Women's Experience of Corruption in Public Service

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WOMEN'S EXPERIENCE OF CORRUPTION IN PUBLIC SERVICE

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WOMEN'S EXPERINCE OF CORRUPTION IN PUBLIC SERVICE

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Preface

Corruption affects people differently. The weaker segment of society is more vulnerable to corruption as their voice to get access to their democratic rights is feeble. The survey on women and corruption done by a research team of TISL will tell you how poor women are got caught to corruption in receiving public services in the selected sectors. This is a pilot survey covering a few geographical locations representing the pluralist character of the Sri Lankan society. Moreover, the study limits itself to the selected public services, namely, legal (police and judiciary), healthcare and the public services channeled through divisional administration. The research team has attempted to paint a vivid picture identifying the nature, extent and causes of the problem. They too have come out with an assessment of experience of corruption on women and a set of recommendations for consideration of the policy makers and others interested in the issues to overcome the problem.

Since this is a pilot study of this kind with a focus on three important public service delivery sectors one may be inquisitive to know more about the situation in the other sectors as the public services encompass a vast array of services. This will need more research on the subject and those who are concerned about the poor and their legitimate rights will take the challenge and engage in further studies. We are at TISL willing to extend our support for such endeavors.

S. Ranugge
Executive Director

Glossary of Definitions used in this study

Household : A group of people living in the same house, sharing food and having one of them as the head of household. In this survey, one individual has been considered a member of a household if s/he has been living in this household for at least six months. The household members who were usually not resident were not included as members.

Head of Household : The person who plays a major role/who makes decisions in family matters, either male or female.

Respondent : Definition for 'respondent' in this context necessarily an adult female member of the selected household. The respondent should be clearly aware of all the information of the family/family members including, income, expenditure, educational status and services sought by the family members.

Service recipients : Those who are receiving services from the public sector (mainly health, police and judiciary, and divisional secretariat) are treated as service recipients of the concerned sectors. The main female respondent and any other female family member/s, if they received public services in the said sectors are treated as an individual service recipient/s. If the recipient/s have obtained services or visited a service centre more than once in the given time period each visit is analysed separately.

Corruption : The definition of corruption used in this survey is 'Misuse of entrusted power for personal gains.' This includes bribery, extortion, fraudulence, and embezzlement of money or property, negligence of duties, nepotism and different kinds of hassles.

Unauthorised payment refers to bribery, extortion, fraudulence and embezzlement of money in this survey.

Service : The material or non-material support that is provided to the people by public institutions for a fee/s or free of charge as determined by respective law or rule.

Service provider : Those who are appointed by the government following the established rules and regulations to serve the people in the country with a given detailed job description. The service provider is gaining a salary for the services s/he delivers while in service.

Health : Health services provided only through government institutions such as national hospital, teaching hospital, provincial general hospital, district general hospital, base hospital, divisional hospital, primary medical care unit/maternity clinic, board managed hospital, specialised hospital or other government health care is considered for analysis of corruption in this sector.

Legal **(police and judiciary)**	:	**Police:**
		All services provided by the police stations, traffic police, women and children desk, etc.
		Judiciary:
		All service provided by mainly rural courts, district courts, other courts.
Divisional Secretariat	:	An administrative unit within a District. Divisional Secretary is the chief executive office in divisional administration. Services provided by the DS office includes, civil registration, issuing of permits, issuing certificates, land related services, social welfare benefits including Samurdhi etc. These services are provided by the Divisional Secretariat, Grama Niladhari, Samurdhi officer, Women Development Officer, Social Development Officer etc who are stationed or related to the DS office.

Acronyms

CBO	:	Community Based Organization
CPI	:	Corruption Perception Index
DCS	:	Department of Census and Statistics
DS	:	Divisional Secretariat
GCB	:	Global Corruption Barometer
GD	:	Group Discussions
GEI	:	Gender Equality Index
GN	:	Grama Niladhari
GoSL	:	Government of Sri Lanka
HDI	:	Human Development Index
HIES	:	Household Income and Expenditure Survey
IMF	:	International Monetary Fund
KII	:	Key Informants Interview
LKR	:	Sri Lankan Rupees
NGO	:	Non Government Organization
PHI	:	Public Health Inspectors
PHNS	:	Public Health Nursing Sisters
PS	:	Pradeshiya Sabha
SDO	:	Social Development Officers
SPHI	:	Supervisor Public Health Inspector
SPSS	:	Statistical Package for Social Science
TI	:	Transparency International
TI-S	:	Transparency International-Secretariat
TISL	:	Transparency International Sri Lanka
UC	:	Urban Council
UNIFEM	:	The United Nations Development Fund for Women
USD	:	United States Dollar
WDO	:	Women Development officer

Executive Summary

Background

Women and girls globally represent a higher proportion of the poor population. Therefore it makes them more dependent on the services provided by the government. As primary caretakers of the families, women have a greater need for essential services such as health, education, land, water, sanitation and most importantly safety and security. The disadvantaged and vulnerable groups such as women, children, disabled and other minorities are more affected by corruption as bribery and other forms of abuses of discretionary authority often result in the denial of the basic human entitlements of these groups.

There are numerous first hand yet undocumented evidences to conclude that, in Sri Lanka, corruption has a profound impact on women's access to resources and in particular, public services. Therefore, this survey is an effort taken by TISL to assess the women's experience of corruption in public service and assess the vulnerability of women to corruption as public service recipients.

Objectives

The main objective of the study is to identify the women's experience of corruption while receiving public services and to provide a set of recommendations. The specific objectives are:
- To identify the nature and extent of corruption on women in three

important service sectors namely Divisional Secretariat, Health and Legal (Police and Judiciary);
- To assess the intricacies of corruption and the way it manifests itself on women (service recipient) in three important services;
- To identify the reasons that leads women to bribe in obtaining these services in these three important sectors;
- To provide a set of recommendations to minimize the impact of corruption on women;

Methodology

Both qualitative and quantitative data were collected from primary and secondary sources. Primary data were collected from service recipients by administrating a questionnaire. In addition to that Group Discussions (GD), Key Informants Interview (KII) and In-depth Interviews were used to obtain qualitative information.

Two stage Cluster sampling methods were used for selecting respondents. To represent the different socio-economic and demographic demarcation of the country, 501 households were selected from four different geographical locations namely, the deep south (Habaraduwa), the plantation sector (Pasbage Korale), agrarian (Wariyapola), and a conflict affected area in the East (Manmunai North).

Households were selected from each village/

ward purposively, i.e. those households in which women were obtaining services health, legal (police and judiciary) and divisional secretariat within last six months (June 2013- November 2013 period). In the selected household, all women service recipients were chosen as the primary unit for the survey.

Out of the total sample 27% of the households were headed by females. Of the total surveyed households, 48.7% were Tamil, 44.1% Sinhala, 6.4% Muslim and 0.8% Burgher. Further, 62.0% were housewives, 8.6% were self-employed and 8.0% were casual workers. 41.9% of respondents were involved with various types of social and community based organizations.

Overall scenario

In this survey the respondents were provided 10 service areas and asked to name the service areas that they/or a family member obtained within the last six month period. Results revealed that majority of households (87.6%) had obtained services from the heath sector, secondly DS related services (54.9%) and thirdly 25.7% received services from the legal (police and judiciary).

When considering all the sectors, the percentage of overall victims of corruption was reported as 52.3%. These households experienced some form of corruption in at least one service sector. The level of corruption was highest in legal (police and judiciary) services and the percentage was 58.1%. Further, 30.9% and 28.0% respondents said they encountered corruption in obtaining services related to DS and health services respectively.

Women headed households were more vulnerable to corruption than male headed households. Among the total women headed households 59.7% were victimized of one or the other form of corruption while it was

49.6% for male headed households. At the same time, Tamil women (64.3%) are more victimized than Sinhala women (41.2%).

Compared to the other locations, plantation sector (65.6%) and eastern conflict affected area (64.8%) are more corruption prone areas. In addition urban-rural differences were also examined. It is seen that 56.8% of the rural households were victims of one or the other form of corruption while comparative figure for of urban households is 44.1%.

This survey mainly focused on three major service delivery sectors namely health, legal (police and judiciary) and service related to DS. When considering these three sectors, 47.1% service recipient households were victims of one or the other form of corruption. Women have encountered the highest incidents of corruption (58.1%) in seeking legal (police and judiciary) services.

Of the total households who encountered of corruption, 52.5% have paid bribes to obtain services. Sector wise, 63.4% of those who obtained health services mentioned that they paid bribes. When considered the average amount of bribe payment by the households, the highest average bribe given was LKR.2825 (USD 21.7) in legal (police and judiciary) sector.

Sectoral Scenario

Legal (police and judiciary)

Among the total service recipients of legal sector, 33.6% women headed households obtained services from different types of legal institutions as opposed to 22.9% for male headed households. It was observed that Tamil women (30.7%) obtained legal services more than other ethnic groups. When geographical location was considered, the highest percentage was seen in Pasbage Korale (32.8%).

When urban-rural status considered rural women (68.2%) are more vulnerable to corruption than urban women (38.6%). Results reveal that female headed households (64.4%) are more vulnerable to corruption than male headed (54.8%) households while acquiring legal services.

Of the total service recipients of legal services, 59.4% were victims of one or the other forms of corruption when obtaining these services within last six months. Further, the highest percentage of recipients encountered corruption in District Courts (88.9%) while it was second highest in Traffic Police (65.2%).

When considered the bribery, 62.7% of the service recipients who encountered corruption paid bribes in obtaining legal services within the respective time period and the average payment being LKR. 1587 (USD 12.2).

Divisional Secretariat

When ethnicity is considered all the surveyed Burgher households (4 households) had obtained services related to DS while it was 75.0% of Muslim households, 67.2% of Tamil households. The majority of the households were reported from Manmunai North (89.6%) while the next highest percentage reported from Pasbage Korale (56.0%). It is interesting to note that more urban households (63.1%) than rural households (50.3%) have visited DS offices to obtain services during the period under review.

When obtaining services from DS offices, women headed households (39.1%) are more vulnerable than male headed households (28.2%) . The highest percentage of households who mentioned that they encountered corruption in obtaining services related to DS was reported from Manmunai North (34.8%) followed by households in Habaraduwa (32.6%). Moreover, rural women (35.8%) are more victims of

corruption in obtaining services related to DS than urban women (23.9%).

Of the total services recipients of DS, 24.8% were victims of one or the other forms of corruption in obtaining services. most mentioned type of corruption was negligence of duties (52.3%). Bribery was only the third most frequently stated type of corruption. When type of service was considered, corruption was highest in relation to obtaining various certificates (44.4%) and permits (41.4%).

Of the service recipients who stated that they encountered corruption in obtaining services, 24.2% of them had paid a bribe. And the average payment of a bribe was LKR. 1231 (USD 9.5). Faster and better service were the two main reasons for giving bribes.

Health

According to the results, 87.6% of the surveyed households have obtained health services from the different types of government health institutions in the last six months. The highest percentage of respondents were reported from Manmunai North (98.4%) followed by Pasbage Korale (93.6%) and Wariyapola (88.9%).

Of the total number of respondents, 28.0% stated that they faced one or other form of corruption. The highest percentage of the households who stated that they encountered corruption was reported from Pasbage Korale (41.9%) while the least percentage was from Wariyapola (10.7%). The victims of corruption was greater in the rural areas (30.9%) when compared to the urban areas (22.9%).

Of the total service recipients, 26.5% were victims of one or the other form of corruption in obtaining health services within last six months. It was observed that out of the total victims of corruption in health services, 51.9% had to pay bribe the average payment

being LKR.405 (USD 3). Better service was the most frequently mentioned reason for giving bribes.

It is interesting to note that 34.7% of the service recipients had been asked to attend a private clinic. In addition, 10.0% of the recipients said that they had to bribe a middleman.

Conclusion and Recommendations

It is imperative that more qualitative and quantitative research on the topic should be initiated which will help us to understand the extent and complexities of the issue at stake. When the issue of gender is main streamed in the anti corruption work, with appropriate oversight agencies in place, it will ensure that women are adequately represented at all stages of service delivery and at the same time will guarantee their easy access to the services without harassment.

In order to address the above mentioned issues TISL recommends the following:

1. The sectors that showed higher level of corruption and have greater importance for poor women and their livelihood (such as DS, health) should be given priority in taking actions against corruption.
2. Skills for fighting corruption must be enhanced in different institutions especially the service providing ones so that the institutions can take effective steps to protect women in the delivery of public services.
3. Establish anonymous and effective complain mechanism for women to report corruption with clear channels for redressing incidents.
4. The civil society organizations that are currently engaged in women empowerment should include anti corruption agenda into their work plan.
5. Media can give more space in the print and visual medium and encourage journalists to report on corruption related issues and carry out thorough investigation
6. Build capacities of community groups to lobby for appropriate legislative frameworks and to access their rights and entitlements.

Chapter - 1
Background and Rationale

1.1 Introduction

Corruption has serious negative implications because it weakens public institutions, undermines the rule of law and makes the public lose faith in the government. The pervasive nature of corruption obstructs and dampens socio economic development, and robs the country of its wealth and resources which ultimately reflects on the socio economic development of the nation. Although the negative impact of corruption is global, it is particularly burdensome on the poor and the disadvantaged because they do not have a strong socio political voice, thus entrapping them in the vicious cycle of poverty.

The disadvantaged and vulnerable groups such as women, children, disabled and other minorities are more affected by corruption as bribery and other forms of abuses of discretionary authority often result in the denial of the basic human entitlements of these groups. Even though there are limited studies on corruption and its impact on women particularly, a number of studies published in recent years claim that globally, women as a group suffer from corruption at a higher degree than men (IMF, 2001).

Sri Lanka's deeply rooted patriarchal society structure, puts significant amount of family burden on to women's shoulder and for the most part, they are the primary caretakers of the family members. As primary caretakers of the families, they have a greater need for essential services such as health, education, land, water, sanitation and most importantly safety and security.

In addition, in Sri Lankan women represent the higher segment of the poor with significantly lower income, lower job security and lower political and economic voice (Gunasekera, 2008). Consequently they are incapable of seeking alternatives to bribery or corrupt demands that often results in, them receiving poor quality services or denial of such services. Very often when women are compelled to bribe, it takes the form of sexual favours, as sexual extortion is a specific form of corruption that affects women disproportionately.

There are numerous first hand yet undocumented evidences to conclude that, in Sri Lanka, corruption has a profound impact on women's access to resources and in particular, public services. Therefore, this survey is an effort taken by TISL to assess the experience of corruption on women in Sri Lanka and assess the vulnerability of women to corruption as public service recipients.

1.2 Background

Since 1960s, the issue of corruption has gained much attention, as social scientists have invested considerable amount of resources to define the phenomena, origin, characters, forms and its costs, to not only socio economic development of the country

but also its role on undermining human development and democracy. With plethora of programs and research dedicated to anti corruption initiatives, social scientists turned their focus on the issue of gender on corruption only in the early 2000s. The first wave of research showing a staggering gender based differences in corrupt behaviour emerged a decade later in the 2000s, when the international development agencies started putting higher weight to women empowerment and their role in anti corruption initiatives. With a limited number of research studies published in the past, there seems to be a consensus that in fact corruption is not gender neutral as it takes different forms and impacts on men and women differently.

Transparency International argues that gender acts as a lens to magnify the impacts of corruption, particularly when it comes to public service delivery in developing countries. As women and girls globally represent a higher proportion of poor population, it makes them more dependent on the services provided by the government. In the developing countries, where the public sector is often plagued by maladministration[1], it automatically makes women prone to corruption (Transparency International, 2010). Due to their poor economic and social back ground, they are unable to seek alternative services provided by the private

sector, leaving them no choice but to rely on this corrupted public system where their experiences of corruption range from petty to grand corruption[2] to sexual bribes[3].

Paying 'extra' for free basic services provided by the government perpetuates a vicious cycle of poverty and violence. Recently, a handful of research studies carried out show that corruption has unique impact on poor women and girls in a variety of sectors (U4, 2009). For the most part, as women are the primary care takers of either of the child or the elders of the family, most of their income is already spent on taking care of them (HIES, 2012/13). To make the situation worse, the burden of 'extra' payment to the public official, and their inability to make the payment leaves them excluded from the services that play a significant role in uplifting the economic status of a person such as health, education, thus minimizing their chances of climbing the social ladder (Transparency International, 2010). In circumstances where women are unable to make the extra payment, compensation may take the form of sexual favours that negatively validate existing gender perceptions and violence in a country (Transparency International, 2010).

Similarly, experiences of corruption while accessing basic services such as health, basic services provided by divisional secretariats, legal (police and judiciary) services can have

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1. Maladministration is a legal term that refers to a failure by a government organization, agency, or entity to carry out its duties and responsibilities properly and fully. Public maladministration may be unintentional or intentional. It may stem from inefficiency or waste, clerical errors or mistakes, incompetence, negligence, or carelessness. On the other hand, bureaucratic corruption in the form of bribes, kickbacks, bartering for favor, illegal activity, or misappropriation of public resources for personal use constitutes intentional maladministration. The definition of maladministration varies in accordance with the culture and political ideology of the society in which the alleged acts occur.

2. According to the TI definition of Petty corruption refers to everyday abuse of entrusted power by low- and mid-level public officials in their interactions with ordinary citizens, who often are trying to access basic goods or services in places like hospitals, schools, police departments and other agencies. Grand corruption consists of acts committed at a high level of government that distort policies or the central functioning of the state, enabling leaders to benefit at the expense of the public good.

3. Note: after several research studies pointed out the predicament that women often experience, the definition of corruption which limited itself to monetary favors has evolved to include sexual extortion and trafficking as well.

disproportionate and negative consequences on women and girls. It can deprive them from accessing quality health care, legal services and other forms of basic documents that is required in every step of their lives to move forward.

1.3 Rationale

Corruption in general is very often the cause and the product of poverty and the resultant exclusion. As mentioned above, corruption has a profound impact on women's access to resources and in particular, public services in Sri Lanka. As primary caretakers for families, women have a greater need for essential services such as health, education, land, water, sanitation and most importantly safety and security.

While significant gap exists in comprehending the impact of corruption on women seeking public service delivery, there is no data available to identify trends or compare situations of service delivery relating to different sectors. The study `Women experience on corruption in public services' is focused on understanding the ways in which maladministration of the public service delivery hampers women differently than men while acquiring these basic services. Drawing from the experiences of other Transparency Chapters like TI-Bangladesh, TI-Ruwanda that have carried out similar studies and have identified and documented female's experiences in relation to corruption in their region, TISL also implemented the study to identify the significant gap that exists in comprehending the impact of corruption on women seeking public services in Sri Lanka. Depending on the social cultural aspects and the geography of the region, each chapter area of focus differed.

According to GCB 2012, Police and Judiciary were the most corrupted institution in Sri Lanka as these institutions occupied first and second position while Divisional secretariat (DS) related services and Medical and Health services occupied fourth and seventh position respectively (GCB, 2012).

Hence TISL's focus is the Divisional Secretariat, Health, and Legal (Police and Judiciary), these three areas were given higher priority: a) because as a health service recipient, women's experiences with the health care system is not limited to being patients, as their responsibilities ranges from mothers, to caregivers for frail and disabled family members, b) men being the breadwinners usually spend most of their time away from home and women visit offices to acquire very basic services like birth certificates, character certificates, marriage certificate, public allowance, and c) Sri Lanka's long standing history of violence against women, which infringes their basic human rights, compels them to seek legal services and the prevalence of corruption in these sectors.

1.4 Country context

Sri Lanka is experiencing many changes and improvements as it approaches its fifth year of post war peace. However, most of these improvements are limited to infrastructure development with numerous shortcoming and drawbacks in the socio political environment of the country. One such issue is the issues relating to the shrinking space afforded to the vulnerable groups of the society to reap the benefits of economic development that Sri Lanka has experienced over the years.

 Widespread corruption, the prevalent culture of impunity has acted as an impediment to the further socio- economic developmental prospects of Sri Lanka. Research carried out by Transparency International, such as Global Corruption Barometer (GCB) 2013,

Corruption Perception Index (CPI) paint an alarming picture of Sri Lankan's deteriorating governance situation. Sri Lanka dropped 12 places in its corruption perception ranking, as Sri Lanka was ranked 91 out of 177, compared to the ranking of 79 last year (CPI, 2013).

1.4.1 Women in Sri Lanka

Post independence Sri Lanka, captured note worthy interest of the prominent social scientists, for its impressive social development experience, made especially during 1948-1977, despite its modest economic growth during those periods. The tumultuous 30 years of civil unrest which retarded the development of the nation, ended in 2009, opening new developmental prospects for Sri Lanka that immediately reflected on its economy, as the country was able to achieve a commendable economic growth rate of 8%, 8.3% and 6.4% in 2010, 2011 and 2012 respectively (CIA word fact book) However, despite the economic growth, human development seems to be less impressive than its economic growth performance. Human Development Index (HDI) 2012 report pointed out that even though Sri Lanka was able to achieve a higher economic growth, with a notable reduction in HDI despite years of internal conflict, it has not been able to live up to the expectations that the initial success created (HNDP, 2012). In 2012 Human Development Index report indicated that Sri Lanka was in 92nd position out of 180 countries.

Lack of financial resources is only partly to be blamed for the current socio economic status of women in Sri Lanka, as systemic discrimination and gender biases that they face on a daily basis deprives them of opportunity for capacity building, ultimately preventing their ability for upward mobility. The prevalent cultural prejudices, coupled with the discrimination in the fields of healthcare and politics, curtail women's

ability to participate on par with men in the national development process.

In 2012, Sri Lanka made remarkable strides in the Gender Equality Index (GEI), and ranked highest among the South Asian countries in the GEI and HDI. GEI one of the major components of HDI that attempts to capture the basic aspects of human development, measures gender disparities in three dimensions viz. health, empowerment and labour market, where the corresponding scores reflect the status of the women in the country. Sri Lanka occupied the 75th position, with a score of 0.402, illustrating that women in Sri Lanka enjoy relatively higher status than her counterparts, Nepal ranked 102 with 0.485 points, Bangladesh ranked 111 with 0.518 points and India ranked 132 with 0.610 points (HDI,2012). However, it is important to note that political participation of Sri Lankan women is relatively very poor even though Sri Lanka is making strides in other aspects of development that comprises the index, such as educational attainments and maternal health fertility rate. Despite comprising more than 50% of the population, women in Sri Lanka are underrepresented in politics in all the spectrum from political leaders, elected officials to voters Comparing the political representation of women in the region, in Sri Lanka there are only 5.8% (in 2012), and currently 4.2% of female in the current parliament, while similar figures are 33.2% Nepal, 19.7 % Bangladesh, 10.6 % India (HDI,2012).

United Nations Fund for Women (UNIFEM) state that if the government's priority is to achieve an overall socio economic development, the limitation of women in governance, should be uplifted and women's roles in government be fostered because, women are needed to represent women's interests [UNIFEM,2008]. Only when governments make efforts to build an enabling environment where women are adequately represented and are given full

access in the decision making positions, will the laws and policies be introduced and implemented that will promote gender equality.

Sri Lanka has deeply rooted patriarchal society where modernity is still an external veneer and orthodoxy remains the deeply embedded core value and belief system. As a patriarchal society it is weeded to the ideology of motherhood that burdens women with responsibilities of bearing and nurturing children. This culture of sanctity of motherhood and fragility of femininity is a cruel curb on the mobility of women. The natural function of child bearing is linked to an ageless belief and value system that defines the role of women in society. Thus Gender can be a significant social cleavage that contributes to social inequalities, oppression and exploitation.

1.5 Objectives

The main objective of the study is to identify women's experience of corruption while receiving public services and to provide a set of recommendations. The specific objectives are:

- To identify the nature and extent of corruption on women in three important service sectors namely Divisional Secretariat, Health and Legal Services (Police and Judiciary)
- To assess the intricacies of corruption and the way it manifests itself on women (service recipients) in three important services

- To identify the reasons that leads women to bribe in obtaining services in these three important sectors;
- To provide a set of recommendations to minimize the impact of corruption on women;

1.6 Scope

The definition of corruption used in this survey is misuse of entrusted power for personal gains (TISL definition). Apart from accepting a bribe or compelled to pay a bribe, negligence of duty, nepotism, embezzlement of money or assets, deception and different types of harassment have been included as defining elements of corruption.

The survey has focused on mainly three service sectors wherein the participation of women is higher than in other sectors. These sectors also play a special role in development, social justice and security. The sectors are: Health, Legal (police and judiciary) and Divisional Secretariat. To record a household's detail experience on the sectors not listed above, a separate part has been added to the questionnaire. Beyond the above list the survey has recorded information on the following services (other sectors): education, agriculture, utilities, motor and traffic, banking, insurance, customs and tax.

The results have been analysed by household as well as service recipient. This is in order to capture the experience not only of the respondent but also of the other service recipients of the household.

Chapter - 2
Methodology and Respondents Profile

2.1 Sources of data

Data was collected from both primary and secondary sources.

The primary sources of data are: a Survey of service recipients, Group Discussions (GD), Key Informants Interview (KII) and In-depth Interview.

The Secondary sources of data are: Institutional information, annual reports of institutions, government reports, government budgetary allocation, academic research papers, news scan from electronic and print media etc.

2.2 Nature of data:

Both qualitative and quantitative data were collected from primary and secondary sources. Quantitative data are presented to determine the extent and nature of corruption while qualitative data are used to support the quantitative data. Thus triangulation is used as a methodology[4].

2.3 Survey and sampling

Two stage Cluster sampling methods were used for selecting respondents. To represent the different socio-economic and demographic demarcation of the country, sample was selected from four different geographical locations, namely the deep south, plantation sector, agrarian, and conflict affected area in east.

The following stages have been followed for selecting respondents in the survey:

- In the first stage, each geographic cluster was divided into two different governance areas: urban and rural. The unit considered for urban areas was Urban Councils (UC) while Pradeshiya Sabha[5] (PS) was the unit for rural areas.
- In the second stage, two wards and two villages were randomly selected from each governance cluster as shown in table 2.1.

2.4 Selection of households

Households were selected from each village/ward purposively, i.e. those households in which women were obtaining services from the Health, Legal (police and judiciary) and Divisional Secretariat in last six months were selected.

In the selected household, all women service recipients were chosen as the primary unit for the survey. To represent rural-urban

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4. See annex-1 for details of methodological guideline of data collection.
5. A local governance institute which provides essential services at the village level. Pradeshiya sabha is the third tier of the local governance system in Sri Lanka.

Table-2.1: **Cluster specific sample (sample selection)**

District	DS Division	Nature of the cluster	Rural	Urban	Total
Galle	Habaraduwa	Deep South	80	45	125
Kandy	Pasbage Korale	Plantation	81	44	125
Kurunegela	Wariyapola	Agrarian	83	43	126
Batticaloa	Manmunai North	Eastern conflict affected	78	47	125
		Total	**322**	**179**	**501**

proportion of the country, 80 households (65%) in rural areas and 45 households (35%) in urban areas (total 125 from each selected area) were selected for the survey. The total number of sample households planned was 500. However from one cluster one additional household was selected. Therefore the total sample size was 501 households. All interviews were conducted at the household premises.

2.5 Tools and techniques of data collection

A structured questionnaire was used to collect information from the selected households. Face to face interviews were conducted. The questionnaire was finalized after a field-test, and reviewed by TISL's research team and a team of advisors. To collect qualitative data, group discussions and in-depth/ key informants interviews were conducted.

2.6 Duration of the study

The Study period was November 2013 to March 2014. The survey was conducted between 5th December and 31st December 2013 in four selected locations. Respondents were asked questions related to the period June to November 2013.

2.7 Data Management and quality control

A draft of the questionnaire was developed and field tested by the research team of

TISL. The questionnaire was finalized based on the field experience and on the guidance of the advisory team.

Information was collected by four teams. 20 enumerators were used. Each team consisted of five members and a supervisor/coordinator. Each team gathered information from the selected respondents in a specific geographical area. Most of the field enumerators were graduates who had previous experience in field work. They were given a one day training by the research team including theoretical and practical aspects in conducting surveys. The training included a detail discussion on the questionnaire and how to fill the questionnaire for different service sectors. According to the feedback given by the enumerators the training given was useful to enhance their performance.

During the survey, a local coordinator appointed by TISL, was engaged in overall monitoring and supervision of each team. In addition the TISL officials constantly monitored the process of administration of the questionnaire in the field. To maintain the quality, TISL researchers carried out certain monitoring checks like- accompany check (24.2%), back check (9.1%) and spot check (16.6%). On the other hand during the data collection period all the questionnaires were checked by the local coordinator of the survey team and 5.3% of the questionnaires were checked randomly by the research team. The planning of the survey and data analysis was carried out by the TISL's research team.

2.8 Processing and analyzing of survey data

A database was prepared for data entry using MS Access software and two personnel were engaged for the whole data entry process. After the completion of the data entry phase, the database was transferred from MS Access to SPSS. Finally, data was analyzed and summarized by using Statistical Package for Social Science (SPSS). Analysis was conducted at two levels -
1. Household level - 501 respondents.
2. Service recipients - All household members who accessed the different services within the reference period.

2.9 Limitations of the study

While conducting the study, the research team went through a number of challenges. As a result, this report bears the following limitations.

- The generalization of these research findings are limited because the sample is not representative of the whole country. To minimize the impact some qualitative data collecting methods (Focus Group and Key Informants Interviews, etc.) were also used.

- In this survey special attention was paid only to three main service delivery areas namely – legal (police and judiciary) services, health services and services provided by the Divisional Secretariat (DS).

- Fear of reprisal may have influenced the respondents answers despite the fact that researchers did their best to preserve anonymity. This fear of reprisal is likely to be more pronounced in a context with corrupt and repressive regimes. And in some instances bribing is done willfully (at win-win situation) by citizens.

- Sexual bribery data could not be collected using these tools because of the sensitivity of the issue.

2.10 Demographic characteristics of households and respondents

2.10.1 Sex and ethnicity of the household head

According to the Household Income and Expenditure Survey (HIES) 2012/2013, 23% of the households in Sri Lanka are female headed households and 77% households are male headed households. In this survey, 27% of the households were headed by females while 73% were headed by males. Thus these figures are fairly similar to the HIES data.

Representation of the ethnic identity of households in this survey reveals that, of the total households surveyed, 48.1% were Tamil, 44.1% Sinhala, 6.4% Muslim and 0.8% Burger. These figures do not represent the national figures as study areas were intentionally selected Batticaloa (predominantly conflict affected Tamil area) and Kandy (plantation area) to identify the different impact of corruption on women in different communities. (Annex Table 2.3)

Figure-2.1:
Distribution of household head by sex
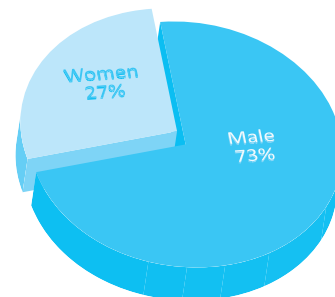
2.10.2 Household size

Survey results indicated that on an average four members (3.7) comprised a household

which is similar to the national level trend[6]. 47.3% households had 1-3 members, 46.5% households had 4-6 members while 6.2% 0f the households had 7 or more members.

2.10.3 Age and educational status of respondents

The average age of the respondents in the sample was 44 years. It is seen that of the respondents, 16.4% were in the age group of 21-30 years, 27.5% belonged to the 31 -40 age group while 25.3% represented the age group 41-50 years (Annex 2.1).

The respondent literacy rate was 94% which is similar to the national level female literacy rate[7].

It was also seen that over 60% had at least 10 years schooling i.e. upper secondary level (10-11 years of schooling), or higher. Thus the majority of the sample had attained a fairly high level of education.

Figure-2.2:
Educational status of respondents
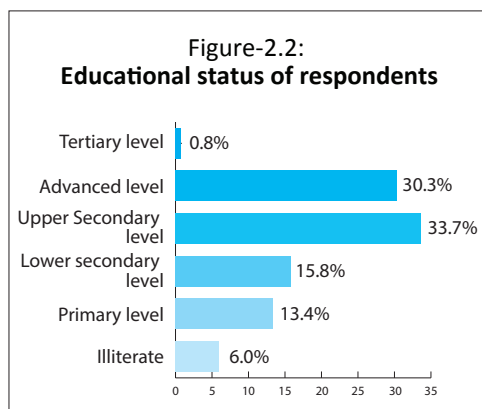
2.10.4 Civil status of respondents

According to the respondents 79.0% were married, 11.8% respondents were widowed

while 7.8% were never married.

Figure-2.3:
Civil status of respondents
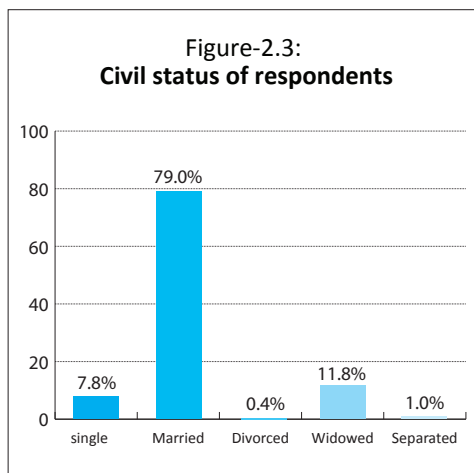
Among the female headed families 42.5% respondents were married. Comparative figure for male headed households was 92.4% (Annex 2.2).

2.10.5 Economic activities of respondents

Of the total of respondents, 62.0% were housewives, 8.6% were self-employed,

Figure-2.4:
Economic activities of respondents

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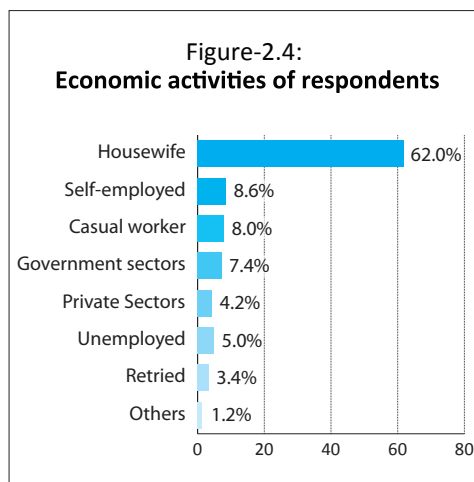
6. The national level household size is 3.9. Preliminary Report of Household Income and Expenditure Survey 2012/2013; http://www.statistics.gov.lk/HIES/HIES2012PreliminaryReport.pdf; Page-5; 31 January 2014.
7. According to the 2010 Census of the Department of Census and Statistics-Sri Lanka, female literacy rate was 90% while male literacy rate was 93% and overall literacy rate was 91% (see details: http://www.statistics.gov. lk/Pocket20Book/chap13.pdf); 31 January 2014.

8.0% were casual workers, and 7.4% were working in government sector jobs.

2.10.6 Social engagement

Among the total respondents 41.9% had been were involved with various social and community based organizations. Of those respondents who mentioned they were involved in these organizations, 29.0% stated that they held some official position (Annex 2.4).

2.10.7 Social benefits received from the government

According to the survey findings, 27.5% of households (respondents or another household member) received financial assistance such as Samurdhi, public allowance, medical allowance, pension, etc. from the government. The percentage of female headed households receiving social benefits was 41% while the comparative figure for male headed households was 22.5% (Annex 2.5).

2.11 Profile of participants at group discussions

Focus group and key informant interviews were also used to collect data. Of the 42 participants at the group discussions, 71.4% were government employees. These government employees were Social Development Officers (SDO), Assistant Director-Planning, Women Development officer (WDO), Supervisor Public Health Inspector (SPHI), Public Health Inspectors (PHI), Officers, in-charge of Women & Children Desk (Police), Public Health Nursing Sisters (PHNS), Samurdhi Development Officer, Counsellor (DS Office) and Public Health Midwives. The other participants (28.6%) represented local NGOs or CBOs in various capacities.

Females comprised 69.0% of the total participants at these discussions. Ethnic distributions of the participants were Sinhalese (54.8%) and Tamils (45.2%). Average age group was 46 years.

Chapter - 3
Women's Experience of Corruption in Public Service:
Overall Scenario

This chapter includes an overall analysis of respondents who accessed the public services provided by the government and their experience of corruption when obtaining these services. This analysis presents the incidents of corruption at the household basis. Basically, information were gathered on ten major service areas provided by the government. However detailed analysis is carried out with regard to three major sectors namely Legal, Divisional Secretariat and Health. In addition to the analysis of sector specific experience of corruption, a comparison among the three main sectors is also included.

3.1 Women's interaction with the public services

During the past thirty years, women's engagement in economic activities has increased. However a large majority do not work outside the home. Their primary role is that wife, mother, and mother –in law. Hence the responsibility of looking after infants, children, elderly falls on women. They also have the time to visit government offices to obtain necessary services as the men are the primary breadwinners and hence away from home.

In this survey the respondents were asked to name the service areas that they/or a family member obtained/accessed within the last six month period. The following graph presents the percentage of recipients who have obtained services by the type of service. These services were all obtained from government institutions.

Results revealed that majority of households (87.6%) had obtained services from the

Figure-3.1: **Distribution of households by public service sectors accessed**

Sector	Percentage
Health	87.6%
Divisional Secretariat	54.9%
Legal	25.7%
Education	25.3%
Insurance	22.8%
Banking	19.4%
Utilities	8.8%
Motor Traffic	8.2%
Agriculture	3.1%
Customs and Tax	2.2%

Note: Multiple answer were applicable and percentage based on the cases of the respondents
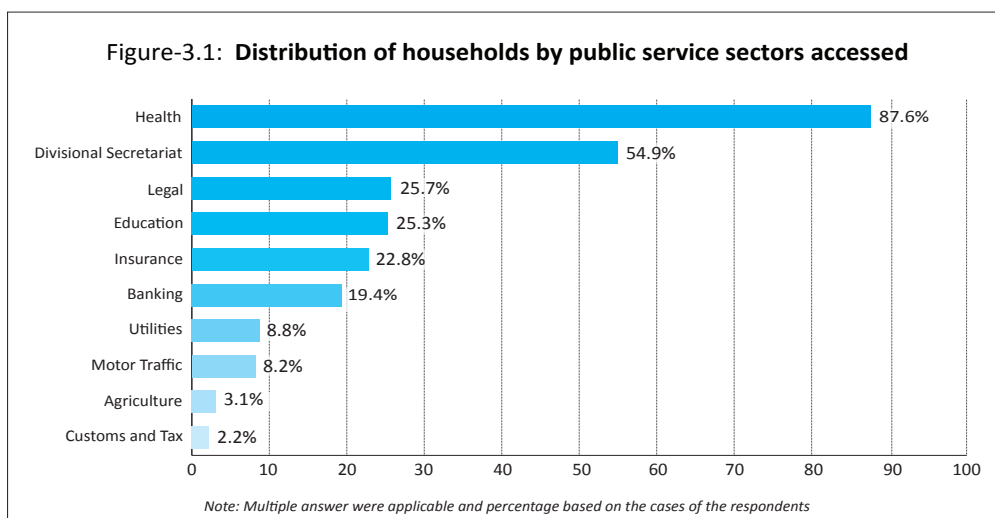
heath sector. They obtained these services from different types of government health institutes (hospitals, health clinics etc.) for respondents or other family members. Secondly 54.9% of the respondents mentioned that respondents/ a family member visited the DS office and thirdly 25.7% respondents had received services from the police and judiciary. In addition 25.3% of the respondents mentioned educational institutions. Other important service areas from which women have sought assistance were insurance (22.8%) and government banks (19.4%).

3.2 Victims of corruption in the public services

The respondents were asked whether they or their family members had to encounter any forms of corruption in seeking these services. It should be noted that the responses are related to only their own experience. The following graph presents the percentage of the households that have experienced corruption by the major public service sectors.

When considering all the sectors, the percentage of overall victims of corruption was reported as 52.3%. These households experienced some form of corruption in at least one service sector (Figure-3.2).

Types of corruptions in service delivery

- *30 (77.0%) out of 39 participants responded that charging extra fee, charging more than due fee or having to give gifts are prevalent in the public service delivery system.*
- *36 (92.3%) out of total participants mentioned that female service recipients experience verbal harassment or use of harsh words at the service delivery points*
- *35 (90.0%) out of total participants said that purposely delaying and negligence of duties by the service provider is prevalent in public work places.*

Source: Group discussion

Figure-3.2: **Distribution of households who were victims of corruption by public service sectors**

Sector	Percentage
Legal	58.1%
Divisional Secretariat	30.9%
Health	28.0%
Education	18.9%
Agriculture	13.3%
Motor Traffic	9.8%
Banking	9.3%
Customs and Tax	9.1%
Utilities	4.5%
Insurance	4.4%
Overall	52.3%

Note: Multiple answer were applicable and percentage based on the cases of the respondents
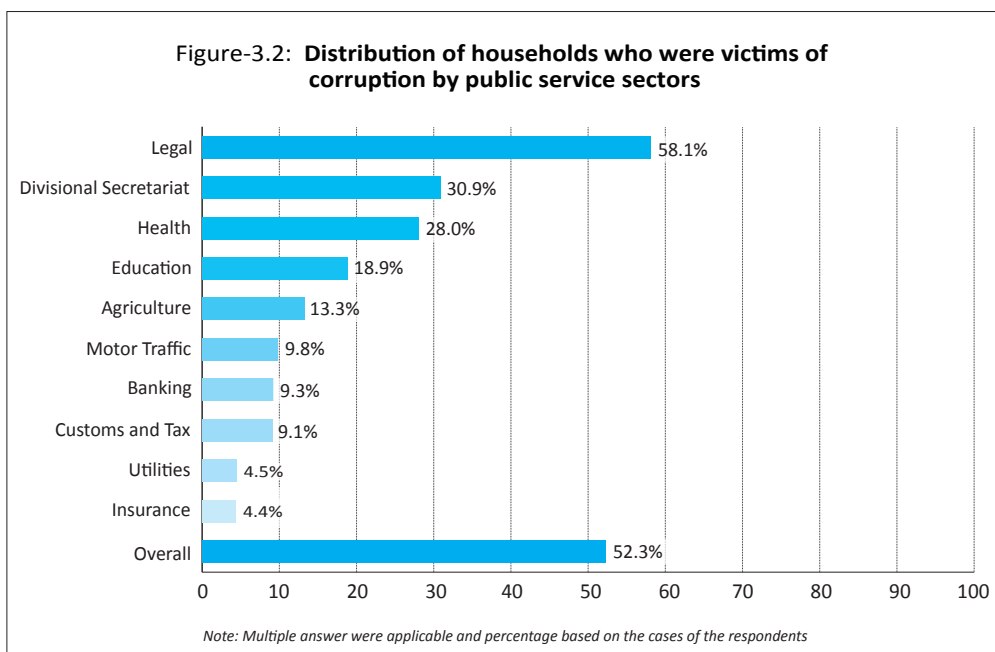
In the overall analysis it was found that the level of corruption was highest in legal (police and judiciary) services and the percentage was 58.1%. Percentage of respondents who mentioned that they had to face some kind of corruption when they obtained services from Divisional Secretariat (DS) was 30.9% while 28.0% respondents said they encountered corruption in obtaining services from the health sector.

3.2.1 Geographical scenario of corruption

Sri Lankan society is a diverse society which represents various socio economic environments and various ethnic groups. The unequal socio economic condition creates a situation that nurtures corruption. Hence impact of corruption on the people who belong to different socio economic backgrounds have significant differences.

"Language (not practicing official language policy) is another crucial area where Tamil women face problems in getting services from bureaucratic state sectors. It opens a clear path to ask money for free services."

Source: Key informant interview

In this survey an effort was made to identify the impact of corruption for the women who belong to various socio economic and geographical areas. To identify the different aspects of corruption on the above factors, four areas were selected for the survey. To represent the different socio-economic and demographic demarcation of the country, sample was selected from four geographical locations, they are deep south (Habaraduwa in Galle district), plantation (Pasbage Korale in Kandy district), agrarian (Wariyapola in Kurunegala District), and eastern conflict

affected (Manmunai North in Batticaloa district) area.

"Women are a vulnerable group, because of their situation in the society. They don't have a social network. They are domestic bound. Because of that when they go out to obtain services they don't know the people and they face more corruption than men."

Source: Key informant interview

The survey results revealed that when compared to the other districts Pasbage Korale and Manmunai North are more corruption prone areas (Table-3.1). Pasbage Korale (plantation community) is the most corruption prone area for women service recipients where 65.6% surveyed households were victimised of one or more forms of corruption. In comparison, corruption rate was least in Wariyapola (31.7%).

Table-3.1: **Distribution of households who were victims of corruption by geographical location**

Geographical Location	Victims of corruption (%)	
	Yes	No
Wariyapola	31.7	68.3
Pasbage Korale	65.6	34.4
Habaraduwa	47.2	52.8
Manmunai North	64.8	35.2
Overall	52.3	47.7

In addition urban-rural differences were also examined. It is seen that 56.8% of the rural households were victims of one or the other form of corruption while comparative figure for of urban households is 44.1%.

Hence rural women were seen to be the more disadvantaged group.

Table-3.2:
Distribution of households who were victims of corruption by urban-rural status

Types of area	Victims of corruption (%)	
	Yes	**No**
Rural	56.8	43.2
Urban	44.1	55.9
Overall	52.3	47.7

3.2.2 Victims of corruption in-terms of sex and ethnicity

The survey shows that women headed households were more vulnerable to corruption than male headed households. Among the total women headed households, 59.7% were victimized of one or the other form of corruption (Figure-3.3).

Figure-3.3: **Distribution of households who were victims of corrution by sex of head of the household**
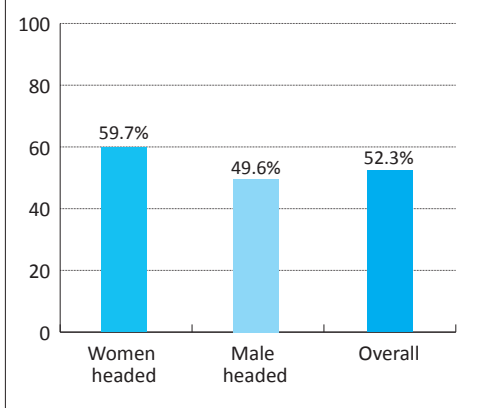
Figure 3.4 shows that Tamil women are more victimized than others where 64.3% of Tamil household were victims of corruption. This situation may be influenced by the sizable

representation of the plantation community.

Figure-3.4: **Distribution of households who were victims of corrution by ethnicity**
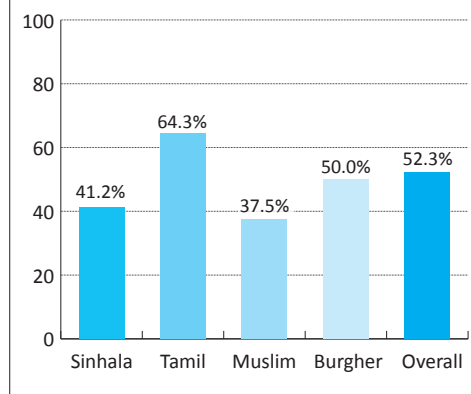
"Women in plantation and very rural/ remote areas are always neglected and marginalized this is also true with regard to the public service delivery."

Source: Key informant interview

3.2.3 Victims of corruption by engagement with social activities/ CBOs

Opportunities for social engagement strengthen the capacity of women. Social engagement provides more social exposure and open more opportunities to women to improve their knowledge and build their confidence.

Table 3.3 shows that those women who are engaged with Community Based Organizations (CBOs) encounter less corruption than others. The percentage of women who are engaged in CBOs and are victims of corruption is 46.7% as opposed to 56.4% of women who are not involved in social organizations.

Table-3.3: **Distribution of victims of corruption by engagement with various social activities/CBOs**

Member of Society/CBOs	Victims of corruption (%)	
	Yes	No
Yes	46.7	53.3
No	56.4	43.6
Overall	52.3	47.7

Data obtained from the key informants interviews with the women's organizations revealed that most of them were not aware about the disproportionate impact of corruption on woman and that standing up against corruption was not included in their organizational mandate.

3.3 Women's experience with regard to health, divisional secretariat and legal services

This survey mainly focused on three major service delivery sectors namely health, legal (police and judiciary) and DS related services. The following figure 3.5 present the respondent's experience with these three sectors during a period of six months.

Figure-3.5: **Distribution of households who obtained health, divisional secretariat and legal services**

Note: Multiple answer were applicable and percentage based on the cases of the respondents
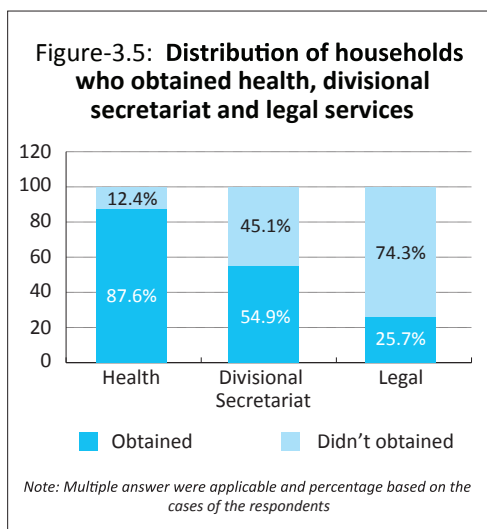
As mentioned in section 3.1 highest number of woman sought the services of government health institution followed by visits to DS and legal sectors.

3.3.1 Incidents of corruption in obtaining health, legal and divisional secretariat services

Respondents were asked whether they have encountered any corruption in obtaining these services. Their responses are presented in the figure-3.6.

Figure-3.6: **Distribution of households who were victims of corruption by health, DS and legal services**

Note: Multiple answer were applicable and percentage based on the cases of the respondents
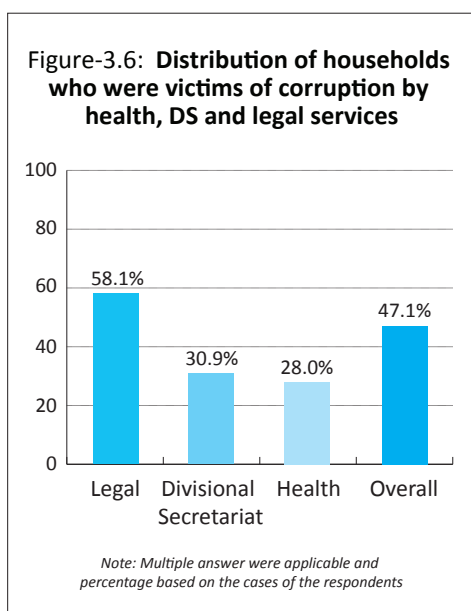
When compared to the other sectors, women have encountered the highest incidents of corruption (58.1%) in seeking legal (police and judiciary) services while 30.9% and 28.0% of the respondents indicated that they encountered corruption in obtaining services related to DS and health related services respectively. Overall 47.1% service recipient households in these three important sectors (health, legal and DS) were victims of one or the other form of corruption.

It is interesting to note that although the highest number of respondents stated that

they obtained services from the health sector, the incidents of corruption is minimal in this sector. On the other hand, highest percentage of corruption incidents were reported from those who sought legal services although the percentage accessing services was least in this sectors. Global Corruption Barometer survey (GCB) 2012 reported that police and judiciary is the most corrupt public service sectors in Sri Lanka. This sector has also been identified as corruption prone sector globally.

3.3.2 Forms of corruption in obtaining health, legal and divisional secretariat services

In this survey bribery, embezzlement and fraud, extortion, conflict of interest, negligence of duties/abuse of privileged information/insider trading and favouritism including nepotism and cronyism have been considered as forms of corruption. According to the findings 38.8% of the households encountered bribery while 24.1% complained about negligence of duties and 16.8% reported about incidents of conflict of interest in obtaining these services (Figure-3.7).

3.3.3 Incidents of bribery in health, divisional secretariat and legal services

Bribery could be identified as the major type of corruption. In this survey respondents were asked whether they paid bribes to obtain these services. In addition, they were also asked the amount of the bribe. Results reveal that of the total households who received these services, 52.5% have paid bribes to obtain these services. It should be noted that although there are incidents of sexual bribery in public sector, in this survey information related to sexual bribery was not collected from the service recipient because of the sensitivity of the issue.

Sexual harassment when providing services

31 (79.5%) out of 39 participants agreed that the existence of sexual harassment in public service offices.

Source: Group Discussion

Figure-3.7: **Forms of corruption in health, legal and divisional secretariat**
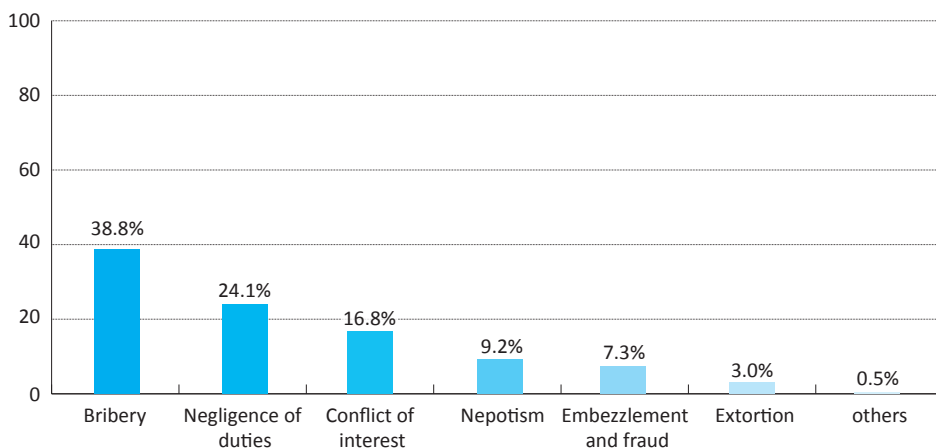
Note: Multiple answer were applicable and percentage based on the cases of the respondents

Table-3.4:
Distribution of households who have paid bribes by the sectors and amount of bribe

Public Services	Percentage of households who have paid bribes (%)	Average amount of bribe* (LKR)
Health services	63.4	416
Legal (police and judiciary)	53.3	2825
DS services	27.1	1285
Overall	52.5	1429

* Out layer values were omitted, n=501

When considering the different sectors, of those who obtained health services and mentioned that they encountered corruption, 63.4% reported they had to pay bribe to obtain services and the average bribe paid was LKR.416 (USD 3.2). Comparative figure for those households who obtained legal services and encountered corruption was 53.3% and the average bribe given was LKR.2825 (USD 21.7). Resorting to bribery was least among households who encountered corruption in obtaining DS related services, the percentage of households having to bribe being 27.1% and the average bribe given being LKR.1285 (USD 9.9).

When the overall situation was considered it is seen that 52.5% of the households who encountered corruption have paid bribes in obtaining services from these three major sectors and the average amount of bribe paid was LKR.1429 (USD 11).

3.4 Overall satisfaction level

Respondents were asked whether they were satisfied with the service obtained from these important sectors. They were requested to mark their level of satisfaction on 5 point scale (where 1= totally unsatisfied and 5= totally satisfied). The following figure - 3.8 presents their overall level of satisfaction with respect to the services.

Figure-3.8: **Overall satisfaction level of health, DS and legal services**

Chapter - 4
Women's experience of corruption: Legal, Divisional Secretariat and Health Services

This chapter includes a sector wise analysis of the respondents who accessed the selected three main services provided by the government and their experience of corruption in obtaining these services. This analysis presents the incidents of corruption by household as well as recipient basis in order to examine the experience related to corruption not only by the respondents but also to gather all service recipients of the household. In this detailed analysis more attention was paid to identify the sector specific characteristics in relation to corruption.

4.1 Legal (police and judiciary) services

During the last three decades women's involvement in socioeconomic activities has dramatically increased. This has lead to an increase in their interaction with the legal services. Hence it was decided to find out the incidents of corruption when women seek legal services.

The results have been analysed by household and service recipient in order to examine the experience related to corruption by not only the respondent but also by the other service recipients in the household.

4.1.1 Obtaining legal services by household

In the survey respondents were asked whether they have accessed legal services within the last six months period. As mentioned earlier 25.7% of the surveyed households have obtained legal services within the stated time period.

Figure-4.1: **Distribution of legal service recipient households by sex and ethnicity**
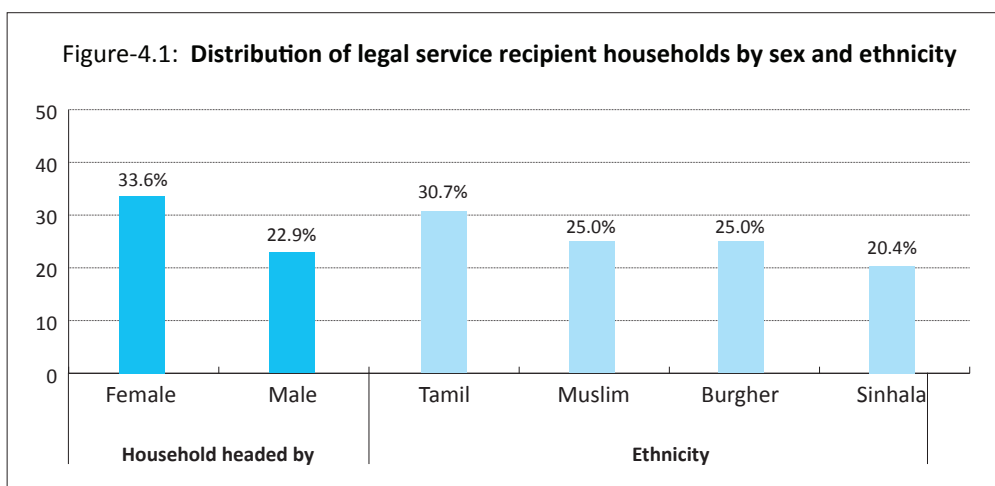
1. Obtaining Legal services by head of the household and ethnicity

Of the female headed households, 33.6% had obtained services from legal institutions as opposed to 22.9% for male headed households (Figure 4.1). When considering ethnicity, it was observed that Tamil women (30.7%) obtained legal services more than other ethnic groups. The percentage of Muslim and Burgher households who obtained legal services were 25.0% each while 20.4% of the Sinhala households had obtained services from these institutions.

2. Obtaining Legal services by geographical location and rural-urban status

When considering the geographical location, figure-4.2 shows that the least percentage of respondents who obtained legal services was reported from Wariyapola (14.3%) while the highest percentage was seen in Pasbage Korale (32.8%).

The percentage of alcohol use is high in the plantation areas[8]. Hence frequent quarrels and domestic violence in relation to alcohol use are reported in this sector. On the other hand in Manmunai North there is considerable number of incidents related to land issues[9]. These reasons could have influenced the high percentage of households who had obtained legal services in Pasbage Korale and Manmunai North.

Urban-rural differentials were not significant with the percentages being 24.6% and 26.4% respectively (Figure 4.2).

4.1.2 Incidents of corruption in legal services by household

Respondents were asked whether they encountered corruption in seeking legal services. Of the total number of

> *"Sri Lanka legal system and laws are at a satisfactory level. Problems are in the hands of implementing organizations and individuals. Though law is in place there is no accountability-who is accountable for incidents of corruption."*
>
> *Source: Key informant interview*

Figure-4.2: **Distribution of households who have obtained legal services by geographical location and rural - urban status**

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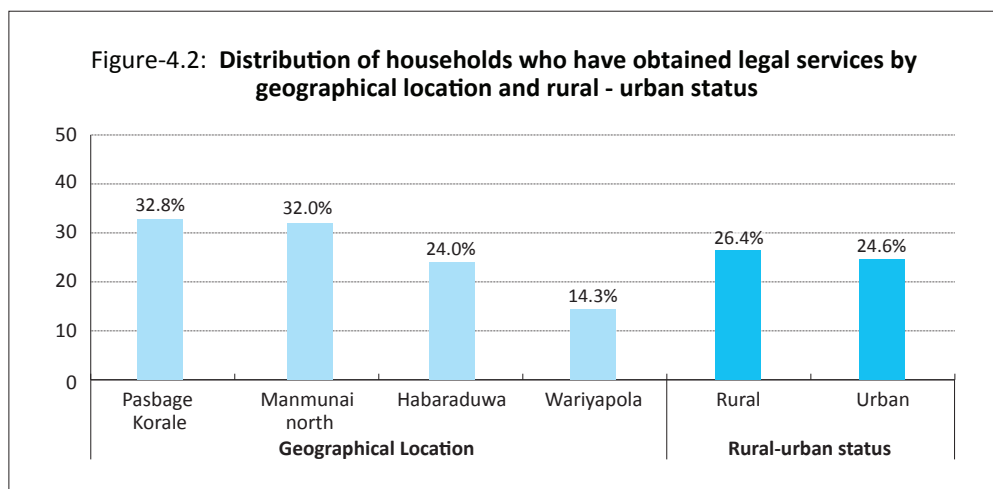
8. Alcohol and drug information centre –Report on alcohol use in plantation sector 2004.
9. ALAC Database, TI Sri Lanka.

households who obtained legal services, 58.1% stated that they faced one or more forms of corruption (see figure 3.2).

1. Corruption in legal services by head of the household and ethnicity

Results reveal that female headed households are more vulnerable to corruption than male headed households while acquiring legal services, with 64.4% of the female headed households being victims of corruption as

Sinhala community while the least percentage was seen in Manmunai North (50.0%). In the other two communities the percentage was more than 50.0%.

However there is a significant difference in incidents of corruption relating to urban-rural status with the victims of corruption being comparatively higher in the rural areas (68.2%) as opposed to the urban areas (38.6%). It should be noted that the lack of awareness on legal issues of the rural population in

Figure-4.3: **Distribution of households who have experienced corruption in legal services by geographical location and rural - urban status**
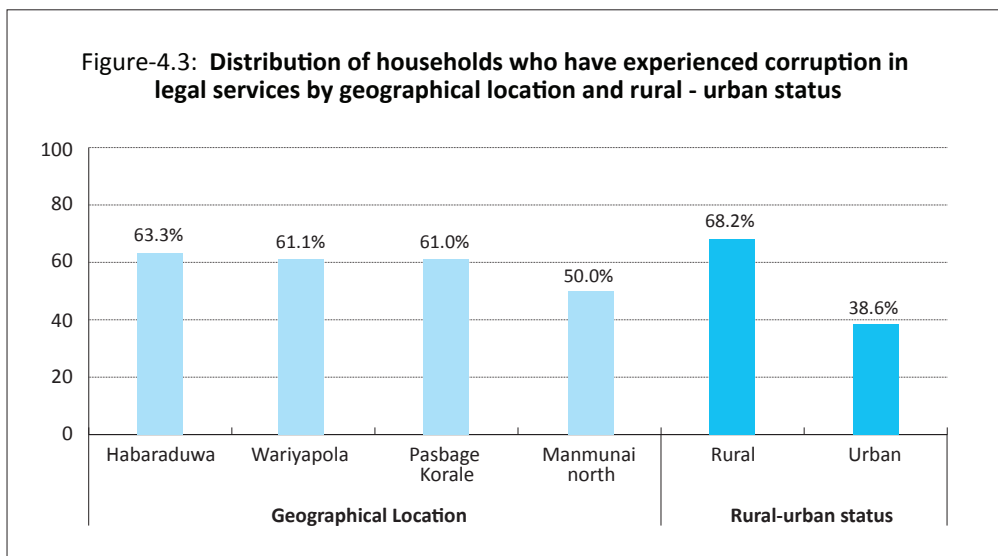
against 54.8% for male headed households (Annex-2.12).

No remarkable differences were seen with regard to ethnicity and victims of corruption, the percentages for Sinhala women and Tamil women being 62.2% and 60.0% respectively (Annex-2.12).

2. Corruption in legal services by geographical location and rural-urban status

The figure 4.3 shows that the highest percentage of the households who stated that they encountered corruption was reported from Habaraduwa (63.3%) a predominantly

comparison to urban population may be the reason for this difference. In addition lack of opportunities for legal awareness, legal rights and free legal advisory services nurture a corruption prone situation.

4.1.3 Obtaining legal services by service recipients

Respondents were also asked to provide information on the other members of the family who obtained legal services within the last six months. Each case has been considered as a separate service recipient. In this survey a total number of 155 women have obtained legal services during the respective time period.

Figure-4.4: **Distribution of service recipients by legal institution accessed**

Note: Multiple answer were applicable and percentage based on the cases of the respondents
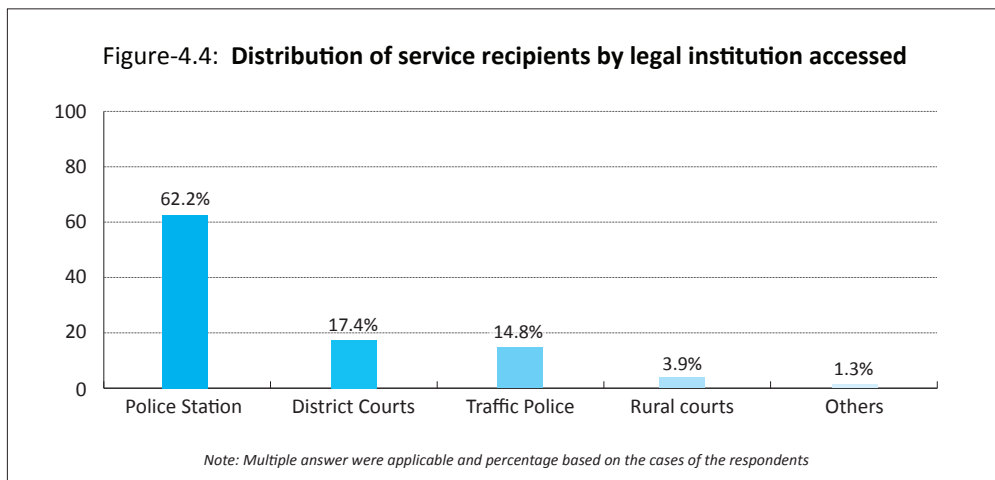
Figure 4.4 shows that majority of service recipients (62.2%) have obtained services from the police station. Other legal institutions that were mentioned were Traffic Police[10] (14.8%), District Courts (17.4%) and Rural Courts (3.9%).

"We know the people who take bribes, and who involved in corrupt practices. However, if we are going to report or make complaints against them there will be repercussion. I have the first hand experience with regard to the traffic police officers- but I didn't complain. Because one of my friend who logged a complaint had to encounter continuous harassments from the police officers. So why should I get in to trouble, ordinary people like us have no proper system or protection to present our grievances."

Source:
In depth interview with service recipient

1. Service recipients overall experience of corruption in legal services

Of the total service recipients of legal services, 59.4% were victims of one or the other forms of corruption when obtaining these services within last six months (Figure 4.5).

Figure-4.5: **Service recipients overall experience of corruption in legal service**
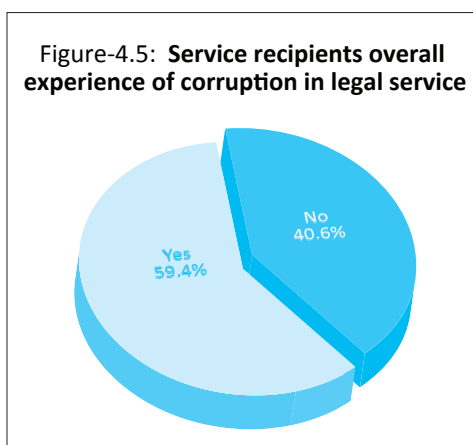
2. Service recipient experience of corruption by legal institutes

When considered the Institutes, it is seen that the district courts are more corruption

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10. In a police station there are six different units or branches. In this survey, admin unit, crime unit, minor offence unit, children and women desk and public relation units are considered as police station. Traffic police is considered as a separate dimension of policing systems for the fulfilment of the study purposes.

Figure-4.6: **Distribution of service recipients who were victims of corruption by legal institutions**

Note: Multiple answer were applicable and percentage based on the cases of the respondents
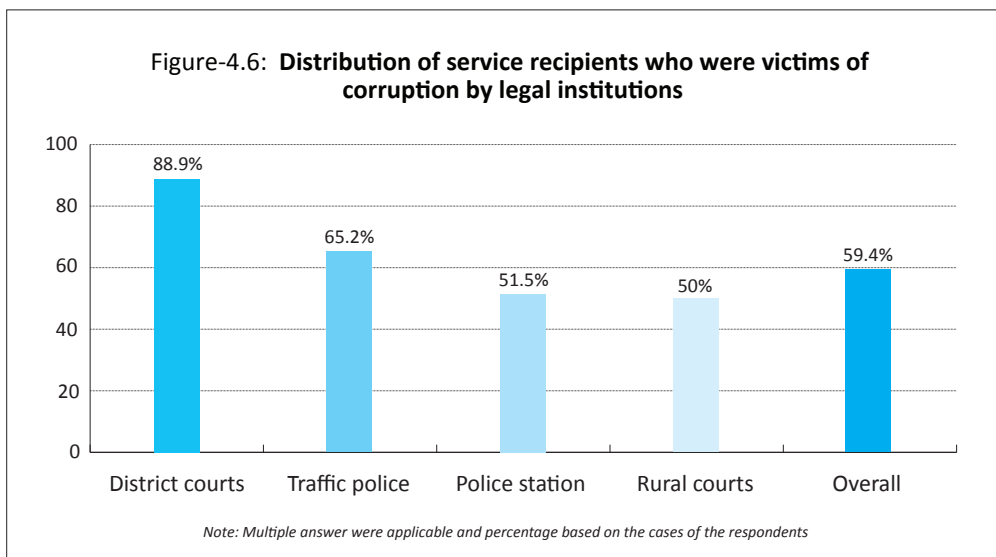
prone than other institutes. Figure 4.6 shows that among the service recipients of District Courts, 88.9% were victims of corruption while the corresponding figure was 65.2% for traffic police. On the other hand, 51.5% service recipients encountered corruption at the police station and 50.0% at the rural courts.

3. Types of corruption faced by service recipients

The service recipients experienced different types of corruption including harassment while obtaining legal services. In most cases the service recipients had to pay bribes (51.1%). Forms of harassment included deliberate delay (23.9%), uncooperative behaviour (20.7%), and negligence of duty (13.0%). In addition, recipients claimed that they were given wrong charge sheets (8.7%), false case files had been prepared (7.6%), they had to pay extra money (7.6%), were threatened (5.4%), were subject to political interference/ broker harassment (2.2%) and other types of corruption (5.4%).

4. Service recipients experience with bribery

Survey results revealed that 62.7% of the
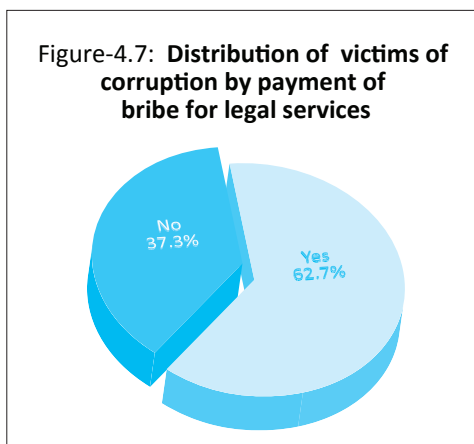
Figure-4.7: **Distribution of victims of corruption by payment of bribe for legal services**

victims of corruption paid bribes in obtaining legal services within the respective time period (Figure 4.7) and the average payment being LKR. 1587 (USD 12.2).

5. Service recipients experience with bribes by legal Institutions

Although the district court had been identified as the most corrupted legal service institute, when considering payment of bribes, a larger percentage (65.2%) had paid bribes to the traffic police as opposed

to those who paid bribes to district court personnel (55.6%). The average bribe to the traffic police amounted to LKR. 1140 while the average amount paid at the district courts was significantly lower (LKR. 167). This difference could be due to middle men or lower staff being paid bribes at the District Courts. (Table 4.1)

Table-4.1: **Percentage of service recipients who have paid bribes by service institutions and average bribe payment**

Services institutions	Service recipients who have paid bribes (%)	Bribe amount (in LKR)	
		Average	Range
Police Station	16.5	3360*	200-40000
Traffic Police	65.2	1140	200-5000
District Courts	55.6	167	100-500
Rural courts	16.7	3000	3000**
Overall	30.3	1587	100-40000

* Average drown to deduct the extreme/out layer values   ** only one case.

6. Reasons for paying bribes

According to the survey findings, in relation to the police, 31.8% recipients have bribed in order to avoid harassment while the same percentage mentioned they bribed because it is a common practice to do so when obtaining services from the police (station

"A person who is fined LKR.500 for violating road rules by traffic police has to go to post office to pay the fine. This inconvenient procedure tempts one to pay bribes. There is a need to upgrade/change the system in order to minimize the opportunities for corruption. Example- using digital technology to pay the fine through the mobile phones"

Source: Key informant interview

and traffic police). In addition, 18.2% stated they paid bribes to avoid arrest while 9.1% did so to obtain a document.

On the other hand with respect to judicial services, 63.2% of the recipients stated that they bribed the court staff to get the proceedings conducted quickly while 26.3% mentioned that they had to bribe to obtain documents from the judicial institutes/ courts.

4.1.4 Satisfaction level about the legal services

Respondents satisfaction in obtaining legal services were examined by requesting them to mark their level of satisfaction on a 5 point scale (where 1=totally unsatisfied; and 5=totally satisfied). The following figure-4.8 presents their overall level of satisfaction with respect to these services.

Figure-4.8: **Satisfaction level of legal services**
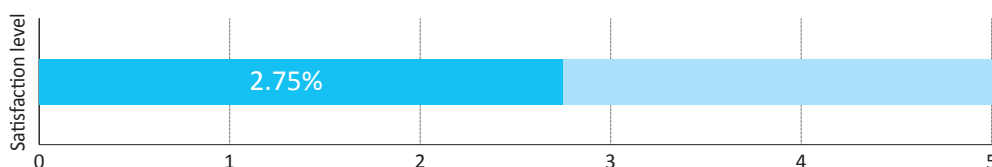
4.2 Divisional Secretariat

Sri Lanka comprises of 25 administrative districts which are termed as district secretariats (DS). At the secondary level these 25 district secretariats have been divided into 313 divisional secretariats (DS)[11]. A divisional secretariat comprises of a number of Grama Niladhari (GN) divisions. GN could be considered as the village level administration focal point which connects the peripheral to the central. Apart from the administration functions, a numbers of services are provided by the divisional secretariat throughout its various departments/sections. Currently more than 40 important vital services are provided through Divisional Secretariats. Some of the important services provided are social welfare such as Samurdhi, pension, disaster management, revenue licence and registrations for national identity cards/passport, recommendations for jobs etc. Therefore the DS and the GN play an important role in the day to day life of the people.

Although several services are provided by the DS, in this study respondent experiences were categorized into four major sections namely DS, GN, Samurdhi and all the other services.

4.2.1 Obtaining services related to divisional secretariat by household

Respondents were asked whether they or their family members have accessed services related to areas within the DS framework (Divisional Secretariat, Gramma Niladhari, Samurdhi Division, etc.). Results show that 54.9% households have obtained services from the DS within the specified period (see figure 3.1).

1. Obtaining divisional secretariat related services by head of the household and ethnicity

Results show that among the male headed households 56.1% have obtained services from the DS while the corresponding figure for the women headed households was 51.5% (Annex-2.6).

> *"It is very difficult for plantation women to visit offices and obtain required services as they have no leave. If they go their salary will be cut. Therefore women send someone else to get things done from the DS office. This is where they have more exposure to corruption than other women in the country."*
>
> *Source: Key informant interview*

With regard to ethnicity all surveyed Burgher households (4 households) had obtained these services while 75.0% of Muslim households, 67.2% of Tamil household and 37.6% of Sinhala households indicated that they obtained services related to DS. These results indicate that in comparison to Sinhala households, all the other ethnic groups have obtained services from DS in larger numbers. Language barrier and leave factor in the plantation areas, more dependency on the social welfare services and the need to obtain important documents in the conflict affected area could be reasons for this result (Annex-2.7).

2. Obtaining divisional secretariat related services by location and rural-urban status

Figure 4.9 shows that the majority of the households who obtained services related

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[11]. See details: http://www.pubad.gov.lk/web/index.php?option=com_content&view=article&id=80&Itemid=169 &lang=en; 25 February 2014.

to DS were reported from Manmunai North (89.6%) and Pasbage Korale (56.0%). In these communities a majority of the sample are Tamils and Muslims. The percentages for the other two locations were 37.3% and 36.8% for Wariyapola and Habaraduwa respectively.

It is interesting to note that more urban households (63.1%) than rural households (50.3%) have visited DS offices to obtain

services during the period under review (Figure 4.10).

4.2.2 Incidents of corruption in services related to divisional secretariat by household

Among the total households who obtained services related to DS, 30.9% were victims of one or the other forms of corruption within the last six months (Figure 3.2).

Figure-4.9: **Distribution of households who obtained DS services by geographical location**

Figure-4.10: **Distribution of households who obtained DS services by rural-urban status**

Figure- 4.11: **Distribution of households who have experienced corruption for DS services by sex of the head of the household and ethnicity**
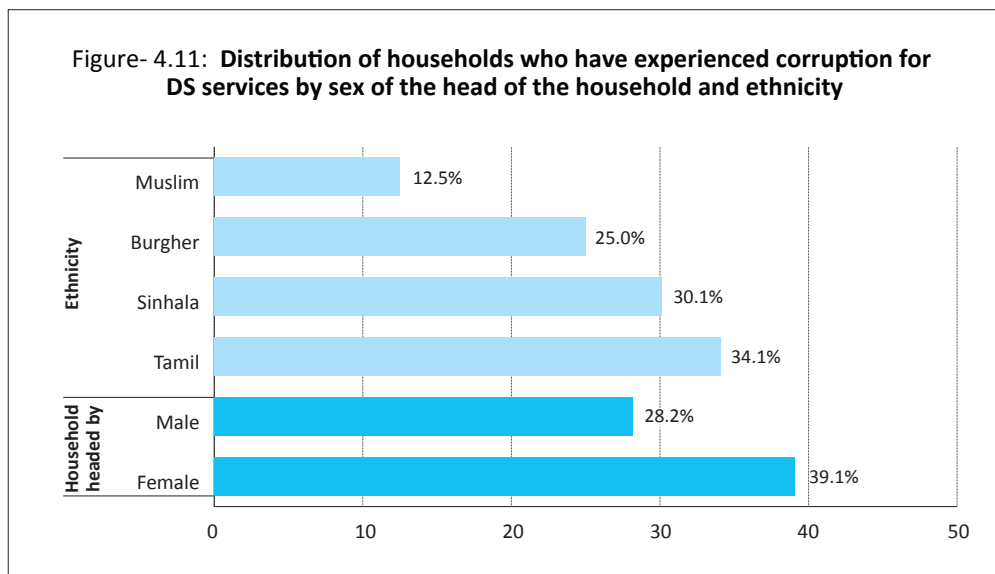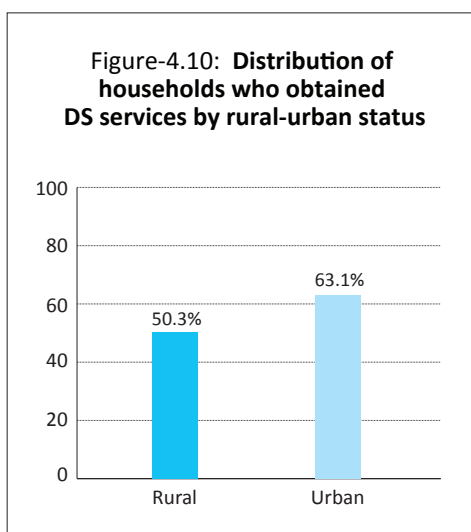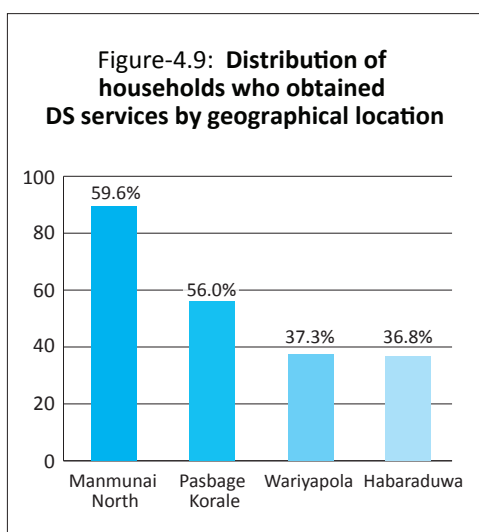
1. Corruption in services related to divisional secretariat by head of the household and ethnicity

Survey findings revealed that women headed households were more vulnerable to corruption with 39.1% of women headed households reporting some form of corruption as against 28.2% for the male headed households (Figure 4.11).

When ethnicity is considered, it is seen that 34.1% of Tamil households were victims of corruption in obtaining DS related services, while the figures were 30.1% for Sinhala households, 25.0% for Burger households and 12.5% for Muslim households (Figure 4.11).

2. Corruption in services related to divisional secretariat by geographical location and rural-urban status

Figure 4.12 shows that the highest percentage of households who mentioned that they encountered corruption in obtaining services related to DS was reported from Manmunai North (34.8%) followed by households in Habaraduwa (32.6%),

Figure- 4.12: **Distribution of households who have experienced corruption for DS services by geographical location**
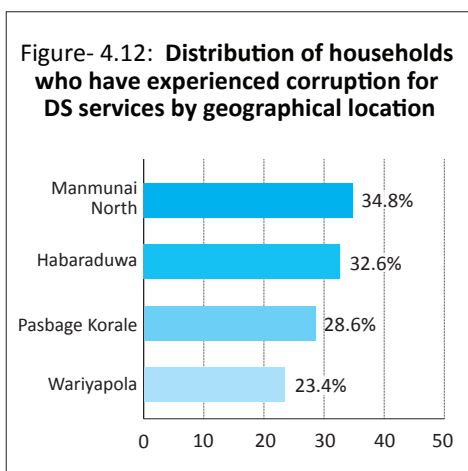
It was also observed that rural women were victims of corruption to a greater extent when

compared to urban women in obtaining DS related service (Figure 4.13), with the percentage of rural women who mentioned that they encountered corruption being 35.8% while the urban figure was 23.9%, thus indicating a marked difference.

Figure- 4.13: **Distribution of households who have experienced corruption for DS services by rural-urban status**
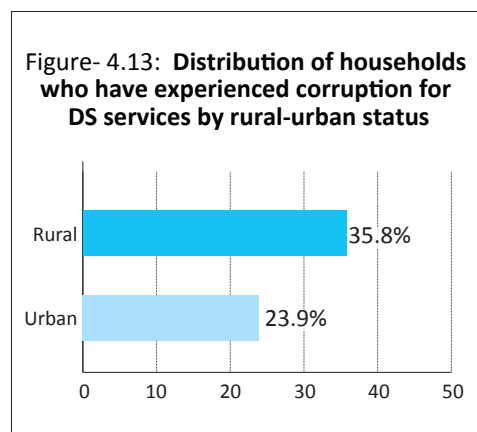
"Women in plantation sector have more labour related issues where corruption is easy. They don't have NIC, birth certificates, marriage certificates and when they go to collect ETF and EPF it create problems that nurture corruption."

Source: Key informant interview

4.2.3 Obtaining divisional secretariat related services by service recipients

Respondents were asked to provide information on the other members of the family who had obtained services related to DS. A total number of 399 household members had obtained services related to DS during the review period.

The figure 4.14 shows that most of the service recipients (52.1%) had obtained services

Figure- 4.14: **Distribution of service recepients by DS related services**

was 17.0% for Samurdhi.

When the type of services[13] sought was examined, the highest number of service recipients (71.6%) had obtained services related to civil registration (Figure-4.15). Other types sought included services in relation to Samurdhi (22.9%), services related to social welfare and benefits (21.5%) and obtaining of different types of permits/licenses (10.5%).

1. Service recipients overall experience of corruption in services related to divisional secretariat

from DS[12] itself. The percentage of the service recipient who had obtained services from the Grama Niladhari was 30.3% while it

Of the total recipients of services related to DS, 24.8% were victims of one or the other forms of corruption in obtaining these services within the last six months (Figure 4.16).

Figure- 4.15: **Distribution of service recepients by types of DS services**

Note: Multiple answer were applicable and percentage based on the cases of the respondents

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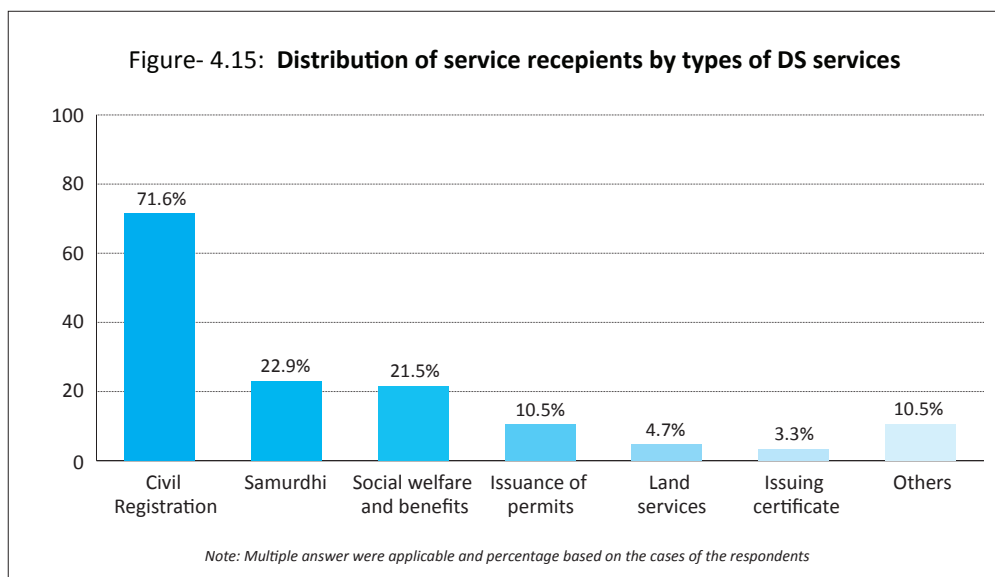
12. Divisional secretariat is the coordinating hub of these services and is located in the divisional level
13. Civil registration=new/renew of NIC, new/renew passport, birth or death or marriage registration/certificate, certificate for approximate age, character certificate, etc.; Samurdhi= issuing of samurdhi cards, co-administration of samurdhi, low income relief, etc.; Social Welfare and Benefits= different types of assistance, equipment for disabled, monthly pension, payment of pension, etc.; Permits= licenses for motor vehicles, tree cutting, timber and animal transport, business registration permits, liquor and pawning permits, etc.; land related= obtaining or changing the ownership, distribution, naming or changing the successor, annual or harvest or long-term rental, etc.; Issuing certificates= income certificate, valuation certificate, proof or leaving residency certificate, certificate of obtaining utilities, issuance of social security fund, etc.

Figure- 4.16: **Service recepients who encountered corruption for DS services**
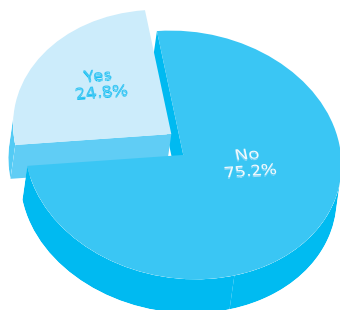
2. Service recipients experience of corruption by service sectors related to divisional secretariat

Although the percentage of service recipients who encountered corruption was approximately 25%, the highest percentage of service recipients who stated that they encountered corruption was reported from those who sought Samurdhi related assistance (30.9%). When DS and GN related services were considered the figures were 24.5% and 22.3% respectively (Figure-4.17).

Figure- 4.17: **Victims of corruption by different service sectors related to DS**
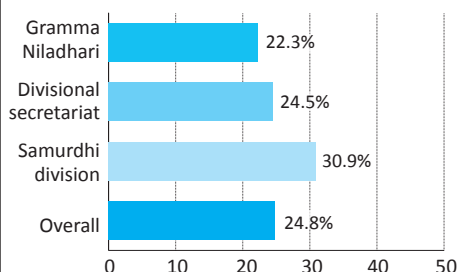
Note: Multiple answer were applicable and percentage based on the cases of the respondents

When type of service was considered, corruption was highest in relation to

obtaining various certificates (44.4%) and permits (41.4%). Further 34.9% and 23.7% of the service recipients stated that they encountered corruption in obtaining samurdhi and social welfare related services (Table-4.2).

Table-4.2: **Distribution of victims of corruption by type of services sought**

Type of services related to DS	Victims of corruption (%)	
	Yes	No
Certificates	44.4	55.6
Permits	41.4	58.6
Samurdhi related	34.9	65.1
Social welfare and benefits	23.7	76.3
Land services	23.1	76.9
Civil Registration	17.8	82.2
Others	31.0	69.0

Note: Multiple answer were applicable and percentage based on the cases of the respondents

3. Types of corruption in services related to divisional secretariat

Results revealed that different type of corruption were experienced by recipients when obtaining DS related services. According to the majority of the service recipients (52.3%), negligence of duties was observed while 48.8% said that the process of obtaining services was delayed intentionally by the staff. In contrast only 24.2% of service recipients said that they had to bribe or were compelled to pay a bribe while 16.3% reported that they were victimized by nepotism.

4. Service recipients experience on bribery

Results have thus shown that 24.2% of the victims of corruption paid a bribe to obtain DS related services within the respective time

Figure- 4.18: **Distribution of victims of corruption by types of corruption experienced in obtaining services related to DS**

Type	Percentage
Negligence of duties	52.3%
Take more time intentionally	48.8%
Bribe/illegal payment	24.2%
Nepotism	18.6%
Intimidation/Threat	16.3%
Gift taken	4.7%
Fraudulence	4.7%
Cut the certain amount relief / Assistance	3.5%
Others	4.7%

Note: Multiple answer were applicable and percentage based on the cases of the respondents

period (Figure 4.19). The average payment of a bribe was LKR. 1231 (USD 9.5).

**Paying bribe for enlisted development programme and loan schemes**

88.5% (35 out of 39) participants agreed that the prevalence of bribing and fraudulent activities was so that names would be included in to the development programs lists such as loan schemes or livelihood support etc.

Source: Group discussion

Figure- 4.19: **Service recipients experience of bribery for DS services**

Yes 24.2%

No 75.8%
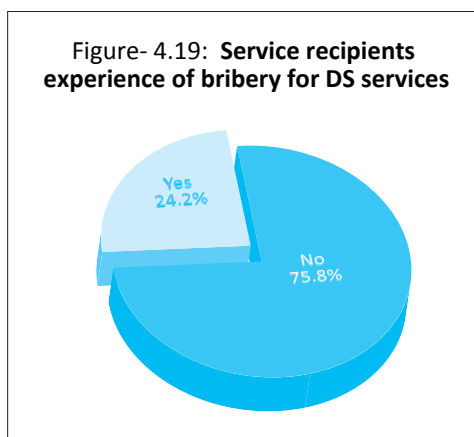
5. Service recipients experience with bribe by divisional secretariat related services

According to the results 76.2% paid bribes to obtain services from Samurdhi Division and the average amount was reported as LKR. 1475.

On the other hand amount paid was less in the other two sectors, 11.8% had paid bribes to Divisional Secretariat staff with an average

*In the group discussion 90% of the government officials stated that the present salary scales are not sufficient to meet the basic needs. They assumed that this is one of the major reasons for corrupt practices in public service delivery. Salary and other benefits of the government officials should be increased in accordance to the cost of living to prevent need based corruption.*

Source: Group discussion

Table-4.3:

Percentage of service recipients who paid bribes by division and amount of bribe

Services institutions	Service recipients who have paid bribes	Bribe amount (in LKR)	
		Average	Range
Samurdhi Division	76.2	1475	100-5000
Divisional Secretariat	11.8	891	100-4000
Gramma Niladhari	7.4	300	100-500
Overall	24.2	1231	100-5000

Note: Multiple answer were applicable and percentage based on the responses of the service recipients

Figure- 4.20: **Distribution of reasons for payment of bribes for DS services**

Note: Multiple answer were applicable and percentage based on the cases of the respondents
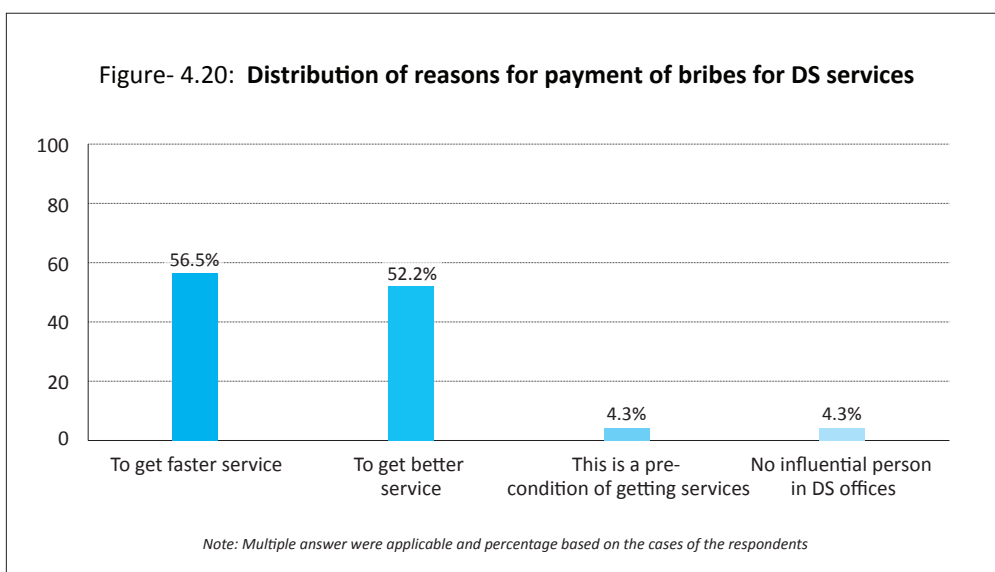
of LKR. 891 while only 7.4% of service recipients had paid a bribe to a Gramma Niladhiri, the average amount being LKR. 300.

6. Reasons for paying bribe faced by service recipients

In obtaining services related to DS offices, the service recipients paid bribes for various reasons. Figure-4.20 shows that the highest number of recipients bribed for faster service delivery (56.5%), followed by better service (52.2%). Other reasons given by 4.3% were

that it was a necessary pre-condition in obtaining these services and absence of any influential person in these offices.

4.2.4 Satisfaction level about divisional secretariat related services

Respondents were asked whether they satisfied in obtaining services related to DS. They marked their level of satisfaction on 5 point scale (where 1= totally unsatisfied and 5= totally satisfied). The figure-4.21 presents their overall level of satisfaction regarding these services.

Figure- 4.21: **Respondents satisfaction level of DS services**
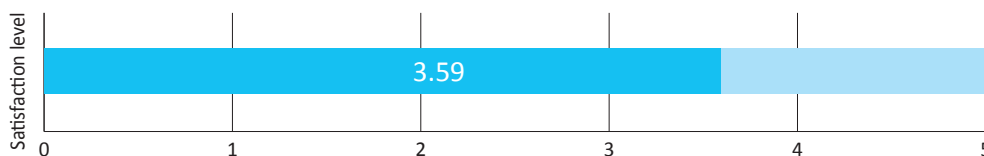
4.3 Health services[14]

Government of Sri Lanka has provided free health services to all citizens of the country since independence. Results of this system is reflected in health indices such as life expectancy, maternal mortality rate, infant mortality rate and the number of babies delivered in hospitals. Compared to the other South Asian countries, Sri Lanka ranks higher with respect to all the indices. Women's roles as a child bearer, a mother, carer for the older members of the family, all lead them to use health services to a greater extent than men.

4.3.1 Obtaining health services by household

At present the government is providing health services through various institutions at the primary, secondary and tertiary level. According to the results, 87.6% of the surveyed households have obtained health services from the different types of government health institutions in the last six months, thus indicating that the availability of free health services fulfils a great need in society (figure 3.1).

1. Obtaining health services by head of the household and ethnicity

Results reveal that hardly any differences can be seen between women headed and male headed households with the percentage being

86.6% and 88.0% respectively. This indicates that irrespective of who heads a household, health is an issue where services are needed by people (Annex-2.8).

When ethnicity is considered over 90% of Muslim, Tamil and Burgher household have used heath facilities. Even among the Sinhalese almost 80% have accessed the services (Annex-2.9).

2. Obtaining Health services by geographical location and rural-urban status

When considering the geographical locations, the highest percentage of respondents who obtained health services were reported from

"I took my daughter to Nawalapitiya hospital when she was really sick. There was no one to explain to me in my own language how to give the medicine. I managed to get a friend's help. My daughter needs to continue medical treatment. Now I do not go to that hospital as I do not understand what they say. I am afraid of this and managed to get my brothers help to take my daughter to the doctor."

Source: Key informant interview

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14.   In this survey, only the government health services were included at the stage of data collection and analysis.

Figure- 4.22: **Distribution of households who obtained health services by geographical location and rural-urban status**
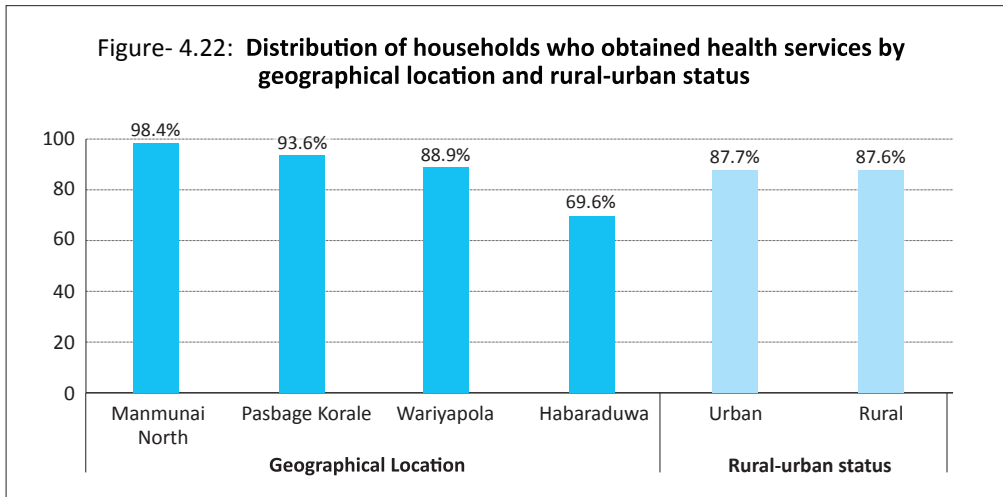
Manmunai North (98.4%) followed by Pasbage Korale (93.6%) and Wariyapola(88.9%). A comparatively lower percentage of respondents obtained government health services in Habaraduwa (69.6%). It is interesting to note that there was no difference seen with regard to urban-rural status (Figure 4.22).

**4.3.2 Incidents of corruption in health services by household**

Respondents were asked whether they encountered corruption in seeking government health services. Of the total number of households who obtained health services, 28.0% stated that they faced one or other form of corruption (see figure 3.2).

1. Corruption in health services by head of the household and ethnicity

With respect to corruption, when acquiring health services it is seen that women headed households (32.8%) are more vulnerable to corruption than male headed households (26.3%).

Figure 4.24 shows that comparatively more

Figure- 4.23:
Distribution of households who were victims of corruption for obtaining health services by head of the household

Figure- 4.24: **Distribution of households who were victims of corruption for obtaining health services by ethnicity**

Figure 4.25: **Distribution of households who have experienced corruption for obtaining health services by geographical location and rural-urban status**

Tamil households have encountered corruption than other ethnic groups with the figures being 38.3% for Tamil households and 14.9% for Sinhala households.

2. Corruption in health services by geographical location and rural-urban status

The figure 4.25 shows that the highest percentage of the households who stated that they encountered corruption was reported from Pasbage Korale (41.9%) while the least percentage was from Wariyapola (10.7%). The results demonstrate that plantation and conflict affected areas are more open to corruption when health services is considered.

When incidents of corruption relating to urban-rural status were considered a difference was observed, with the victims of corruption being greater in the rural areas (30.9%) when compared to the urban areas (22.9%).

4.3.3 Obtaining health services by service recipients

Respondents were asked to provide information on the other members of the family who had obtained health services

within the last six months. In this survey a total number of 612 persons have obtained health services during the respective time period (Annex-2.10).

According to the findings, Teaching Hospital had been visited more than other government hospitals (45.3%). Other hospitals visited by the Household members included Base Hospital (34.6%), Divisional Hospital (7.2%), Specialized Hospital (4.4%) and National Hospital (3.3%).

Within a hospital a greater majority (65.4%) had obtained health services from the outpatient division (OPD) while 34.6% received in-house treatment.

Figure-4.26: **Service recipients who encountered corruption for obtaining health services**
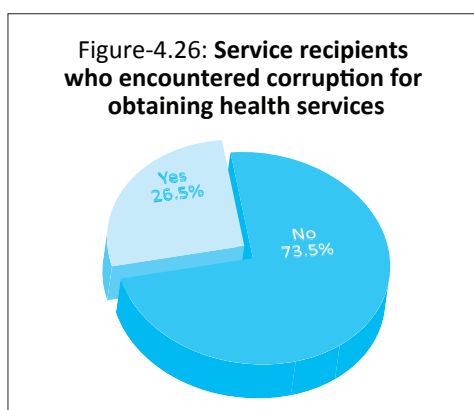
## 1. Service recipients experience of corruption in health services

Of the total service recipients 26.5% were victims of one or the other form of corruption in obtaining services within last six months (Figure 4.26).

2. Types of corruption

The service recipients experienced different types of corruption while obtaining health services from the different type of government health institutions. It was observed that out of the total victims of corruption in health services, 46.8% had to pay bribe (Figure-4.27). It is interesting to note that 34.7% of the service recipients had been asked to attend a private clinic i.e an indication of private practise that is carried out by government doctors. In addition 10.0% of the recipients said that they had to bribe a middleman to obtain the services required while 8.4% mentioned that they had to give gifts to obtain services.

3. Service recipients experience with bribery

According to the survey findings, 51.9% of the victims of corruption paid bribes

Figure 4.28:
Service recipients experience of bribery for obtaining health services
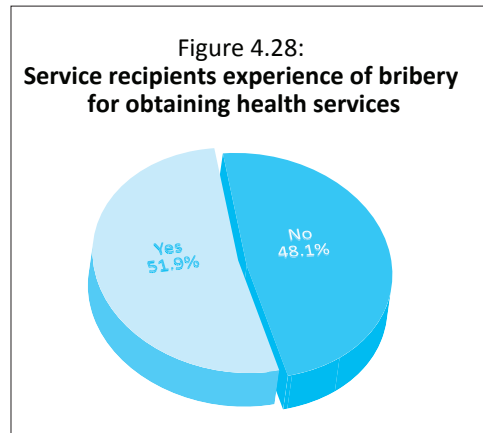
in obtaining health services within the respective time period (Figure 4.28) with the average payment being LKR.405 (USD 3).

4. Reasons for paying bribe

Reasons for giving bribes varied with 62.3% of the service recipients stating that they did so in order to obtain better service while 46.8% had bribed to get a faster service (Figure-4.29). Other reasons given included that this is a normal practice/ common practice (13.0%), intentional gift i.e. instead of money (11.7%) and to

Figure-4.27: **Types of corruption in health services**

Bribe — 46.8%
Doctor advice intentionally to go to the private clinic or personal chamber — 34.7%
Harassment by the broker or middle man — 10.0%
Gift for obtaining services — 8.4%

Note: Multiple answer were applicable and percentage based on the cases of the respondents

Figure-4.29: **Reasons for payment of bribes for health services**

Reason	Percentage
For better service	62.3%
To get service quickly	46.8%
Common practice	13.0%
Intentionally as a gift	11.7%
Avoiding queues	7.8%
Priority on waiting list	3.9%
Others	3.9%

Note: Multiple answer were applicable and percentage based on the cases of the respondents

avoid the queue (7.8%).

Health is a vital factor for every human being. In Sri Lanka although the private sector medical facilities are available, majority of the people depend and trust the government health services. In this situation the efficiency and the responsiveness of the health service is really important. However the figure 4.29 clearly shows that there is a delay in service delivery.

4.3.4 Satisfaction level about health services

Respondents were asked whether they were satisfied in obtaining health services and were requested to mark their level of satisfaction on 5 point scale (where 1= totally unsatisfied; 2= somewhat unsatisfied and 5= totally satisfied). The following figure- 4.30 presents their overall level of satisfaction regarding these services.

Figure-4.30: **Satisfaction level of health services**

Satisfaction level: 3.75 (on scale 0 to 5)
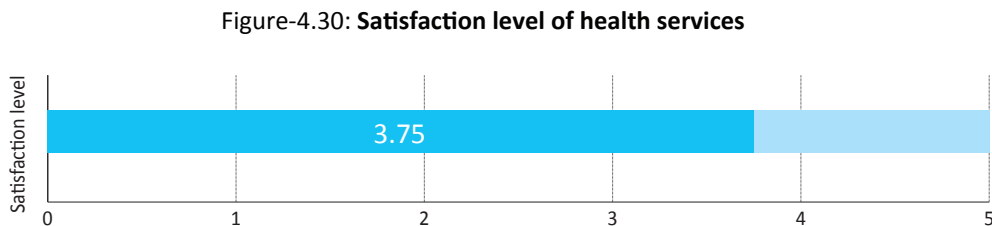
Chapter - 5
Key findings and Recommendations

5.1 Key findings

In this survey it was endeavoured to identify the incidents and extent of corruption on women when they were obtaining selected public services namely legal, health and services related to divisional secretariat[15]. Major findings of the study are given below.

A. Overall findings

- Based on 501 households, out of the selected 10 major services sectors provided by the government, majority of the households (87.6%) had obtained services from government health institutes. The second highest percentage (54.9%) of the households had obtained services related to divisional secretariats. In contrast only 25.7% households had obtained services from legal (police and judiciary).
- When all the sectors are considered, the overall victims of corruption was reported as 52.3%. The level of corruption was highest in legal services (58.1%) followed by divisional secretariat (30.9%) and health (28.0%).
- When the geographical locations are compared, Plantation community (65.6%) and conflict affected (64.8%) area were the most corruption prone areas.
- Rural households (56.8%) were more vulnerable to encounter corruption when compared to urban households (44.1%).
- Women headed households (59.7%) were more victimised by corruption than male headed (49.6%) households.
- Those women who were engaged social activities / community based organizations had encountered less corruption than those who were not involved in such organizations.
- When considering the ethnic groups Tamil and Burgher have encountered corruption more than the others.
- Out of the total household who stated that they encountered corruption in obtaining the services from health, legal and divisional secretaries, 52.5% of respondents mentioned that they had to pay bribes. Average bribe payment was LKR.1429 (Table 3.4).

B. Sectoral findings

- In legal services rural households (68.2%) were considerably more exposed to corruption than urban households (38.6%).
- Conflict affected and plantation area were more vulnerable to encounter corruption in obtaining health services (Annex-2.12).
- Highest percentage of divisional secretariat service recipients are reported from urban sector. However, the majority of service recipients who

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[15.] See details in Annex-2.11, Annex-2.12 and Annex-2.13.

encountered corruption was recorded from rural areas.

- When compared the three sectors the highest percentage of bribe payers (62.7%) as well as the highest average amount of bribe (LKR. 1587) was seen among those who obtained legal services.

- Reasons for paying bribe vary according to the sectors. Majority of those who paid bribes stated that they bribed in order to avoid harassment in legal services, while the main reason given in relation the divisional secretariat was to obtain a faster service. Further most of the service recipients who bribed persons working in health services mentioned that they bribed in order to obtain a better service delivery.

- When types of corruption were examined, for DS related services bribery was not mentioned as frequently as negligence of duties and takes more time intentionally (Figure 4.18). In contrast for legal & health services bribery was the most frequently mentioned corrupt practice.

- It was observed that satisfaction levels of legal service recipients were lower than other services. Satisfaction was highest level for health sector.

5.2 Conclusions and Recommendations

The connection between gender and corruption is more complex than it appears to be and until the state recognizes that corruption impacts women differently, it will not be able to implement programs to fight the prevalence of systemic discrimination that women face as recipients of public services.

It is imperative that more qualitative and quantitative research on the topic should be initiated which will help us to understand the extent and complexities of the issue at stake. Government and other civil societies working for women empowerment and equal participation should focus on adopting appropriate framework that facilitates anti corruption measures. When the issue of gender is mainstreamed in the anti-corruption work, with appropriate oversight agencies in place, it will ensure that women are adequately represented at all stages of service delivery and at the same time will guarantee their easy access to the services without harassment.

In order to address the above mentioned issues TISL recommends the following:

1. **Taking steps against corruption:** The sectors that showed higher level of corruption and have greater importance for poor women and their livelihood (such as DS, legal) should be given priority in taking actions against corruption.

2. **Increasing the skills for fighting corruption:** Skills for fighting corruption must be enhanced in different institutions especially the service providing ones so that the institutions can take stern and effective steps to protect women in the delivery of public service institutions. This should be done through training on implementation of the anti-corruption law, women protection strategies, and developing complaint redressed system or strengthening it.

3. **Introduce `Whistle-blower Protection Act':** Government should take necessary initiatives to introduce `Whistle-blower Protection Act' in the parliament.

4. **Policy Evaluation:** Assess and evaluate the existing policies and make necessary amendments to promote reforms, formulate laws that take into account women's dependency on public services and their vulnerability in the acquiring process.

5. **Effective complain mechanism:** Establish anonymous and effective complain

mechanism for women to report corruption with clear channels for redressing incidents.

6. **Organized and active civil society:** The civil society organizations that are currently engaged in women empowerment should include anti corruption agenda into their work plan. Provide knowledge to women, with a special focus on Tamil women and women from the rural and plantation areas.

7. **Social accountability and civic monitoring of public service delivery:** Form User Groups at the community level, comprising of relevant stake holders who have better understanding of the dynamics of corruption and its effect on the vulnerable group specially women. The group should provide support and assistance to service recipients and provide accurate information with regard to the services they are seeking and mobilize these women to demand for corruption free public institutions.

8. **Awareness campaigns:** Public awareness campaigns should be carried out by the User Groups. The campaign should focus on defining corruption and urging reportage (i.e. Media campaigns, posters in state institutions in public spaces where such interactions occur).

9. **Encourage media participation:** Media can give more space in the print and visual medium and encourage journalists to report on corruption related issues and carry out the thorough investigation. The media houses should also provide capacity building of the journalists to report on corruption related issues.

10. **Work in collaboration with the GoSL:** Civil society organizations (COBs) can closely work with the Ministry of Children and Women affairs and push them to mainstream the anti corruption activities in their work plan. The Ministry can conduct workshops and capacity building trainings to the gender focal person on the gendered aspects of corruption.

11. **Advocacy and Lobby:** Lobby for introduction of code of conduct with anti corruption agenda in the public institutions that do not have code of conduct and in the institutions that already have one should make necessary amendments to incorporate transparency, accountability and zero tolerance to corruption in the document. Build capacities of community groups to lobby for appropriate legislative frameworks and to access their rights and entitlements.

12. **Incentives:** Steps should be taken for providing both positive and negative incentives to prevent corruption. Salary of government officials must be increased in accordance with the cost of living to prevent 'corruption out of needs'. At the same time reward and punishment must be ensured on the basis of performance of public officials in providing services.

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Annex 1

Table: **Methodological guideline**

Sources of data	Nature of data	Methods	Possible Respondents	Purposes
Primary	Quantitative	Survey	500 service recipients women	-Nature of participation in selected service sectors - Extent of corruption in selected service sectors - Perception of respondents about services
	Qualitative	FGD or GD (with specific guidelines)	4 nos. among the service providers in different sectors and sample areas	- Women position in selective service sectors as a service provider - Constraint of service related rules, regulation and policy - Lack of infrastructure, staff shortage, etc.
		KII or In-depth interview with a specific guide questionnaire	20 (academic expert, local authorities, National and local leaders, government officials, etc.)	- Situation of women in different service sectors - Role of service provider to create a women friendly service environment - Lack of government and officials to introduce women friendly service environment - Insufficient Laws and policy for women in service sectors - Specific recommendation for women friendly service sectors within the existing rules and regulations
Secondary	Quantitative	Institutional check list	Sector specific authorities	- No. of women who received services in last one year - No. of male who received services in last one year - Budget allocation and Staffing - etc.
	Qualitative	Institutional check list	Authority	- Existing rules, regulations and policy - etc.

Annex-2

Annex-2.1: **Distribution of respondents by age**

Age group	Frequencies	Percentages
Below 20 years	8	1.6
21-30 years	82	16.4
31-40 years	138	27.5
41-50 years	127	25.3
51-60 years	83	16.6
60+ years	63	12.6
Total	501	100.0

Annex-2.2: **Distribution of respondents by household head and civil status**

Household headed by	Civil status (%)				
	Single/Never married	Married	Divorced	Widowed	Separated
Women	11.2	42.5	1.5	41.0	3.7
Male	6.5	92.4	-	1.1	-
Overall	7.8	79.0	-	11.8	1.0

Annex-2.3: **Distribution of respondents by geographical location and ethnicity**

geographical location	Ethnicity (%)			
	Sinhala	Tamil	Muslim	Burgher
Wariyapola	76.2	15.9	7.9	-
Pasbage Korale	0.8	97.6	-	1.6
Habaraduwa	99.2	-	0.8	-
Manmunai North	-	81.6	16.8	1.6
Overall	44.1	48.1	6.4	0.8

Annex 2.4 : **Social engagement of respondents by rural - urban status**

Rural - Urban	Social engagement (%)		Position hold in CBOs (%)	
	Yes	No	Yes	No
Rural	42.2	57.8	32.4	67.6
Urban	41.3	58.7	23.0	77.0
Overall	41.9	58.1	29.0	71.0

Annex 2.5 : **Distribution of respondents who received social benefits from the government by the head of the household**

Head of the households	Social benefits received (%)	
	Yes	No
Female	41.0	59.0
Male	22.5	77.5
Overall	27.5	72.5

Annex-2.6: **Distribution of of respondents by who obtained services related to divisional secretariat by household head**

Household headed by	Obtained Service related to DS (%)	
	Yes	No
Women	51.5	48.5
Male	56.1	43.9
Overall	54.9	45.1

Annex-2.7: **Distribution of respondents who obtained services related to DS by ethnicity**

Ethnicity	Obtained Service related to DS (%)	
	Yes	No
Sinhala	37.6	62.4
Tamil	67.2	32.8
Muslim	75.0	25.0
Burger	100.0	-
Overall	54.9	45.1

Annex-2.8: **Distribution of respondents who obtained health services by head of the household**

Household headed by	Obtained Service related to health (%)	
	Yes	No
Women	86.6	13.4
Male	88.0	12.0
Overall	87.6	12.4

Annex-2.9: **Distribution of respondents who obtained health services by ethnicity**

Ethnicity	Obtained service related to health (%)	
	Yes	No
Sinhala	79.2	20.8
Tamil	94.3	5.7
Muslim	93.8	6.2
Burger	100.0	-
Overall	87.6	12.4

Annex-2.10: **Distribution of service recipients who obtained health services by the types of institutions**

Type of institutions	Frequencies	Percentages
National Hospital	20	3.3
Teaching Hospital	277	45.3
Provincial General Hospital	5	0.8
District General Hospital	16	2.6
Base Hospital	212	34.6
Divisional Hospital	44	7.2
Maternity Clinic	9	1.5
Board Managed Hospital	2	0.3
Specialized Hospital	27	4.4
Total	612	100.0

Note: Multiple answer were applicable and percentage based on the responses

Annex-2.11: **Summary of the findings percentages of respondents /service recipients who obtained services in three major sectors**

Issues	Status	Sectors		
		Legal	Divisional Secretariat	Health
% of households/ service recipients who obtained services	Overall			
	House holds	25.7	54.9	87.6
	Service recipients	13.3	34.2	52.5
	Urban-rural status			
	Rural	26.4	50.3	87.6
	Urban	24.6	63.1	87.7
	Geographical locations			
	Wariyapola	14.3	37.3	88.9
	Habaraduwa	24.0	36.8	69.6
	Pasbage Korale	32.8	56.0	93.6
	Manmunai North	32.0	89.6	98.4
	Head of the House hold			
	Women headed	33.6	51.5	86.6
	Male headed	22.9	56.1	88.0
	Ethnicity			
	Sinhala	20.4	37.6	79.2
	Tamil	30.7	67.2	94.3
	Muslim	25.0	75.0	93.8
	Burgher	25.0	100.0	100.0

Annex-2.12: **Summary of the findings – percentage of respondents/ service recipients who encountered corruption in obtaining services from three major sectors**

Issues	Status	Sectors		
		Legal	Divisional Secretariat	Health
% of Household/ service recipient who encountered corruption	Overall			
	House holds	58.1	30.9	28.0
	Service recipients	59.4	24.8	26.5
	Urban-rural status			
	Rural	68.2	35.8	30.9
	Urban	38.6	23.9	22.9
	Geographical locations			
	Wariyapola	61.1	23.4	10.7
	Habaraduwa	63.3	32.6	18.4
	Pansbage Korale	61.0	28.6	41.9
	Manmunai North	50.5	34.8	37.4
	Head of the House hold			
	Women headed	64.4	39.1	32.8
	Male headed	54.8	28.2	26.3
	Ethnicity			
	Sinhala	62.2	30.1	40.9
	Tamil	60.0	34.1	38.3
	Muslim	12.5	12.5	26.7
	Burgher	100	25.0	25.0

Annex-2.13: **Summary of the findings – percentage and amount of bribe payment in obtaining services from three major sectors**

Issues	Status	Sectors		
		Legal	Divisional Secretariat	Health
%of bribe payers (out of the victims of corruption)	Households	53.3	27.1	63.4
	Service recipients	62.7	24.2	51.9
Average amount of bribe (LKR)	Households	2825	1285	1102
	Service recipients	1587	1231	384

Annex-3

Transparency International Sri Lanka (TISL)
Women's experience of corruptions in public service
GD – Guideline

1. Do you know/believe that women are facing more difficulties in obtaining public services?

2. What type of corruption/irregularities have you experienced during your career/job tenure?

3. Is there any lack of or discrimination in provided facilities for female employees?

4. What are the lack of or discriminative practices in providing facilities for female service receivers?

5. Based on your experience, what kind of corruption/irregularities take place in service delivering for women

6. What are your suggestions/recommendations for improving women friendly service environment in an public office?(for the female service seekers)

7. What are your suggestions/recommendations for better working arrangement for female service providers?

About TISL

Transparency International Sri Lanka (TISL) is a National Chapter of Transparency International (TI), the leading global movement against corruption. TISL commenced active operations at the end of 2002 and has since built a strong institution arduously fighting corruption in Sri Lanka. It functions as a self financing, autonomous Chapter of TI with its own strategic directions and priorities.

Envisioning a nation that upholds integrity, TISL's goal is to support the collective effort to eradicate corruption in order to build a future Sri Lanka which is equitable, peaceful and just. TISL works closely with government departments in training public officials on good governance and anti-corruption tools.

TISL will work in partnership with coalitions and other likeminded organizations in all their interventions.

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