## PERFORMANCE REPORT OF THE

# PARLIAMENTARY COMMISSIONER

# FOR ADMINISTRATION

2015

# <u>Report of the Parliamentary Commissioner for Administration – 2015</u> <u>In Terms of Section 18 of the Parliamentary Commissioner for</u> <u>Administration Act No 17 of 1981</u>

#### **Introduction**

The history of Ombudsman as it was originally called and is still called today by the overwhelming number of institutions and scholars, dates back to the nineteenth century. In 1809, the Swedish Parliament made the decision to appoint an Ombudsman to "supervise the king, and his office and courts for Riksdag". Nowadays the typical Ombudsman has responsibilities which go far beyond these tasks. However, the Swedish origin is only the root of the Ombudsman strictu sensu. Looking at the key idea behind the establishment of the Ombudsman, which is the delivery of justice to citizens by providing an easily accessible body, authorised to supervise the public administration and investigate individual complaints.

There is no one universal definition to an Ombudsman. However, there is widespread understanding that an Ombudsman is an Institution that receives, investigate and report on complaints about actions (or lack thereof) by the public administration.

The concept of such an independent body which is accessible to all and has the power to control the public administration of a country is recognized nearly worldwide and has been incorporated into different national legal systems. Today, the International Ombudsman Institution, a world-wide umbrella organization counts 147 public sector member organizations in 87 jurisdictions on all continents.

The founders of the Swedish original did not place human rights at the core of the Institution's concern. However, when the concept of the Ombudsman started operating around the world, traditionally, the idea of the Ombudsman Institution should be a watchdog and guardian of citizens human rights began to take roots. As Keith rightly put it "good administration is after all an essential human right". The core tasks of the Ombudsman Institution as supervisor of administrative actions oftentimes has a human right component due to the fact that maladministration can cause infringement of essential human rights. Many newly established Institutions in the post-communist states in Eastern Europe as well as in Central Asia were vested with an explicit mandates to protect human rights. Once the UN High Commissioner for Human Rights, stressed the important role of Ombudsman even if they are not mandated explicitly with protection of human rights. It was observed the nexus between the Ombudsman's task to address "weak dysfunctional institutions of governance" and the obligation of states to "alleviate human rights conditions".

The UN General Assembly Resolution 63/169 on the role of Ombudsman refers to human rights standards that should be reflected in forming the mandate of Ombudsmen in turn allowing them to adhere to these standards in their work. Part of these standards is the access to justice including effective remedy, access to courts, fair trial, redress, judicial protection, due process, legal certainty, undue delay, reasonable time and non-discrimination. The Resolution underlines "the importance of the autonomy and independence of the Ombudsman and stresses that these institutions" can have a proactive role by advising "the Government with respect to bringing national legislature and national practice in line with their international human rights obligations".

The UN General Assembly Resolution 65/207 on the role of the Ombudsman reiterates the statements made in Resolution 63/169, with the work of the International Ombudsman Institution with satisfaction, encourages states to "consider the [....] strengthening of independent and autonomous Ombudsman" and encourages Ombudsman to "operate as appropriate, in accordance with Paris Principles".

These resolutions also refer to the role Ombudsman play "in promoting good governance in public administration". "Good governance" can be understood as a transparent, fair, allinclusive and representative process of decision making and how these decisions are implemented by the administration. Ombudsman's Institutions are important for monitoring the implementation of these decisions.

In addition, Ombudsman's Institutions also help to overcome the limits of traditional court systems; there is an inherent "power imbalance between the government and those it governs". However, the traditional court system cannot fully address this structural problem. Going to court or a tribunal is a question of affordability and, of several instances are required to achieve redress, the dimension of time is added on top of it. Even the best legal aid system cannot fully abolish these aspects. On the other hand "the government always has deep pockets" and time is not an issue. Furthermore, the Ombudsman is often more effective than a court in addressing administrative shortcomings, because the Ombudsman has the power to point out systematic issues based on the number of complaints received over years. It is also a very flexible and cost-effective means. In addition, an Ombudsman Institution has advantages over a traditional court system as it generally provides for a low-threshold access especially for vulnerable groups of the population and this helps to "strengthen their capacity to seek a remedy".

The need for an office of the Ombudsman was first mooted in Sri Lanka at the South East Asian conference of jurists in January 1966. Article 156 of the 1978 Constitution of the Democratic Socialist Republic of Sri Lanka enjoined Parliament to provide for the establishment of the Parliamentary Commissioner for Administration (Ombudsman). Parliament passed the Parliamentary Commissioner for Administration Act No.17 of 1981, which established the office and defined its powers, duties and functions. Subsequently the Parliamentary Commissioner for Administration (amendment) Act No.26 of 1994 which amended section 10 of the original Act, enabled the Ombudsman to entertain such written complaints or allegations of infringements of fundamental rights or other injustices directly from members of the public, subject to informing the Public Petitions Committee on the action taken thereon by the Ombudsman.

The Ombudsman is required at the conclusion of the investigation, to determine whether the decision, recommendation, act or omission of the public officer concerned complained of, was contrary to law, unjust, oppressive or improperly discriminatory or made in the improper exercise of his discretion.

Where the Ombudsman is satisfied after due investigation that a person's fundamental rights has been violated by a public officer or has suffered an injustice at the hands of such officer, he makes a determination to that effect.

By way of relief to the person affected, the Ombudsman may recommend that the act of the public officer concerned, be reconsidered, rectified, cancelled or varied and require the head of the institution to which the public officer belongs, to notify within a specified time, the steps which he proposes to take to give effect to the recommendation. The ombudsman has motivated the government and other establishments in the delivery of timely, quality service to the public. One of the greatest strengths of the institution is its ability to allow the complainant to pursue the course of justice relatively cheaply and speedily with no cost which is valuable considering that most of the complainants belong to the less fortunate classes of the society.

The Ombudsman system provides a forum which enables citizens to have access to an independent, impartial and inexpensive dispute resolution mechanism which can resolve their grievances, protect their fundamental rights and restore their dignity and confidence in the democratic process.

Good governance is a basic requirement of modern society. The government machineries responsible for carrying out routine business of administration are vested with vast powers to run the administration smoothly in the best interests of the public at large. The powers so given do not mean that the same are to be applied in violation of rules, regulations, natural justice and equity. The office of the Ombudsman has been established to diagnose, investigate, redress, and rectify the injustices if any done to a person through maladministration during the process of running routine administration. The exercise of the powers arbitrarily or refusal and delaying tactics in the discharge of official obligations for corrupt or biased motives is the main factor to be considered and rectified by the institution of Ombudsman.

#### **Observations and Comments**

Many of the complaints lodged and were inquired into, established that they were connected to matters in which it was essential either for a department or government or for a statutory authority such as a Corporation or Board to act in accordance with the laws as they had been enacted by Parliament. Also these complaints often related to the failure to act according to subsidiary rules and regulations even though such rules and regulations were embodied in Establishment Codes. Sometimes, procedures enjoined to be observed in the regulations and rules, even if they were prescribed in manuals, had not been followed.

There were some cases where the grievances borne by a complainant had occurred owing to the negligence of administrators and authorities to implement fairly, and without discrimination, governmental policies and procedures. Additionally, a lack of understanding and inflexible severity were noticeable where policy or procedure was followed.

An easily removable cause for complaint constantly arose from the insensitively of the bureaucracy, be it in government, departments or statutory bodies. Letters were regularly never replied to, inquiries by clients of services or by affected officers were unanswered, and a lack of courtesy towards individuals had irked many of the petitioners.

Supercilious behavior among public officials needs to be eschewed. It would contribute to more satisfactory public relations which is an essential element in good administration. There is a remarkable absence of good public relations in most components of the public sector. And not to provide information at a time when information is regarded to be a vital ingredient of administration is indicative of ignorance on the part of officials, or simple indifference.

There were complaints about promotions to higher positions in service not being given according to merit or seniority or being given after a long undue delay. At times recruitment to vacant positions being done without attention being paid to conditions contained in advertisements or schemes of recruitment. Large number of complaints received relating to the delays in the payment of pensions and wrong calculation of the same. In quite a number of these cases, the complainants were correct and to worsen their sense of grievances, replies to numerous and repeated inquiries had never being given.

There have been instances of some public officials having either ignored laws, regulations or rules or giving to them interpretations according to their own whims. Officials executing their duties forget that in the course of committing wrong actions that the natural rights, fundamental rights, human rights have been violated causing to individuals a deprivation of legitimate dues and in addition pain of mind. In handling vacation of post, actions natural justice has been ignored and in paying only after inexcusable delays the pension gratuities. Delays in these instances have been on flimsy grounds, and causes even pecuniary loss because the value of money had depreciated. Also, in waiting for their dues individuals have got indebted while trying to tide over the period of delay.

I have noticed that some officials are disinclined or unable to settle issues conciliatorily. Furthermore, it had been noticed that some officials apparently are not competent enough or are unable to deal with issues especially in regard to questions of disputes. Such officials often are inclined to discharge fairness and equity and seek to justify their actions by recourse to legalism or officiousness. This practice of not settling issues cordially stems from the attitude of treating a complainant as an adversary and adopting an unwillingness to accept official fallibility. It is wrong to consider such fair settlement as capitulation, and it is better for officials to admit that a wrong could have happened and then endeavour to correct it.

Whenever an inquiry or investigation into complaint was pursued, officials expended time and effort in trying to justly a decision or action without paying due heed to sense of justice or the fairness of an issue in dispute. Regardless of the gravity of the wrong done and its deleterious effects on individual citizens, officials seem to have continued in persisting in taking the same sort of wrongful action or spurious decisions despite the justifiable complaints that are made against them.

It never enhances good administration and indeed vitiates it if public officials persist in being adversarial in attitude. Furthermore, it detracts from good administration if public officials do not readily receive them and listen to citizens bringing in legitimate complaints, but instead treat them with distance and remoteness.

The commoner complaints stem from adherence by officials and authorities to too much legalism and formality which occasions delays; failure to employ reasonableness and administrative fairness, misinterpretation and wrongful use of government policies, procedures, regulations and rules; reluctance and refusal to meet and sort out problems with the complainants which could then have led to an earlier equitable settlement; resorting to unilateral action without listening to the aggrieved; interminable delays in taking decisions to solve simple issue; hostile disposition, insensitivity and indifference towards the sufferer from unjust action. It has been common practice for departments or authorities who agree with the determination to delay its implementation.

With all the above difficulties, the office managed to dispose a fair number of complaints received. The cadre of the office has not been filled. There is no accountant or a book-keeper appointed to the office. Reluctance of officers to serve in this office is noticeable. It may be due the absence of an opportunity to perform adequate overtime duties or to receive any other perquisites associated with offices.

While problems and difficulties have been somewhat highlighted I should state that at the same time there has been considerable degree of co-operation extended by officials, departments and authorities which enabled me to discharge my duties more easily.

I owe a profound debt of gratitude to the staff in my office, who have worked against all odds to achieve the target we were aiming at.

#### **Statistical Analysis**

This office received 962 complaints directly from the members of the public in addition to 158 complaints which were referred by the Public Petitions Committee of the Parliament, for investigation and reporting during the year 2015. There were 421 complaints awaiting disposal at the end of year 2014, thus making a total of 1541 complaints to be dealt with during the year under review.

A majority of those complaints were inquired into and reports thereon were submitted to the Public Petitions Committee within a short period. It is noteworthy that almost all the reports submitted by this office were accepted and acted upon by the Committee.

1055 complaints were disposed of summarily and 27 dealt with after interpartes inquiry making a total of 1082 disposals during the year, leaving a balance of 459 complaints carried over to the year 2016.

This office has endeavored to settle as many disputes as possible expeditiously, contacting the relevant public officers over the telephone and writing to them to take suitable action, such as in cases where the officers have unduly delayed in attending to the matters concerning the complainants. Many complainants habitually bring their grievances to the attention of the President of the country, Prime Minister, Ministers of the Cabinet and other agencies, with copies to the Ombudsman. This conduct results in several agencies expending their time and resources on a single complaint and sometimes giving contradictory orders, which the relevant public officer may be at a loss to implement. Therefore, this office does not act on copies of complaints sent to others. There are other complainants who fail to provide sufficient information in order for this office to commence inquiries: for example information regarding the period of service in a station prior to seeking a transfer or seeking to remain in a station when they allege injustice in failing to grant a request for a transfer or an extension of service in that particular station. In others, the complaint may not disclose an injustice ex-facie, as in the case where an appointment is sought despite the lack of qualifications necessary for such an appointment. Undue delay in seeking relief is another ground on which complaints are rejected. For instance, a person who has been served with a vacation of post notice, unless due to exceptional circumstances preventing him from doing so, must seek to be restored his post within the stipulated three month period. Private disputes and matters dealt with by court judgments fall outside the jurisdiction of the Ombudsman.

There was a significant number of complaints regarding appointments to office, confirmation, termination of employment, promotions, salary anomalies, increments, arrears, abuse of power/inaction by police officers as well as other public servants, pensions, employees provident fund payments, unauthorized constructions and nuisances made during the year 2015.

However, the number of complaints filed regarding university and school admissions, issuing of licenses and refund of savings deposits showed a decrease as opposed to 2014.

Similarly a very high number of appeals were tendered by principals and teachers regarding their transfers, increments, promotions, arrears of wages, allowances, and pensions. At times it was difficult to get the reports from the authorities in time. Many parents were making allegations regarding school admissions. In one instance due to a mistake made by the authorities an applicant who had scored very high marks at a competitive examination held in 1996 to join as a teacher managed to succeed in July 2011 after a prolonged inquiry. In another instance although the superior officer had agreed to comply with the recommendation, the zonal director who is a priest, was rather adamant not to carry out the same.

The guidelines issued by the Supreme Court in a fundamental rights application on the admission of children to grade 1 in state schools have been abandoned by the Ministry of Education. However, the new rules have in no way reduced the number of related complaints from disappointed parents whose children failed to gain admissions to schools of their choice. In fact there has been an increase in the number of such complaints.

The directive principles of State policy and fundamental duties enunciated in chapter VI of the Constitution Article 27(5) states "The State shall strengthen national unity by promoting co-operation and mutual confidence among all sections of the people of Sri Lanka, including the racial, religious, linguistic and other groups, and shall take effective steps in the fields of teaching, **education** and information in order to eliminate discrimination and prejudice".

The Sri Lanka Central Transport Board is one institution which cares very little for the well being of its retired employees. These employees, some having served the Board for over 35 years, have not been paid their Gratuities and Employees' Provident Fund dues for many years after retirement. The Chairman of the Board has failed to take effective steps to alleviate the suffering of these retired employees, despite several recommendations from this office. Similarly in the matter of a teacher who lodged a complaint regarding not receiving her arrears of salary, the authorities whilst admitting the same, informed that the lack of funds received by them was the reason for the delay.

The number of complaints of alleged discrimination by members of interview boards in the selection of candidates for appointment to vacancies or promotions in state banks, statutory boards and corporations continue to be the cause of many complaints. This office found that criteria for selection and the marks to be allotted for such criteria are often not disclosed to the applicants for vacancies prior to the interviews. The high quota of marks allocated for performance at interviews as a proportion relative to the other qualifications of the candidates is often abused, giving rise to much discontent amongst those unfairly disqualified. The University Grants Commission, the Vice Chancellors of universities and the heads of Institutes of higher education continue to be prompt in replying our letters and making satisfactory arrangements to be represented at the inquiries at this office.

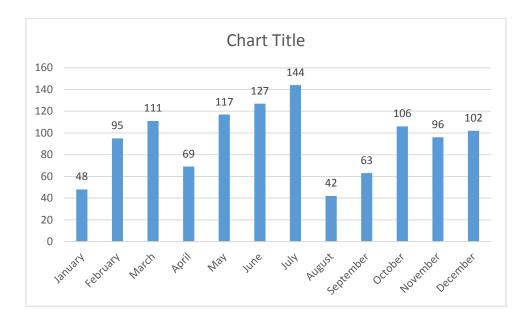
Table: 1 STATISTICAL ANALYSIS.			
Balance complaints to be investigated, carried over from the year 2014		421	
Total number of complaints received during the period 01.01.2015 to 31.12.2015			
(a). Directly from complainants.	962		
(b). Referred for investigation and report by the Public Petitions			
Committee.	158		
		1120	
Total number of complaints to be investigated during the year 2015			1541
Total number of complaints investigated during the year 2015			
(a).Number of complaints investigated during the year 2019			
(1). Settled without inquiry.	73		
(2). Disposed without investigating due to the same complaint			
being made to a parallel tribunal/institution.	140		
(3). Inadequate information to proceed to inquiry.	16		
(4). Referred to relevant authority for suitable action.	28		
(5). No case made out for relief.	32		
(6). Outside the jurisdiction of the Ombudsman.	58		
(7). Inordinate delay in making the complaint.	57		
(8). Complaints which were dismissed after considering the reports			
sent by the relevant institutions.	388		
(9) Copies directed to this office, having sent the complaints to			
other institutions.	233		
(10) Complaints directed to other ombudsman offices	30		
		1055	
(b). Total number of complaints investigated and reported on after			
inter-partes inquiry.		27	
			1082
Balance number of complaints to be investigated and reported on as at			
31.12.2015.			459

### Monthly Analysis.

Total number of complaints received during the year 2015 along with the balance brought forward from the year 2014 was 1541. The highest number of 144 complaints was received in July, and in August only 42 complaints were lodged.

## Table: 2 - Total Numbers of Complaints Received During Each Month in 2015

	Month	Total
1	January	48
2	February	95
3	March	111
4	April	69
5	May	117
6	June	127
7	July	144
8	August	42
9	September	63
10	October	106
11	November	96
12	December	102
	Total	1120



Out of the complainants who lodged complaints during the year, 788 were male and 332 were female.

# Table :3 Total Number of Complaints Received in 2015

# **Categorized According to Gender**

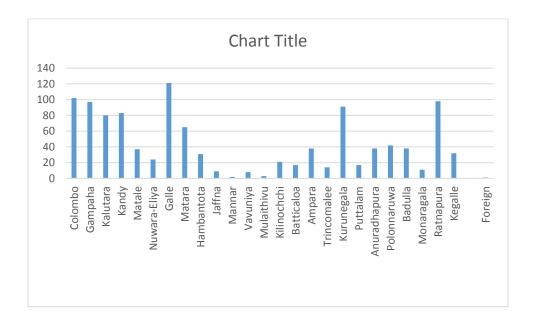
Month	Male	Female	Total
1. January	36	12	48
2. February	73	22	95
3. March	76	35	111
4. April	55	14	69
5. May	89	28	117
6. June	96	31	127
7. July	104	40	144
8. August	26	16	42
9. September	42	21	63
10.October	70	36	106
11.November	56	40	96
12.December	65	37	102
Total	788	332	1120

### **District Analysis**

The most number of complaints received during the year 2015 was from the Galle District (121), followed by Colombo district (102) and Ratnapura District (98).

Districts	Number of complaints 2015
Colombo	102
Gampaha	97
Kalutara	80
Kandy	83
Matale	37
Nuwara-Eliya	24
Galle	121
Matara	65
Hambantota	31
Jaffna	09
Mannar	02
Vavuniya	08
Mulaithivu	03
Kilinochchi	21
Batticaloa	17
Ampara	38
Trincomalee	14
Kurunegala	91
Puttalam	17
Anuradhapura	38
Polonnaruwa	42
Badulla	38
Monaragala	11
Ratnapura	98
Kegalle	32
Foreign	01
Total	1120

# Table: 4-Total Number of Complaints received in 2015 categorized according tothe complainants' domicile district wise



#### Subject Analysis.

There were a significant number of complaints lodged regarding appointments to office, termination of employment, promotions, salary anomalies, increments, arrears, abuse of power/inaction by police officers as well as other public servants, pensions, employees provident fund payments, unauthorized constructions and nuisances during the year 2015.

# Table: 5 Total number of complaints against Public officers received during the year 2015 subject wise

		2015
01	Appointments, Confirmation, Antedating	105
02	Termination of Employment, Reinstatement, Extension	107
03	Promotions, Seniority	61
04	Land permits, Grants of State Lands	139
05	Delay, Incompetence, Negligence, Abuse of power.	97
06	Salary Anomalies, Increments, Arrears, Allowances	48
07	Pension, W&OP	111
08	Compensation, Poor releif, Samurdhi	41
09	Transfers from place of work	48
10	Tsunami Assistance	-
11	University / School Admissions, Examination results	88
12	EPF / ETF / Gratuity	28
13	Police Abuse of Power / Inaction	20
14	Unauthorized Constructions / Nuisances	33
15	Loans, Recovery, Rescheduling	13
16	Licenses, Building Permits	13
17	Electricity, Water, Telephone Connections, Disconnections.	12
18	Harassment at Work Place	30
19	Roadways	18
20	Miscellaneous	108

#### Ministry/ Public Institution Analysis.

The Ministry of Public Administration (247) and the Ministry of Higher Education (190) were the Ministries against whose officers the largest number of complaints was received. The majority was made against Divisional Secretaries, mainly relating to the issue of land permits and grants. Although the law of succession has been clearly set out in the relevant Act, deciding questions of possession and occupation are not that simple. It has been disclosed at inquiries that some officers working in the Divisional Secretariats are not above board in issuing land permits/grants under the provisions of Land Development Ordinance.

 Table: 6
 Number of complaints against officers of Ministries, Departments, Authorities

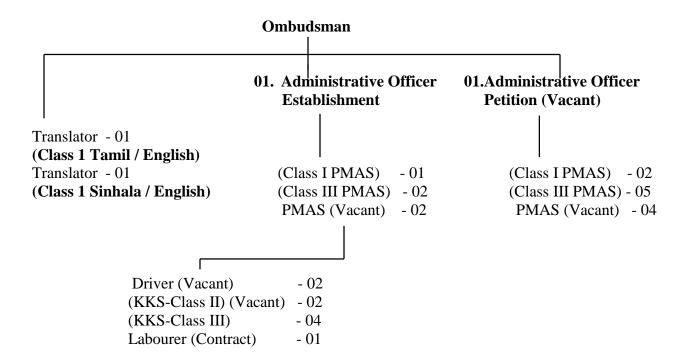
 and Public Institutions – 2015

Ministry, Department, Authority etc.	Number 2015
Public Administration	247
Education and Higher Education	190
Corporations/Authorities(CPC,CEB,SLPA,RDA)	60
Public Services Commission (Central and	17
Provincial)	
Defense & Internal Security	78
Provincial Councils & Local Government	75
Transport (SLCTB, CGR, CMV)	42
Health and Indigenous Medicine	49
Labour	09
Finance	09
Agriculture	26
State Banks	15
Pensions	58
Justice	36
Irrigation & Mahaweli Authority	33
Posts and Telecommunication	16
Social Services / Samurdhi / REPPIA	08
Lands & Land Reforms Commission	31
Cooperative Development	05
National Water Supply & Drainage Board	13
Registrar General	01
Forests	03
Plantations	05
Others	94
Total	1120

#### Office Staff.

This office has an approved cadre of thirty. However, as the organization chart shows, there were only eighteen officers attached to this office at the end of the year 2015 (Please vide the chart).

#### **Organization Chart.**



#### Annual Budget.

A sum of Rs.13,640,000.00 was allocated for recurrent expenditure and a sum of Rs.500,000.00 for capital expenditure, making a total of Rs.14,140,000.00 for the year 2015 (including Rs.2,790,000.00 of additional allocations). The actual expenditure for the year was Rs.11,856,000.00, saving a sum of Rs. 2,284,000.00.

# HEAD 22 - Office of the Parliamentary Commissioner for Administration 01 - Operational Activities 01 - General Administration and Establishment services

**Rs.000** 

Object	Description	2015	2015
		Net Provision	Expenditure
	<b>Recurrent Expenditure</b>	13640	11828
	Personal Emoluments	8163	8099
1001	Salaries & Wages	4107	4082
1002	Over Time & Holiday Payments	80	42
1003	Other Allowances	3976	3975
	Traveling Expenses	480	266
1101	Domestic	30	8
1102	Foreign	450	258
	Supplies	610	532
1201	Stationary & Office Requisites	300	297
1202	Fuel	300	227
1203	Diets and uniforms	10	08
	Maintenance Expenditure	882	411
1301	Vehicles	402	302
1302	Plant Machinery & Equipment	150	109
1303	Building & Structures	330	-
	<b>Contractual Services</b>	3105	2218
1401	Transport	120	16
1402	Postal & Communication	450	448
1403	Electricity & Water	250	214
1404	Rents & Local taxes	2250	1526
1405	Other	35	14
	Transfers	400	302
1505	Subscription & Contribution Fees	400	302
	Capital Expenditure	500	28
	Acquisition of Capital Assets	400	28
2102	Furniture & office Equipment	400	28
	Capacity Building	100	-
2401	Training & Capacity Building	100	-

Total Expenditure	14140	11856
Total Financing	14140	11856
Financing		
Domestic	14140	11856

#### Public Feedback

The volume of complaints received, can be viewed as a broad indicator of the level of confidence that the general public has in the office of the Ombudsman, in speedy and inexpensive redress of grievances against alleged acts of maladministration committed by public sector. It is estimated that the office succeeded in providing around 30% of the complaints, yet some other recommendation were not carried out. Recommendations are issued after calling reports from relevant institutions. Sometimes, the recommendations have been rejected not on the facts of the particular complaint nor that the person has not suffered an injustice, nor the ombudsman has reached a wrong conclusion, but simply the power base is disinclined to do so, because its own particular views on the matter. Sometimes, using the floodgate or precedent arguments. It is incontrovertible that the purpose of the ombudsman's investigation is to determine whether an injustice has been occurred and so to have it remedied. Without a remedy the determination is of little value.

Yet some other institutions e.g., the People's Bank usually considers the recommendations seriously and acts fairly, whilst the Police Department is the worst institution, which ignores the recommendations often, and submitting lame excuses. It is a matter for the I.G.P. to pay personal attention in this regard.

L.A. Tissa Ekanayake Parliamentary Commissioner for Administration (Ombudsman)