins and Cleanliness of park

Security includes First Aid box, Safety and security at park and Lighting

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In The consumer survey 66.5% of the public were unsatisfied with the children's park (Annex A). They suggested inclusion of;

1. Play equipment for disabled children
2. Proper accessibility at parks for disabled children
3. Drinking water and washroom facilities
4. Security and proper maintenance of play equipments

4.4. Policies, Service Implementation and Opinion of Service Providers and Public on Service Delivery

4.4.1. Qualitative Analysis of KII and FGD with Service Providers

KI interviews and FGD were carried out with the commissioner, secretaries etc

4.4.1.1. Initiation of Policies and Projects

Initial discussion was about the availability of policy or strategic management plan (SMP) documents. Following responses were highlighted by the participants;

"We have policy and strategic management plan"
"We maintain an administrative order book"

Process of development of such documents were discussed. Following comments came up;

"We collect the public requirements list through the 37 GN divisions. Then we prioritize the needs, based on which we prepare a 5 year strategic management plan."

"Through meetings with every zone, people's requirements list is collected based on which we create a 4 year plan."

"We created a 5 year and 3 year plan with the help of LAPDP and advisory committee (Roads, Ayurvedic hospital, nursery school, library building). In this plan we have selected roads that need to be tarred, graveled or concreted."

"We have got an inventory that details specific needs of the road and renovation requirements."

"We have a 5 year management plan where we have included plan for building of fish market, cultural hall, children's park, shopping complex and road renovation."

Regarding the initiation of projects at the local government level, respondents repeatedly came up with following statements;

"There are several committees such as the advisory committee, village level committee, library committee, and community centers. MC has a committee for water supply consumers which comprises representatives of consumers."

"We select the members through paper advertisements, following an interview."

"Every year CDO headed Annual General Meetings are conducted, through which we create committees. The PS employees conduct meetings and appropriate members are selected from each zone."

"Committees were formed through LAPDP (Local authority participatory development plan)."

"With the support of GS, DO etc. village community centre people are invited and new groups formed. There will be over 30 members of which 11 will be selected (president, vice president, secretary, assistant secretary, treasurer, assistant treasurer, the balance 5 will be members)."

Regarding the implementation of the policies, following points were highlighted by the participants;

"Before Policy implementation we invite all concerned parties at least every three months for discussions. We follow a routine for this."

"Committee center and advisory committees decide the policy development process but now their participation is poor."

"If we decide to conduct important events, we always get prior permission from higher authorities."

Regarding the availability of any mechanism to identify, measure and respond to problems of the population in their area, the response was "We have several mechanisms available with us to address the need"

4.4.1.2. Implementation and Provision

In this section, initial discussion was about the process of implementation. Following points arose;

"We implement the project according to the needs, discussion with branch heads and after obtaining approval from advisory committee."

"It depends on the feedback from the public."

"We implement the project with 4year planning, it will then be compared with feedback."

Subsequent question was about whether the system is effective to implement the system. Majority emphasized that; "our system is effective", while a few were dissatisfied and pointed out the shortage of resources.

4.4.1.3. Inclusion and Redress of the Vulnerable People

Majority of the participants listed out the following people as vulnerable; disabled people, internally displaced people (IDP) etc. Only few identified women headed families and homeless people as vulnerable population.

After wards the discussion was about the special provisions provided by the local authorities for the vulnerable population. Participants mentioned the following services;

- Lottery box is granted

- Surveyor plan is carried out for free or a nominal price.

- If disabled persons come, staffs prioritize and respond immediately.

- Child and Mother Care nutrition program is provided

- Access to disabled persons is considered for new building (Ramp).

Under the role of vulnerable population in the planning and implementation of the projects, the following points came up;

Majority stated; *"We give opportunities for disabled people to participate in planning and implementation of projects. We invite them to serve in the committee"*.

They further stated; *"We incorporate disability access when planning for new buildings."*
Following opinions were made regarding women participation;

"Women's participation is very low in implementation and decision making at committees and office."

"Pradesiya Sabha and committees include more men than women."

Provision of gender equity was discussed. Following comments came up in the interview and discussions;

It was repeatedly highlighted; *"We are unable to maintain gender equality"*. Participants also had their own views about the suitability of certain categories of jobs for females;

> *"Revenue inspector post is not suitable for women. Some posts should be closed service. Based on this system, we can choose only men to be Revenue inspectors."*

> *"We have female participation in committee, but we need a further 10% women representation. Some work can't be given to women (night security, road cleaning & revenue collection). If we do give them these jobs, we have to provide security for them."*

> *"When we consider the women, their participation is very low in the project implementation, because they have family management issues."*

Regarding adequacy of the policy and legislation for supporting the system, following statements were made;

> *"Urban Council has no bylaws, hence it is a big concern. Urban Council only follows 1978 urban council Act. We received draft of the standard bylaws No 6 of 1952 but it relates to Pradeshiya sabhas."*

> *"We don't have our own bylaws. We suggest creating a separate bylaw"*

> *"Bylaws are given by the Provincial Council and we can gazette it according to our needs, but it can be created only if the Council accepts it. Without having Bylaws we are not in a position to earn revenue. UC, based on the existing trading rights is only able to earn Rs.3000."*

> *"We don't have adequate knowledge about bylaws, we use pradeshiya sabha ordinance."*

> *"We get permission from higher authority before carrying out certain projects."*

> *"We use pradeshiya sabha ordinance. We don't have our own bylaws, therefore we are affected by lower income. Mainly we get income from assessment tax. Now a days, we are unable to collect the assessment tax properly"*

"Now we use Draft of the bylaws (standard by-laws Act, No 6 of 1952) which is implemented by Provincial council. If any of the local authorities accept and approve the law, a letter stating the acceptance should be sent. After that the authorities can implement their own bylaws."

"We capture the roaming cattle and take legal action against the owners in order to teach them a lesson about the existing laws."

"For us to take legal action we require our own bylaws which are not in place at the moment, but we have every right to create these bylaws."

"We don't have our own bylaws, so we haven't done revaluation of property. Hence, it is difficult to identify the land owners. During the war, most of them lost their property deed."

"We follow the 1987 Act no. 15. We gazette some of the work, as this is a requirement of courts."

"We haven't done the gazette for bylaws. Because of this when implementing a policy we run into problems."

"We need to create new laws and the knowledge relating to bylaws needs to be imparted to the local authority secretary. To make accurate decisions we need legal advice. For example to gain knowledge in implementing name change relating to deed, the staffs need training programs. Even to take legal action we don't have the necessary knowledge, hence we need training from a professional legal advisor."

Regarding the availability of a citizen representation mechanism, most mentioned the role of Public Relations Officer (PRO). Only one local authority mentioned their web based system.

4.4.1.4. Services Delivered

They listed out the services which were provided by them. The list includes; Health services, sanitation, road infrastructure, water supply, library, market, cemeteries, building approval, vaccination of dogs, food supplementation for pregnant mothers, tax assessment, cycle tax, fire extinguishing services, cutting obstructing trees etc.

Opinion on availability of organizational value system to deliver the services was conferred. Most of the people repeatedly emphasized; "We try to maintain values. Specific organizational values are not promoted at organizational level to deliver the services."

Regarding the available mechanisms to regulate the quality of the services, following statements were highlighted;

> "We regulate the quality of our service through regular monitoring, update of feedback, field staff updates etc."

> "We maintain strategic management plan. Based on this, we do our work."
> "Based on our budget and plan, we maintain the quality and services"

> "I (The secretary) conduct weekly staff meeting where staffs give presentations of their duties over the last week."

> "We publish our yearly evaluation and services to the public"

Regarding availability of feedback or complaint receiving mechanisms, following comments were given;

> "We maintain opinion forum under public consultation page on our website (jaffna.mc.gov.lk)."

> "Public feedback is collected by PRO (public relation officer) and through complaint register."

KII

> "We maintain opinion forum under public consultation page on our website (jaffna.mc.gov.lk)."

> "Public feedback is collected by public relation officer (PRO) and through complaint register."

FGD

According to MC, till 2011 there was no computerization; "we were in touch with people through manual systems. This manual system was maintained through ledger

books at 11 branches out of the 25 branches for collection of complaints. We provided roller numbers to the respective branches. We collected the complaints at monthly meetings and prioritised the complaints. Now we collect the complaints through the Public Redress System and public relations officer."

"We get complaints directly or through request and telephone calls."

"We maintain PRO (Public Relation Officer) System to collect the complaints."

"We maintain log books and complaint box."

During one FGD, it was mentioned that they plan to provide questionnaires and to have direct communication.

Reaction to feedback was discussed and the following points were highlighted, most indicated that they use feedback for planning;

"If It is possible, we act within a week, if not, we send a letter. It will be carried out, if funds are available."

"We solve the public's problems if we are able to do so. Sometimes we are unable to solve their problems."

"We solve the complaints within one week but unauthorized building complaints will be difficult to resolve within short periods."

4.4.1.5. Maintaining Information system

Relating to availability of information management system, majority repeatedly highlighted that;

"we maintain an online public consultation option, through which we collect the information. It includes opinion forums, advisories and proposals."

"Through 37 GN Division, we collect the information."

"We collect the information with the help of community centers, advisory committees."

"Every year we prepare Statistical Information."

"We computerize the information obtained through meetings, letters and phone calls."

"We collect the information through the Technical officer, Revenue inspector and public relationship officer."

Then the discussion was about using the information. Following comments were given by the participants;

"We issue performance report every year. It will be seen by the public in the library."

"*We publish through paper advertisements and display at community centers.*"

"Information is maintained through manual and computer systems and we discuss with committee members and our staffs."

Regarding knowledge about Sustainable Development Goal (SDG), none of the participants were aware. They were not able to give an opinion about SDG.

4.4.1.6. Overall Work Satisfaction and Constraints

Towards the end, the discussion was about work satisfaction and constraints. Majority were dissatisfied. The following constraints were highlighted;

"Waste disposal awareness is limited amongst the public. Despite instructions to dispose garbage in a sack, they simply throw garbage onto the streets. This is mostly done by the educated people."

"We face problems due to lack of sanitation laborers."

"There are issues relating to reevaluation of property, because of missing property deeds and migration. Because of this we are unable to collect the correct assessment tax." "When people buy land they don't have sufficient knowledge of the relevant documentation. When we grant building approval, lack of proper survey plan and deed name change issues are an obstacle."

"Staff cadre shortage is a main problem, out of 105 approved cadres only 98 posts are filled."

"Public refuse to forgo their land during road expansion projects"

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

"6 wards have saline water and delivering drinking water to them is a problem for us."

"We collect tax based on the 1972 evaluation of property Act, which is only Rs10 or Rs 5, but even that only 5% of the people pay."

"Every year we advertise the law based on which buildings should be constructed. However people do not follow this or even have any respect. Because people don't throw garbage in sacks and just simply dump it, garbage collection is time consuming."

"The revenue inspectors face difficulties in identifying the places for collection of assessment tax (due to property reevaluation where land has not undergone name change and absence of bylaws)."

"We levy the same tax amount of Rs.1000/- from both high end and small end establishments (super market or cycle shop). We are not able to collect maximum tax from high profit organizations, because based on pradeshiya sabha ordinance, the maximum tax we can collect is Rs 1000."

"We have cadre shortage, there are 13 vehicles but only 03 drivers are appointed."

"Officers/ resource person is unavailable for training at local authorities and training period is limited to 3 weeks."

"New staffs face difficulties in understanding their duties because of short period of training."

"Insufficient water and toilet facilities for public"

"Medicine allocation is very poor."

"Ayurvedic hospital building is not of standard format, there is no room for wound dressings etc and toilet facility is poor."

"There is poor sanitation and the toilets are unclean at workplace, despite complaints no action has been taken."

"Sanitation is very poor. Sanitation should be privatized."

"We have 07 Fish markets of which 05 fish markets have problems. If tender is called, the society does not support."

"Mostly we get complaints about roads."

4.4.1.7. Suggestions for improvement

Eventually their suggestions were sought. Following suggestions were made by the participants;

"Need awareness programs for the public regarding waste management."

"Develop integration."

"Specific training should be provided in policy and custom oriented service delivery."
"Human resource development should be provided."

"All government centers should have knowledge regarding PS and we should work towards increasing the PS income."

"Employees should be recruited with the relevant qualifications related to the work."

"A lack of participation of committee members. To solve this problem a payment for attending meetings should be introduced to improve the development work of PS."

"There are problems due to lack of equipments and laborers."

"Insufficient income generation and lack of public awareness regarding services provided by PS. We suggest having awareness programs regarding services from school level onwards."

"We should increase resources, including human resource. "Training should be provided for each and every staff. This is because they are transferred across different departments with different work backgrounds."

"We lack knowledge in taking legal action, therefore we need advice from a legal professional."

"New laws should be introduced."

"People think that the PS's role is only collection of garbage, however we carry out a range of activities and the public should be given awareness about these."

"All projects should be planned and approved early on in the year."

"We use old bylaws. We operate activities based on these bylaws. We follow Municipal council ordinance. Central government and local government system are different."

"The new staff and those who come from different sectors should undergo compulsory training."

"Exam for staff recruitment should include questions regarding bylaws."
"We request training on bylaws."

"The software (ECRC) of Asia foundation should be improved and additional facilities added (to get reports as per requirement)."

"Lack of bylaws for UC causes problems when taking legal action."

"Computerization of our assessment tax."

"The costs are high to create bylaws in three languages (Tamil, English and Sinhala)."

"To create bylaws and file cases at court Technical officers or Revenue Inspectors don't have sufficient knowledge, hence they need training"

"We don't have adequate knowledge about bylaws. Even though provincial council has given bylaws, legally we haven't implemented it yet. So we request Asia foundation to provide training about bylaws."

"We request Asia foundation to take proper action for solid waste disposal system."

"We should give awareness programs regarding sanitation."

"Some of the staffs got training related to Account management system, but the system is not used in pradeshiya sabha."

"Capacity building skill training is needed for all staffs."

"Villages don't get much of our services, they especially need a library."

We request Asia foundation;

"To provide fund allocation for implementation of the management plan to help people affected by war to have the chance to enter the university (Economic support)."

"To provide training regarding assessment tax"

"Fund allocation to assist the disabled"

4.4.2. Administration and General Planning

According to the general public the following suggestions were made;

1. Improved coordination is required between the public and the local administration. Public suggestions are not being implemented.
2. Need assessment should be done correctly and local resources should be efficiently utilized.
3. Public complaints, especially garbage collection is a long drawn out process. Sometimes bribes have to be given for garbage collection. Swift action should be taken to sort out public complaints. Effective communication between the public and administration is essential. The needs of the public are not commonly known to the administration
4. Greater youth participation should be encouraged
5. Similar to fines imposed on the public for transgressions, the officials should also face similar punishments
6. There must be continuous monitoring and supervision
7. Bribery and corruption should be completely eliminated
8. Employees should undergo continuous training to improve efficiency
9. Vacant cadre positions should be filled immediately
10. Action should be taken against officials who misuse power
11. Promotion to employees should be granted on the basis of competitive evaluation of their skills
12. Reports should be honest

4.4.3. Views of the Public on Service Delivery

Ten Focus Group Discussions (FGD) were held in which 2- 20 persons participated. The mean numbers of participants were 8.

Their views regarding the services are given below;

Market

- A committee should be developed and disposal of fish waste should be arranged
- Market location should be in an easily accessible place for the public
- The market has been leased to private sector, hence the market tax and sales tax are exorbitant. The market should be administered by the Pradehya Saba instead in order to avoid these issues.
- Reduce private sector domination for improved service
- There are very few market vendors which accounts for the high prices of commodity, therefore more vendors are needed
- Market should be kept clean
- Preferential treatment should be stopped
- Selling commodities outside the market premises is prohibited, however this practice continues
  Some vendors consume alcohol before coming to work, action should be taken against this practice

Road Development

- Road renovation should be carried out
- Streets that are further inside should also be renovated
- Pradeshya Saba should clean all areas that come under their jurisdiction instead of only cleaning roads near their building
- Street renovation related corruption should be prevented
- Without waiting for roads to completely deteriorate, action should be taken by constant reviewing
- Preventive action should be taken against flooding of shops during rainy season

Maintaining drainages

- Many drainages are smelly and needs regular maintenance
- When paving roads drainage is not considered, it is important to take this into account

Waste Disposal

- Proper and timely collection of garbage
- Garbage should be disposed of accordingly
- Instructions are to burn or bury garbage but for those without sufficient space an alternative should be provided
- Awareness programs should be conducted for the public to prevent garbage dumping on the roads

Stray Animals

- Stray dogs should be removed from streets and appropriately sheltered
- Disturbances by cattle should be reduced

Health Service

- Take action to improve health services
- There is a necessity for Ayurvedic health care services to be built with proper facilities
- Introduce dengue prevention projects

Public Toilet

- Increased number of public toilets needed
- Lack of sanitation laborers is an issue
- Security guard needed for public toilets
- Disability friendly public toilets needed
- Cleanliness of public toilets required

Library Service

- Libraries should be upgraded to current technological times
- Libraries need to be developed in all rural villages.

Preschool

- Preschools should have basic facilities

Service Provision

- Services should be rendered without any favoritism
- Extra vehicles needed to collect toilet waste, garbage etc.
- Security guard for Cemetery is needed
- Street lights should be installed at appropriate places
- There should be a process to identify and capture those who dump garbage on the roads
- Before leasing to outsiders, priority should be given to the area inhabitants
- The water supply pipeline is not smoothly functioning so it should be rectified
- The water supply distribution time is not sufficient
- Water supply billing system is inaccurate
- Water bill payment is disproportionate due to payment scheme of 5 families per bill
- Everyone should be served equally instead of giving preference to those with influence or recommendation
- Trade registration delays should be reduced
- Street lights should be lit up and switched off at the appropriate times
- Proper levying of tax should be adhered to
- Neglected land should be identified and cleaned or maintained

Disability Participation

- Markets are not disability friendly.
- Disable people care is not considered during the project selections
- Disable people are neglected.
- Disable people are not given priority, when they allocate the market spaces.

Administration

- Administration should be carried out efficiently
- New employees with experience and eligibility should be absorbed into the workforce
- Bribery should be prevented
- Proper supervision and reviews required

Planning

- Implement plans to cover areas that are sparsely populated as well, instead of focusing only on densely populated areas
- It is necessary for coordination between public services in planning
- Public suggestions are not being implemented
- Need assessment should be accurate
- Public participation and contribution should be incorporated in planning
- Resources should be efficiently utilized
- Public opinions should be incorporated in planning
- Greater youth participation should be encouraged

Attending to public complaints

- Garbage collection is a long drawn out process. Several complaints were lodged but nothing has happened.
- Bribery is required to dispose the garbage
- Swift action should be taken to sort out public complaints
- Public suggestions, advice and ideas should be considered
- Effective communication should be available
- Public needs more awareness of the services available as it is not commonly known
- Increased participation by public required. This is only possible by attending their complaints and trust building activities.

4.4.4. Participation of Public to Contribute to Local Authorities

Majority of the public, 96 (30.2%) were keen to contribute towards awareness programs and only few mentioned that they are involved in providing feedback, 4 (1.3%) and meeting participation, 1 (0.3%)

Table 4.12: Participation of Public in Activities of Local Authorities

Details	Public Participation in Local Authorities	
	No	%
Participation in Awareness program	96	30.2
Paying Assessment tax	89	28.0
Grading the wastage	70	22.0
Building construction approval	52	16.4
PayingTrade tax	5	1.6
Providing Feedback	4	1.3
Participating at the meeting	1	0.3
Pay the rent	1	0.3

5. Discussion

5.1. Discussion on Local Government Documents

Regarding policy planning and implementation, service providers emphasised that they have the needed policy documents to deliver the services and also indicated that they get enough representation from the public during the policy development process. In contrast, the public had a different opinion. They felt that the local authorities don't have a proper policy and they also highlighted that public participation was not adequate. In our desk review we could not find enough policy documents.

These results have provided evidence to consider the following points.
1. There is a question about adequacy of available policies
2. Wider public participation was not adopted
3. Public were not given enough information about the available policies
4. Service providers were optimistic about the available policy documents

This could be addressed by providing enough skill and training facilities for the service providers to improve the policy making skill as well as to get the public engagement in policy planning and awareness of existing policies. This is possible, if as suggested by the service providers, at the start of an employee's career at local authority, they are given well-structured training on developing policies.

It is also good to organise periodical technical assistance workshops on policies. This should be included in their annual work plan and the needed resources should be allocated from their local government budget.

Regarding the implementation, again same findings were observed during the KII and FGD of service providers and public opinion survey. Lack of strategic management plans were highlighted. The findings also repeatedly highlighted that there are haphazardly planned, arbitrary and disorganised implementation of projects. These lead to lots of organizational and implementation issues.

Most of the time, service providers waste valuable working hours sorting out unnecessary issues. The results also repeatedly showed that the system is really

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

struggling to sort out the issues effectively. The reasons for these findings were also indicated by the service providers and the public. The Public indicated that appropriately qualified people must be recruited for the job. It has been emphasized several times.

It also indicates the need to have an appropriate recruitment policy when the staffs are recruited for the designated posts. It also came up through FGD about the allocation of staff hired for a certain skill being allocated to areas needing different expertise.
This is most of the time due to shortage of human resources in some categories and lack of managerial capacity.

Hence there is a need for all the local governments to have a human resource management plan. This should include the recruitment, career development, transfers and welfare plans. Proper long term strategies have to be developed to avoid the day to day crisis, which swallows a major portion of valuable working hours of the staffs working at different levels.

System should be able to identify the issues well in advance to avoid these. Staffs must develop the capacity to predict and handle the issues in a better way. Staffs must also be given skills to mobilise the public to work with them in service delivery. This process is really hampered by certain communication and behavioural issues of service providers and public.

Appropriate strategies should be developed to minimise the gap between the service providers and the public.

Available modern facilities could be utilised for the purpose. Unfortunately, except for one local authority, others do not utilise the modern communication facilities to get feedback from the public. Most of the local authorities are using the old paper based traditional feedback mechanism. This really impedes effective service delivery.
The survey findings also highlighted the mismatch between the public expectation and the service providers. This is observed in many studies done in the developing world on the service deliveries of state institutions.

Although service providers mentioned that they have mechanisms to encourage public participation in policy planning and implementation, public feel that the

participation must be improved. The study also highlighted the inadequacy of public awareness regarding services provided by the local authorities.

The study also emphasised the need to increase women participation and vulnerable populations in the policy and implementation process. It also stressed the necessity for new strategies to improve the participation of women and youth.

The study also highlighted the need for a clear understanding of vulnerable populations and their needs by the service providers.

Unfortunately, none of the service providers were aware about the Sustainable Development Goals (SDGs). Successful implementation of SDGs, largely depends on the understanding of SDGs by local authorities. Local and regional governments are essential for promoting inclusive sustainable development within their territories. They are the vital partners to the implementation of the SDGs by creating broad-based ownership, commitment and accountability.(19)

6. Challenges

6.1. Challenges in Local Authorities and Recommendations

According to the findings, the challenges faced by the local authorities broadly fall into four categories: unavailable policies and strategies to direct the organizational activities, technical skills required to fulfill the existing and new set of responsibilities, structural human resource weakness facing public administration and broader institutional limitations due to outdated organizational setups and patchy inadequate funding mechanisms.

6.2. Unavailable Policies and Strategies to Direct the Organizational Activities

Study findings clearly show that the local authorities do not have enough policies and strategies to manage their activities. Repeatedly, the qualitative data suggested the fiscal crisis.

Most of the local authorities were struggling to collect their revenues due to unavailable bylaws and other obstacles. The direct challenges include:

1. Difficulty of balancing local budget realities with low revenue,
2. Increased service demands and the costs of unfunded state and federal mandates
3. Dramatic costs of infrastructure and associated costs.

Local government service providers did not have enough knowledge to think of broad policy tools in handling the economic crisis to manage the institutions effectively.

6.3. Technical challenges

Over the years, local governments have been expected to deliver high quality services. This is not only for the existing services but also for the new set of services introduced in the recent past.

Local authorities are expected to develop the capacity for budgeting, planning, financing, regulating of service providers, and monitoring of projects. Without prior experience, it is not possible to excel in their services.

Local governments require support in all these areas to become fully functional service authorities.

6.4. Structural Human Resource Weakness

As a result of incompetent recruitment and transfer of human resources, local governments suffer from severe human resource shortages. Key technical positions are often not adequately filled.

The study findings also showed that the local governments faced lack of autonomy to manage their own staffs. Due to genuine budget constraints there is pressure from partners to reduce public spending and bureaucratic procedures hence, human resource-related requests from local governments are often not fulfilled.

While to strengthen the institutional capacity of local governments, requires properly structured support programmes with long-term budgets, in practice capacity support is often provided through a patchwork of programmes, often driven by development partners and NGOs rather than by national government policy and programmes.

This piecemeal approach negatively impacts the quality of the capacity support provided. Unfortunately, the study findings highlighted that the service providers who participated in the research still want to adopt the same strategies to build the organizational capacity.

6.5. Outdated Organizational Setups

Local authorities have not played a sufficient pro-active role in engaging with civil society, thus distracting from efforts to strengthen local governance.

Following traditional systems of running the institutions are key issues:hierarchy, where power flows vertically and horizontally, while employees are departmentalized. They still follow a chain of command system. Each department waits for the command from their respective heads and are also satisfied with reporting to the head.

Each of these hierarchical, organized and disciplined departments have their own set of rules and regulations as well and all employees have their own job descriptions and

accountability to their respective superiors. They strictly follow their own business strategies set in the annual economic year. All the goal achievement plans are set in advance and is difficult to change. The traditional organizational structure is fixed and rigid.

Unfortunately, the staff working in most of these traditional institutions, are not provided with goal achievement plan sand also there is no proper monitoring and supervision to ensure accountability.

There is a need for modernization of these institutions to provide the following features to the organizations in order to ensure effective delivery of services.

1. Flexibility
2. Teamwork
3. High employee Morale
4. Diversification
5. Technology based
6. Networking

The OWG on SDGS has put forward the possible following targets to build effective accountable and inclusive institutions.

1. Substantial reduction of corruption and bribery of all forms
2. Development of effective, accountable and transparent intuitions at all levels
3. Ensuring responsive, inclusive, participatory and representative decision making at all levels
4. Ensuring public access to information and protecting fundamental freedom

6.6. Inclusive, Representative and Responsive Institutions

Inclusive institutions provide all citizens with opportunities to participate in and shape public policy.(20) Recommendations are adopted after the recommendation made by the OECD Recommendation of the Council on Regulatory Policy and Governance. (21)

1. Establishing a clear policy by identifying how open and balanced public consultation on the development of rules will take place,

2. Co-operating with stakeholders through review of existing regulations and developing of new regulations by:

    a. Actively engaging all relevant stakeholders during the regulation-making process and designing consultation processes to maximize the quality of the information received and its effectiveness,

    b. Consulting all aspects of impact assessment analysis and using, for example, impact assessments as part of the consultation process,

    c. Making available to the public, as far as possible, all relevant materials from regulatory dossiers including the supporting analysis, and the reasons for regulatory decisions as well as all relevant data,

    d. Structuring reviews of regulations around the needs of those affected by the regulation, and cooperating with them through the design and conduct of reviews including prioritization, assessment of regulations and drafting simplified proposals,

    e. Evaluating the competitive effects of regulation on various economic players in the market.

3. Introducing regular performance assessments of regulations and regulatory systems, taking into account the impacts on affected parties and how they are perceived, among other things. The results of the seassessments should be communicated to the public.

4. Making sure that policies and practices for inspections and enforcement respect the legitimate rights of those subject to the enforcement and are designed to maximise the net public benefits through compliance and enforcement and avoid unnecessary burdens on those subject to inspections.

5. Ensuring all regulations are easily accessible by the public. A complete and up-to-date legislative and regulatory database should be freely available to the public in a searchable format through a user-friendly interface on the Internet.

6. Requiring regulatory texts to be drafted using plain language. They should also provide clear guidance on compliance with regulations, making sure that affected parties understand their rights and obligations.

6.7. Transparency and Access to Information

1. Ensure the availability and accessibility of the organizational information to the public

2. Introduce a few mechanisms to ensure the information reaches the public. Encourage use of social media for this purpose. All the local authorities should

have one social media site to provide information to the public.

3. It is also suggested to have up-to-date websites for the public. All the community centers must be encouraged to have e-Learning facilities for the public. All the libraries run by the local authorities should also introduce the e-learning facilities. This will really cut down the cost of sharing information.

4. Periodically release information on organizational budget, functions, availability of resources and the challenges faced by the institution to deliver the services through the media, newsletters and leaflets.

5. Develop volunteer participation groups among the youths. Introduce new programs at the community level through the community centers, sports clubs and community based organizations for the youths after G.C.E. Ordinary Level and G.C.E. Advance Level. These groups could be utilised for public awareness and to gather feedback from the public about the implemented programmes and services.

6. Introduce transparent tax collecting mechanisms. Ensure the public awareness of tax details, amount of tax to be collected and difficulties faced in collecting the taxes.

6.8. Mainstreaming Integrity and Fighting Corruption

6.8.1. Development of Institutional Anti-corruption Policies

- Recognise the corruption risks within the organization and develop a culture that accepts the possibility of corruption within the organization.

- Prepare an organizational statement including the following;

  a) Responsibility to address corruption with management, staff and stakeholders,

  b) Structures put in place to prevent, detect, investigate, and punish corrupt officers,

  c) Composition of corruption prevention committee and its mandate,

  d) Mechanisms to report corruption internally and externally

  e) Confidentiality of information and protection of informants and whistle blowers

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

1. Operationalising of corruption prevention committee,
2. Monitoring the activities: at least have a quarterly reporting mechanism,
3. Development of code of conduct,
4. Integrity training

6.9. Overcoming Bottlenecks to Institutional Reform

1. Create an environment for institutional reform,
2. Strong commitment at various levels of staff and the political leadership,
3. Encourage openness at staff level with public. Create mechanisms for stakeholder discussions
4. Organizations should develop an annual transfer plan. This should be based on the performance criteria. Initially it is good to study the transfers done in the last few years. Then come up with the recommendations to develop a staff transfer plan. This will really help the staff to work efficiently.

6.10. Performance measurement

1. Introduce performance indicators at various levels of the institutions and among the institutions,
2. Establish a system to grade the performance on a regular basis. Initially, it could be annually, latter arrange the quarterly review of the performance of each institution under the purview of the local authorities. Performances should be published in their respective social media or web site,
3. Rewarding systems should be introduced to encourage staff performance.
4. Certain portion of the fund allocation should be based on the institutional performance. This could be started with donor driven funding projects.
5. Annual appraisal system should be introduced to the staffs for their performance.Initially, it could be on a volunteer basis. This should be done after evaluation.

6.11. Capacity building

Figure 4.16: Capacity Building

Capability to adapt and self-renew

Capability to act and commit

Capability to deliver on development objectives

Input

Capability to relate to external stakeholders

Capability to achieve coherence

Output

Outcome

External factors

International level   National level   Local level
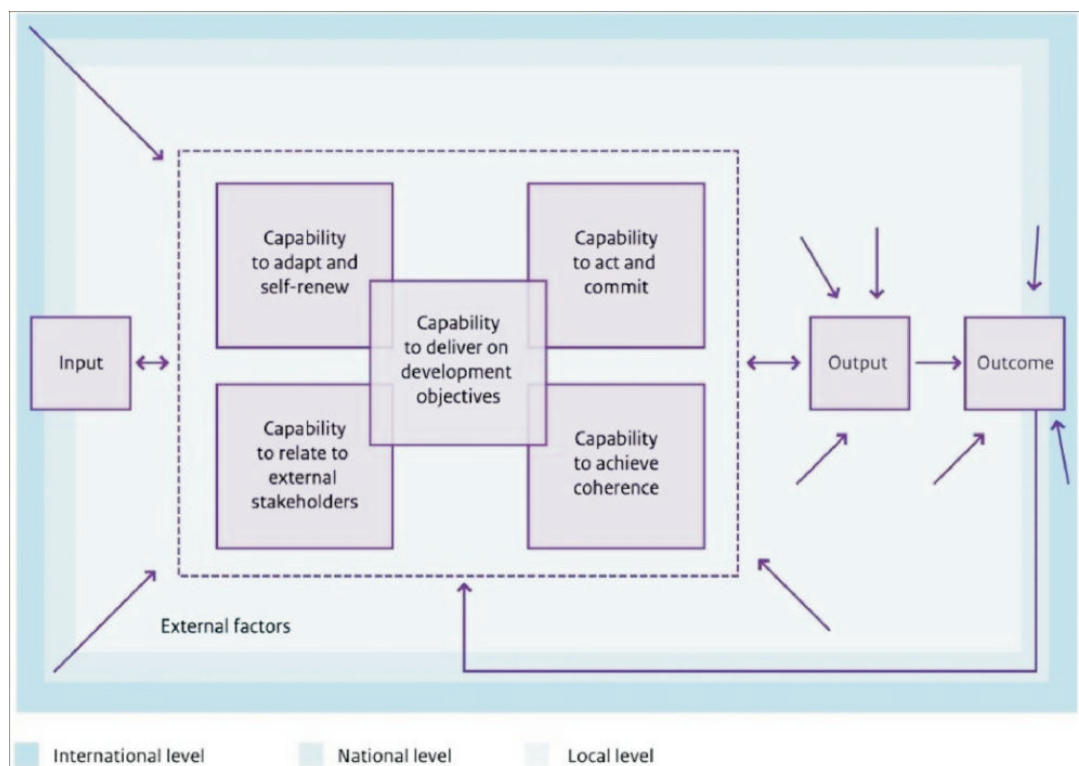
Source:(22)

1. It is very important to assess the capacity of the local authorities. It is good to assess the capabilities of the individual local authorities.

2. Based on the assessment report, local authorities should develop a capacity building programme.

3. Provincial level capacity building programs for developing bylaws and the creation of policies should be carried out on a regular basis. It is also important to have structured training program for newly recruited staffs and the staffs transferred to local government sector.

4. Regular programmes for continuous personal development of the staffs in relevant areas. It is good to introduce online short courses to meet the requirements.

5. Annual allocation of funds should be available for the capacity programmes at local authority levels and provincial levels. Additional funding could be obtained from other national and international development agencies.

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Annex A : Gender wise User Satisfaction of Fixed Establishment Services

Fixed Establishment Services	Sex	Good		Satisfactory		Unsatisfactory	
		No	%	No	%	No	%
Market	Female	11	9.6	79	68.7	25	21.7
	Male	20	15.4	73	56.2	37	28.4
Total		**31**	**12.7**	**152**	**62.0**	**62**	**25.3**
Library	Female	10	8.7	75	65.2	30	26.1
	Male	14	10.8	53	40.8	63	48.4
Total		**24**	**9.8**	**128**	**52.2**	**93**	**38.0**
Public Toilet facilities	Female	7	6.1	49	42.6	59	51.3
	Male	9	7	41	31.5	80	61.5
Total		**16**	**6.5**	**90**	**36.8**	**139**	**56.7**
Dispensary	Female	9	7.8	69	60	37	32.2
	Male	9	6.9	66	50.8	55	42.3
Total		**18**	**7.3**	**135**	**55.1**	**92**	**37.6**
Children's park	Female	6	5.2	33	28.7	76	66.1
	Male	4	3.1	39	30	87	66.9
Total		**10**	**4.1**	**72**	**29.4**	**163**	**66.5**
Health & Hygiene services	Female	8	7	47	40.8	60	52.2
	Male	6	4.6	50	38.5	74	56.9
Total		**14**	**5.7**	**97**	**39.6**	**134**	**54.7**
Cemeteries	Female	9	7.8	44	38.3	62	53.9
	Male	13	10	43	33.1	74	56.9
Total		**22**	**9.0**	**87**	**35.5**	**136**	**55.5**
Common purpose hall	Female	-	-	1	0.9	114	99.1
	Male	-	-	1	0.8	129	99.2
Total		**-**	**-**	**2**	**0.8**	**243**	**99.2**

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

Annex B : Age wise User Satisfaction of Fixed Establishment Services

Fixed Establishment Services	Age group	Good		Satisfactory		Unsatisfactory	
		No	%	No	%	No	%
Market	18-25	-	-	19	95	1	5
	26 - 55	23	13.3	101	58	50	28.7
	>55	8	15.7	32	62.7	11	21.6
Total		**31**	**12.7**	**152**	**62.0**	**62**	**25.3**
Library	18-25	-	-	16	80	4	20
	26 - 55	17	9.8	91	52.3	66	37.9
	>55	7	13.7	21	41.2	23	45.1
Total		**24**	**9.8**	**128**	**52.2**	**93**	**38.0**
Public Toilet facilities	18-25	-	-	12	60	8	40
	26 - 55	10	5.8	55	31.6	109	62.6
	>55	6	11.8	23	45.1	22	43.1
Total		**16**	**6.5**	**90**	**36.7**	**139**	**56.7**
Dispensary	18-25	-	-	15	75	5	25
	26 - 55	13	7.5	97	55.7	64	36.8
	>55	5	9.8	23	45.1	23	45.1
Total		**18**	**7.3**	**135**	**55.1**	**92**	**37.6**
Children park	18-25	-	-	9	45	11	55
	26 - 55	6	3.5	51	29.3	117	67.2
	>55	4	7.9	12	23.5	35	68.6
Total		**10**	**4.1**	**72**	**29.4**	**163**	**66.5**
Health service& Hygiene Services	18-25	1	5	8	40	11	55
	26 - 55	7	4	72	41.4	95	54.6
	>55	6	11.8	17	33.3	28	54.9
Total		**14**	**5.7**	**97**	**39.6**	**134**	**54.7**
Cemeteries	18-25	1	5	11	55	8	40
	26 - 55	12	6.9	59	33.9	103	59.2
	>55	9	17.6	17	33.4	25	49
Total		**22**	**9.0**	**87**	**35.5**	**136**	**55.5**
Common purpose hall	18-25	-	-	-	-	20	100
	26 - 55			2	1.1	172	98.9
	>55	-	-	-	-	51	100
Total		**-**	**-**	**2**	**0.8**	**243**	**99.2**

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

Annex C : Gender wise User Satisfaction of Sanitary Services

Sanitary Services	Sex	Good		Satisfactory		Unsatisfactory	
		No	%	No	%	No	%
Cleanliness	Female	10	8.7	50	43.5	55	47.8
	Male	8	6.2	45	34.6	77	59.2
Total		**18**	**7.3**	**95**	**38.8**	**132**	**53.9**
Sewage removal	Female	9	7.8	34	29.6	72	62.6
	Male	8	6.2	47	36.2	75	57.6
Total		**17**	**6.9**	**81**	**33.1**	**147**	**60.0**
	Female	5	4.4	35	30.4	75	65.2
	Male	7	5.4	34	26.2	89	68.4
Total		**12**	**4.9**	**69**	**28.2**	**164**	**66.9**
Construction of Drains	Female	6	5.2	34	29.6	75	65.2
	Male	5	3.8	40	30.8	85	65.4
Total		**11**	**4.5**	**74**	**30.2**	**160**	**65.3**
Waste disposal	Female	6	5.2	40	34.8	69	60
	Male	7	5.4	42	32.3	81	62.3
Total		**13**	**5.3**	**82**	**33.5**	**150**	**61.2**
	Female	5	4.3	31	27	79	68.7
Production from waste	Male	4	3.1	34	26.2	92	70.7
Total		**9**	**3.7**	**65**	**26.5**	**171**	**69.8**

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

Annex D : Age wise User Satisfaction of Sanitary Services

Sanitary Services	Age group	Good		Satisfactory		Unsatisfactory	
		No	%	No	%	No	%
Cleanliness	18-25		-	10	50	10	50
	26 - 55	11	6.3	66	37.9	97	55.7
	>55	7	13.7	19	37.3	25	49
Total		**18**	**7.3**	**95**	**38.8**	**132**	**53.9**
Sewage removal	18-25	-	-	9	45	11	55
	26 - 55	9	5.3	53	30.5	112	64.2
	>55	8	15.7	19	37.3	24	47
Total		**17**	**6.9**	**81**	**33.1**	**147**	**60.0**
Removal of obstructing trees	18-25	-	-	8	40	12	60
	26 - 55	8	4.6	51	29.3	115	66.1
	>55	4	7.9	10	19.6	37	72.5
Total		**12**	**4.9**	**69**	**28.2**	**164**	**66.9**
Drainage creation	18-25	-	-	10	50	10	50
	26 - 55	6	3.4	49	28.2	119	68.4
	>55	5	9.8	15	29.4	31	60.8
Total		**11**	**4.5**	**74**	**30.2**	**160**	**65.3**
Waste disposal	18-25	-	-	9	45	11	55
	26 - 55	6	3.5	59	33.9	109	62.6
	>55	7	13.7	14	27.5	30	58.8
Total		**13**	**5.3**	**82**	**33.5**	**150**	**61.2**
Fertilizer production	18-25	1	5	11	55	8	40
	26 - 55	8	4.6	41	23.6	125	71.8
	>55	1	2	12	23.5	38	74.5
Total		**10**	**4.1**	**64**	**26.1**	**171**	**69.8**

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

Annex E : Gender wise User Satisfaction of Other Services

Other services	Sex	Good		Satisfactory		Unsatisfactory	
		No	%	No	%	No	%
Road Rehabilitation	Female	8	7	39	33.9	68	59.1
	Male	5	3.8	47	36.2	78	60
Total		13	5.3	86	35.1	146	59.6
Street lightning	Female	8	7	41	35.7	66	57.3
	Male	9	6.9	38	29.2	83	63.9
Total		17	6.9	79	32.2	149	60.8
Granting trading rights	Female	10	8.7	61	53	44	38.3
	Male	11	8.5	61	46.9	58	44.6
Total		21	8.6	122	49.8	102	41.6
Water supply	Female	9	7.8	47	40.9	59	51.3
	Male	8	6.2	48	36.9	74	56.9
Total		17	6.9	95	38.8	133	54.3
Building approval	Female	9	7.8	52	45.2	54	47
	Male	6	4.6	51	39.2	73	56.2
Total		15	6.1	103	42.0	127	51.8
Fire extinguishing service	Female	4	3.5	24	20.9	87	75.6
	Male	8	6.2	18	13.8	104	80
Total		12	4.9	42	17.1	191	78.0
Road name board	Female	9	7.8	46	40	60	52.2
	Male	10	7.7	39	30	81	62.3
Total		19	7.8	85	34.7	141	57.6
Constructing of bridges	Female	12	10.4	32	27.8	71	61.8
	Male	13	10	50	38.5	67	51.5
Total		25	10.2	82	33.5	138	56.3
Community center development	Female	8	7	38	33	69	60
	Male	19	14.6	38	29.2	73	56.2
Total		27	11.0	76	31.0	142	58.0
Disaster relief	Female	9	7.8	38	33	68	59.2
	Male	4	3.1	39	30	87	66.9
Total		13	5.3	77	31.4	155	63.3
Rehabilitation of ponds	Female	-	-	1	0.9	114	99.1
	Male	-	-	1	0.8	129	99.2
Total				2	0.8	243	99.2
Dengue awareness	Female	8	7	65	56.5	42	36.5
	Male	12	9.2	60	46.2	58	44.6
Total		20	8.2	125	51.0	100	40.8
Disease preventing program	Female	9	7.8	45	39.2	61	53
	Male	6	4.6	41	31.6	83	63.8
Total		15	6.1	86	35.1	144	58.8

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

Annex F : Age wise User Satisfaction of Other Services

Other services	Age group	Good		Satisfactory		Unsatisfactory	
		No	%	No	%	No	%
Road Rehabilitation	18-25	-	-	8	40	12	60
	26 - 55	9	5.2	57	32.8	108	62
	>55	4	7.8	21	41.2	26	51
Total		**13**	**5.3**	**86**	**35.1**	**146**	**59.6**
Street lighting	18-25	-	-	7	35	13	65
	26 - 55	11	6.3	51	29.3	112	64.4
	>55	6	11.8	21	41.2	24	47
Total		**17**	**6.9**	**79**	**32.2**	**149**	**60.8**
Granting trading rights	18-25	1	5	15	75	4	20
	26 - 55	14	8	88	50.6	72	41.4
	>55	6	11.8	19	37.2	26	51
Total		**21**	**8.6**	**122**	**49.8**	**102**	**41.6**
Water supply	18-25	-	-	11	55	9	45
	26 - 55	12	6.9	67	38.5	95	54.6
	>55	5	9.8	17	33.3	29	56.9
Total		**17**	**6.9**	**95**	**38.8**	**133**	**54.3**
Building approval	18-25	-	-	12	60	8	40
	26 - 55	12	6.9	73	42	89	51.1
	>55	3	5.9	18	35.3	30	58.8
Total		**15**	**6.1**	**103**	**42.0**	**127**	**51.8**
Fire extinguishing service	18-25	-	-	6	30	14	70
	26 - 55	7	4	32	18.4	135	77.6
	>55	5	9.8	4	7.8	42	82.4
Total		**12**	**4.9**	**42**	**17.1**	**191**	**78.0**
Road name board	18-25	-	-	10	50	10	50
	26 - 55	11	6.4	58	33.3	105	60.3
	>55	8	15.7	16	31.4	27	52.9
Total		**19**	**7.8**	**84**	**34.3**	**142**	**58.0**
Construction of bridges	18-25	-	-	7	35	13	65
	26 - 55	7	4	41	23.6	126	72.4
	>55	3	5.9	14	27.5	34	66.7
Total		**10**	**4.1**	**62**	**25.3**	**173**	**70.6**
Community center development	18-25	1	5	13	65	6	30
	26 - 55	34	19.5	77	44.3	63	36.2
	>55	12	23.5	21	41.2	18	35.3
Total		**47**	**19.2**	**111**	**45.3**	**87**	**35.5**
Rehabilitation of ponds	18-25	-	-	-	-	20	100
	26 - 55			1	0.6	173	99.4
	>55	-	-	1	2	50	98
Total				**2**	**0.8**	**243**	**99.2**
Disaster relief	18-25	2	10	6	30	12	60
	26 - 55	10	5.7	60	34.5	104	59.8
	>55	1	2	11	21.6	39	76.4
Total		**13**	**5.3**	**77**	**31.4**	**155**	**63.3**
Dengue awareness	18-25	1	5	13	65	6	30
	26 - 55	15	8.6	90	51.7	69	39.7
	>55	4	7.8	22	43.1	25	49
Total		**20**	**8.2**	**125**	**51.0**	**100**	**40.8**
Disease prevention program	18-25	-	-	12	60	8	40
	26 - 55	12	6.9	61	35.1	101	58
	>55	3	5.9	13	25.5	35	68.6
Total		**15**	**6.1**	**86**	**35.1**	**144**	**58.8**

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

Annex G : Factors Affecting Service Implementation and Provision

Initiation of Policies and Projects

Briefly describe how you implement policies?	**KII** Decisions are made through advisory committees and implemented through branch heads (MC). "We prepare the agreement for maintenance of the policy." "Before Policy implementation we invite all concerned parties at least every three months for discussions. We follow a routine for this." No opinion "If we decide to conduct important events, we always get prior permission from higher authorities." "Committee center and advisory committees decide the policy development process but now their participation is poor." "We place an administrative order stating the implementation of a policy. For each and every decision, it is through the administrative order that we implement policies."
Is there any mechanism to identify, measure and respond to problems of the population in your area?	**KII& FGD** • Majority responded that they have a system to address the needs of the public.

	KII
To implement the policies, are there any committees functioning at your institution?	• Almost all agreed that they have the committees. Majority mentioned that they have the advisory committee. Few indicated that they had the social audit group to implement the NELSIP project. • Social audit committee maintains the gender equity.
	FGD
	• There are several committees such as the advisory committee, village level committee, library committee, and community centers. MC has a committee for water supply consumers which comprises representatives of consumers. • Social audit committee maintains gender equity.
	KII
How do you invite people to serve in the committee?	• "We select the members through paper advertisements, following an interview." • "Every year CDO headed Annual General Meetings are conducted, through which we create committees. The PS employees conduct meetings and appropriate members are selected from each zone." • "Committees were formed through LAPDP (Local authority participatory development plan)." • "With the support of GS, DO etc. village community centre people are invited and new

	groups formed. There will be over 30 members of which 11 will be selected (president, vice president, secretary, assistant secretary, treasure, assistant treasurer, the balance 5 will be members)."
Do you have any policy guides available to invite people to serve in the committee? If yes, can you indicate the main criteria included in the guide?	**KII** • Majority of the respondents said that they don't have any guide. Few mentioned that they have the guide. • Clear responses were not given

	KII
How do you plan your projects?	• "We take into consideration the needs of the public, suggestions from field staff and availability of budget." • "Under every GS division, public are invited for meetings, where their requests are listed. Then through votes we prioritize the list and based on that we plan our projects."
Who are invited to contribute	**KII** • "Local authority staffs, community centers and

during the planning stage of the projects?	committee members, Advisory committee members, Religious heads, Public institutions, village heads, AGLG, CLG, Minister, CM." • Only one mentioned that according to NELSIP project they absorb people with a variety of backgrounds; such as those who are educated, non-educated, women etc.
	FGD
	• The majority of complaints related to the problems caused due to the market and bus stand built by the UDA being too elevated. During extreme monsoons of sunshine or rain there are many difficulties faced.

How do you select the beneficiaries?	**KII**
	• "We select the beneficiaries through our website (www.jaffna.mc.gov.lk) and through requests from public" • "Public from every GS division are invited and meeting held. This includes religious heads, public institutions, village heads etc. The requirements of the respective areas will be listed and prioritized through voting system and from that we fulfill the requests." • Few mentioned that they give priority for the vulnerable communities.

	• Most do not have information about vulnerable communities.
	FGD
	• "Through meetings with the public of the 37 GN divisions, we list the issues and based on voting system we prioritize." • Jaffna Municipal council maintains an opinion forum on their public consultation page (jaffna.mc.gov.lk) • "We collect the opinions through request letters and phone calls." • "We collect opinions through GN Divisions and receive suggestions and feedback from the public (LAPDP)." • "PS has a format that can be filled relating to needs that need to be fulfilled. This format is availableat places such as community centers, RDS, WRDS and Advisory committee etc. Once this information is collected through meetings, we fulfill the needs based on funding available (Rs.20 to 30 million)."

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

Do you have strategic management plan for the institution?	**KII**
	• Majority said that they have it.
	• Few were not aware about the necessity of a strategic management plan
	FGD
	• Majority said that they have it. Few were not aware about the necessity for one.
	• We maintain an administrative order book.
How was it prepared and for how long?	**KII**
	• "We collect the public requirements list through the 37 GN divisions. Then we prioritize the needs, based on which we prepare a 5 year strategic management plan."
	FGD
	• "We collect the public requirements list through the 37 GN divisions. We prioritize the needs, based on which we prepare a 5 year strategic management plan."
	• "Through meetings with every zone, people's requirements list is collected based on which we create a 4 year plan."
	• "We created a 5 year and 3 year plan with the help of LAPDP and advisory committee (Roads, Ayurvedic hospital, nursery school, library building). In this plan we have selected roads that need to be tarred, graveled or concreted."

	• "We have got an inventory that details specific needs of the road and renovation requirements." • "We have a 5 year management plan where we have included plan for building of Visuvamadu fish market, cultural hall, Children's Park, shopping complex and road renovation." • "We have a 5 year management plan, in which we have decided to construct 13 roads, public toilets, children's park, water supply and cremation facilities for cemeteries."
Do you follow the strategy, when you implement the projects?	**KII & FGD** • Respondents who stated that they have SMP mentioned that they use it for their planning.

Implementation of the policies and projects

Briefly describe the system available to implement the policies and projects?	**KII & FGD** • Majority stated; "We implement the project according to the needs, discussion with branch heads and after obtaining approval from advisory committee." • Few mentioned; "it depends on the feedback from the public."

	• Only one stated; "we implement the project with 4year planning, it will then be compared with feedback."
To what extent is this system capacitated, functional and effective?	**KII & FGD**
	• Majority felt that the system is effective, while a few felt it is ineffective.
Are necessary equipments, products and services regularly available and utilized in the projects?	**KII & FGD**
	• Although majority said that they are not satisfied, few were happy with the available resources.
In your opinion, who should be considered vulnerable population?	**FGD**
	• "People affected by war, poor people, disabled people." • Only few identified women headed families as vulnerable.
Are there any special provisions offered by you for the above mentioned vulnerable groups?	**FGD**
	• Lottery box is granted • Surveyor plan is carried out for free or a nominal price. • If disabled persons come, staffs prioritize and respond immediately.

	• Child and Mother care nutrition program is provided • Access to disabled persons is considered for new building (slope).
Do you consider them, when you plan and implement the projects?	**FGD** • Majority mentioned that they give opportunities for disabled people to participate in planning and implementation of project. • Many participants mentioned that they consider disability access when planning for a new building. It was also indicated that; • "Women participation is very low in implementation and decision making at committees and office." • "Pradesiya Sabha and committees include more men than women."

Discuss the adequacy of the policy and legislation for supporting the system.	**KII &FGD**
	• "We have our own standard bylaws."
	• "We create the policy framework and sub policies."
	• "We have freedom at institutional level."
	• "Urban Council has no bylaws, hence it is a big concern. Urban Council only follows 1978 urban council Act. We received draft of the standard bylaws No 6 of 1952 but it relates to Pradeshiya Sabhas."
	• "We don't have our own bylaws. We suggest creating a separate bylaw"
	• "Bylaws are given by the Provincial Council and we can gazette it according to our needs, but it can be created only if the Council accepts it. Without having Bylaws we are not in a position to earn revenue. UC, based on the existing trading rights is only able to earn Rs.3000."
	• "We don't have adequate knowledge about bylaws, we use pradeshiya sabha ordinance."
	• "We get permission from higher authority before carrying out certain projects."
	• "We use pradeshiya sabha ordinance. We don't have our own bylaws, therefore we are affected by lower income. Mainly we get income from assessment tax. Now a days we are unable to collect the assessment tax properly"
	• "Now we use Draft of the bylaws (standard by-

	laws Act, No 6 of 1952) which is implemented by Provincial council. If any of the local authorities accept and approve the law, a letter stating the acceptance should be sent. After that the authorities can implement their own bylaws."
	• "We capture the roaming cattle and take legal action against the owners in order to teach them a lesson about the existing laws."
	• "For us to take legal action we require our own bylaws which are not in place at the moment, but we have every right to create these bylaws."
	• "We don't have our own bylaws, so we haven't done revaluation of property. Hence, it is difficult to identify the land owners. During the war, most of them lost their property deed."
	• "We follow the 1987 Act no. 15. We gazette some of the work, as this is a requirement of courts."
	• "We are following the legislation of Pradeshiya Sabha Act (1987) and seaside security Act. We take into consideration the policy relating to environment under the seaside security Act. We have standard bylaws. For each and every work (water, sanitation etc.), we should prepare bylaws and submit to provincial council. Provincial council ministry will fully study it and create the standard bylaws."

	• "We maintain the Pradeshiya Sabha Ordinance. Based on this ordinance, we carry out our work. We don't have our own bylaws."
	• "We haven't done the gazette for bylaws. Because of this when implementing a policy we run into problems."
	• "We need to create new laws and the knowledge relating to bylaws needs to be imparted to the local authority secretary. To make accurate decisions we need legal advice. For example to gain knowledge in implementing name change relating to deed, the staffs need training programs. Even to take legal action we don't have the necessary knowledge, hence we need training from a professional legal advisor."

How do you feel about the comprehensiveness of implementation?	**KII& FGD**
	• Majority mentioned that they are happy, because of autonomy.
	• Few mentioned that they were not happy as they are unable to deliver their services due to lack of resources.
Is there any system available to achieve the gender equity in project implementation?	**KII & FGD**
	• Majority agreed that they are unable to maintain gender equity, following issues were highlighted;
	• "Revenue inspector post is not suitable for

	women. Some posts should be closed service. Based on this system, we can choose only men to be Revenue inspectors." • "We have female participation in committee, but we need a further 10% women representation. Some work can't be given to women (night security, road cleaning & revenue collection). If we do give them these jobs, we have to provide security for them." • "When we consider the women, their participation is very low in the project implementation, because they have family management issues."
What are the institutional mechanisms in place to represent citizen voice and civil society engagement?	**KII & FGD** • Majority mentioned the PRO system. • One mentioned the website.

Providing Services

Please list out the services provided by the institution	**KII& FGD** • Following services were listed out; Health services, sanitation, road infrastructure, water supply, library, market, cemeteries, building approval, vaccination of dogs, food supplementation for pregnant

	mothers, tax assessment, cycle tax, fire extinguishing services, cutting obstructing trees etc.
Does your institution maintain the value/values to deliver the services?	**KII & FGD** • They mentioned that they try to maintain values. Specific organizational values were not promoted to deliver the services.
Is the institution capacitated to regulate the quality of services? If yes, how is it carried out?	**KII & FGD** Majority said that they have the capacity to regulate and following responses were given; • "We regulate the quality of our service through regular monitoring, update of feedback, field staff updates etc." • "We maintain strategic management plan. Based on this, we do our work." • "Based on our budget and plan, we maintain the quality and services" • I (The secretary) conduct weekly staff meeting where staffs give presentations of their duties over the last week. • We publish our yearly evaluation and services to the public

Do you get any feedback/ complaints from the people? Explain the openness of your institution to receive the feedback?	**KII**
	• "We maintain opinion forum under public consultation page on our website (jaffna.mc.gov.lk)." • "Public feedback is collected by PRO (public relation officer) and through complaint register."
	FGD
	• According to MC, in 2011 there was no computerization; "we were in touch with people through manual systems. This manual system was maintained through ledger books at 11 branches out of the 25 branches for collection of complaints. We provide roller numbers to the respective branches. We collect the complaints at monthly meetings and prioritise the complaints. Now we collect the Complaints through the Public Redress System and public relations officer." • "We get complaints directly or through request and telephone calls." • "We maintain PRO (Public Relation Officer) System to collect the complaints." • "We maintain log books and complaint box."

	• During one FGD, it was mentioned that they plan to provide questionnaires and to have direct communication.
How do you react to the feedback?	**KII & FGD** • "If it is possible, we act within a week, if not, we send a letter. It will be carried out, if funds are available." • "We solve the public's problems if we are able to do so. Sometimes we are unable to solve their problems." • "We solve the complaints within one week but unauthorized building complaints will be difficult to solve within short periods."
Do you use the feedback for planning and implementation of the project?	**KII & FGD** • Majority agreed

Maintaining Information system

Does your institution maintain information management system? How do you collect the information?	**KII & FGD** • Majority stated; "we maintain an online public consultation option, through which we collect the information. It includes opinion forums, advisories and proposals." • "Through 37 GN Division, we collect the information."

	• "We collect the information with the help of community centers, advisory committees."
	• "Every year we prepare Statistical Information."
	• "We computerize the information obtained through meetings, letters and phone calls."
	• "We collect the information through the Technical officer, Revenue inspector and public relationship officer."
Do you use the collected information? How do you publish it?	**KII & FGD**
	• Majority said that they use it.
	• "We issue performance report every year. It will be seen by the public in the library."
	• "We publish through paper advertisements and display at community centers."
	• "Information is maintained through manual and computer systems and we discuss with committee members and our staffs."
Are you satisfied with the services provided by the institution?	**KII & FGD**
	• Majority felt dissatisfied.

List out the constraints faced by you to carry out your work?	FGD
	• "Waste disposal awareness is limited amongst the public. Despite instructions to dispose garbage in a sack, they simply throw garbage onto the streets. This is mostly done by the educated people." • "We face problems due to lack of sanitation laborers." • "There are issues relating to reevaluation of property, because of missing property deeds and migration. Because of this we are unable to collect the correct assessment tax." "When people buy land they don't have sufficient knowledge of the relevant documentation. When we grant building approval, lack of proper survey plan and deed name change issues are an obstacle." • "Staff cadre shortage is a main problem, out of 105 approved cadres only 98 posts are filled." • "Public refuse to forgo their land during road expansion projects." • "6 wards have saline water and delivering drinking water to them is a problem for us."

	• "We collect tax based on the 1972 evaluation of property Act, which is only Rs10 or Rs 5, but even that only 5% of the people pay." • "Every year we advertise the law based on which buildings should be constructed. However people do not follow this or even have any respect. Because people don't throw garbage in sacks and just simply dump it, garbage collection is time consuming." • "The revenue inspectors face difficulties in identifying the places for collection of assessment tax (due to property reevaluation where land has not undergone name change and absence of bylaws)." • "We levy the same tax amount of Rs.1000/- from both high end and small end establishments (super market or cycle shop). We are not able to collect maximum tax from high profit organizations, because based on pradeshiya sabha ordinance, the maximum tax we can collect is Rs 1000." • "We have cadre shortage, there are 13 vehicles but only 03 drivers are appointed."

	• "Officers/ resource person is unavailable for training at local authorities and training period is limited to 3 weeks." • "New staffs face difficulties in understanding their duties because of short period of training." • "Insufficient water and toilet facilities for public." • "Medicine allocation is very poor." • "Ayurvedic hospital building is not of standard format, there is no room for wound dressings etc and toilet facility is poor." • "There is poor sanitation and the toilets are unclean at workplace, despite complaints no action has been taken." • "Sanitation is very poor. Sanitation should be privatized." • "We have 07 Fish markets of which 05 fish markets have problems. If tender is called, the society does not support." • "Mostly we get complaints about roads."
Have you heard about SDGS? What is the role of your institution in maintaining the SDG?	**FGD** • None of them were aware about SDGs. They were not able to give an opinion about SDG.

Do you have any suggestions to improve the quality of your institution?	KII
	• "Need awareness programs for the public regarding waste management."
	• "Develop integration."
	• "Specific training should be provided in policy and custom oriented service delivery."
	• "Human resource development should be provided."
	• "All government centers should have knowledge regarding PS and we should work towards increasing the PS income."
	• "Employees should be recruited with the relevant qualifications related to the work."
	• "A lack of participation of committee members. To solve this problem a payment for attending meetings should be introduced to improve the development work of PS."
	• "There are problems due to lack of equipments and laborers."
	• "Insufficient income generation and lack of public awareness regarding services provided by PS. We suggest having

	awareness programs regarding services from school level onwards."
	• "We should increase resources, including human resource."
	• "Training should be provided for each and every staff. This is because they are transferred across different departments with different work backgrounds."
	• "We lack knowledge in taking legal action, therefore we need advice from a legal professional."
	• "New laws should be introduced."
	• "People think that the PS's role is only collection of garbage, however we carry out a range of activities and the public should be given awareness about these."
	• "All projects should be planned and approved early on in the year."
	FGD
	• "We use old bylaws. We operate activities based on these bylaws. We follow Municipal council ordinance. Central government and local government system are different."
	• "The new staff and those who come from different sectors should undergo compulsory training."

	• "Exam for staff recruitment should include questions regarding bylaws."
	• "We request training on bylaws."
	• "The software (ECRC) of Asia foundation should be improved and additional facilities added (to get reports as per requirement)."
	• "Lack of bylaws for UC causes problems when taking legal action."
	• "Computerization of our assessment tax."
	• "The costs are high to create bylaws in three languages (Tamil, English and Sinhala)."
	• "To create bylaws and file cases at court Technical officers or Revenue Inspectors don't have sufficient knowledge, hence they need training"
	• "We don't have adequate knowledge about bylaws. Even though provincial council has given bylaws, legally we haven't implemented it yet. So we request Asia foundation to provide training about bylaws."
	• "We request Asia foundation to take proper action for solid waste disposal system."
	• "We should give awareness programs regarding sanitation."

	• "Some of the staffs got training related to Account management system, but the system is not used in pradeshiya sabha." • "Capacity building skill training is needed for all staffs." • "Villages don't get much of our services, they especially need a library." We request Asia foundation: • "To provide fund allocation for implementation of the management plan to help people affected by war to have the chance to enter the university (Economic support)." • "To provide training regarding assessment tax." • "Fund allocation to assist the disabled."

Annex H: Key Informant Interview Guide

Key informant Interview Guide

Introduction:

I'm Dr.R.Surenthirakumaran from Ahead Trust Jaffna. I am working on a research project funded by the Asia Foundation to see the "Effective institutionalization of tested models for financial resilience, citizen inclusion and representation, and redress to problems by Local authorities in Northern Province of Sri Lanka.

As part of the methodology, we have decided to adopt the Key Informant (KI) Interviews with the higher-level officers working in the Local Government Department, Northern Province. The themes that emerge from the interviews will be very useful for the future development of Department of Local Government, Northern Province and other Provinces. While I will use the themes from the interviews, the interviews themselves will be strictly confidential. Your knowledge would be very valuable and we hope you could make yourself available for an interview. The interview will only take 30 minutes.

If you do not understand any words, you can stop me and ask for explanation. You need not necessarily decide now whether to participate or not. Before you decide you may talk to anyone you feel comfortable with about the research. You are free not to participate or withdraw from the study at any time.

If you have any questions / doubts about the research/ procedures, you may ask me or anyone from the research team you are comfortable with now or later.

Who
1. Tell me about yourself
2. Please explain your role in the institution.

Institutional policy and enactments
1. Briefly describe your role in the policy development of the institutions
2. Could you list out the polices enacted in your institution in the last one year
3. Could you list out the ongoing projects at your institution

Initiation of policies and projects

1. Briefly describe how you implement the policies?
2. Is there any mechanism to identify, measure and respond to problems within the population in your area?
3. Are there any committees functioning at your institution to implement the policies?
4. Who are the people invited to serve in the committees?
5. How do you invite the people to serve in the committee?
6. Do you have any policy guide available to invite the people to serve in the committee?
7. If yes, can you indicate the main criteria included in the guide
8. How do you plan your projects?
9. Who are the people invited to contribute during the planning stage of the projects?
10. How do you select the beneficiaries?
11. Do you have strategic management plan for the institution?
12. If yes, how was it prepared and for how long?
13. Do you follow the strategy, when you implement the projects?

Implementation of the policies and projects

1. Briefly describe the system available to implement the policies and projects?
2. To what extent is this system capacitated, functional and effective?
3. Are necessary equipments, products and services regularly available and utilized in the projects
4. Discuss the adequacy of the policy and legislation support the system
5. How do you feel about the comprehensiveness of implementation?
6. Is there any system available to achieve the equity in the project implementation?
7. What are the institutional mechanisms in place to represent the citizens' voice and civil society engagements?

Providing services

1. Please list out the services provided by the institution
2. Does your institution maintain the value/values to deliver the services?
3. Is the institution capacitated to regulate the quality of services?
4. If yes, how is it carried out?
5. Do you get any feedback from the people?
6. Explain the openness of your institution to receive feedback?
7. How do you collect it?
8. How do you react to the feedback?
9. Do you use the feedback for planning and implementation of the project?

Maintaining information system

1. Does your institution maintain information management system?
2. How do you collect the information?
3. Do you use the collected information?
4. How do you publish it?

Conclusion

1. Are you satisfied with the services provided by the institution?
2. Do you have any suggestions to improve the quality of your institution?

Annex I: Focus Group Questions

TAF Project

Focus group questions

1. Can you tell us about your work experience and training etc?

2. Briefly describe how you excel at the work allocated to you.

3. Are there any committees available to support your work?

4. How are the committees formed?

5. Do you invite any community people to work in the committees?

6. During the selection, planning and implementation of the projects, do you get their opinion?

7. How do you get the opinion?

8. Can you explain the way that you use the opinion?

9. Do you get enough support to carry out your work from the communities, senior officials and politicians?

10. What type of interference do you get from the above mentioned stakeholders?

11. How do they help you?

12. List out the constraints faced by you in carrying out your work.

13. What are the solutions for these constraints?

14. Do you have the facilities to collect the complaints? If yes, what are they?

15. Do you have a strategic management or any other related document introduced by your superiors for planning and implementation of the projects?

16. In your opinion, who should be considered as vulnerable population?

17. Are there any special provisions offered by you for above mentioned vulnerable groups?

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

18. Do you invite them to work in the committees?

19. Do you consider them, when you plan and implement the projects?

20. In your opinion, what is equity?

21. Do you maintain the equity?

22. Have you heard about SDGS?

23. What is the role of your institution to maintain the SDG?

24. Have you planned any activity, based on it?

25. Do you want to share anything with us?

26. How do you invite the people?

Annex J: Library Checklist

	Details	Good	Satisfactory	Unsatisfactory
I	**Range of collections available**			
1	News papers			
	Uthayan			
	Thinakural			
	Valampuri			
	Veerakesari			
	English paper			
	Other			
2	Magazines			
3	Storybooks			
4	Other readings			
5	Children section			
6	Student collection			
	References			
	Text books			
	Past papers			
	G.C.E (O/L)			
	G.C.E (A/L)			
7	Electronic resources			
8	Provision of computers/PCs			
9	Television facilities,			
II	**Funding**			
1	Urban Council			
2	Predeshiya Sabha			
3	Commissioner of Local Government			
4	Donor agencies,			
5	Politicians			
6	Well-wishers			
7	Advocacy program for annual allocation			

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

III	Infrastructure Facilities			
1	Building-Permanent			
2	Building-Temporary			
3	Furniture			
4	Lighting			
5	Ventilation			
6	Drinking Water			
7	Cleanliness			
8	Toilet			
9	Male/Female separate			
10	Safety &emergency preparedness			
11	Electronic data maintenance			
12	Library auditorium			
13	Access to libraries for persons with disabilities			
IV	Staff			
1	Non-scheduled cadres			
2	Scheduled cadres			
3	Helpfulness of the library staff			
4	Communication with users			
5	Professional competencies			
6	Personal competencies			
7	Knowledge Updating			
V	Services			
1	Photocopying			
2	Printing			
3	Information/reference enquiries			
4	Library catalogue			
5	Accessing library services electronically off Campus			
6	Opening hours			
7	Library environment (noise, heating, ambience, etc.)			
8	Communication with users			
	e.g. publicity materials, signage, user education			
9	Helpfulness of the library staff			
10	Member:			
	Guarantee signed by the area people			
	Recommendation from Grama Seveka			
11	Library network			

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

Annex K: Market Checklist

Details	Good	Satisfactory	Unsatisfactory
Good location			
Walking distance from housing area			
Arrangement for display (products, vendors)			
Administration office			
Separate parking for vendors & customers			
Store facilities for vendors			
Toilets for male			
Toilets for female			
Toilets for disabled people			
Allocation of stalls vegetables			
Allocation of stalls fruits			
Allocation of stalls groceries			
Allocation of stalls fish			
Allocation of stalls meat			
Drainage			
Loading unloading facilities by local authority staffs			
Female vendors participation			
Relaxing room			
First aid facility			
Fire exit & emergency exit			
Doors and locks facilities			
Electricity facilities			
Waste disposal bins			
Market hours & days			
Receiving & deliveries			
Keeping stalls clean and neat on a regular basis			
Identification of vendors			
Identification of staffs			
Courteousness			
Regularity of Cleaning			
Loading unloading facilities by local authority staffs			
Availability of waste bins			
Availability of water for washing			

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

Annex L: Dispensary Checklist

	Details	Good	Satisfactory	Unsatisfactory
1	Free medical services			
2	Consultation Rooms			
3	Average patients per day			
	Equipments			
4	Examination bed			
5	Table and chairs			
6	Wash basin			
7	Weighing scale			
8	Adequate ventilation and illumination			
9	Availability of sterilization of instruments and dressings			
10	Store facilities			
11	Toilets			
12	Cleanliness			
13	Provision of water supply			
14	Eligible to manage weather conditions (rain, disaster)			
15	Doors and locks facilities			
16	Electricity facilities			
17	Keeping rooms clean and neat on a regular basis			
18	Lighting			
19	Cleaner Identification			
20	Availability of waste bins			
21	Availability of water for washing			
22	Ramp for disabled			
23	Environment health			
24	Waste disposal system			

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

Annex M: Public Park Checklist

District:……………………………..   Local Authority ○ MC   ○ UC   ○ PS

Name of the Park :

……………………………………………………………………………………………..

Address:

……………………………………………………………………………………………..

1. Is this park normally clean?

   ○ Often   ○ Sometimes   ○ Never   ○ N/A

2. Do you feel safe in this park?

   ○ Often   ○ Sometimes   ○ Never   ○ No Opinion

3. What are your needs for this park? (Check all that apply.)

NO	Items	Yes	No	Need new one	Improve	Present is good	replace
01	Bathrooms						
02	Benches/ Tables						
03	Children's play equipment						
04	Tree Planting/ Maintenance						
05	Maintains of outdoor play items						
06	Drinking water						

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

07	Gardens and Flowers						
08	Lighting						
09	Bins						
10	Canteen						
11	Security						
12	Disability play equipment						
13	First Aid box						

4. What is your opinion of the condition of outdoor play equipment's?

Excellent   Very Good   Fair   Poor   No Opinion

5. Please Note any ideas for improvement to parks features, services, or programming:

………………………………………………………………………………………..

………………………………………………………………………………………..

Annex N: Preschool Checklist

	Details	Good	Satisfactory	Unsatisfactory
1	The Teaching Staff qualification			
2	Interaction between Staff and Children			
3	Maintenance of Discipline			
4	Registration			
5	Location			
	Attractiveness			
7	Class room facilities			
8	Sufficiency of furniture			
9	Reading material			
10	The School Calendar			
11	Cleanliness of students			
12	Food			
13	Milk			
14	Payment of teacher			
	Infrastructure facilities			
15	Furniture			
	Lighting			
	Ventilation			
	Drinking Water			
	Cleanliness			
	Toilet			
	playground equipments			
	Access to preschool for persons with disabilities			
23	Special Education Services			
24	Deaf and hearing impaired			
25	Disability Standards			
26	Customised facilities			

Effective Institutionalization of Tested Models & Redress to Problems by Local Authorities in Northern Province of Sri Lanka

Annex O: Public Toilet Checklist

District………………   **Local authorities UC   PS**
MC
Public toilet ……………..
Location…………….

	Details	Good	Satisfactory	Unsatisfactory
1	Safety			
2	Public gathering places			
3	Lighting availability			
4	Security guard			
5	Toilets for male			
6	Toilets for female			
7	Toilets for disabled peoples			
8	Identification board			
9	Drainage maintenance			
10	Fire exit & emergency exit			
11	Doors and locks facilities			
12	Electricity facilities			
13	Availability of Cleaners at all times			
14	Identification of cleaners			
15	Availability of waste bins			
16	Availability of water for washing			
17	24 hours availability			
18	Electronic Hand-Dryers/Paper Towel Dispensers			
19	Toilet Paper Dispensers			
20	Toilet Seat Sanitizers/Covers			
21	Water Tap Points within Cubicles			
23	Soap Dispensers,			
24	Waiting Areas			
25	Baby Seats			
26	Diaper Changing Stations			
27	Urinals for Children			

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