



COMMUNITY STANDARD
ADEQUATE LACK OF HOUSING
SEXUAL HARASSMENT
CHILDREN'S RIGHT
WOMEN'S RIGHTS
FREEDOM OF EXPRESSION
HOUSING
OLDER PEOPLE
PEOPLE WITH
DISABILITY
SAFE AND
CLEAN ENVIRONMENT
ACCESS TO GOOD QUALITY
EDUCATION
OF SECURITY OF THE PERSON
OPINION
RIGHT TO JUSTICE
AWARENESS OF HUMAN RIGHTS
PARTICIPATE IN GOVERNMENT

THE "RIGHTS" SIDE OF LIFE

Second Baseline Human Rights Survey

Supported by



HUMAN RIGHTS COMMISSION OF THE MALDIVES

SIX YEARS ON – THE RIGHTS SIDE OF LIFE

The second Maldives baseline human rights survey

SURVEY REPORT

This survey was sponsored by the United Nations Development Programme,
Maldives, and the report written by Peter Hosking, Senior Consultant, UNDP

Foreword

The Human Rights Commission of the Maldives (HRCM) is a relatively young institution and it has now carried out two very detailed and robust **baseline human rights studies**. Much has changed in the country politically, socially and economically since the first survey *The 'Rights' Side of Life* was undertaken in 2005, and more drastic changes have taken place since this second survey was conducted in 2011. However, although the country claims separate and independent Executive, Judiciary and Parliament, their vital collaborative functions and cohesion need more concerted efforts for them to be strengthened to revitalise the fragile democracy. The information and lessons in this second survey will be of interest not just to the HRCM, but also for all ministries and government agencies, including independent Commissions, for the Peoples Majlis, for NGOs and for the international community as well.

The HRCM has always laid much emphasis on raising awareness and educating about human rights guaranteed to the people through the National Constitution and the binding International and Regional human rights instruments. In our efforts to establish a culture of respect to human rights, there is still so much more to be done and at the very core lies the changing of attitudes positively and taking to heart the core values of human rights, true democracy and the respect for good governance and the rule of law.

Some encouraging signs revealed by this survey are that people have generally become much more aware of human rights since the first survey in 2005, as they can name and prioritise a number of human rights issues and, increasingly, are asserting those rights. With positive thinking and in encapsulating the fundamental principles of human rights in our everyday work, we are sure to achieve a safe and harmonised culture that respects human rights of all.

I would like to acknowledge the hard work and dedication of current and past members of the Research Team of HRCM, including Mariyam Zahiya (former Director of Research and Monitoring Department) Jasmine Hussain, Aishath Maurifa Mohamed, Fathimath Hussain, Shaufa Ahmed Saeed, Ahmed Anwar along with Commission Member Dr. Aly Shameem who has overseen the project. I would also like to thank all who have contributed in any way to successfully conduct this survey and whom we may have missed to mention. We very much appreciate and acknowledge with thanks the support of UNDP for this exercise and for their continuous support to the HRCM. We also acknowledge the tedious and meticulous work undertaken by ENSURE, the NGO that carried out the survey and finally, we express our sincere appreciation and special thanks to Mr. Peter Hosking, Senior Consultant who revised the sampling methodology, designed the survey instrument and wrote this report.

It is our hope that with the findings of this survey, we would be able to build upon it to enhance and reinvigorate the specific roles and functions of the HRCM to meet the diverse expectations of the public and to serve the people better by learning from its lessons and overcoming the challenges. May the HRCM be blessed by the Grace of Almighty Allah (*Subh'aanahu watha'ala*) with renewed strength, inspiration and hope to fulfil our obligations in serving the people in our beloved nation.

Maryam Azra Ahmed

President

Human Rights Commission of the Maldives

UNDP Foreword

Maldives has come a long way in its journey towards a nation based on the universal values of human rights, freedom and justice for all. The constitution of 2008 provided an opportunity for the country to put in place the fundamental systems and building blocks in realizing this vision, and Maldives has embraced these developments with passion. Broadly, the human rights situation in the Maldives has shown significant progress; the national efforts to expand freedoms and protect human rights have received international recognition; and it is notable that as a young democracy, seven of nine core international human right treaties have been ratified by the country. The Maldives' membership of the UN Human Rights Council has served to put human rights as a priority on the Government's agenda, both at home and abroad. The Human Rights Commission, established in 2003, has been at the forefront in raising important issues to the public and plays a vital role in promoting and protecting human rights in the country.

However, recent events that have rocked the nation, from the unexpected change in government and ensuing violence in February 2012, underline the deep difficulties and challenges in sustaining the achievements and keeping the country on the right track. These events point us towards the fragility of the social and political fabric of the country, and remind us that the advancement of human rights is a priority that should never be ignored.

This study comes at an important time, when greater discussion and dialogue is much needed around human rights, state obligations and citizen responsibilities. The findings of the study can serve as a basis for policy-making and agenda setting. It is encouraging to see the increase in people's awareness of the Human Rights Commission since 2005, when the first survey of this kind was conducted. However, the findings also show that there was strong public expectation for the HRCM to be doing more in all its functions. It may be a signal of increased public expectations and could guide the direction of the Commission. It is also revealing that while there is a high level of awareness of the recent democratic reforms, the awareness of basic human rights among the population seems to have decreased in the last six years.

Policy makers will see that social issues continue to be at the heart of the population's priorities as the right to education and healthcare were mentioned most often as the most important human rights. Furthermore, the survey shows that gender equality remains one of the biggest challenges for the country. Despite the freedoms that the Constitution has provided for women, attitudes towards women's empowerment show a negative trend. While the numbers of women supporting the right of women to take part in politics and government have risen slightly, support from men for this proposition has dropped. Alarming, the study also suggests that there has been a regression in

people's sensitivity towards domestic violence and gender based violence. While strategies need to be developed to address these problems, it is important to understand the causes and social transformations that have led to these changes in attitude.

The report brings to light many different issues faced by the country and provides much needed evidence in identifying areas of weaknesses and strengths. It helps to enhance the understanding of the perceptions and needs of the public while providing food for analytical thought in forging the future of the country.

Indeed, the fact that the HRCM is able to produce and publish this research freely is testament to the progress made and the freedoms that Maldivians are enjoying today. I hope that this publication will serve to further strengthen system of promotion and protection of human rights and the rule of law in the beautiful country of Maldives.

Andrew Cox

UN Resident Coordinator/ UNDP Resident Representative

Maldives

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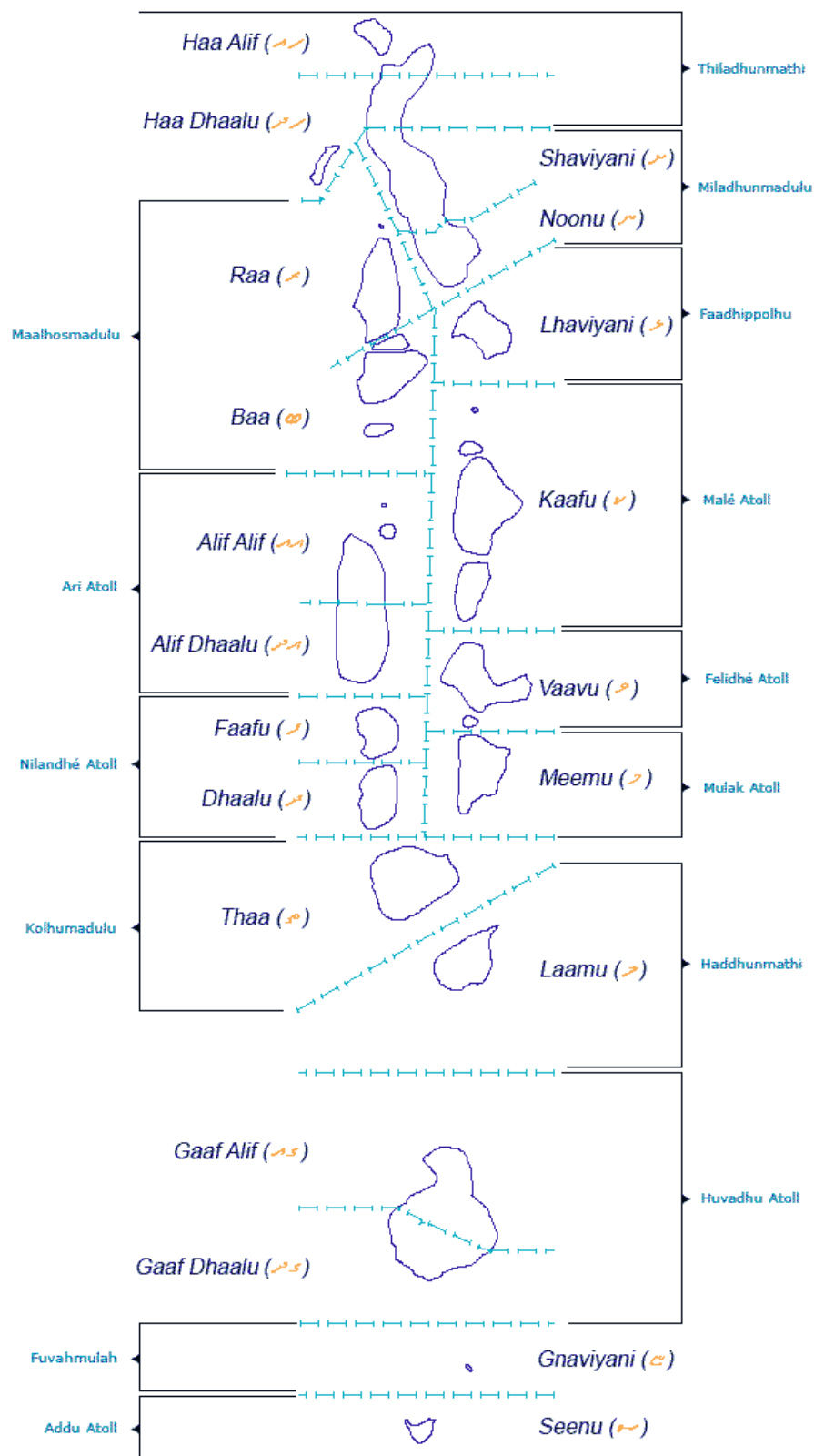
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LIST OF ACRONYMS

HRCM	Human Rights Commission of the Maldives
MGFDSS	Ministry of Gender, Family Development and Social Security
MMR	Maternal Mortality Ratio
NHRI	National Human Rights Institution
RF/DK/NA	Refused/Don't Know/No Answer
UNDP	United Nations Development Programme
VAW	Violence against Women
WHLE	Maldives Study on Women's Health and Life Experiences

CHAPTER ONE –SUMMARY OF KEY FINDINGS

This second baseline human rights study of knowledge, behaviours and attitudes produced much data that reinforced the findings of *The Rights Side of Life*, the first baseline study undertaken in 2005. However, the events of the past 6 years have clearly had an effect on peoples' attitudes towards the democratic transition that is underway and human rights more generally. This chapter identifies the key findings of the latest survey.

Human Rights Commission of the Maldives

Knowledge of the Human Rights Commission of the Maldives (HRCM) has increased markedly since 2005. Overall, nearly two-thirds of respondents had heard of the HRCM in the latest survey, up from 40.8%. Awareness of the HRCM is higher among women than men, reversing the situation in 2005, but 90.6% of expatriates know nothing of the HRCM.

However, as more people have become aware of the HRCM, its approval rating has tended to decline. Overall, now a little over a quarter considered the Commission is doing a good or excellent job, a fifth a satisfactory job and one-third not that good a job or a poor job.

There was strong support for the HRCM to be doing more in all its functions.

Community Awareness of Human Rights

Asked: *How do you rate your own awareness about human rights?* 9.5% of respondents reported a high awareness, 58.6% moderate awareness and 27.4% low awareness. However, asked to name 5 human rights, less than half were able to do so. The number not able to name any human rights at all is in fact higher than it was in 2005.

Freedom of expression was the right most often mentioned, up from 5th place in 2005.

But when asked to nominate the most important human rights, the rights to education and healthcare were referred to most often, followed by the right to an adequate standard of living and freedom of expression.

There is strong support for the need for people to know the rights and freedoms set out in the new Constitution. However, only about 10% of respondents had read them. A large majority of respondents thought that the Government should provide every household with a copy of the Constitution.

Democratic Reforms

Overall, respondents were split equally about whether the democratic reforms had been successful. Urban respondents were much more positive about the reforms than their rural counterparts.

But it is women who are the least impressed with the reforms. Whereas more men consider the reforms to have been successful a majority of women consider the reforms unsuccessful. The main reasons given this are: mistrust among political parties/ ineffective Majlis; corruption; lack of public understanding of democracy; ineffective politicians/ Government/ executive and influence/ interference with Majlis or judiciary.

Security of the Person/Crime

To objectively gauge respondents' views about crime, they were asked if they personally know a crime victim – around a fifth did so. Responses were very similar for urban and rural dwellers, but there was some variation by province.

Crime victims are mostly young and male – and most likely to be someone from the respondent's community, rather than from

their household. Between 2% and 3% of all households report a member being a victim of crime.

Over half of all respondents consider the crime rate to have increased over the past 12 months –women more so than men.

Respondents attribute the perceived rise in crime to a number of causes – drugs, parents' responsibility, lack of work, gangs and political issues being the main causes mentioned.

Human Rights and Religion

Freedom of opinion, conscience and religion was not among the ten most important human rights nominated by respondents in either 2005 or in the latest survey.

Half of respondents considered that human rights were not in conflict with religion, another third considered that there was a conflict. Women were more likely than men to think there was a conflict and rural dwellers more likely than urban dwellers.

Women were strongly of the view that migrant workers should not have the right to practise their own religion in the Maldives. A smaller percentage of men agreed. Overall, less than 10% considered migrants should be able to practice their religion in public or private, about a quarter in private and nearly 60% not at all.

Women's Rights

The current survey indicates a significant drop in support for women's equality. In all seven areas surveyed (inheritance, divorces, work, politics, etc) fewer respondents than in 2005 considered women should have equal rights with men. Support for women's right to equality in custody matters, for example, has dropped from over 90% among both rural and urban populations to around 60%.

However, it is mostly men's attitudes than have changed. For example, in 2005, nearly 85% of men strongly agreed, or agreed, that women should have equal rights in family matters. The equivalent figure in 2011 is 67.3%. Women's agreement with their equality in family matters has also dropped, but only slightly – from 85.9% in 2005 to 80.7% in 2011.

While the numbers of women supporting the right of women to take part in politics and government have risen slightly, support from men for this has dropped – from nearly 73% to less than 58%. These views are likely to have been a contributing factor to the low numbers of women elected in the first local level elections in 2011 – of a total of 1091 people elected to local councils, only 58 were women.

There is strong support from both men and women for women's reproductive rights. Nearly a quarter of women and about 16% of men knew someone who had had an illegal abortion. There was also strong support from both women and men for abortion to be legal to save the life of the mother or the baby, but not in other circumstances.

Responses to questions about family relationships and women's role indicate a more liberal attitude for some questions, but for others, attitudes have become more conservative. There were also specific questions in the survey about respondent's attitudes towards men hitting their wives and the justifications used for this.

Where there was a substantive justification (rather than something trivial like failing to do the housework) significant numbers of respondents (sometimes, women more so than men) said they thought violence against wives was justified.

Men are now less likely to agree that they should never hit their wives than in 2005. Women, however, have undergone a significant shift in attitude. In 2005, more men than women considered they should not hit their wives. This has reversed and now more women than men consider it inappropriate for men to hit their wives.

Where a woman does not want to have sex with her husband, small majorities of both men and women now consider she should not have to. This is a substantial decline from 2005 and likely reflects the results of the growing assertion of Islamic values referred to during the period of consultations undertaken for the latest survey.

In summary, men have become more conservative on these sensitive issues related to women's rights, or at least less certain, whereas women's views, for the most part, have altered much less and in some areas have become more strongly supportive of women's rights.

Sexual Abuse of Children

Nearly 99% of women consider sexual abuse of girls to be a serious problem. Out of the 538 women responding to this particular question, just one considered sexual abuse of girls to be a problem, though not serious, one considered it not a problem and four did not respond. The other 532 women considered sexual abuse of girls to be a serious problem in the country.

The numbers of women and men concerned that sexual abuse of boys is a serious problem has also risen.

Children's Rights

Less than a third of respondents reported that they were satisfied with the level of protection of children's rights, compared with

over 50% who were dissatisfied. Asked what the main areas for improvement were, the following responses were given, in descending order: violence against children; better access to education; drugs; gender stereotyping/discrimination; and crime and or gangs.

Older People and People with Disabilities

For older people, neglect; inadequate attention to health status of older people; abuse (physical or mental); lack of legislation and/or policies to protect older people; and inadequate housing for older people were concerns mentioned most often.

For people with disabilities, the main issues were: lack of schools for children with special needs; lack of access to education; inadequate health care (including mental health care); lack of employment/employment services; stereotyping/discrimination; and lack of facilities in existing schools for children with special needs.

Equality of Access to Services

Overall, there has been a reversal in satisfaction levels since *The Rights Side of Life*. For example, in relation to schools and education, in 2005, nearly half of respondents expressed satisfaction whereas around one third now do so.

Respondents were asked what aspects of some of these services needed improvement. Many of the issues raised were similar to 2005, although often they were given different priorities. For example, the main areas not working well in the police/security system were listed (in order) as: corruption; can't get police when we need them; political influence; lack of fairness/ bias; and torture.

In 2005, abuse of prisoners and torture were the issues mentioned most often.

Democratic Rights

The first Local Council elections were held in 2011 and the HRCM decided to ask respondents who had voted in the local elections what aspects of those elections they considered problematic.

Less than 60% of men said they voted in the Local Council elections – considerably lower than the number of women who said they voted and lower than the turnout in the May 2009 Parliamentary Elections. The total of those who said they voted approximates the turnout estimated by the Electoral Commission (70%). Urban voters turned out in lower numbers than those on rural islands.

The problematic areas of the local council elections identified by respondents were, in descending order: mismanagement or incomplete voter registration; lack of voter education; aggressive campaigns along party lines; insufficient duration for voting; and last minute court election rulings. A number of these will be of concern to the Elections Commission, which is charged with ensuring free and fair elections throughout the country.

Sexual Harassment

The most likely harassment reported was men grabbing a woman's hand in public or making obscene or offensive sexual comments, behaviour – over a fifth of women said this had happened to them.

In comparison with the behaviours reported in *The Rights Side of Life*, some are occurring more often, others less so. However, the behaviours which are more common now are the same as those that were more common in 2005.

Harassment while swimming, though relatively rare, was more common in a rural

environment than on an urban island but all the other behaviours were more likely to happen to women in an urban environment.

In the workplace, there is a relatively high level of the use of sexually suggestive/obscene language. This happens slightly more in a rural environment (12.5%) than in urban workplaces (10.3%). There is now a lower incidence of the more intimate forms of sexual harassment, but these tend to happen more to rural women than urban women.

The most common response of women to sexual harassment at work was to do nothing. At most, they told a friend, family member or colleague at work what happened. The main reasons for this lack of action was their fear of not being believed; fear of people knowing/bringing bad name to the family; and embarrassment and shame.

CHAPTER TWO - METHODOLOGY

Introduction

This is the second baseline human rights survey in the Maldives. In 2005, *The Rights Side of Life* (referred to in this report as either “the 2005 survey” or “*The Rights Side of Life*”) was undertaken by the Human Rights Commission of the Maldives (“the HRCM” or “the Commission”), with the considerable support of UNDP. It examined Maldivians’ knowledge of and attitudes towards human rights as well as their awareness of the HRCM and their views about its performance.

Nearly six years later, the HRCM has repeated the exercise, again with UNDP’s help. The success of *The Rights Side of Life* and the robustness of its conclusions resulted in the decision to use the same Sampling Design as in 2005, with some adjustments reflecting lessons learned from that survey and from the several polls that have been undertaken since on human rights issues.

Design Summary

The survey involved a randomised sample of 1150 individuals selected from households on 21 islands. One atoll was randomly selected from each of the seven provinces. For each atoll, two islands were selected – the administrative island and another island chosen at random. Sampling was also carried out in two urban clusters (Male’ and Addu) and in two resorts (randomly selected once the atoll and administrative island to be surveyed had been identified), two agricultural islands (selected at random from a list supplied by the Ministry of Agriculture) and one industrial island (Thilafushi). The respondent interviewed from the selected household was the person aged 16 or more with the most recent birthday.

The survey itself was undertaken by Ensure, a Maldivian non-governmental organisation (NGO) working for the rights of children and women. The survey instrument developed by the international consultant was translated into Dhivehi and then independently translated back into English. Changes suggested by the HRCM were then incorporated into the final (Dhivehi) version of the questionnaire.

Ensure and the HRCM conducted “train the trainers” sessions for Ensure’s 8 survey supervisors and the enumerators responsible for data collection on Male’. A supervisor was assigned to each selected island and Male’ for overall coordination of the data collection process on the respective island. The supervisors travelled to the sites assigned to them and recruited enumerators from the selected islands. All selected enumerators had completed GCEO Level and underwent enumeration training from ENSURE.

In order to improve the gender balance of the survey, most of the sampling was taken on the weekend – Friday afternoons and Saturdays.

Because of the longitudinal nature of the survey (it is to be repeated at 5 yearly intervals) the sampling design from the 2005 survey was the basis for the design of the latest survey and will be for future surveys. The design has been altered to the minimum extent required to deal with changed circumstances, in order to ensure that data can be compared across surveys. The rest of this chapter elaborates the changes made to the 2005 design and why they have been made.

Consultation

In preparation for the new survey, a consultation was undertaken with key HRCM stakeholders in Male’ as well as on four

islands on Laamu atoll. The main purpose of the consultation was to inform the process in respect of both the Sampling Design and the Survey Instrument (questionnaire).

There had also been a consultation process in 2005, but it had not included rural parts of the country. Broadening the consultation process resulted in changes to the survey instrument that might not have occurred but for the decision to canvass the views of the rural community. The complete list of the stakeholders consulted is attached as **Appendix I**.

Most stakeholders were provided in advance with the questionnaire used in the 2005 survey and asked to comment and/or suggest changes – this might involve amendments to particular questions, the deletion of some questions or new questions altogether, with the caveat that the final survey instrument should not end up much longer than the 140 questions enumerated in 2005. Stakeholders were also asked to comment on what groups to include in the survey, such as migrant workers and youth. After they had been consulted, stakeholders were given the option to email more detailed comments if they wished.

Generally there was widespread support for a new survey in recognition that much has changed in the Maldives since 2005, including in the human rights and democracy area. For the most part, those consulted supported following a similar sampling approach to the first survey.

Issues raised during the consultation

Most respondents supported lowering the minimum age for respondents to 15 or 16 from 18 (the minimum age in 2005). One suggested 14. It was noted that there was currently a debate about lowering the age of majority from 18 to 16 (it had been 21 in

2005) in order for adult penalties to be applied to juvenile criminals. Most people considered a 15 year old could contribute useful responses to a survey of this nature, particularly given the need to address the developing crime level amongst this younger age group.

Foreigners had comprised 0.3% of respondents in 2005. Those consulted noted that foreigners are more widespread than in 2005, including in many households as domestic help or in a relationship with the householder. It was also recommended that resorts should be surveyed along with agricultural and industrial islands to ensure adequate representation of these communities. This would also contribute to the survey's gender balance – in 2005, 62% of participants had been women. As a result, some caution needed to be exercised with “overall” data in *The Rights Side of Life* and, for this reason; most responses had needed to be disaggregated by sex.

Religion

While noting that any issues related to religion would likely be controversial, those consulted considered it the role of the HRCM, as an independent institution, to ask such questions. Several new questions were recommended:

- Family planning/ contraception issues;
- The importance of the right of women to safe and legal abortion and the incidence of abortion;
- The right of foreigners to freedom to practice their religion (in public or in private);
- The right to decide voluntarily if and when to marry and form a family – suggested as a replacement for the question in the 2005 survey on the right to family life, to be followed by questions in relation to

deciding when to have children and the spacing between them.

Crime

The topic that was raised most regularly by stakeholders, especially in the rural communities, was the escalating crime rate. Those consulted came from several different perspectives:

- “Criminals have more rights than ordinary people”;
- The HRCM and Police pay more attention to the rights of criminals;
- Criminals are released back into the community by the Police and they take revenge on people who reported their crime;
- People may not be the targets of crime themselves, but reports of crime make them feel less secure;
- The Police say they don’t have enough resources, mainly staff.

Rights of Women

Many stakeholders saw a need to focus on improving women’s equality, even though this might be controversial in some quarters. Violence against women and sexual abuse were mentioned most often in this context. There was some comment that the growing assertion of Islamic values might be resulting in changes of attitude in some areas covered by *The Rights Side of Life*, such as those on attitudes to family and ideas about acceptable behaviour in the home; justifications for men hitting their wives. It was recommended that these questions be retained to measure such effects.

Politics and Local Government

In the light of the recent devolution of power to the local level, and particularly that islands and atolls now have elected councils (unlike in 2005) it was recommended that questions in

this area should focus on the extent of satisfaction (or otherwise) with the political changes that have taken place and the performance of local councils (while bearing in mind that these councils were at the time of the consultation hindered by the lack of a Local Government Authority). The need for island and atoll councils to be elected had been strongly expressed by participants in the 2005 survey, especially by women.

Freedom of Expression

Some stakeholders expressed the concern that freedom of expression had resulted in significant breaches of privacy, in particular by the media in high-profile sexual abuse cases.

The 2005 Sampling Design

The work of Dr. Abusaleh Shariff, a UNDP consultant, the design used in the 2005 survey involved face-to-face polling of nearly 1100 randomly selected individuals from throughout the Maldives. Given the challenges of surveying a population spread over 200 inhabited islands, a cluster sampling technique was adopted, where the Maldives population was divided into geographical clusters of atolls, and a random sample of these clusters was selected, thus avoiding the extensive (and expensive) travel by enumerators that would be required if respondents were (randomly) selected from every inhabited island.

One or two atolls (depending on the cluster population) were then chosen at random. The administrative island for the atoll was selected, along with one other island selected at random. Then, depending on population size, 45 – 60 households were randomly selected on each island, from lists obtained from the island office. Finally, the person to be interviewed was selected from individuals present in the household by identifying the person aged 18 years or more who had the

most recent birthday. A total of 1092 individuals were polled in 2005.

Essentially the design included three levels of stratification – urban, administrative island and other island classifications. It was considered, based on the pre-survey consultations, that there would likely be significant variation in human rights knowledge and attitudes between those in urban Male (and to some extent, Addu) and rural respondents, and, on atolls, between inhabitants of the administrative island and those of other islands – as a result of their greater exposure to markets, officialdom and media which might influence their knowledge of and attitudes towards human rights.

Non-sampling errors such as a high proportion of non-responses, systematic errors in replies from respondents, intentional wrong reporting by respondents and non-compliance with the sampling design were minimised by oversampling by 10% - a replacement scheme for non-responses was not possible as a complete house listing was not available in advance.

Validity of the 2005 survey

Since *The Rights Side of Life* was the first survey of its kind, there was limited information available at the time on peoples' attitudes and information to guide the design of the sample frame and survey size – especially given the country's unique geography. However, there are number of indications that tend to verify the robustness of the 2005 poll. While there were different results across the country depending on the variables indicated above, these were within the expected range.

First, the 2005 survey results were compatible with other polling. For example, respondents were asked whether they had voted in previous elections. The figure for the general

election that had been held in January 2005 was 73.1%, very close to the official figure of 71.3% issued by the Commissioner of Elections, especially bearing in mind that some respondents in the 2005 survey would have been too young to have voted 8 months earlier. Secondly, questions about attitudes to family and acceptable behaviour in the home were compatible with surveying undertaken by the Ministry of Gender and Family Development – both research undertaken in 2004 and a similar survey that had been done in 2006.

There were other indicators validating the 2005 poll too. The spread of respondents' ages approximated the age-based data from the 2000 Census. Similarly, a reasonable distribution of household wealth was achieved, as set out in the percentages below:

Distribution of Household Wealth	%
Well below average	6.1
Below average	14.3
Average	54.8
Above average	15.5
Well off	5.7

However, perhaps the strongest validation of the 2005 methodology comes from a comparison of the same questions being asked in the Maldives Study on Women's Health and Life Experiences (WHLE). Undertaken in 2006, this targeted women aged 15-49. In each selected household only one woman was randomly selected among all eligible women. The total sample size was 2584 households: 1864 households in the atolls, 575 households in Male' and 145 households in the 3 additional tsunami affected islands.

For *The Rights Side of Life* several questions related to attitudes to family and acceptable behaviour in the home that were identical with some WHLE questions were included in

the survey instrument. These are set out below, with a comparison of *The Rights Side of Life* and WHLE results.

81 A good wife always obeys her husband even if she disagrees			
	Male	Female	WHLE
	%		
Strongly agree or agree	87.1	91.6	92.9
Strongly disagree or disagree	8.5	6.2	6.1
Indecisive or declined	4.3	2.2	3.1

84 A women should be able to choose her friends even if her husband disapproves			
	Male	Female	WHLE
	%		
Strongly agree or agree	52.7	46.2	47.9
Strongly disagree or disagree	41.5	50.4	51.6
Indecisive or declined	5.9	3.4	0.8

There were similar correlations with all seven questions that were duplicated in *The Rights Side of Life* and WHLE surveys as the average of responses below indicates:

Average of Responses			
	Male	Female	WHLE
	%		
Strongly agree or agree	71.4	73.0	69.8

Nearly 2600 women were interviewed for the WHLE survey, compared with just 682 women for *The Rights Side of Life*. Yet the responses in the two surveys were remarkably similar –

well within the margins of error of the 2 surveys.

The HRCM concluded that the 2005 survey was relatively robust and therefore decided to use the same approach in 2011, with minor modifications.

Sampling Design Revisions

1. Clusters

To ensure that every atoll have an equal opportunity to be selected, the HRCM decided that the 5 geographical clusters of atolls used in the 2005 survey would be replaced by the 7 clusters of atolls designated as the new provinces. Some surveys in the Maldives have (without scientific justification) been criticised for failing to cover each atoll. Including an atoll from each province should go some way to counter any such criticism.

2. Distinguishing between administrative islands on an atoll and other islands

In the 2005 survey, once the atoll had been selected, the administrative island was identified, along with one other island selected at random. The reason for selecting the administrative island on each atoll was that it had been expected that people and households in these islands would have relatively better exposure to markets, government and communication including media. This was expected to have influenced the knowledge and awareness of human rights, of the people on these islands, thus enriching the inter-island variability of the survey.

In the event, the 2005 survey results did not clearly justify such a stratification – although there were often differences between islands based on this distinction it was difficult to find a pattern to these differences. However, given the robustness of the 2005 survey, it was

decided that it would be wise to leave as much of the survey design unaltered as possible and so the distinction between the administrative island and other islands was retained.

3. Summary of changes to The Rights Side of Life methodology for the 2011 survey

- The 7 provinces, rather than five geographical groupings of atolls, was adopted as the clusters from which 7 atolls were then randomly selected;
- Sampling would take place over four days each week, to include Friday afternoon and Saturday. In the event, most of the survey was carried out over the weekend;
- For the same reason, and to increase the numbers of foreigners surveyed, 150 questionnaires were administered in 2 resorts on atolls selected, on Thilafushi and on 2 agricultural islands.
- The 2006 population information was used as the basis for the survey without adjustment for later population developments, except for the Hulhumale ward for Male, where 50 interviews were conducted on the basis that its population has increased exponentially since 2006.

Survey Company

The survey itself was conducted by the company Ensure, which assigned a supervisor to each selected island and Male' for overall coordination of the data collection process on the respective island.

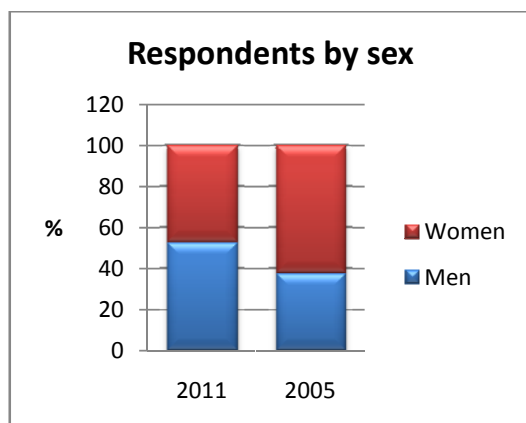
No	Survey Site	Samples
1	Addu	50
2	Shangrila Resort & Spa	25
3	Hulhumeedhoo (agriculture expatriates)	25
4	Fuvahmulah	73

5	Thinadhoo	28
6	Gadhdhoo	27
7	Veymandoo	29
8	Omadhoo	29
9	Nilandhoo	19
10	Biledhdhoo	19
11	Rasdho	45
12	Thoddoo	44
13	Thoddoo (agriculture expatriates)	25
14	Royal Island (expatriates)	25
15	Ungoofaaru	62
16	Rasmaadhoo	62
17	Dhidhdhoo	59
18	Muraiddhoo	59
19	Male' - Henveyru	60
20	Male' - Hulhumale'	50
21	Male' - Galolhu	85
22	Male' - Maafannu	65
23	Male' - Villingilli	50
24	Male' - Machchangolhi	85
25	Thilafushi (expatriates)	50

CHAPTER THREE- DEMOGRAPHIC PROFILES

Gender

For this survey, 607 questionnaires were administered to male interviewees (52.8%) and 543 (47.2%) to women, a total of 1150 questionnaires. This distribution compares favourably to *The Rights Side of Life*, in which 37.7% were male and 62.3% female. This imbalance had meant that some caution was required in dealing with *The Rights Side of Life* data at the overall level, and all data had therefore been disaggregated by sex. This limitation has been avoided with sex distribution of the current survey



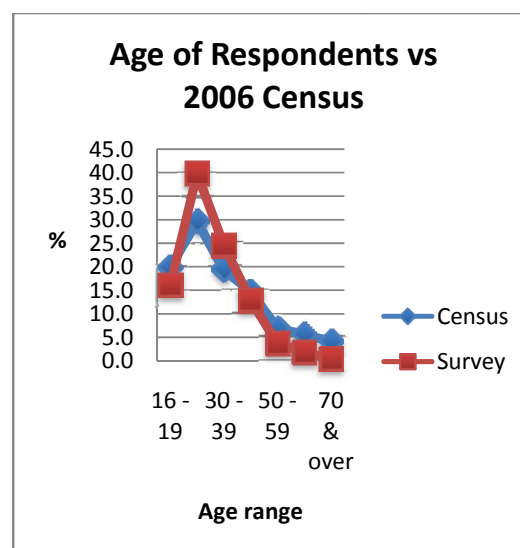
As noted, this improved gender balance was achieved by limiting sampling to four days each week, to include Friday afternoon and Saturday – when men were more likely to be home and to be selected. In fact, most interviews were carried out on Fridays and Saturdays.

Age

The Rights Side of Life surveyed Maldivians 18 years and over. As recorded above, in the consultations undertaken for the sampling design for the new survey, most respondents supported lowering the minimum age for interviewees to 15 or 16. Most people considered a 15 year old could contribute useful responses, particularly given the need

to address the level of developing crime amongst this age group. In the event, 16 years was adopted.

In 2005, the age distribution of those interviewed correlated closely with data from the 2000 Census and a reasonable match with the 2006 Census was achieved with the latest survey (the equivalent age brackets were used to enable comparison). Direct comparison between the survey and the 2006 Census was not possible as the relevant Census range begins at 15+, whereas the minimum age for survey respondents was 16 years. The table below sets out the percentages for each age group in the survey and the last Census.



Nationality

In 2005, 99.7% of the population surveyed was Maldivian. Reflecting, however, that it is the Human Rights Commission for all in the Maldives, the HRCM decided to extend the latest sample to include foreigners as well.

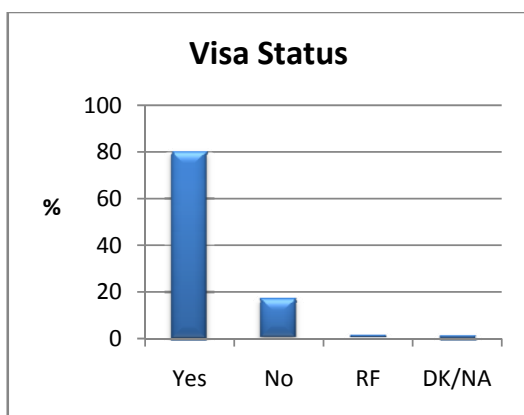
Nationality	%
Maldivian	86.4
Bangladeshi	7.7

Indian	3.1
Sri Lankan	1.4
Other South Asian	0.3
South East Asian	0.8
Other	0.3
European	0.0
Total	100.0

Visa Status of Foreigners

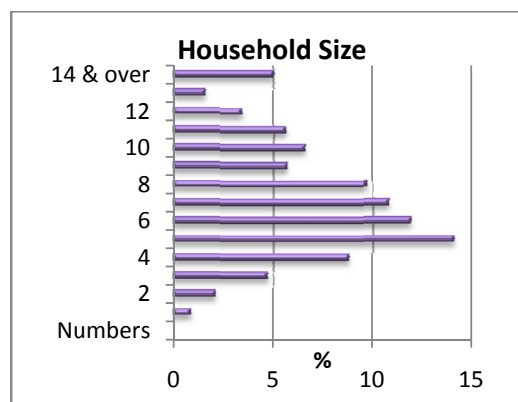
After a reminder that the survey was confidential, foreigners were asked whether they have a valid visa. This is considered important information by the HRCM. Knowing how many foreigners are in the country unlawfully means the Commission is better able to protect the rights of this group.

Of the 163 participants identifying as foreigners 80.4% reported that they held valid visas and 17.2% said they did not hold a valid visa. Only five declined to answer this question. This approximates other official estimates of illegal immigration – for example, in 2009 the HRCM noted that, according to government authorities, Maldives was home to an estimated 80,000 legal foreign workers. More than 20,000 of these were undocumented.¹



Household Size

In *The Rights Side of Life*, 26.3% of households had fewer than 5 people, 38.7% had 5-7 and 35.1% (45.1% on Male) had 8 or more inhabitants. These high levels of overcrowding appear to have worsened during subsequent years. Only 16.5% of households now report fewer than 5 inhabitants, 36.8% have between 5 and 7 and 37.6% 8 inhabitants or more.

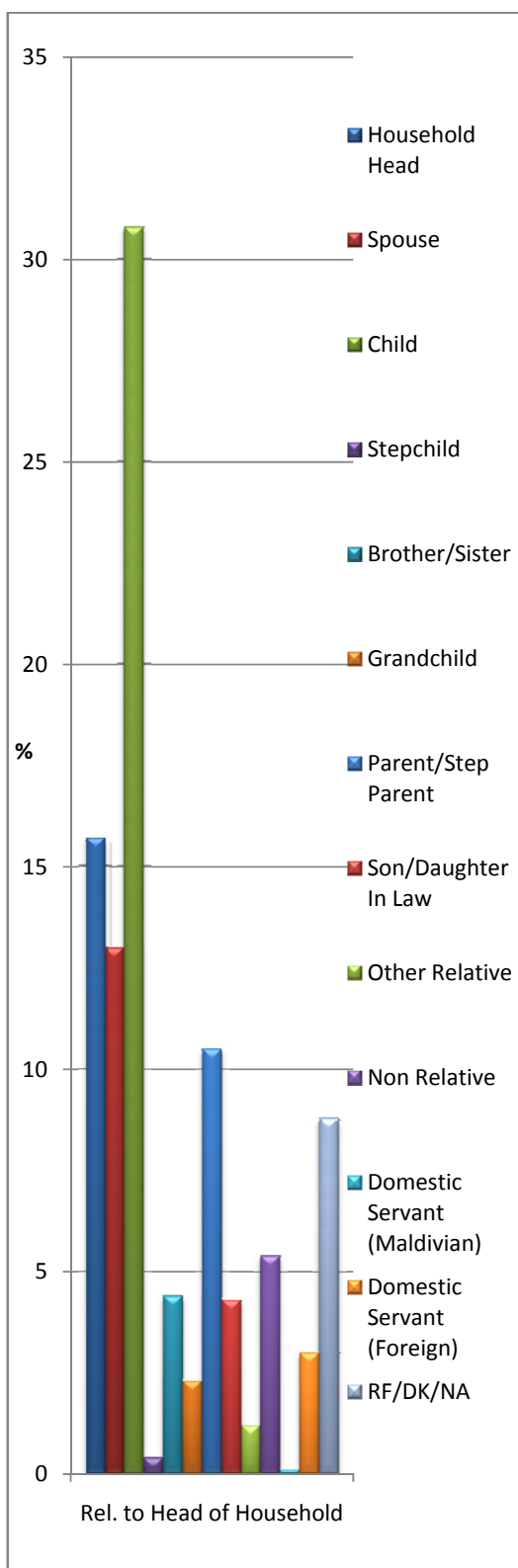


Relationship to Head of Household

The table below illustrates the relationship that those surveyed bore to the head of their household. Most (30.8%) were children of the household head – this percentage had dropped slightly from 2005 (33%) despite the minimum age for participants in the latest survey dropping from 18 years to 16.

The next largest categories were the heads of households themselves (15.7%), their spouses (13%) and parents/ step-parents (10.7%).

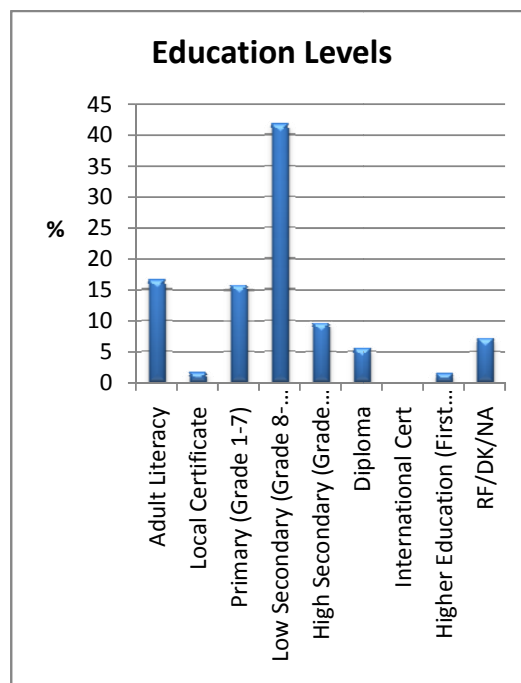
¹ Maldives Chronicle, 2009



Education Level

Respondents were asked to indicate their highest level of education achieved. Overall,

34.2% were educated to Grade 7 or below (Primary); another 41.8% to Low Secondary level (Grades 8-10) and 9.7% to High Secondary (Grades 11-12). As with *The Rights Side of Life* there were considerable disparities in education levels between urban and rural levels.



"Boarders" Educated on Male

As in 2005, respondents were asked: Did you ever leave your home to further your education on Male' [Were/are you a "boarder" child?]. Nearly 28.3% had done so, 32.0% of men and 26% of women. In the recent survey, the overall figure had dropped slightly to 24.7%. The most common duration for which participants had boarded was 1-2 years (28.2%), though over a quarter had boarded for four years or more.

Household Amenities

A number of questions were asked about basic household amenities, such as access to electricity, whether the house has a rainwater tank/facility (and if not, why not) and seeking other information about drinking water and

sanitation. Similar questions had been asked in 2005.

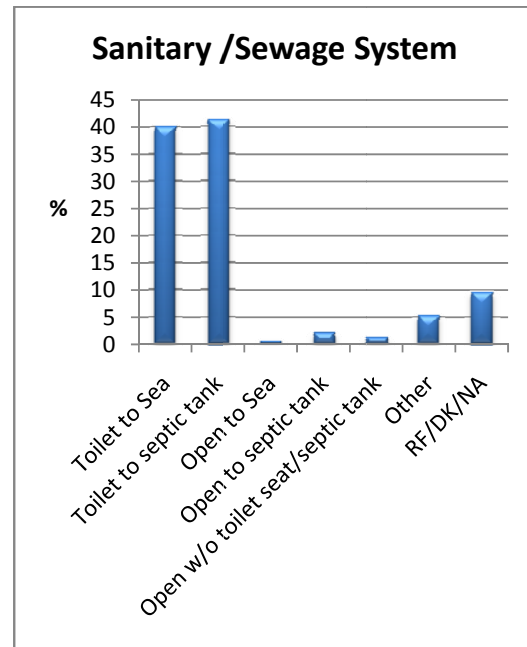
Respondents whose household had electricity totalled 93.6%. Only 7 households in the whole survey of 1150 (0.6%) households had no electricity, though there was a relatively high refusal rate for this question at 5.8%. In 2005, there had been 5 households without electricity (0.46%).

Households with a rainwater tank/ storage facility numbered 57.6% as against 33% who had none (with a relatively high refusal rate of 9.4%). The most common reasons given for not having a rainwater tank were: there was storage at home (13.7%); too much trouble to have one (4.8%); could not afford (2.6%); and no space available (2.5%).

As in 2005, respondents were asked from which source their household obtained its drinking water. 56.2% obtained water from their rainwater tank at home; 21.8% from bottled mineral water; 21.6% from the public piped supply; 5.0% from a desalination plant; 2.5% from public/ community rainwater tanks; 0.9% from well water in the household compound. A small number obtained their water from neighbours. (The numbers total more than 100% since more than one answer was possible to this question.)

The figure for bottled mineral water (21.8%) had increased dramatically from 2005 when just 0.6% of households obtained their drinking water from this source.

Each respondent was also asked what type of sanitary/ sewerage system their household had. The figures are set out below:



Most of those checking “Other” were connected to a reticulated sewage/sanitation system.

CHAPTER FOUR – AWARENESS OF THE HUMAN RIGHTS COMMISSION

Key findings

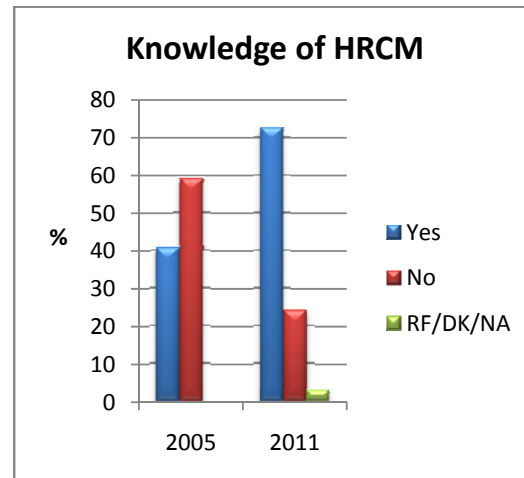
Knowledge of the HRCM has increased markedly since 2005. Overall, 72.8% of respondents had heard of the HRCM in the latest survey, up from 40.8%. Awareness is higher among women (84.9%) than men (63.7%), reversing the situation in 2005, but 90.6% of expatriates know nothing of the HRCM.

However, as more people have become aware of the HRCM, its approval rating has tended to decline. Overall, 26.7% (39.7% in 2005) considered the Commission is doing a good or excellent job, 19.9% (16.8% in 2005) a satisfactory job and 33.6% (24.9% in 2005) not that good a job or a poor job.

There was strong support for the HRCM to be doing more in all its functions.

First established in December 2003, the HRCM is still a relatively young institution by international standards. Legislation was passed to reconstitute the Commission in August 2005, after *The Rights Side of Life* was completed and new Commissioners were appointed.

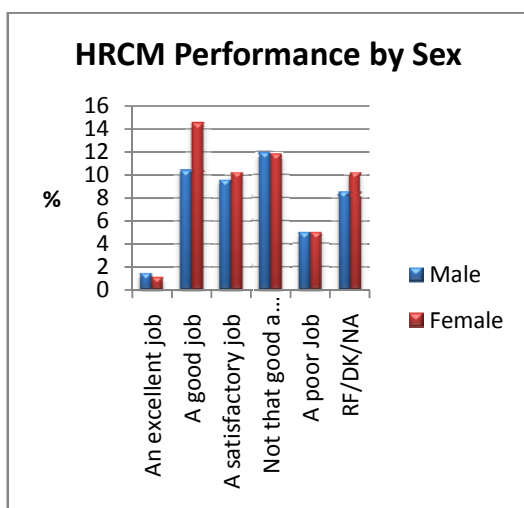
In 2005, only 40.8% of the population had heard of the HRCM. By 2011, this had increased to 72.8% although the figure was only 9.4% for expatriates. Clearly, the Commission has made progress over the five year period in making itself known. Yet more than a quarter of those surveyed in the recent poll had not heard of the Commission, (the figure is 90.6% for expatriates) and doubtless it will wish to address that shortfall.



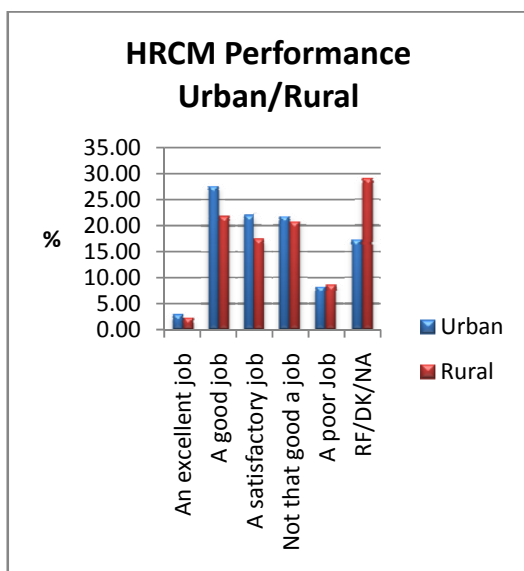
Disaggregated by sex, awareness of the HRCM was highest among women (84.9%, cf 34.8% in 2005) and much lower among men (63.7%, cf 35.6% in 2005)

Those who had heard of the HRCM were asked to assess its performance – repeating questions asked in 2005 – and their opinions were decidedly mixed. Overall, 26.7% (39.7% in 2005) considered the Commission is doing a good or excellent job, 19.9% (16.8%) a satisfactory job and 33.6% (24.9%) not that good a job or a poor job. As more people have become aware of the HRCM, its approval rating has tended to decline.

In 2005, more women (64.8%) held positive attitudes towards the HRCM than men (46.9%) but this gender gap has narrowed and women now tend to have an only slightly higher opinion of the performance of the Commission than men, as the chart below demonstrates:



Analysed by rural/urban status, it is apparent that there is somewhat more support for the HRCM among the urban population than those on rural islands, reversing the situation in 2005 when rural participants (62.1%) were more positive about the Commission than the urban population (47.5%).



At the provincial level, there were some differences in how the Commission rated. For example, the HRCM's approval rating (doing an excellent or good job) ranged from 29% in the South to 36.4% in the North. Its disapproval rating (doing not that good a job or a poor job) was 57.6% in the Upper North, but much lower, at 23.4% in North Province.

Commission Roles

As in 2005, those who had heard of the Commission were asked what they thought its role was – that is, what its responsibilities are, with the following response:

“Protect human rights” - 70% (72.7% in 2005);

“Receive/investigate complaints about human rights” - 31% (24.8% in 2005);

“Promote/educate about human rights” - 22% (17.5% in 2005);

“Monitor the human rights performance of the government” - 18% (not mentioned in 2005);

“Advising the government about human rights” - 15% (11.5% in 2005).

Not only are many more people aware of the existence of the Commission, but those that are aware of it understand more about its different responsibilities. Yet with less than a third of those who had heard of the HRCM being aware of its power to investigate complaints of human rights violations (less than a quarter of all those surveyed) the Commission will be concerned to address this lack of awareness in the years to the next survey.

Respondents were also asked: *“From what you know about the work of the Maldives Human Rights Commission, do you think it should do more, less or about the same of the following [Commission roles]:*

Protect human rights	
More	88.6
Less	1.0
About the same	3.6
RF/DK/NA	6.8

Receive/investigate complaints about human rights	
More	90.4
Less	.9
About the same	2.8
RF/DK/NA	5.9

Monitor the human rights performance of the government	
More	88.5
Less	1.5
About the same	3.2
RF/DK/NA	6.8

Promote/educate about human rights	
More	92.4
Less	1.2
About the same	2.0
RF/DK/NA	4.4

Strongest support was for doing more to promote/educate about human rights – a view that is reinforced by the responses in the next chapter dealing with peoples’ awareness of human rights.

CHAPTER FIVE – COMMUNITY AWARENESS OF HUMAN RIGHTS

Key findings

Asked *how do you rate your own awareness about human rights?* 9.5% of respondents reported a high awareness, 58.6% moderate awareness and 27.4% low awareness. However, asked to name 5 human rights, only 45.1% were able to do so. At 44.5%, the number not able to name any human rights at all is in fact higher than it was in 2005 (42%). Freedom of expression was the right most often mentioned, up from 5th place in 2005.

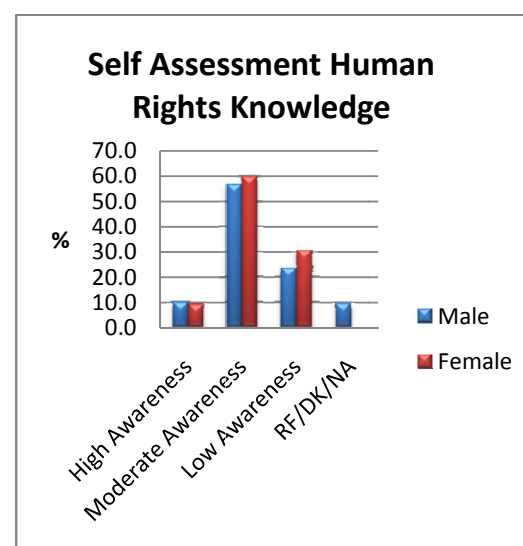
Asked to rank human rights by importance, the rights to education and healthcare were mentioned most often. The right to an adequate standard of living was mentioned as the most important human right by nearly 77% and other economic and social rights featured prominently

In *The Rights Side of Life*, a number of questions were posed to assist the Commission in its promotion/education activities. Respondents were asked to assess their own knowledge of human rights and then asked to name up to three human rights which they considered the most important. Rights were listed in order of the frequency they were mentioned.

In the 2005 survey, roughly a third of respondents considered they had expert or adequate knowledge of human rights and another 45% said they had some knowledge. However, a more objective follow-up question indicated that respondents had over-estimated their human rights knowledge. Asked to name up to three human rights

which they considered the most important, fewer than 27% of respondents could identify three human rights and nearly 42% could not name any.

In the latest survey, respondents were asked: *How do you rate your own awareness about human rights?* Answers were more modest than they had been in 2005, with 9.5% reporting a high awareness, 58.6% moderate awareness and 27.4% low awareness. Slightly more women than men considered they had a low awareness.



Anticipating that respondents would now be more knowledgeable about human rights, given that it is several years since the first survey, and that major democratic changes have occurred in the country, the HRCM decided to ask respondents to name up to five human rights – and 45.1% were able to do so. However, the number unable to name any human rights at all remains high at 44.5%. The rights most commonly identified are set out below:

Right	% Respondents naming right
Freedom of expression	58.5
Right to education	58.3
Right to an adequate	46.3

standard of living	
Women's rights to equality	45.7
Right to housing	45.6
Access to healthcare	41.1
Right to justice/fair trial	35.8
Freedom from arbitrary arrest/torture	17.9
Right to employment/work	13.7
Right to adequate food	11.8

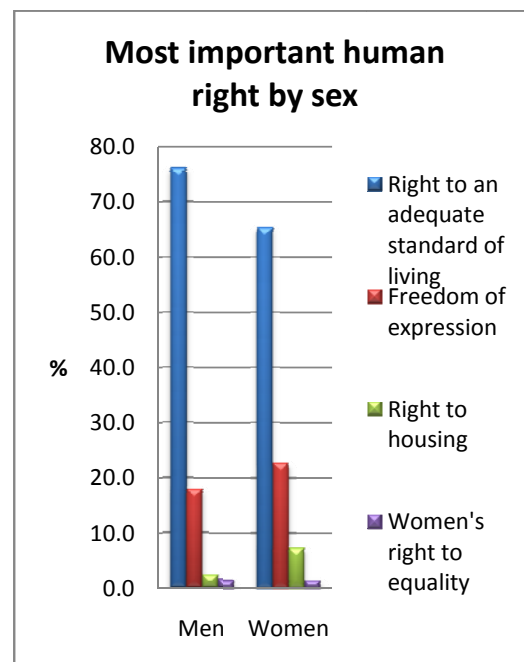
Freedom of expression has risen to the top of the list (from 5th position in 2005) as the most mentioned human right and it is notable that women's rights to equality has also gone up, from eighth to fourth.

In 2005, respondents were asked to rank the importance of sixteen different human rights mentioned to them. Perhaps predictably, most rights were accorded high importance (for example, 95.7% of respondents considered the right to an adequate standard of living to be very important, and a further 4.0% rated it important). These results were consistent for most rights mentioned, and across sex, region and administration level of the island.

The HRCM considered that it would learn little from repeating this series of questions, and for the current survey decided instead to ask respondents to nominate, from a list shown to them, the ten most important human rights in their life or in their community. Although rights to education and healthcare were mentioned most often, the right to an adequate standard of living was mentioned as the most important human right by nearly 77% (16% more women than men did so) and other economic and social rights featured prominently. The following table sets out the percentage of respondents mentioning particular rights anywhere in their top ten:

Right	%
Right to education	86.7
Access to healthcare	83.0
Right to an adequate standard of living	76.9
Freedom of expression	76.9
Right to housing	75.4
Right to employment/work/job	73.0
Right to justice/a fair trial	72.0
Women's right to equality	70.8
Children's rights	67.0
Freedom from arbitrary arrest/torture	53.5

It should be noted that this list differs from the one above it because the first table records participants' capacity to identify human rights whereas the second ranks the importance of particular human rights they were shown on a "flash card". Simply because a participant can recognise and name a human right does not mean they consider it an important right.



CHAPTER SIX – DEMOCRATIC REFORMS

Key findings

There is strong support (over 80% in all provinces and over 90% in some) for the importance of people knowing the rights and freedoms set out in the new Constitution. However, only 11.8% of men and 10.5% of women had read them. Over 80% of respondents thought that the Government should provide every household with a copy of the Constitution.

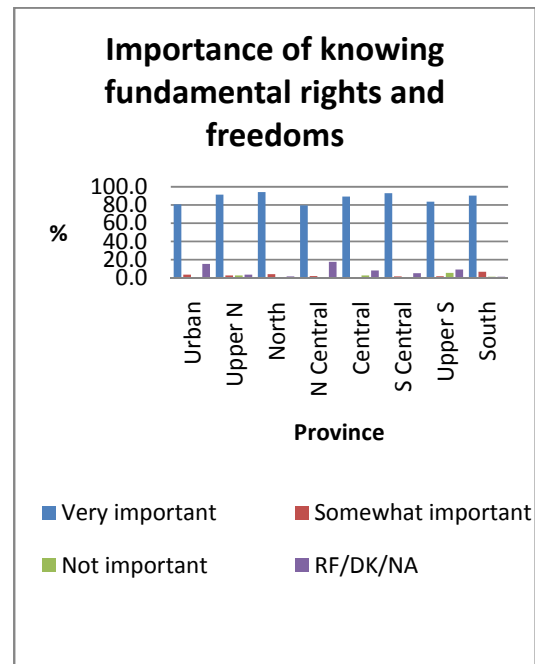
Overall, respondents were split equally on whether the democratic reforms had been successful, with 35.5% saying the reforms were a success, 37.2% saying they weren't and 13.4% saying they had been partly successful. At 41.9%, urban respondents were much more positive about the reforms than their rural counterparts, where approval ratings ranged from 36.8% in South Central Province down to 21.8% in Upper South Province.

But it is women who are the least impressed with the reforms. Whereas more men consider the reforms to have been successful (39.5% vs. 30.3% not successful), a majority of women consider the reforms unsuccessful (41.6% vs. 31.3% successful). The main reasons given for this lack of success are: mistrust among political parties/ineffective Majlis; corruption; lack of public understanding of democracy; ineffective politicians/Government/Executive; influence/interference with Majlis or judiciary.

The years since *The Rights Side of Life* have seen dramatic changes in access to human rights in the Maldives, culminating with the rise to power of the country's first democratically elected President. During the

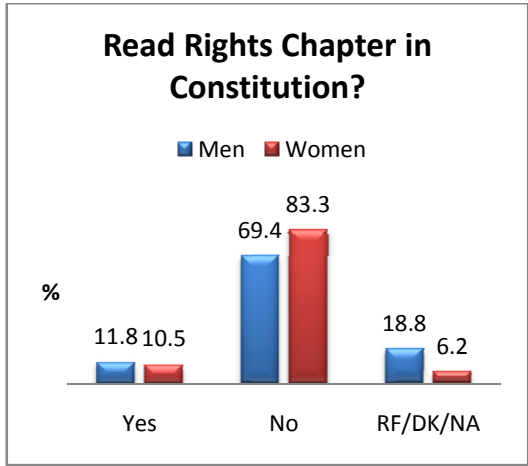
consultations that took place before the survey was designed and the questionnaire developed, the value of these reforms was often debated. The Commission therefore considered it important to know peoples' attitudes to the changes that have taken place, and, to the extent they have not yet succeeded, why respondents think that might be.

First, respondents were asked how important they think it is for people to know the rights set out in the Chapter on Fundamental Rights and Freedoms in the new Constitution. There was broad acceptance of this proposition through all provinces in the country (over 80% and often over 90%), although the urban population registered lower agreement than most rural atolls. Non-responses outnumbered the "somewhat important" and "not important" responses put together.



Respondents were then asked if they had read the Chapter on fundamental rights and freedoms in the Constitution. Of those responding to the question, 11.2% indicated that they had read the Chapter and 76.1% had

not done so. Slightly more men than women responded in the affirmative.

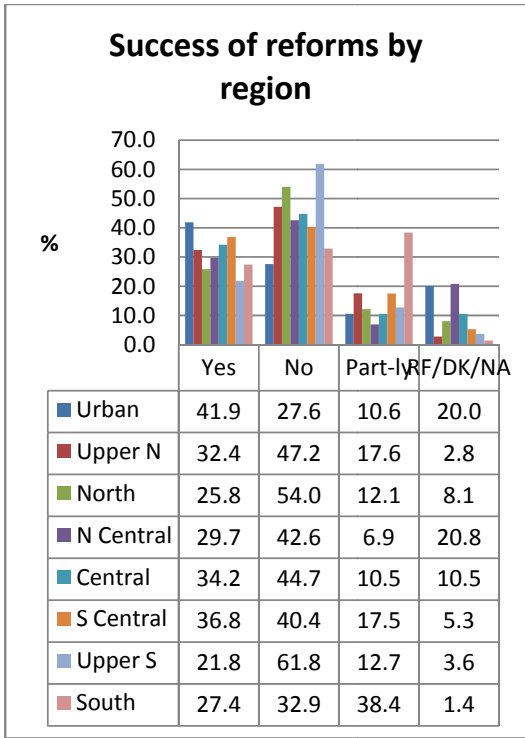


The next question reflected an issue that had been canvassed in recent election campaigns. Respondents were asked if they considered every household should be provided with a copy of the Constitution by the Government. There was a similar level of support for this issue – overall 80.8% of those responding agreed with the proposition, with only 9.1% not thinking households should be supplied with a copy of the Constitution.

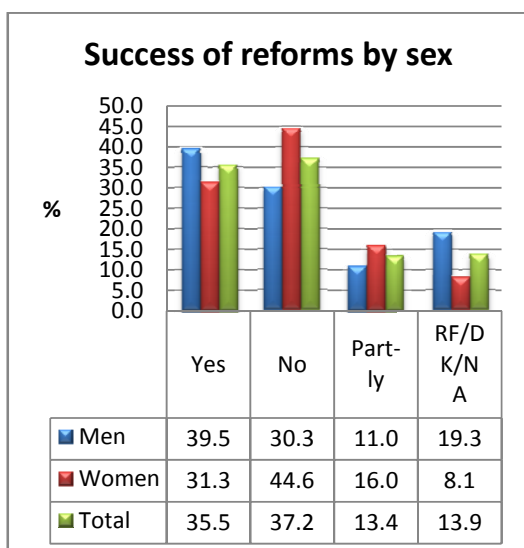
This section of the survey was followed by a series of questions examining respondent’s attitudes to the democratic reforms. First, they were asked whether, in their opinion, the reforms have been successful. Overall, there was almost equal division on this, with 35.5% saying the reforms were a success, 37.2% saying they weren’t and 13.4% saying they had been partly successful.

However, these overall figures disguise a huge variation across the country. Support for the reforms is highest in urban areas – a clear majority, in fact – whereas all rural regions consider them not to have been a success. As many as 61.8% of respondents in the Upper South province answered “No”, as did 54% in North province. In South province, there was a slight majority against the success of the

reforms (32.9% vs. 27.4%) but a significant number did consider them to be partly successful.



But it appears to be women who are the least impressed with the reforms. Whereas more men consider the reforms to have been successful, and an absolute majority (50.5%) consider them successful or partly successful, most women disagree, as the next chart demonstrates.



Those who did not consider the reforms to have been a success, or to have been only partly so, were then asked their reasons for thinking this. They were not prompted for replies, which included the following (the number is the percentage of respondents mentioning the particular reason – most participants mentioned more than one reason):

Reason	%
Mistrust among political parties/ineffective Majlis	27.3
Corruption	18.9
Lack of public understanding of democracy	13.3
Ineffective politicians	12.2
Government/executive influence/interference with Majlis or judiciary	10.3
Insufficient resources allocated for democratic strengthening	5.0

CHAPTER SEVEN – RIGHT TO PERSONAL SECURITY/CRIME

Key findings

To objectively gauge respondents' views about crime, they were asked if they personally know a crime victim, which 20.7% did. Responses were very similar for urban and rural dwellers, but there was some variation by province – 38.4% of respondents from South province know a crime victim whereas the figure in North province is only 16.2% and among expatriates is similar (15.8%).

Crime victims are mostly young and male – and most likely to be someone from the respondent's community (43.5%), rather than from their household (8.5%). Between 2% and 3% of all households report a member being a victim of crime.

Nearly 52.6% of respondents consider the crime rate to have increased over the past 12 months - 35.9% of women consider it has greatly increased. The equivalent figure for men is 24.1%.

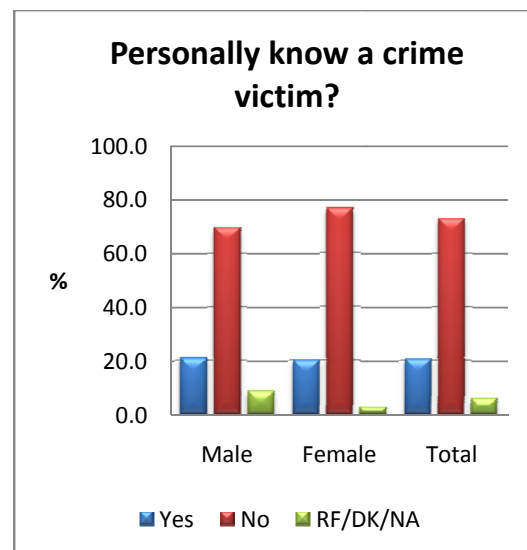
Respondents attribute the perceived rise in crime to a number of causes: drugs (mentioned by 28.7% of respondents); parents' responsibility (22.4%); lack of work (21.1%); gangs (14.4%); political issues (9.4%) being mentioned most often.

As noted earlier, those consulted about the design of the questionnaire regularly raised the issue of the rising crime rate. For this reason, a section of the questionnaire was devoted to finding out peoples' views about the level of crime in their community. An effort was made to gain an objective assessment of crime levels by first asking whether respondents personally knew anyone

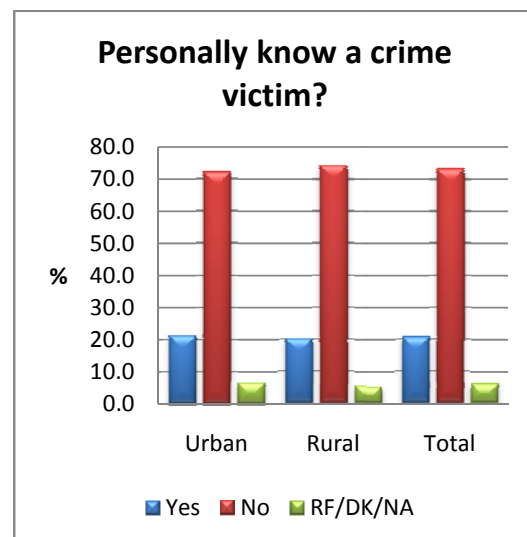
who had been a victim of crime and the age and sex of the victim. All respondents were then asked their views as to whether the crime rate had increased and, if so, why they thought that was the case.

Personally knowing a victim of crime

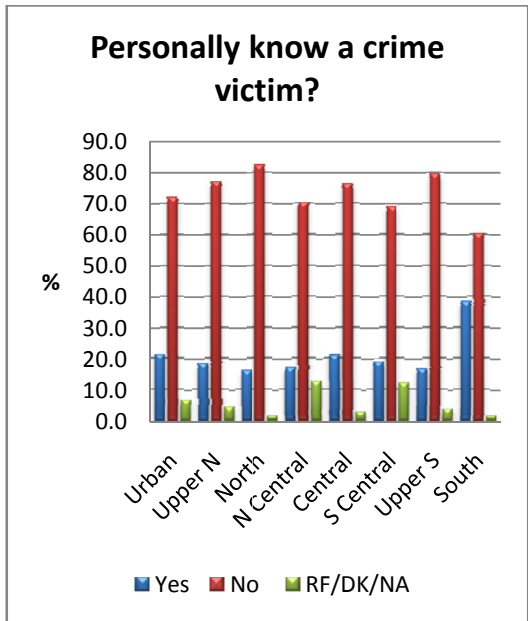
In answer to the question: "Do you personally know anyone who has been a victim of crime in the past 12 months?" 20.7% of respondents said they did know a crime victim, but 73.3% (70.0% men, 76.9% women) did not.



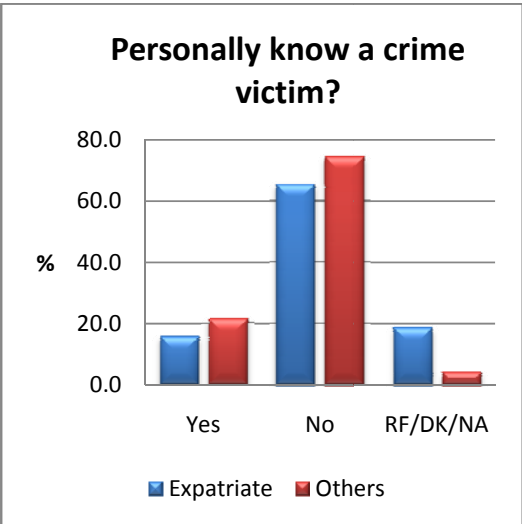
Results were almost identical for urban and rural respondents:



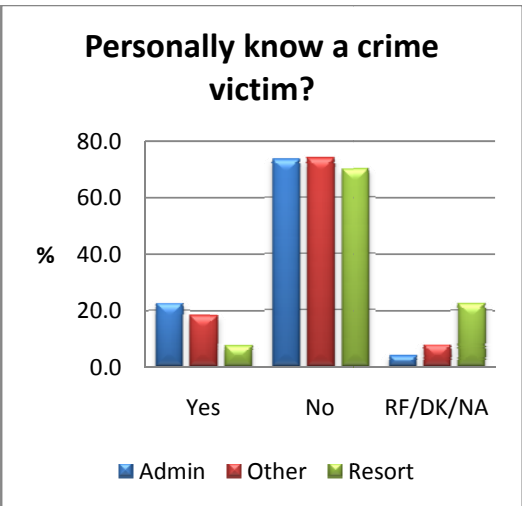
Although overall, there is little difference between urban and rural respondents on this question, there is some variation by province. In particular, in South province, 38.4% of respondents personally know a victim of crime – nearly double the national average. The lowest figure is North province, where only 16.2% of respondents reported knowing a crime victim.



Expatriates (from two resorts, two agricultural islands and an industrial island) report an even lower rate of knowing a crime victim (15.8%) but there was a relatively high non-response rate to the question from this group and those who said they did not personally know a crime victim was only a little under the average.



Nor was there significant variability in answers disaggregated by administrative islands versus the other island on the particular atoll chosen at random. Fewer expatriate workers in resorts reported knowing someone who had been a victim of crime in the past 12 months, reflecting, perhaps, the safer environment (from a crime perspective) where they live and work, although there was a relatively high non-response from resort workers to this question.



The responses to this question will provide an important baseline for future surveys.

Respondents were then asked about the status, sex and age of the crime victim. Typically, crime victims were young and male. For 43.5% of respondents, the victim was a member of the respondent's community and only in 8.5% was the victim a member of their household. Given that only roughly a quarter of respondents were asked this question (only those who said they knew a crime victim) between 2% and 3% of households report a member being a victim of crime.

Status of Crime Victim	%
Member of household	8.5
Neighbour	14.6
Member of community	43.5
None of the above	9.9
RF/DK/NA	23.5
Total	100.0

Crime victims were nearly three times more likely to be male:

Crime Victims by Sex	%
Male	60.7
Female	21.3
RF/DK/NA	18.0
Total	100.0

Those aged between 16 – 19 years represent about 10% of the population (2006 Census), but were over 19% of victims whose ages were known. This group is significantly over represented in these crime victim statistics.

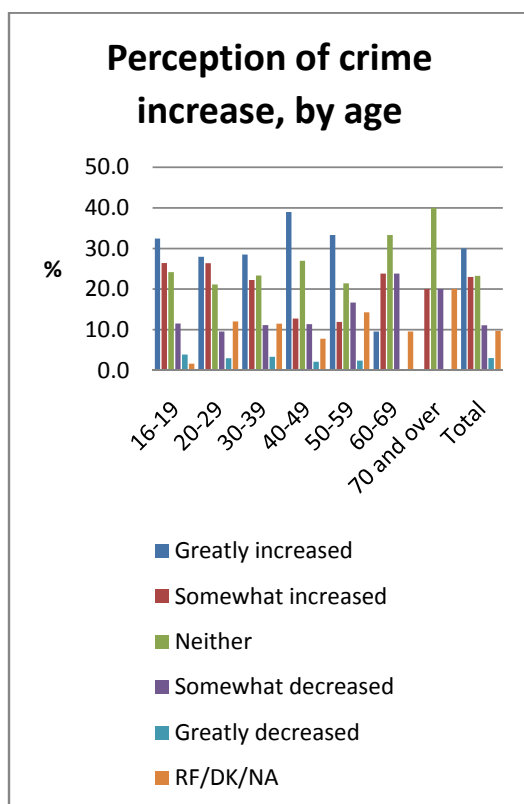
Crime Victim by Age	%
15 or under	7.1
16-19	13.1
20 or over	47.3
RF/DK/NA	32.6
Total	100.0

Continuing the personal security theme, respondents were then asked "Do you consider the crime rate in your community/on your island has increased in the last 12 months?"

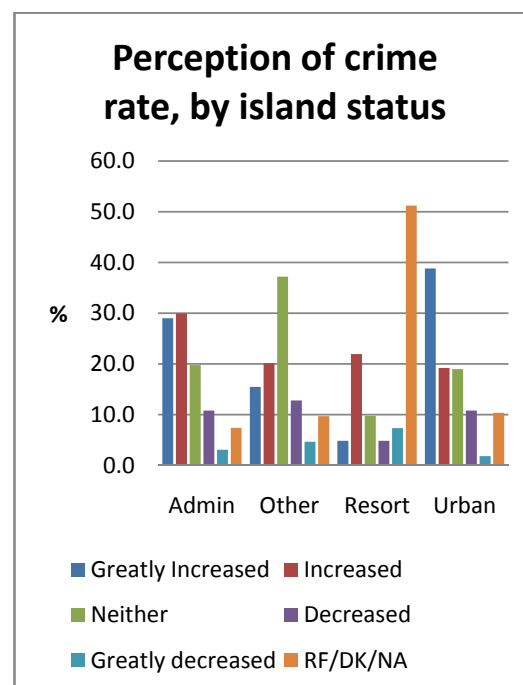
Nearly 52.6% of respondents consider the crime rate to have increased over this period: significantly more women than men – 35.9% of women consider it has greatly increased, although the equivalent figure is 24.1% for men:

Perception of Crime Increase, by Sex	Male %	Female %	Total %
Greatly increased	24.1	35.9	29.7
Somewhat increased	22.3	23.5	22.9
Neither	22.9	23.7	23.3
Decreased	12.7	9.5	11.2
Greatly decreased	3.1	3.0	3.1
RF/DK/NA	14.9	4.4	9.9

Disaggregated by age, it is the 40 – 49 year olds (51.8%) who are most likely to consider crime to have increased (39.0% greatly, 12.8% somewhat), followed by the 50 – 59 year olds (45.2%). On the other hand, the few people in the survey who were 70 or over were the least concerned at the crime rate.



The responses to this question differed depending on the type of island where the respondent lived. On Male' and Addu, 38.8% thought the crime rate had greatly increased. It was the more developed atoll administrative islands (58.9%) and urban islands (Male and Addu) (58.0%) where respondents were most likely to perceive a crime rate increase (either greatly increased or somewhat increased). For the non-administrative islands, (35.7%) and resort islands, (26.9%) the figures were much lower, although there was a relatively high non-response rate in the resorts. Far fewer respondents in all island categories considered the crime rate to have decreased (11.2%) or greatly decreased (3.1%).



Next, respondents who considered the crime rate had increased were asked to what they attributed the crime increase. Responses were not prompted – enumerators simply recorded the categories of the responses.

Most commonly cited reasons were drugs (mentioned by 28.7% of respondents) and parents' responsibility (22.4%).

Reason	%
Drugs	28.7
Parents' responsibility	22.4
Lack of work	21.1
Gangs	14.4
Political issues	9.4
Release of criminals from jail/detention by Police	9.0
Lack of law enforcement	8.5
Lack of government attention to crime	8.3
Release of criminals from jail/detention by Courts	6.6
Economic reasons	3.7
Truancy from school	3.3
Housing issues	2.6

Next, respondents were asked whose responsibility, in their opinion, it was to do something about the increased crime rate. Nearly a third considered it was the government's responsibility and exactly the same percentage considered it the responsibility of parents. 25.9% considered it was a police responsibility.

Whose responsibility?	%
Government	32.2
Parents	32.2
Police	25.9
Courts	16.2
President	14.3
Majlis	12.2
Island Council	8.4
Atoll Council	6.4

CHAPTER EIGHT – HUMAN RIGHTS AND RELIGION

Key findings

Freedom of opinion, conscience and religion was not among the ten most important human rights nominated in either 2005 or in the latest survey.

Half of respondents considered that human rights were not in conflict with religion, while another third considered that there *was* a conflict. Women were more likely than men to think there was a conflict and rural dwellers more likely than urban dwellers.

Women were strongly of the view (69.4%) that migrant workers should not have the right to practise their own religion in the Maldives. A smaller percentage of men (46.1%) agreed. Overall, 8.0% considered migrants should be able to practice their religion in public or private, 25.1% in private, 0.7% only in some circumstances and 58.2% not at all.

In the 2005 survey, respondents were asked to rank their ten most important human rights from a list of such rights. The sixteenth most often mentioned in respondents' top ten human rights was freedom of opinion, conscience and religion, referred to by 35.2% of respondents. There was no other reference to religion in *The Rights Side of Life*.

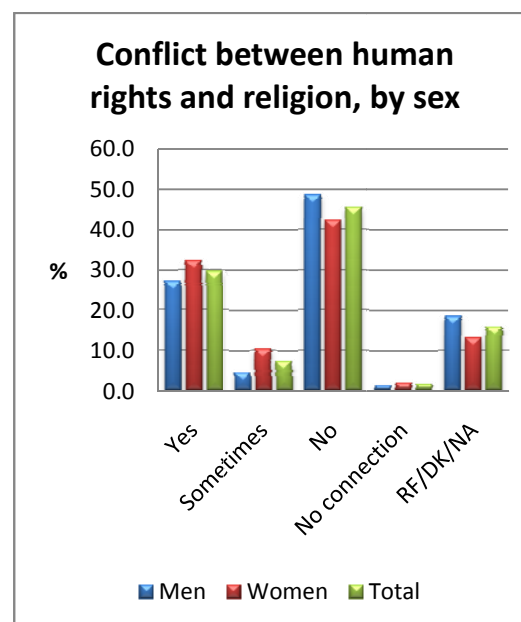
For the latest survey, the HRCM again asked respondents to rank human rights in their order of importance, and once again freedom of opinion, conscience and religion did not rank in the top ten. However, the Commission elected to canvass a broader range of issues in which religion had relevance, including the abortion issue (See Chapter Ten), the religious

rights of migrants and the relationship between human rights and religion.

Taking into account the high non-response rate, over half of those who did respond to this question considered that human rights were not in conflict with religion. About one-third considered that human rights were in conflict with religion. Of the non-responses, the vast majority were "Don't Knows". The overall responses are set out below.

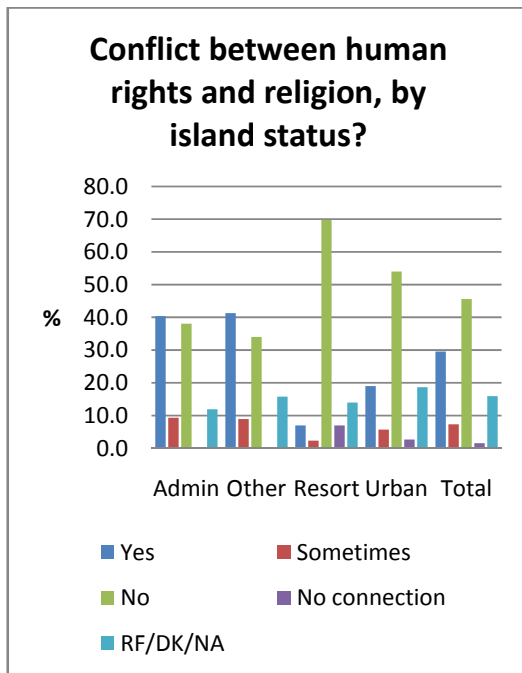
68. Do you consider human rights to be in conflict with religion?	%
Yes	29.6
Sometimes	7.3
No	45.6
No connection between human rights and religion	1.6
RF/DK/NA	15.9
Total	100.0

There were some differences between men and women on this issue. Women were more likely to think there *was* a conflict and a greater percentage of women responded to the question.



There were more significant differences between rural and urban respondents on this issue. Urban dwellers (54.0%) were more

likely to think there was no conflict between human rights and religion than those living on administrative islands (40.4%) and other islands (41.3%). The figure for those living on resort islands was even higher (69.8%).

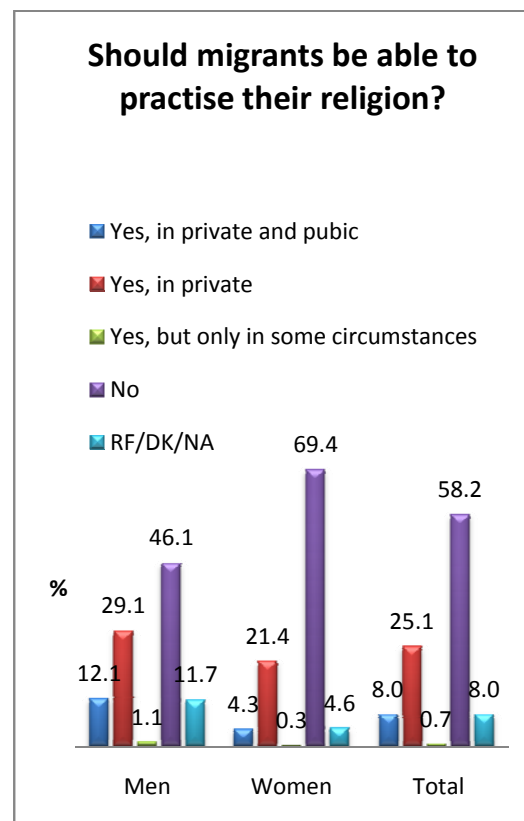


The respondents who considered there was a conflict between human rights and religion were asked to provide an example of such a situation. Many responses were unclear, but most often mentioned was women's right to equality, freedom of expression, child rights and Islamic punishments such as cutting off hands for theft, in that order.

At the 2010 Universal Periodic Review of the human rights situation in the Maldives by the United Nations Human Rights Council, several recommendations were received about freedom of religion, all of which were rejected by the government². One country specifically recommended the enactment of legislation to ensure that all persons may freely exercise their religion in public and build places of worship.

² See, Views on conclusions and/or recommendations, voluntary commitments and replies presented by the State Under Review – UN General Assembly A/HRC/16/7/Add.1

The following question related to the entitlement of migrants to practice their religion. Four options were offered, as below. Women were strongly of the view (69.4%) that migrant workers should not have the right to practise their own religion in the Maldives. A smaller percentage of men (46.1%) agreed. Overall, 8.0% considered migrants should be able to practice their religion in public or private, 25.1% in private, 0.7% only in some circumstances and 58.2% not at all. Non-responses amounted to 8%.



Less than half of migrants responded to this question. Of those who did, 37.5% thought they should be able to practise their religion in private and public, 41.1% in private, 1.8% only in some circumstances and 19.6% answered "No". It warrants recording that many migrants are likely to be Muslim and therefore not impeded in practicing their religion –for example, 56% were Bangladeshis.

CHAPTER NINE – ATTITUDES TO WOMEN'S RIGHTS

Key findings

The current survey indicates a significant drop in support for women's equality. In all seven areas surveyed (family matters, courts, inheritance, custody, divorce, work, politics) fewer respondents than in 2005 considered women should have equal rights with men. Support for women's right to equality in custody matters, for example, has dropped from 92.1% among the rural population and 91.1% (urban) to 57.1% and 60.9% respectively.

However, it is mostly men's attitudes that have changed, not women's. For example, in 2005, 84.8% of men strongly agreed, or agreed, that woman should have equal rights in family matters. The equivalent figure in 2011 is 67.3%. Women's agreement with their equality in family matters has also dropped, but only slightly – from 85.9% in 2005 to 80.7% in 2011.

While the numbers of women supporting the right of women in taking part in politics and government have risen slightly from 79.0% to 80.5%, support from men for this has dropped. 57.6% of men now support equality for women to participate in government and be elected compared with 72.9% in 2005. These views are likely to have been a contributing factor to the low numbers of women elected in the first local level elections in 2011 – of a total of 1091 people elected to local councils, only 58 (5.3%) were women.

There is strong support from both men and women for women's reproductive rights. Nearly a quarter of women and 15.9% of men knew someone who had had

an illegal abortion. There was strong support from both women and men for abortion to be legal to save the life of the mother or the baby, but not in other circumstances.

In 2005, a series of questions were included to ascertain attitudes about family relationships and women's role and have been repeated in the current survey. Included were questions like: *A good wife always obeys her husband even if she disagrees;* and *it is a wife's obligation to have sex with her husband even if she doesn't feel like it.*

These attitudes are still well represented among both women and men in the Maldives. In some cases, a more liberal attitude was evident, but in others, attitudes have become more conservative. This will concern those who have an interest in violence against women (VAW), given the known links between such attitudes and VAW.

There were also specific questions in the survey about respondent's attitudes towards men hitting their wives and the justifications used for this.

Where there was a substantive justification (rather than something trivial like failing to do the housework) significant numbers of respondents (sometimes, women more so than men) said they thought violence against wives, was justified.

Men are now less likely to agree that

they should not hit their wives than in 2005 – a total of 50.3% now agree that men should not hit their wives, whereas in 2005 the figure was 61.5%.

Women, however, have undergone a significant shift in attitude. In 2005, more men than women considered they should not hit their wives. This has reversed and now more women than men consider it inappropriate for men to hit their wives. Combining “strongly agree” and “agree” responses, 64.4% of women now think it wrong for men to hit their wives, up from 50.3% in the 2005 survey.

Another set of questions from the 2005 survey related to the circumstances in which women are entitled to refuse sex with their husbands. Where a woman simply does not want to have sex with her husband, small majorities of both men (44.9% “yes” as against 42.2% “no”) and women (49.5% “yes” as against 44.6 “no”) now consider she should not have to. However, in 2005, 68.2% of men and 59.8% of women had considered she was entitled to refuse sex with her husband in such circumstances. This is a substantial decline and likely reflects the results of the growing assertion of Islamic values referred to during the period of consultations undertaken for the latest survey.

In summary, men have become more conservative on these sensitive issues related to women’s rights, or at least less certain, whereas women’s views, for the most part, have altered much less and in some areas are more strongly supportive of women’s rights.

In *The Rights Side of Life*, a series of questions were asked to ascertain community attitudes towards equality for women. Overall, except on the question of divorce, large majorities of both men and women respondents supported the concept that women should have equal rights with men. It was only on the divorce issue that a majority opposed equal rights for women. The 2011 survey provided the opportunity to ascertain whether there had been any change in these attitudes.

Overall, it appears that there has been a significant drop in support for women’s equality. In all seven areas surveyed, fewer respondents than in 2005 considered women should have equal rights with men. Analysed by urban/rural status, women’s rights to equality were supported more in rural areas than on urban islands in 2005, but for some areas this has reversed, as the table below (which compares the results of the two surveys) indicates.

Supporting women’s right to equality in:	2005 %		2011 %	
	Rural	Urban	Rural	Urban
Family matters	88.5	78.9	77.5	69.3
Courts	81.6	76.9	77.8	70.1
Inheritance	66.9	65.6	57.8	53.4
Custody	92.1	91.1	57.1	60.9
Divorce	40.2	33.8	32.4	39.3
Work	88.5	82.6	69.4	73.2
Politics	79.0	71.7	68.7	70.4

The results are of some significance. With the sole exception of the view of urban respondents in relation to women’s right to equality in divorce, respondents expressed less support for women’s equality in all seven areas than in 2005. There are some remarkable drops. Support for women’s right to equality in custody matters has dropped

from 92.1% (rural) and 91.1% (urban) to 57.1% and 60.9% respectively.

On closer analysis, however, it is apparent that it is mostly male attitudes that have changed.

Family matters

72.1 Do you agree or disagree that women should have equal rights with men in *family matters*?

2005

	Male	Female	Total
Strongly agree	35.4	44.8	41.2
Agree	49.4	41.1	44.2
Neither	3.6	3.7	3.7
Disagree	8.7	8.4	8.5
Strongly disagree	2.7	0.9	1.6
RF/DK/NA	0.2	1.2	0.8

2011

Strongly agree	40.6	40.8	40.7
Agree	26.7	39.9	33.4
Neither	5.6	4.4	5.0
Disagree	15.5	13.6	14.5
Strongly disagree	1.3	0.9	1.1
RF/DK/NA	10.2	0.3	5.2

Taking the figures for “strongly agree” and “agree” together, in 2005 84.8% of men thought that women should have equal rights in family matters. The equivalent figure in 2011 is 67.3%. In contrast, the equivalent reduction for women is from 85.9% in 2005 to 80.7% in 2011. The number of men strongly agreeing with women’s equality in this area has gone up from 35.4% in 2005 to 40.6%, but the number “agreeing” has nearly halved – from 49.4% to 26.7%.

A similar pattern is discernible in the next question, which related to women’s equality in the court system.

Courts

72.2 Do you agree or disagree that women should have equal rights with men *before the courts*?

2005

	Male	Female	Total
Strongly agree	31.5	38.0	35.5
Agree	49.6	41.4	44.5
Neither	4.1	3.4	3.7
Disagree	11.4	13.0	12.4
Strongly disagree	2.4	1.9	2.1
RF/DK/NA	1.0	2.4	1.8

2011

Strongly agree	39.3	40.5	39.9
Agree	27.4	41.8	34.7
Neither	6.3	4.7	5.5
Disagree	14.2	10.8	12.4
Strongly disagree	1.0	0.6	0.8
RF/DK/NA	11.9	1.6	6.6

Whereas overall those that support equal rights for women in the courts have dropped from 80.0% to 74.6% (combining the “strongly agree” and “agree” categories), this change is entirely due to changes in men’s attitudes. The support from women in this area has actually increased slightly (from 79.4% to 82.3%). By contrast, support from men has dropped from a combined 81.1% in 2005 – higher than the figure for women – to 56.7%.

Within the male figure, those who strongly agree are now significantly higher (39.3%) than in 2005 (31.5%) but the “agree” figure has nearly halved – from 49.6% to 27.4%. The number of men who strongly support human rights for women has risen, but the number who hold their opinion less forcefully have dropped very significantly. It is also notable that the non-response rate has increased for men from 1% to 11.9%, whereas it remains low for women (1.6% in 2011 compared with 2.4% in 2005).

Women’s rights to inheritance were the focus of the next question.

Inheritance

72.3 Do you agree or disagree that women should have equal rights with men to inheritance?

2005

	Male	Female	Total
Strongly agree	25.9	28.7	27.7
Agree	38.7	38.9	38.8
Neither	6.3	2.7	4.0
Disagree	19.9	22.2	21.3
Strongly disagree	7.0	4.3	5.3
RF/DK/NA	2.2	3.2	2.8

2011

Strongly agree	25.5	28.2	26.9
Agree	24.5	33.5	29.1
Neither	8.9	8.9	8.9
Disagree	24.5	24.4	24.4
Strongly disagree	1.0	0.6	0.8
RF/DK/NA	13.6	2.2	7.8

Once again, the overall figure of support for women's rights has dropped – from a combined 66.6% in 2005 to 56.6% in the current survey. This change has occurred for both sexes, but is higher for men. Exactly 50.0% of men now consider that women should have equality in inheritance rights, whereas the figure was 64.6% in 2005. By way of contrast, for women the numbers strongly supporting this right have remained stable (28.7% in 2005, 28.2% in 2011) whereas those who simply agree have dropped from 38.9% to 33.5%.

A remarkable change has taken place in relation to women's rights in relation to custody issues as the table that follows illustrates.

Custody

72.4 Do you agree or disagree that women should have equal rights with men in relation to the custody of children?

2005

	Male	Female	Total
Strongly agree	39.0	45.4	43.0

Agree	52.8	47.4	49.5
Neither	1.5	0.9	1.1
Disagree	5.3	4.7	5.0
Strongly disagree	1.2	0.9	1.0
RF/DK/NA	0.2	0.7	0.6

2011

Strongly agree	24.3	30.9	27.6
Agree	12.0	11.3	11.6
Neither	12.0	11.3	11.6
Disagree	18.6	17.4	18.0
Strongly disagree	2.7	1.3	2.0
RF/DK/NA	15.6	4.2	9.8

Whereas in 2005 92.5% of all respondents considered women were entitled to equality in this area, the figure is now 39.2%. Support from women for the proposition has dropped from 92.8% to 42.2%. For men, it has reduced by two-thirds – from a combined 91.8% to just 36.3%.

Part of the reason for this drop (for men) is to be found in the increase of those who were non-committal (from 1.5% to 12.0%) and non-responses (from 0.2% to 15.6%). In other words, although there has been a very large drop in those men who support equality for women in relation to custody matters, those who actually oppose equality are still a minority at 21.3% (6.5% in 2011).

Divorce

In 2005, women's rights in divorce stood out as the only area where there was significant opposition to equality – 29.1% of men strongly disagreed and 36.6% disagreed. There was a slight majority from women opposing equality in divorce too –14.9% of women said they "strongly disagreed" with equality in divorce and another 35.2% "agreed".

72.5 Do you agree or disagree that women should have equal rights with men *in relation to divorce?*

2005

	Male	Female	Total
Strongly agree	11.4	20.6	17.1
Agree	17.9	23.0	21.1
Neither	3.9	2.7	3.1
Disagree	36.6	35.2	35.7
Strongly disagree	29.1	14.9	20.2
RF/DK/NA	1.2	3.7	2.8

2011

Strongly agree	16.3	17.3	16.8
Agree	16.3	20.4	18.4
Neither	7.0	7.3	7.2
Disagree	39.7	47.3	43.6
Strongly disagree	6.3	5.1	5.7
RF/DK/NA	14.3	2.6	8.3

There has been a further slight drop in the overall support for equality – from 38.2% (“strongly agree” and “agree” combined) to 35.2% although this time, the drop is attributable to a change in women’s attitudes, as well as those of men. Support among women has dropped from 43.6% to 37.7%, and support from men from 39.3% to 32.6%. However, the difference is mostly represented by a change in those who neither agree nor disagree and non-responses which have, overall, risen from 5.9% to 15.5%. Those who oppose (“strongly disagree” or “disagree”) with women’s equality have actually dropped from a majority 55.9% to 49.3%.

Given that the Maldives is known for having the world’s highest divorce rate,³ the significance of this change cannot be underestimated.

Work

Somewhat surprisingly, given deteriorating economic conditions, attitudes in relation to

equality in the right to work have continued the trend noted above.

72.6 Do you agree or disagree that women should have equal rights with men *in relation to work?*

2005

	Male	Female	Total
Strongly agree	33.7	42.0	38.8
Agree	50.9	46.0	47.8
Neither	3.9	1.8	2.6
Disagree	8.0	8.1	8.1
Strongly disagree	3.4	1.2	2.0
RF/DK/NA	0.2	1.0	0.7

2011

Strongly agree	36.1	38.3	37.2
Agree	28.4	38.6	33.6
Neither	4.9	4.0	4.5
Disagree	16.8	17.8	17.3
Strongly disagree	1.8	0.3	1.0
RF/DK/NA	11.9	1.0	6.3

Overall, 70.8% (37.2% “strongly agree”, 33.6% “agree”) now consider that women should have equality in relation to the right to work, compared with 86.6% in 2005. Men opposing such equality have doubled in numbers – to 21.7% of respondents, from 11.4% in 2005. Opposition by women has also doubled – from 9.3% to 18.2%.

Taking part in government and being elected

Since 2005, there have been local elections for the first time – in 2011. Both atoll and island councils are now elected, reflecting the opinions expressed in *The Rights Side of Life* where significant dissatisfaction with their local administration was expressed by respondents on eight out of twelve rural islands and even more strongly in urban areas. Nearly 90% of the population considered that atoll chiefs and island chiefs should be elected locally, not appointed centrally. It was one of the few areas where women (92.0%) were more critical of the status quo than men (84.7%).

³ 10.97 divorces per 1000 inhabitants per year –source United Nations

Unfortunately for women, the changes have not resulted in support from men for equality for women in this area:

72.7 Do you agree or disagree that women should have equal rights with men *to take part in the government and be elected to political positions?*

2005

	Male	Female	Total
Strongly agree	24.8	33.0	29.9
Agree	48.1	46.0	46.8
Neither	2.4	3.8	3.3
Disagree	17.0	11.6	13.7
Strongly disagree	7.5	2.5	4.4
RF/DK/NA	0.2	3.1	2.0

2011

Strongly agree	29.3	40.9	35.3
Agree	28.3	39.6	34.1
Neither	6.4	4.0	5.2
Disagree	20.8	13.1	16.9
Strongly disagree	2.5	1.0	1.7
RF/DK/NA	12.7	1.3	6.9

While women supporting equality have risen slightly from 79.0% (33.0% “strongly agree”, 40.9% “agree”) to 80.5% (40.9% “strongly agree”, 39.6% “agree”), support from men for the proposition has dropped. 57.6% of men now support equality for women to participate in government and be elected compared with 72.9% in 2005.

Perhaps these views have been a contributing factor to the low numbers of women elected in the first local level elections in 2011. Of a total of 1091 elected to local councils, only 58 (5.3%) were women due partly, no doubt, to small numbers of women candidates (222 out of 2754 candidates – 8.06%). In other words, while in 2005 92.0% of women wanted atoll and island chiefs elected, only 5.3% of those elected to local councils were women and none of them are council chiefs.

The Commission addressed the issue of women in public life in a report to the United

Nations Human Rights Committee in May 2011. The Commission noted:

“Despite [the] Constitutional guarantees, and the government’s policy to promote a national women’s machinery, the representation of women in the public life are minimal. The comparatively low percentage of women represented in the Parliament and in the formation of Local Government Councils are indications of issues on gender inequality...”

The Commission proposed to the UN Human Rights Committee that “to address the issues mentioned above, it is important the State create awareness from all aspects of the society with regard to women’s participation in running for public offices, facilitate or create forums to disseminate knowledge and information to empower those running for the office, and also while in the office, provide funding mechanisms to finance campaigns adequately, and create the institutional support that is required for all working mothers, including those running for public offices”.

Lack of women elected to local councils

In the next survey question, respondents were asked for their own views about the reasons that very few women were elected to Atoll Councils and Island Councils. Answers, which were not prompted by the enumerators, are recorded below in the order of frequency.

73. Thinking about the recent local council elections, and the fact that very few women were elected to Atoll Councils and Island Councils, why do you think this is?	%
No female candidates	19.2
No qualified female candidates	12.9
Lack of societal support for candidates	8.2
Men do not want to vote for a female candidate	5.0

Candidates lack of funds	3.5
Men were better qualified than female candidates	3.4
Lack of family support for candidates	3.4
Women do not want to vote for a female candidate	2.4
Women hesitant to take part in public life	1.3

In relation to the first two questions, women were more likely to hold these views than men. There was a low response rate to this question, with many respondents saying they didn't know the answer or did not wish to respond.

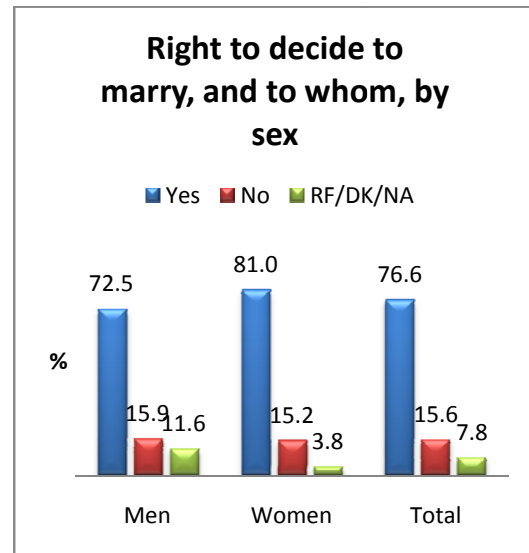
There followed several questions about rights in family life.

The right to decide when to get married

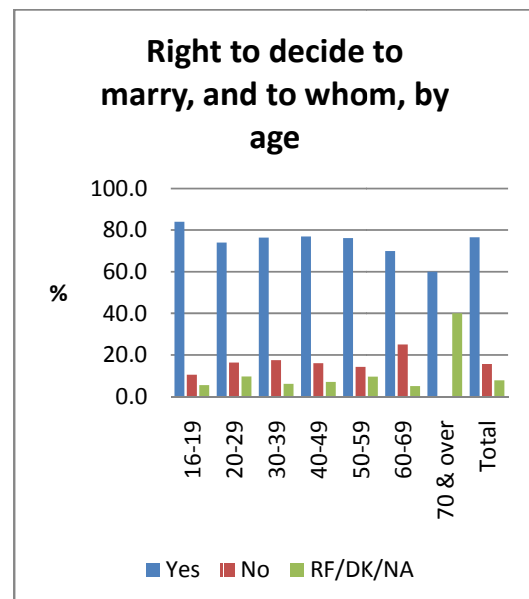
Respondents were asked whether women and men should themselves have the right to decide when to get married and to whom.

74. Do you think that women and men should themselves have the right to decide when to get married and to whom?	%
Yes	76.6
No	15.6
RF/DK/NA	7.8

Analysed by sex, a somewhat greater percentage of women hold the view that women and men should themselves have the right to decide when to get married and to whom than men, although over 70% of men agree with the proposition and only 15.9% of men oppose it.



There is broad agreement on this issue across age groups, though 16-19 year olds, whom the issue affects most, register the highest proportion of supporters at 84.0%. They also are very decisive on this issue, with only 5.5% non-response rate. Although the graph below shows the lowest support among those over 70, this represents the views of only 5 people, 2 of whom agreed and the remaining 3 not expressing a view.



Family Planning

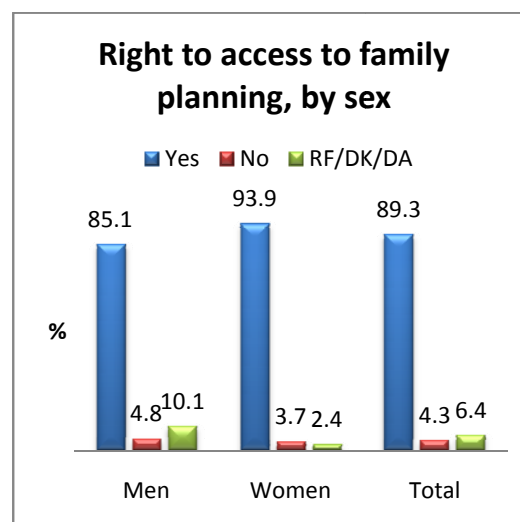
Reproductive rights, including the right to health, the right to family planning, the right to reproductive self-determination, and the principle of non-discrimination, are recognised as human rights under a range of International human rights treaties. Women's rights to health and family planning services and information, in particular, are expressly protected in the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW). Thus lack of access to reproductive health services and information constitutes a violation of these basic human rights principles.

In the Maldives, there are indications, for example, of significant gaps in contraceptive prevalence rates between educated poorly informed women, and between communities with adequate health infrastructure and those without such support⁴. The HRCM therefore decided to include a question about access to family planning in the survey to inform its awareness raising responsibilities.

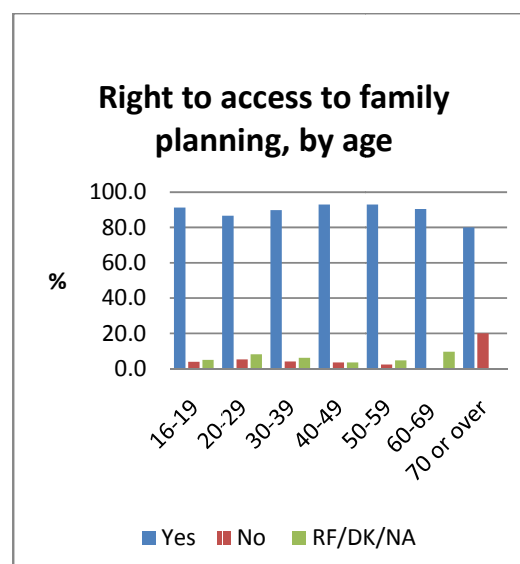
Nearly 90% of all respondents support ready access to birth control measures:

75. Do you think women and men should have ready access to family planning (birthcontrol) measures?	%
Yes	89.3
No	4.3
RF/DK/NA	6.4

Perhaps unsurprisingly, support is strongest among women, of whom nearly 94% are in favour, compared with 85% of men – although the difference is not so much in those who disagree with access to family planning (Men: 4.8%, Women: 3.7%) but in the response rate. Only 13 women (2.4%) did not offer a response, whereas the non-response number was 59 (10.1%) for men.



Nor are there significant differences when the results are aggregated by age. In the table below, the support ranges between 86.7% and 93% - the lowest support is among over 70s, but there were only 5 people interviewed in this category.



Abortion

The next three questions are related to access to safe and legal abortion, another health issue with significant human rights implications – especially in relation to maternal mortality. World-wide, according to the World Health Organisation, tens of thousands of women die or suffer from the

⁴ International Planned Parenthood Federation, see: <http://www.ippfsar.org/en/What-we-do/Strategic+plan/accesshe.htm> - accessed 17/07/2012

complications of unsafe abortions and many more suffer infections, infertility and other damage.

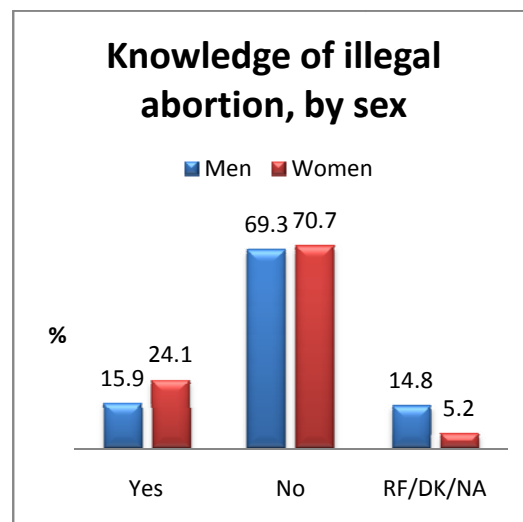
There is a dearth of data on abortion in the Maldives⁵. “Information is difficult to find and not very reliable, as there is so little researched data available on unwanted pregnancies and safe or unsafe abortions in the Maldives. One reason for the lack of data is that most people would be unwilling to discuss these issues, or report personal accounts due to legal, social and religious reasons.”

“However, the Reproductive Health Survey 2004 shows that both unwanted pregnancies and voluntary abortions do happen in the islands and Male’. It is likely that unsafe abortions may be cause for concern if reliable data was available, as well as being one of the factors that is contributing to the high MMR [Maternal Mortality Ratio]”⁶.

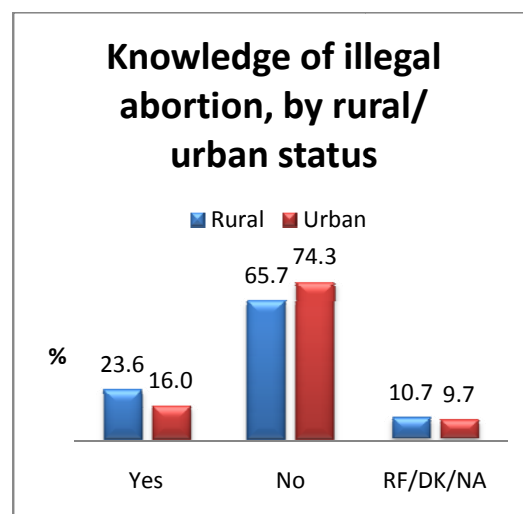
Given the general lack of information about abortion, the Commission decided to include in the survey questions on knowledge about the incidence of illegal abortion, and knowledge and attitudes towards this issue. The first question asked respondents whether they knew someone who had had an illegal abortion. Nearly a quarter of women and 15.9% of men answered in the affirmative – which would appear to indicate a relatively high incidence of abortion in the Maldives.

⁵ Improving Maternal, Newborn and Child Health in the South-East Asia Region, accessed at http://www.searo.who.int/LinkFiles/Improving_maternal_newborn_and_child_health_maldives.pdf

⁶ Ibid, at p 49



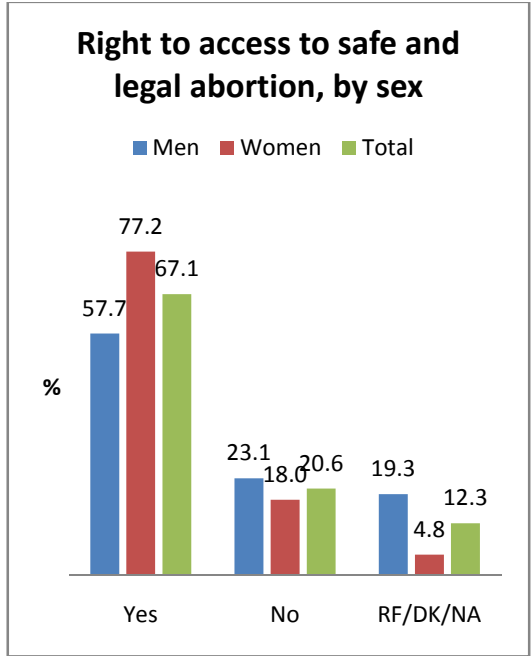
More rural respondents knew about an illegal abortion than those who live in urban environments, reflecting no doubt the closer relationships and openness in smaller communities.



As a follow-up, respondents were asked their opinion about whether women should have access to safe and legal abortion.

77. Do you think that women should have access to safe and legal abortion in at least some circumstances? (e.g. when continuation of the pregnancy threatens the life of the mother).	%
Yes	67.1
No	20.6
RF/DK/NA	12.3

Two thirds of respondents consider that women should have access to safe and legal abortion in at least some circumstances – the other third are divided between those who are opposed (20.6%) and non-responses (12.3%). Analysed by sex, distinct differences emerge. The great majority of non-responses are male, and more men than women oppose safe and legal abortion. Of those who support safe and legal abortion, there are many more women (77.2%) than men (57.7%).



The final question in relation to abortion addressed the circumstances in which abortion should be legal. According to the instructions given to enumerators, this question ought to have been asked only of those who answered “Yes” to the question above – that is, respondents who had agreed with safe and legal abortion in some situations. However, it is clear from the numbers responding below that it was in fact asked of most respondents, regardless of their answer to the earlier question. The responses therefore are likely to be skewed because of the inclusion of respondents who do not

consider abortion should be legal under any circumstances.

Respondents were given a range of possible circumstances in which abortion might be made available. There were high non-response rates to some of the options, ranging in the case of men from 16.6% to 19.1% and for women from 7.8% to 9.3% - contributed to, presumably, by some who did not consider abortion justified in any circumstances:

78. In what circumstances do you think abortion should be legal?

	Men		Women	
	Yes	No	Yes	No
The pregnancy threatens the life of the mother	73.3	12.5	89.9	6.2
The pregnancy threatens the life of the baby	53.2	30.2	71.7	20.5
Birth defects	14.4	67.7	14.4	76.9
The pregnancy is the result of rape	10.3	70.6	8.8	81.9
The mother is under the age of majority	8.4	73.2	6.5	84.2
The mother chooses to have an abortion	7.7	74.4	6.3	86.0
The mother is unmarried	6.1	76.5	2.9	89.7

CHAPTER TEN – SEXUAL HARASSMENT

Key findings

The final section of the questionnaire, for women only, asked about women's experience of sexual harassment – in public places and at work. Identical questions had been asked in the 2005 survey.

As in 2005, the most likely harassment reported was men grabbing a woman's hand in public or making obscene or offensive sexual comments, behaviour which 21.7% of women said had happened to them.

In comparison with the behaviours reported in *The Rights Side of Life*, some are occurring more often, others less so. However, the behaviours which are more common now are the same as those that were more common in 2005.

Harassment while swimming, though relatively rare, was more common in a rural environment (5.0%) than on an urban island (1.5%) but all the other behaviours were more likely to happen to women in an urban environment.

In the workplace, there is a relatively high level of workplace use of sexually suggestive/obscene language at work. This happens slightly more in a rural environment (12.5%) than in an urban one (10.3%). There is lower incidence of the more intimate forms of sexual harassment, but these tend to happen more to rural women than to urban women.

The most common response of women to sexual harassment at work was to do nothing. At most, they told a friend, family member or colleague at work what happened. The main reasons for this lack of action were their fear of not being believed;

fear of people knowing/bringing bad name to the family; and embarrassment and shame.

Most mentioned was the fear of not being believed; fear of people knowing/bringing bad name to the family; and embarrassment and shame.

The final section of the questionnaire was for women only. It was administered only by women enumerators - if for any reason this was not possible, it was self-administered.

The question was preceded by the interviewer telling the respondent:

I now want to ask you about certain behaviour that has happened to women in the Maldives, and may have happened to you. In each case, I will ask if the behaviour has ever happened to you, and also if it has happened during the past two years. I want to remind you that this interview is confidential. However, you do not have to answer any questions you do not want to. Some questions may be difficult to answer, but many women have found it useful to have the opportunity to talk about these things.

The questions, which were identical to those asked in *The Rights Side of Life* 6 years earlier, were in two parts – the second part was only for women who were in employment and dealt with workplace sexual harassment.

Instance / behaviour	%			
	Ever	In last 2 years	Never	RF/DK/NA
113.1 A man rubbed himself up against you [ungulhey] or touched you on the breasts or bottom in the street, at the night market or any other public place?	14.2	3.2	78.9	3.6
113.2 A man grabbed your hand in a public place?	22.9	4.0	70.1	3.0
113.3 A man rubbed himself up against you or touched you on the breasts or bottom on, or when getting on or off, a ferry or other vessel?	3.4	3.2	90.3	3.2
113.4 A man made obscene or offensive sexual comments to you?	21.7	3.0	71.5	3.8
113.5 A man rubbed up against you or touched you on the breasts or bottom when you were swimming with other people?	3.6	1.0	91.8	3.6

The most likely harassment is men grabbing a woman's hand in public or making obscene or offensive sexual comments (21.7%) – the more intimate forms of sexual abuse are much less common.

The reported rates, however, are somewhat different than was reported in *The Rights Side of Life* as the comparative table below, which compares whether the behaviour has ever occurred, indicates. Some reported

behaviours are more often, others less so. However, the behaviours which are more common now are the same as those that were more common in 2005:

Instance / behaviour	2011	2005
	%	%
113.1 A man rubbed himself up against you [ungulhey] or touched you on the breasts or bottom in the street, at the night market or any other public place?	14.2	19.5
113.2 A man grabbed your hand in a public place?	22.9	18.6
113.3 A man rubbed himself up against you or touched you on the breasts or bottom on, or when getting on or off, a ferry or other vessel?	3.4	6.2
113.4 A man made obscene or offensive sexual comments to you?	21.7	21.1
113.5 A man rubbed up against you or touched you on the breasts or bottom when you were swimming with other people?	3.6	5.7

The Rights Side of Life compared behaviours across the geographical regions of the country. A direct comparison is impossible as the geographical disaggregation in the latest survey was by the new provincial framework. Accordingly the tables below compare the responses to these questions by urban/rural status.

Instance / behaviour	Rural	Urban
	%	%
113.1 A man rubbed himself up against you [ungulhey] or touched you on the breasts or bottom in the street, at the night market or any other	12.7	16.5

public place?		
113.2 A man grabbed your hand in a public place?	21.9	24.5
113.3 A man rubbed himself up against you or touched you on the breasts or bottom on, or when getting on or off, a ferry or other vessel?	2.9	4.1
113.4 A man made obscene or offensive sexual comments to you?	19.9	24.4
113.5 A man rubbed up against you or touched you on the breasts or bottom when you were swimming with other people?	5.0	1.5

Harassment while swimming, though relatively rare, was more common in a rural environment (5.0%) than on an urban island (1.5%) but all the other behaviours were more likely to happen to women in an urban environment.

Sexual harassment at work

The final set of questions related to behaviour of a sexual nature to which women might have been subjected in an employment environment.

Instance / behaviour	Rural %	Urban %
114.1 Another employee, or your boss, touched you inappropriately at work, such as rubbing up against you, touching you on the breasts or bottom or patting, pinching or stroking you?	6.3	10.8
114.2 At work, constantly uses obscene or sexually suggestive language/ remarks aimed at you or your female colleagues?	12.5	10.3
114.3 At work, persistently	3.7	7.4

suggested that you have sex with him or begin a sexual relationship?		
114.4 At work, you were shown/exposed to pornography or sexually explicit photos, text etc	6.2	4.4
114.5 At work, threatened you or implied trouble if you did not have sex with him or begin a sexual relationship?	4.9	2.9
114.6 At work, forced you to have sex with him against your will, or attempted to do this [forced Ziney]?	4.9	1.5

There is a relatively high level of workplace use of sexually suggestive/obscene language at work, slightly more in a rural environment (12.5%) than in an urban one (10.3%). There is lower incidence of the more intimate forms of sexual harassment, but these tend to happen more to rural women than to urban women – possibly because of the more intimate environment of the smaller workplaces likely to be found on rural islands.

The same questions were asked in 2005:

Instance / behaviour	2011 %	2005 %
114.1 Another employee, or your boss, touched you inappropriately at work, such as rubbing up against you, touching you on the breasts or bottom or patting, pinching or stroking you?	8.3	7.3
114.2 At work, constantly uses obscene or sexually suggestive language/ remarks aimed at you or your female colleagues?	11.5	17.5
114.3 At work, persistently suggested that you have sex with him or begin a sexual	5.4	5.5

relationship?		
114.4 At work, you were shown/exposed to pornography or sexually explicit photos, text etc	5.4	1.5
114.5 At work, threatened you or implied trouble if you did not have sex with him or begin a sexual relationship?	4.1	1.5
114.6 At work, forced you to have sex with him against your will, or attempted to do this [forced Ziney]?	3.4	2.0

With the exception of obscene or sexually suggestive language, there are small increases in most of the behaviours canvassed in the survey, although the numbers are relatively small (just over quarter of women were in work).

Women who answered that they had been sexually harassed in some way at work were asked about an action that they may have taken as a result:

115 What action did you take?	%
No action	34.2
Told a friend or a member of my family about what happened	21.1
Told a colleague at work about what happened	10.5
Complained to another authority such as the police, Island Office, Atoll Office or the Gender Ministry	2.6
Resigned from work	2.6
RF/DK/NA	29.0

The high non-response rate to this question makes comparisons and percentages unreliable, but the most common response of women to sexual harassment at work was to do nothing. At most, they told a friend, family member or colleague at work what happened.

Those (few) women who took some action were asked whether the action they took

made the matter worse or better. For 6 women, the action made the situation better, for 4 it made it worse. There was a high non-response rate to this question.

Finally, the women who took no action were asked why not? Most mentioned was the fear of not being believed; fear of people knowing/bringing bad name to the family; and embarrassment and shame.

117 If you took no action/ did not complain about what happened, why not?	%
Afraid I would not be believed	18.0
Afraid of people knowing/bringing bad name to family	18.0
Embarrassed or ashamed	18.0
Not a serious enough problem/normal behaviour	14.0
Didn't know what to do or where to go	14.0
Police or authorities wouldn't do anything	12.0
Afraid of losing my job	6.0

CHAPTER ELEVEN - ATTITUDES TO FAMILY AND IDEAS ABOUT ACCEPTABLE BEHAVIOUR IN THE HOME

In 2005, a series of questions were included to ascertain attitudes about family relationships and women's role. The same questions were also asked in the Maldives Study on Women's Health and Life Experiences (WHLE) mentioned above in Chapter Two (Methodology) and the questions were repeated, word for word, in the latest questionnaire. The questions are set out below:

79.1 A good wife always obeys her husband even if she disagrees;

79.2 Family problems should only be discussed with people in the family;

79.3 It is important for a man to show his wife who is the boss;

79.4 A woman should be able to choose her friends even if her husband disapproves;

79.5 It is a wife's obligation to have sex with her husband even if she doesn't feel like it;

79.6 If a man mistreats his wife, others outside the family should intervene

The WHLE study was undertaken in 2006, targeting women aged 15-49. The total sample size was, at 2584 households, considerably large than for *The Rights Side of Life* (1092) or the current survey (1150). The results of the WHLE survey were not known when the *Rights Side of Life* report was published but the results of the two surveys are remarkably similar.

A direct comparison with the WHLE survey is not made here, however, as the answers requested were slightly different between the two surveys. Essentially, 6 options (strongly

agree, agree, neither agree nor disagree, disagree, strongly disagree) were offered in the Commission's surveys, whereas the WHLE options were "agree", "disagree" and "don't know".

Reflecting the sensitive nature of some of the questions, enumerators preceded the questions with the following statement:

"In this community and throughout the Maldives, people have different ideas about families, and what is acceptable behaviour for men and women in the home. I am going to read you a list of statements and I would like you to tell me whether you generally agree or disagree with the statement. There are no right or wrong answers – the survey is just trying to discover people's attitudes to these things. Also, I want to remind you that this questionnaire is confidential. No-one else here will know what you have answered to these questions."

The following tables set out the answers to the questions opposite, disaggregated by gender for both the 2005 and 2011 surveys. A commentary follows the last of the tables.

79.1 A good wife always obeys her husband even if she disagrees

	Male		Female	
	2005	2011	2005	2011
Strongly agree		43.9		52.4
	35.4		44.8	
Agree	49.4	30.1	41.1	34.9
Neither	3.6	6.3	3.7	3.9
Disagree	8.7	7.2	8.4	5.9
Strongly disagree		0.0		0.4
	2.7		0.9	
RF/DK/NA	0.2	12.5	1.2	2.6

79.2 Family problems should only be discussed with people in the family

	Male		Female	
	2005	2011	2005	2011
Strongly agree	20.4	32.8	23.4	31.5
Agree	40.1	32.6	38.9	34.3
Neither	4.6	6.7	3.5	6.5
Disagree	26.2	23.6	27.4	25.7
Strongly disagree	4.4	1.3	5.9	0.9
RF/DK/NA	0.7	3.0	0.8	1.1

79.3 It is important for a man to show his wife who is the boss

	Male		Female	
	2005	2011	2005	2011
Strongly agree	38.4	27.4	38.6	26.3
Agree	48.5	33.0	47.4	30.8
Indecisive	3.9	7.7	1.3	8.8
Disagree	5.6	18.5	8.1	30.4
Strongly disagree	1.5	1.0	3.4	1.1
RF/DK/NA	2.2	12.3	1.2	2.6

79.4 A women should be able to choose her friends even if her husband disapproves

	Male		Female	
	2005	2011	2005	2011
Strongly agree	18.2	12.2	18.4	13.2
Agree	34.5	23.6	27.8	27.0
Neither	4.9	9.1	2.4	8.6
Disagree	28.4	40.3	39.6	46.7
Strongly disagree	13.1	2.6	10.8	2.8

RF/DK/NA	1.0	12.2	1.0	1.7
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79.5 It is wife's obligation to have sex with her husband even if she doesn't feel like it

	Male		Female	
	2005	2011	2005	2011
Strongly agree	16.0	26.8	20.8	33.3
Agree	32.2	28.1	41.8	37.7
Indecisive	7.5	9.8	3.5	5.9
Disagree	32.9	20.8	24.3	18.2
Strongly disagree	7.5	1.4	5.5	2.4
RF/DK/NA	3.9	13.2	4.1	2.4

79.6 If a man mistreats his wife, others outside the family should intervene:

	Male		Female	
	2005	2011	2005	2011
Strongly agree	41.4	20.1	39.2	19.9
Agree	48.2	30.4	49.9	34.6
Indecisive	2.9	7.3	1.9	5.2
Disagree	5.3	27.2	6.9	34.1
Strongly disagree	0.7	2.1	1.3	3.5
RF/DK/NA	1.5	13.0	0.7	2.6

Recently, the Commission applauded the passing of the Domestic Violence Prevention Bill by the People's Majlis and its ratification by the President on 23 April 2012. The Commission said that various forms of violence against women were degrading to their dignity and honour, and that it posed serious challenges to women's progress and development. Getting protection against such inhumane and degrading acts within the legal framework, and the perpetrators of these crimes receiving rightful punishment would ensure justice and rights for women, according to the Commission.

The knowledge and attitudes revealed by the tables above will be of especial concern to the Commission. The survey makes it clear that in the Maldives a significant proportion of the population, both men and women, consider that women have a subordinate role in the husband/wife relationship. It is widely considered among stakeholders and experts in the field that violence against women is based on such inequality.

The tables contain some indication that attitudes of both men and women have somewhat liberalised in the 6 years between the surveys. For example, a total of 60.4% of men now consider that it is important for a man to show his wife who is the boss, considerably lower than the 86.9% of men who held this view in 2005. The percentage of women agreeing with the proposition has declined even further – from 86.0% to 57.1%.

On the other hand, the percentage of women who think that a good wife always obeys her husband even if she disagrees has actually risen slightly from 84.9% to 87.3%. Similarly, the number of women who consider it a wife's obligation to have sex with her husband even if she doesn't feel like it has risen – from 62.6 to 71.0%. The male figure has also risen, from 48.2% to 54.9%.

There will also be concern at the answers to Question 79.6. While there is still support, amongst both men and women, for people outside the family intervening when women are mistreated by their husbands, the percentages supporting this have declined. In the case of women, the drop has been from 89.1% to 54.5%. In the case of men, support is now at a bare majority – down from 89.6% to 50.6%. A total of 29.6% of men and 37.6% now oppose such outside intervention.

There was some variation in results when disaggregated by urban/rural status, by

region, and by administrative status but by and large the views identified in the tables above are clearly widely held independent of these variables.

Finally, it is to be noted that not all those men who no longer support women's autonomy in decision-making actively oppose it. The non-response rate has risen substantially for men to an average of 11.0% for the questions, up from 1.6%. The women's non-response rate has remained relatively steady at 2.2%.

Justifications for men hitting their wives

The Rights Side of Life included a group of questions which canvassed attitudes towards gender-based violence. Respondents were asked to respond to a series of justifications traditionally given for men hitting their wives and the same questions were repeated in the current survey (they were also similar to those canvassed with focus groups in Male' as part of the MGFDS research into gender-based violence, with two additions (the last two questions).

Respondents were asked if a man have a good reason to hit his wife if:

- She does not complete her housework to his satisfaction;
- She disobeys him;
- She refuses to have sex with him;
- She asks him whether he has other girlfriends;
- He suspects that she is unfaithful;
- He finds out that she has been unfaithful;
- She goes against Islam [haraam];
- She beats the children.

A commentary follows at the end of all the questions in this section.

80.1 She does not complete her housework to his satisfaction

	Male	Female
Strongly agree	2.1	2.3
Agree	5.7	3.4
Neither	6.3	3.2
Disagree	68.8	78.6
Strongly Disagree	8.6	11.1
RF/DK/NA	8.6	1.5

80.2 She disobeys him

	Male	Female
Strongly agree	8.2	9.6
Agree	21.1	26.3
Neither	8.7	7.5
Disagree	48.8	49.4
Strongly Disagree	4.8	5.5
RF/DK/NA	8.4	1.7

80.3 She refuses to have sex with him

	Male	Female
Strongly agree	2.2	3.0
Agree	10.1	7.1
Neither	7.9	3.6
Disagree	63.1	74.6
Strongly Disagree	7.7	10.2
RF/DK/NA	9.1	1.5

80.4 She asks him whether he has other girlfriends

	Male	Female
Strongly agree	2.2	3.0
Agree	10.1	7.1
Neither	7.9	3.6
Disagree	63.1	74.6
Strongly Disagree	7.7	10.2

RF/DK/NA	9.1	1.5
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80.5 He suspects that she is unfaithful

	Male	Female
Strongly agree	3.4	3.8
Agree	9.8	9.8
Neither	11.8	4.3
Disagree	58.9	72.1
Strongly Disagree	6.8	8.7
RF/DK/NA	9.2	1.3

80.6 He finds out that she has been unfaithful

	Male	Female
Strongly agree	13.7	14.0
Agree	25.7	26.8
Neither	7.7	5.5
Disagree	39.1	47.2
Strongly Disagree	5.0	5.1
RF/DK/NA	8.7	1.5

80.7 She goes against Islam? [haraam]

	Male	Female
Strongly agree	28.4	33.7
Agree	26.3	33.3
Neither	7.3	5.1
Disagree	23.5	23.5
Strongly Disagree	3.8	2.8
RF/DK/NA	10.7	1.5

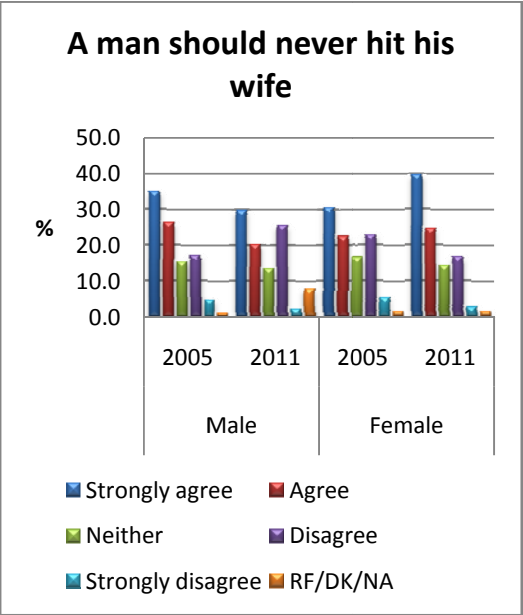
80.8 She beats the children

	Male	Female
Strongly agree	12.1	11.7
Agree	20.6	18.5
Neither	11.1	7.1
Disagree	42.8	55.4
Strongly Disagree	4.2	6.2
RF/DK/NA	9.2	1.2

Answers in the previous part of this chapter appeared to indicate that the common causes of violence against women were present in the population surveyed. The answers to the more direct question about men’s justification for hitting their wives bore this out. Where there was a substantive justification (rather than something trivial like failing to do the housework) significant numbers of respondents (sometimes, women more so than men) thought violence against wives was justified.

Direct comparison with the 2005 survey is not possible, as in the current survey there were five potential responses, whereas in 2005 there had only been two – “Yes” or “No”. There were some similarities discernible between the two surveys, however. In both, majority opinion was that men were not justified in hitting their wives for all the given reasons, except one (going against Islam, where (combining “strongly agree” and “agree” responses) 67.0% of women (71.6% in 2005) and 54.7% of men (57.1% in 2005) considered violence against the wife was justified.

Finally, in relation to gender based violence, an identical question to one included in *The Rights Side of Life* was repeated – *In your opinion, a man should never hit his wife.*



The results will concern those with an interest in reducing gender-based violence in the home. Men are now less likely to agree that they should not hit their wives than in 2005 – a total of 50.3% now agree, whereas in 2005 the figure was 61.5%.

Women, however, have undergone a significant shift. In 2005, more men than women considered they should not hit their wives. This has reversed and now more women than men consider it inappropriate for men to hit their wives. Combining “strongly agree” and “agree” responses, 64.4% of women now think it wrong for men to hit their wives, up from 50.3% in the 2005 survey. The detailed results for both surveys are set out in the table below.

81. In your opinion, a man should never hit his wife

	Male		Female	
	2005	2011	2005	2011
Strongly agree	35.1	29.9	30.8	39.7
Agree	26.4	20.4	22.7	24.7
Indecisive	15.5	13.7	16.6	14.4
Disagree	17.2	25.8	23.0	16.9

Strongly disagree	4.8	2.2	5.5	2.8
RF/DK/NA	1.0	8.0	1.5	1.5

Wives refusing to have sex with their husbands

Another series of questions repeated from *The Rights Side of Life* asked in what circumstances married women were considered by interviewees to have a right to refuse to have sex with their husbands. Four different circumstances were canvassed, of the five offered in *The Rights Side of Life*, viz:

- She doesn't want to;
- He is intoxicated;
- She is sick;
- He mistreats her;

A commentary follows the tables below.

82.1 If she doesn't want to:

	Male		Female	
	2005	2011	2005	2011
Yes	68.2	42.2	59.8	44.6
No	27.9	44.9	36.1	49.5
RF/DK/NA	3.9	12.9	4.1	5.9

82.2 If he is intoxicated:

	Male		Female	
	2005	2011	2005	2011
Yes	81.1	70.7	76.3	82.6
No	15.3	14.0	19.6	11.8
RF/DK/NA	3.6	15.3	4.1	5.6

82.3 If she is sick:

	Male		Female	
	2005	2011	2005	2011
Yes	85.0	74.0	78.1	80.5
No	12.4	13.1	19.2	13.2
RF/DK/NA	2.7	12.8	2.8	6.4

82.4 If he mistreats her:

	Male		Female	
	2005	2011	2005	2011
Yes	77.7	65.1	74.5	72.8
No	18.9	19.4	22.5	21.3
RF/DK/NA	3.4	15.5	3.0	5.8

Whereas a large majority of both men and women in 2005 considered that a wife is entitled to refuse to have sex with her husband where she has a reason for doing so, such as if she is sick (80.7%), or he is intoxicated (78.1%), opinion has shifted considerably in the latest survey, particularly among men. This mirrors to some extent the answers to questions about men hitting their wives.

Where a woman simply does not want to have sex with her husband, small majorities of both men (44.9% "yes" as against 42.2% "no") and women (49.5% "yes" as against 44.6 "no") now consider she should not have to. In 2005, 68.2% of men and 59.8% of women had considered she was entitled to refuse sex with her husband if she did not want to. This is a substantial decline and likely reflects the results of the growing assertion of Islamic values referred to during the period of consultations undertaken for the latest survey.

On the other hand, where there are reasons for a woman not having sex with her husband, the change has been less dramatic, particularly among women. For example, 82.6% of women now consider they are entitled to refuse sex where the husband is intoxicated, up from 76.3% in 2005. This number has declined in relation to men, however, from 81.1% to 70.7%. Notably, in 2005, more men than women considered a wife was entitled to refuse sex if he is intoxicated whereas now more women than men have this view.

The situation is similar where the wife is sick. More women consider this a valid reason now (80.5%) than in 2005 (78.1%) whereas the percentage of men agreeing has declined from 85.0% in 2005 to 74.0% now – and more women than men now hold this view.

When men's negative responses are examined, however, it is apparent that the smaller numbers of men agreeing with women's entitlement to refuse sex are because they are undecided or do not wish to express an opinion on the issue. For example, in relation to the issue examined in the previous paragraph (refusal where the wife is sick) although those agreeing that this is a valid reason have dropped from 85.0% to 74.0%, the percentage disagreeing that this is a valid reason has altered little – from 12.4% to 13.1%. It is the non-response rate that has increased for men – from 2.7% to 12.8%. The average non-response rate for men for the four options in this question is 14.3%, up considerably from 3.4% in 2005. The female non-response rate is 5.9% - higher than in 2005 but only slightly so.

In summary, and taking into account the suggestions made during consultations, it appears that men have become more conservative on these sensitive issues, or at least less certain, whereas women's views, for the most part, have altered much less.

Comment on methodology

It should be noted that the overall figures in the preceding part of this chapter appear to indicate that major changes have occurred in the opinion of the population, but to some extent this is because women were over-represented in the 2005 survey. For this reason, the 2005 report emphasised the need to consider disaggregated data for issues where the sexes might have different views. Had the same percentages of men and

women been included in the 2005 survey, the changes in the overall figures would not appear so large. It is emphasised therefore, that when making such comparisons with the 2005 figures, it is more reliable to use percentages that have been disaggregated by sex.

CHAPTER TWELVE – SEXUAL ABUSE OF CHILDREN AND OTHER CHILDREN’S RIGHTS

Key findings

It is not appropriate in a survey of this kind to ask respondents whether they have been sexually abused, so they were asked whether they consider sexual abuse of children a problem in the Maldives.

Nearly 99% of women consider sexual abuse of girls to be a serious problem. Out of the 538 women responding to this particular question, just one considered sexual abuse of girls to be a problem, though not serious; one considered it not a problem; and four did not respond. The other 532 women considered sexual abuse of girls to be a serious problem in the country.

The numbers of women and men concerned that sexual abuse of boys is a serious problem has also risen, to 97.2% for women (79.5% in 2005) and 85.9% for men (83.2% in 2005).

Respondents were then asked how adequately children’s rights are protected in the Maldives. Less than a third of respondents reported that they were satisfied with the level of protection of children’s rights, compared with 53.4% who were dissatisfied. Asked what the main areas for improvement were, the following responses were given, in descending order: violence against children; better access to education; drugs; gender stereotyping/discrimination; and crime and/or gangs.

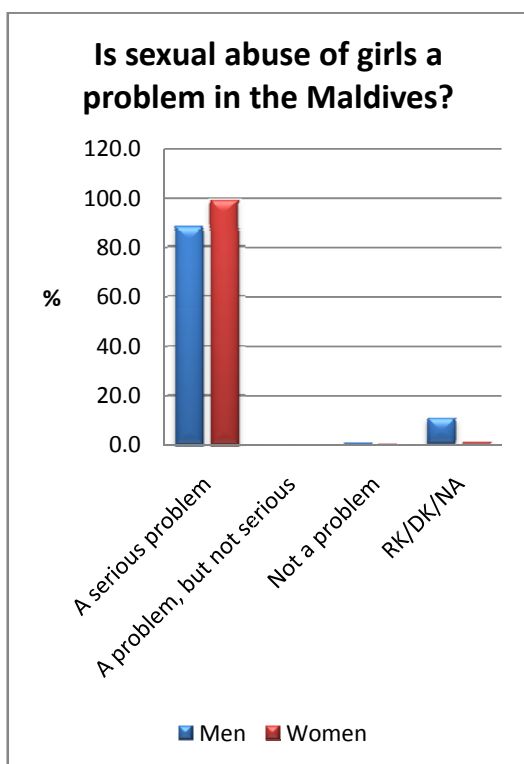
As *The Rights Side of Life* report noted, children have a right not to be sexually abused by adults. Once again, stakeholders consulted about the design of the latest survey

considered the issue was a sufficiently important human rights issue to warrant inclusion – particularly in the light of the responses to questions about child abuse in 2005 when large percentages considered the sexual abuse of both girls and boys was a serious issue in the Maldives.

HRCM itself, in its report to the United Nations Human Rights Council for the Universal Periodic Review in 2010, noted that the national child protection mechanisms and procedures remained severely inadequate to deal with the dramatic increase in child abuse cases reported to the Department of Gender and Family Protection Services, and the Maldives Police Service.

It is stressed that this survey does not look at the *incidence* of sexual abuse in the Maldives as such. That would have required the respondents to have been asked whether they themselves had been sexually abused. It would not have been appropriate to ask such a question in a broad based survey of this nature, at least without ensuring appropriate support and follow-up.

Rather, the survey, as in 2005, asks two questions to ascertain the extent to which respondents think the sexual abuse of children is a problem in the Maldives. Separate questions were asked in relation to sexual abuse of girls, and of boys. Respondents were asked whether they thought the issue was a serious problem; a problem, but not serious; or not a problem at all.



though not serious. The number now considering sexual abuse of girls to be a serious problem has risen to 93.3% - with just 0.6% considering it not a problem. The non-response rate was 6.5%.

A high proportion of men (88.2%) think sexual abuse of girls is a serious problem, but nearly 99% of women consider sexual abuse of girls to be a serious problem. Out of the 538 women responding to this particular question, just one considered sexual abuse of girls to be a problem, though not serious; one considered it not a problem; and four did not respond. The other 532 women considered sexual abuse of girls to be a serious problem in the country.

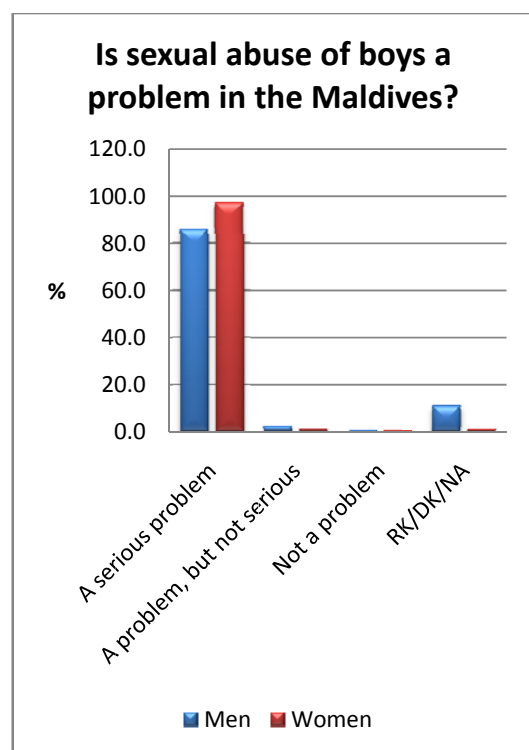
The numbers of women and men concerned that sexual abuse of boys is a serious problem has also risen, to 97.2% for women (79.5% in 2005) and 85.9% for men (83.2% in 2005).

It is important to note that these figures do not mean that the frequency of child abuse in the Maldives has risen, but it does indicate increasing community concern about the issue and an urgent need for the authorities to address these concerns.

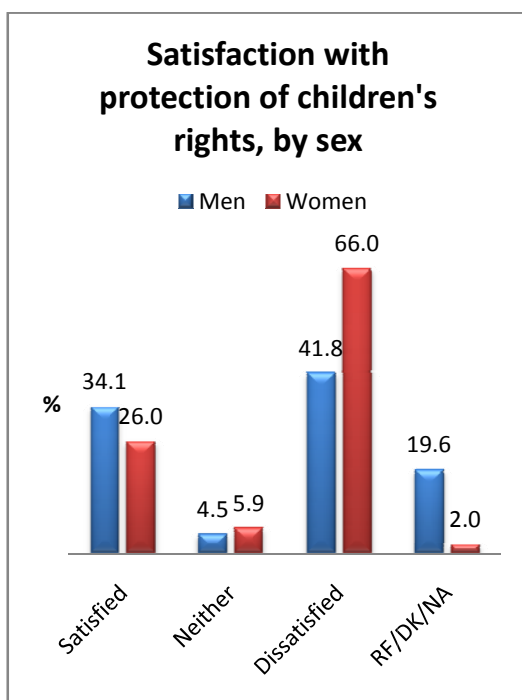
Other rights of children

Respondents were then asked: "In relation to children's rights, are you satisfied how these are adequately protected in the Maldives?" This was a new question – it had not been asked for *The Rights Side of Life*.

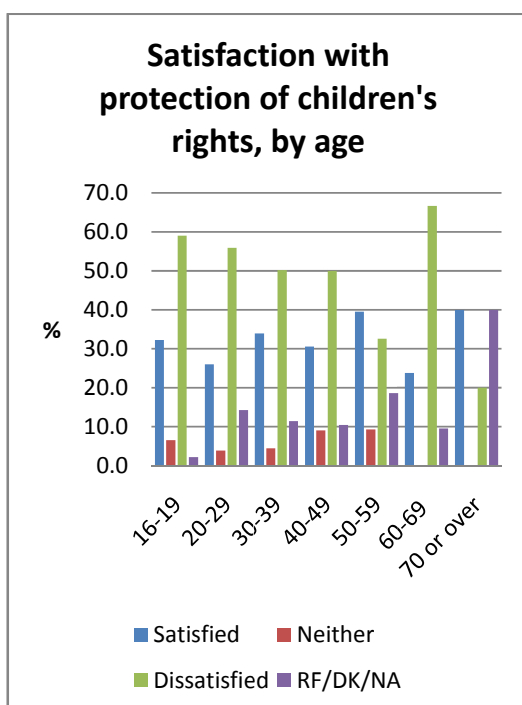
Less than a third of respondents (30.2%) reported that they were satisfied with the level of protection of children's rights, compared with 53.4% who were dissatisfied. Another 5.4% said they were neither satisfied, nor dissatisfied. The non-response rate was 11.2%.



In *The Rights Side of Life*, 82.1% of respondents considered the sexual abuse of girls to be a serious problem in the Maldives, and another 12.2% said it was a problem,

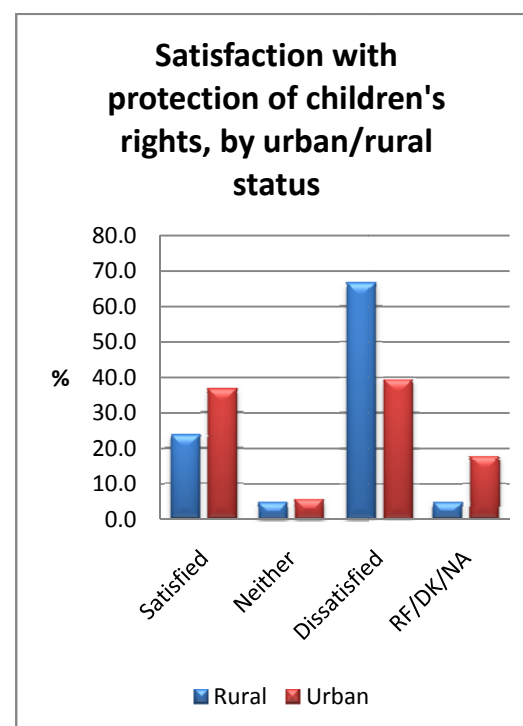


As the table above indicates, women (66.0%) are more dissatisfied at the level of protection for children's rights in the Maldives than men (41.8%) although there was a very high non-response rate from men, at 19.6%.



Perhaps unsurprisingly, as indicated in the table above, the younger the respondent, the

more likely they were to be dissatisfied with protection of children's rights (ignoring the high percentage in the 60-69 age group where there were only 21 respondents).



As the table above indicates, it is the rural population that is most concerned about the lack of protection for children's rights – with a 66.7% dissatisfaction level, compared with 39.6% for the urban population, although at 17.9% there is relatively high non-response rate for the urban population.

A follow-up question asked those respondents who thought protection was not adequate to identify in what areas they thought children's rights needed improved protection. Answers were not prompted. The most often mentioned areas for improved protection (and the percentage of respondents mentioning them) are set out in the list below:

86. In relation to children's rights, in what areas do you think children's rights need improved protection?	%
Violence against children	35.2
Better access to education	34.8
Drugs	23.8
Gender stereotyping/discrimination	16.8
Crime and/or gangs	16.5
Malnutrition	13.2
Infant mortality	7.3
Geographic isolation/access to basic services	7.2
Inadequate sanitation	4.3

CHAPTER THIRTEEN– THE RIGHTS OF OLDER PEOPLE AND PERSONS WITH DISABILITIES

Key findings

During consultations on the questionnaire, the human rights of the elderly and those with disabilities were mentioned regularly. Two questions that were similar to those for children’s rights were included – one looking at whether these group’s rights were adequately protected and another canvassing in what areas respondents think these rights need increased protection.

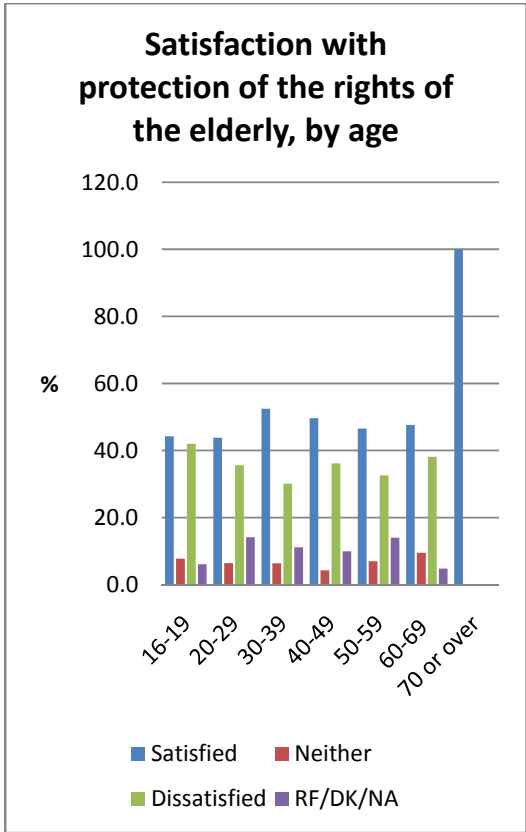
For older people, neglect; inadequate attention to health status of older people; abuse (physical or mental); lack of legislation and/or policies to protect older people; and inadequate housing for older people were mentioned most often.

For persons with disabilities, the main issues were: lack of schools for children with special needs; lack of access to education; inadequate health care (including mental health care) for people with disabilities; lack of employment/employment services; stereotyping/discrimination; and lack of facilities in existing schools for children with special needs.

Older people

The interests and needs of the older population had not been included in *The Rights Side of Life* but, during consultations on the questionnaire, the human rights of this group were often mentioned. Two questions that were similar to those for children’s rights were included – one looking at whether this group’s rights were adequately protected and, for those who considered increased

protection was required, canvassing in what areas they think the rights of older people need increased protection? Once again, respondents were not prompted for answers. The two tables below set out the satisfaction levels mentioned as well as the most often mentioned areas for improved protection (and the percentage of respondents mentioning them). Satisfaction levels peak in the 30 – 39 age group and then decline steadily. The spike of satisfaction from those over 70 is not statistically significant as there were only 5 respondents in this category answering this question.



88. In relation to the rights of older people, in what areas do you think the rights of older people need increased protection?	%
Neglect	21.9
Inadequate attention to health status of older people	20.6
Abuse (physical or mental)	19.5
Lack of legislation and/or policies to protect older people	12.3
Inadequate housing for older people	9.7
Inadequate pension	7.1
Lack of residential care/ nursing home facilities	6.0
Lack of respite care to ensure that family and volunteer carers are not overburdened	5.8
Lack of oversight (registration) of caregivers of old people	5.7
Lack of information/knowledge about benefits from Madhana Health Insurance (including medications, dentures, hearing aids etc	4.4

Persons with Disabilities

New constitutional arrangements protect the rights of persons with disabilities – under Article 17 of the Constitution they are protected from discrimination and are entitled to the same constitutional rights and freedoms as everyone else. Where needed, persons with disabilities are also entitled to special protection and assistance.

These national protections are reinforced by the United Nations Convention on the Rights of Persons with Disabilities which was ratified by the Maldives on 5 April 2010. The Convention mandates a new approach to disability in which the Convention emphasises the failure of societies to be inclusive and to accommodate individual differences. Societies need to change, not the individual, and the Convention provides a road map for such change.

In 2009, the Commission conducted an evaluation of services targeted at persons with disabilities, considering that as several services targeted at persons with disabilities have been in place for some time it was timely to review how effective these have been – but also to identify opportunities for improvement. The present survey was an opportunity to ascertain the knowledge and attitudes of society towards persons with disabilities as well as to gauge the needs of this group of rights-holders. The Commission therefore decided to include in the survey two questions about their needs, and the extent to which these are being met.

A total of 38.4% of respondents were satisfied with the level of protection for the rights of persons with disabilities in the Maldives, but 41.2% were dissatisfied. The number who were neither satisfied nor dissatisfied amounted to 6.9%. There was a non-response rate of 13.5%.

All respondents, other than those who said they were satisfied with the level of protection for those with disabilities, were then asked in what areas they thought the rights of persons with disabilities need increased protection. They were not prompted for answers, since more than one answer was possible. The table below sets out their responses – the percentages represent the numbers of times the particular area was mentioned by any respondent.

90 In relation to the rights of persons with disabilities, in what areas do you think the rights of persons with disabilities need increased protection?	%
Lack of schools for children with special needs	27.6
Lack of access to education	25.6
Inadequate health care (including mental health care) for persons with disabilities	24.4

Lack of employment/employment services	18.5
Stereotyping/discrimination	17.0
Lack of facilities in existing schools for children with special needs	15.8
Inadequate benefits/lack of information/knowledge about benefits from Madhana Health Insurance	9.0
Access to buildings and/or transport	7.7

CHAPTER FOURTEEN – RIGHT TO EQUALITY OF ACCESS TO SERVICES

Key findings

In *The Rights Side of Life*, respondents' satisfaction levels with various government services, all of which have a human rights component, were canvassed. These included the education system; access to health services; employment and work opportunities; access to markets to sell products; transport services; banking and credit facilities; access to radio, television, newspapers and postal services; municipal and/or local atoll and island administration; the court system, magistrates and judges; the police/security services; and the prison services.

Overall, there has been a reversal in satisfaction levels since *The Rights Side of Life*. For example, in relation to schools and education, in 2005, 49.1% of respondents expressed satisfaction (down to 34.1% in 2011) and 38.1% dissatisfaction (now up to 44.1% in 2011).

Respondents were again asked where there was room for improvement in some of these services. Many of the issues raised were similar to 2005, although often they were given different priorities. For example, the main areas not working well in the police/security system were listed (in order) as: corruption; can't get police when we need them; political influence; lack of fairness/bias; and torture.

In 2005, abuse of prisoners and torture were the issues mentioned most often.

This section of the questionnaire repeats some of the questions (and in some cases, expands on them) that respondents were asked in *The Rights Side of Life* about various government services, all of which have a human rights component. These included:

- schools and the education system;
- access to health services, medicine and hospitals;
- employment and work opportunities;
- access to markets to sell products, such as fish, produce, handicrafts;
- transport services (ferries, air services etc);
- banking and credit facilities;
- access to radio, television, newspapers and postal services;
- municipal and/or local atoll and island administration, including (where relevant) their Island Development and Women's Development Committees;
- the court system, magistrates and judges;
- the police/security services;
- the prison services.

In relation to each service, they were asked whether, overall, they were satisfied with the service; whether they were neither satisfied nor dissatisfied; or whether they were dissatisfied with the service.

In some cases, further clarification was required. Thus respondents were asked an open-ended question (without prompting) about what aspects of the education system and the health system needed improvement.

The latest survey has modified some of these questions in the interest of the sustainability of the questionnaire – to ensure that a higher number of questions will be relevant in five, ten, and fifteen years' time. The question on the rights to health has been disaggregated to separate questions on health services, medicine and hospitals. In addition,

respondents were asked what aspects of these health rights were in need of improvement.

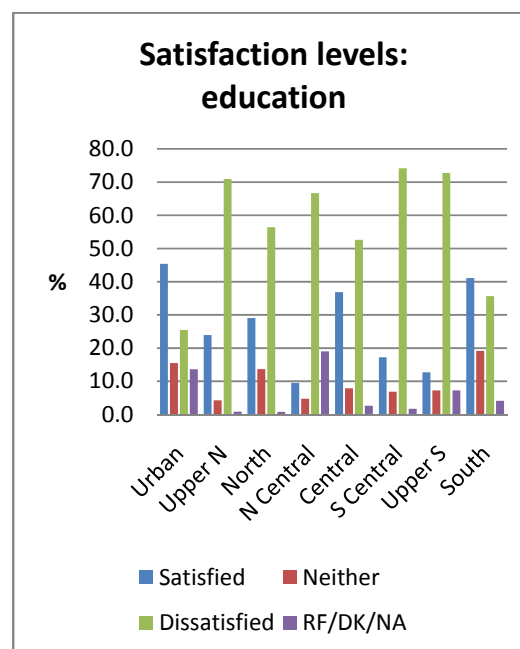
The question related to access to radio, television, newspapers and postal services was also disaggregated so that respondents could assess each separately. Questions about municipal and/or local atoll and island administration and island and women's development committees have been removed in the light of the local government reforms.

Questions about the court system, the police and the prison system were retained with minor adjustments and there is a new question on the provision of social security by the government for those in need of assistance. Another new question addresses whether the government is doing enough to ensure certain key services, given the availability of resources. Respondents were also asked which one of these key services should be given priority more than anything else.

In earlier sections in this report, the tables presented have often been disaggregated according to gender, age and, sometimes, rural/urban status as relevant. Since a primary focus of the present section is equality of access to services across the country, the primary tables presented in this section are regularly disaggregated by region and administrative status.

Schools and the education system

There has been a reversal in satisfaction levels since *The Rights Side of Life*. In 2005, overall, 49.1% of respondents were satisfied with their education services (down to 34.1% in 2011) and 38.1% dissatisfied (44.1% in 2011).



Urban dwellers (45.4%) and, by a lower margin, respondents from South Province, are the only categories with higher satisfaction than dissatisfaction levels with schools and the education system. Elsewhere, satisfaction levels range from 36.8% Central Province to just 9.5% of respondents from North Central Province.

The areas respondents (other than satisfied respondents) consider need improvement in the schooling and education systems are listed below. The percentages refer to the number of areas mentioned by any one respondent – the total exceeds 100% since respondents could mention more than one area. There were other reasons listed by 5.9% of respondents, mostly referring to religion.

92. In your opinion, what aspects of the education system need improvement?	% 2005	% 2011
Better trained and qualified teachers	85.8	59.2
Better facilities, such as library, laboratory	39.9	37.0
Education to higher grade on islands	63.5	33.5

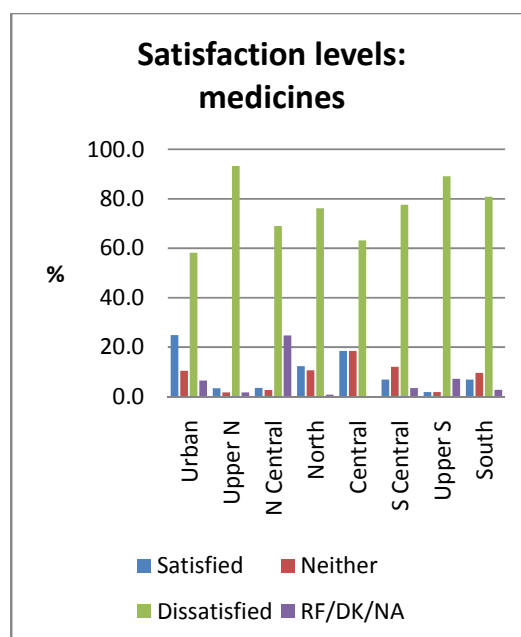
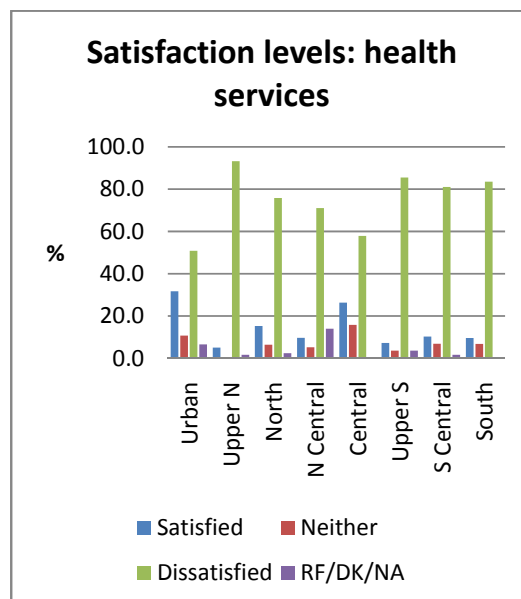
Better qualified principals	-	25.9
Improved curriculum	-	24.5
Government school curriculum available on all islands	24.5	22.4
Better monitoring systems	-	17.0

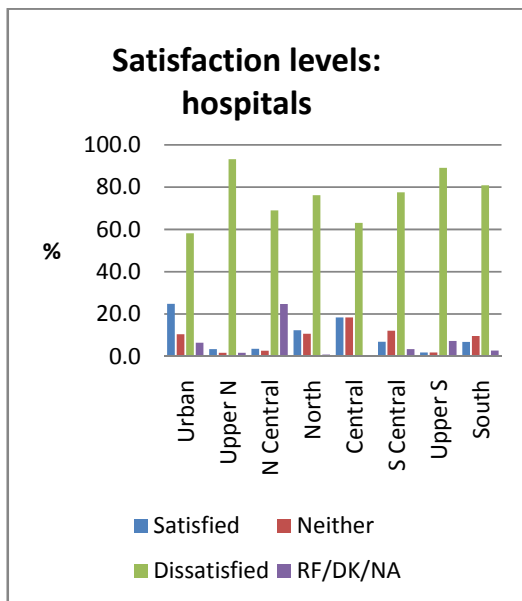
The order in which the different aspects were ranked has changed somewhat since 2005 when although better trained/qualified teachers rated highest (85.8%), education to higher grade on islands ranked next (63.5%), then better facilities, such as library, laboratory (39.9%) and then Government school curriculum available on all islands (24.5%).

Access to Health Care

As noted above, the question about access to health care was split into three. They are reported together in the table below.

Three questions were asked about satisfaction levels with access to health services, medicines and hospitals. The pattern was similar for all three health areas – dissatisfaction in urban environments, but much greater levels of dissatisfaction in the provinces.





Overall, dissatisfaction levels were highest in relation to hospital services (69.0%), although both other categories attracted percentages over 60% - access to health services at 65.5% and access to medicines at 63.7% - an average of 66.07%. This compares with a dissatisfaction level with these three aspects of health care in 2005 of 54.9%.

Even for urban respondents, who have the greatest level of access to health care, there was still a significant level of dissatisfaction. For health services it was 50.8%, for medicines 46.5% (still well above the satisfaction level at 35.0%) and for hospitals it was 58.2%.

All respondents were then asked what aspects of the health system need improvement?

96. In your opinion, what aspects of the health system need improvement?	%
Better services at hospitals	71.4
Better services at health centres	43.1
More hospitals at a regional level	22.9
More health centres	8.8

Access to other services

Respondents were also asked for how satisfied they were with a number of other services, including access to work and employment opportunities. The Commission, in its submission to the United Nations Human Rights Council for the Universal Periodic Review of the Maldives, noted that employment related complaints constituted the largest number of complaints submitted to the HRCM in the past three years. The HRCM noted that despite the constitutionally-guaranteed right to fair and equal conditions of work, and the existence of an Employment Act, implementation of employment related legislation was in need of much improvement. The institutional mechanisms necessary for such implementation were weak, and conditions of work, especially in the private sector and in relation to migrant workers, were not monitored in a systematic and regular manner.

The satisfaction levels of respondents in relation to work and employment opportunities, along with a range of other services, are set out below:

	Satisfied	Neither	Dissatisfied	RF/DK/NA
97.1 In relation to work and employment opportunities, are you:	35.1	10.3	48.4	6.2
97.2 In relation to access to markets to sell your products, such as fish, produce, handicrafts etc, are you:	23.7	14.8	48.5	13.0
97.3 In relation to transport services (ferries, air services etc), are you:	46.1	12.7	36.4	4.9
97.4 In relation to banking and credit facilities, are you:	42.3	11.8	37.2	8.7
97.5 In relation to access to radio, are you:	73.5	7.3	11.4	7.8
97.6 In relation to access to television, are you:	74.3	8.0	12.5	5.1
97.7 In relation to access to newspapers, are you:	50.8	9.6	30.2	9.4
97.8 In relation to access to postal services, are you:	49.4	10.4	27.1	13.2
Average levels 2011	49.4	10.6	31.5	8.5
Average levels 2005	49.1	10.0	37.6	3.3

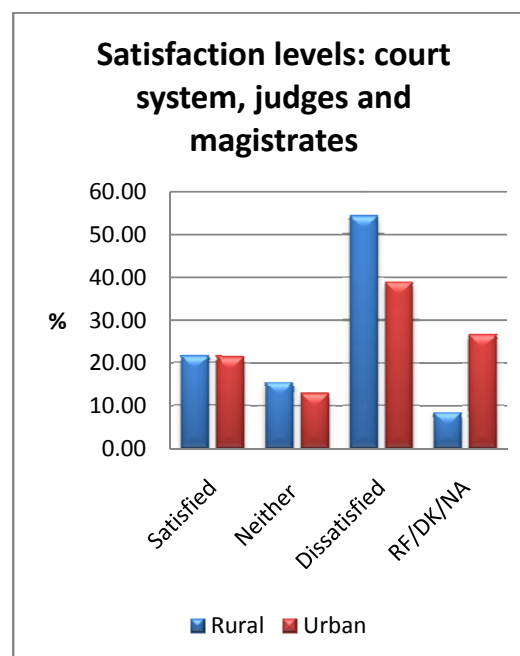
These services were grouped together in the questionnaire. There was one difference between *The Rights Side of Life* survey and the latest survey – in the former, radio, television, newspapers and postal services were all

grouped together. In the latest survey, they have been disaggregated.

Since the disaggregation has made direct comparison between the two surveys for each category impossible, satisfactions levels have been averaged over these eight services. On average there has been little change over the six years. Those who are satisfied number just under 50% in both surveys; those who are neither satisfied nor dissatisfied are also constant at around 10%. Those who express dissatisfaction are down from 37.6% to 31.5%, but there has been an equivalent increase in non-responses.

Court system, judges and magistrates

As in 2005, respondents were asked about their levels of satisfaction with the court system, judges and magistrates. Those who were dissatisfied were then asked what they thought was not working in the system. Since 2005, satisfaction levels have nearly halved in this sector. Overall, 21.5% (41.5% in 2005) of respondents were satisfied, 14.4% (8.8% in 2005) neither satisfied nor dissatisfied and 46.8% (41.5% in 2005) were dissatisfied. The non-response rate was relatively high at 17.4% – which partly explains why the dissatisfaction rate has increased only slightly, despite the large drop in satisfaction levels.



Analysed by rural/urban status, highest dissatisfaction levels are now found in rural communities, whereas in 2005 a majority of rural dwellers were satisfied with these judicial services (46.0%) compared with 39.8% who were dissatisfied. Satisfaction levels are now down to 21% for both rural and urban respondents.

Those who were dissatisfied with the court system, judges and magistrates were then asked what they thought was not working properly. Responses are set out in the next table.

99. If not satisfied, in your opinion what is not working properly in the judicial system?	%
Corruption	32.6
Unfair/unjust decisions	30.1
Lack of information	9.6
Lack of security for judges	9.0
Lack of access to lawyers	8.6
Competence of judiciary	8.2

The number of respondents mentioning corruption has gone up by half – and it was the second ranking reason given in 2005,

behind unfair/unjust decisions which were mentioned by 69.6% then. The part of the community that is dissatisfied with the judicial system now attributes problems more to corruption than to unfair/unjust decision-making.

Police/security services

A regular concern expressed during the consultations for this survey was the effectiveness of the police (and the courts) to deal with what was perceived as a rising crime rate. The crime rate issue was addressed in Chapter Eight. In the part of the questionnaire dealt with in this chapter, respondents' views were canvassed about the effectiveness of the police/security services, one element in community concerns about the crime rate.

	2011		2005	
	Rural	Urban	Rural	Urban
Satisfied	34.6	50.5	60.6	45.8
Neither	11.8	8.3	6.4	10.5
Dissatisfied	48.1	28.0	29.4	40.7
RF/DK/NA	5.6	13.2	3.7	3.0

Clearly, the concerns raised during consultations on rural islands have been borne out in the survey itself. The rural community, having on average been more satisfied (60.6%) than dissatisfied (29.4%) with police services in 2005 are now more dissatisfied (48.1%) than satisfied (34.6%). In 2005, urban populations were also more satisfied (45.8%) than dissatisfied (40.7%) though the margin was much smaller. Now, their satisfaction levels have improved markedly with satisfaction levels at 50.5% as against dissatisfaction levels which have reduced to 28%. Whether the events of 2012 have altered these perceptions is an open question.

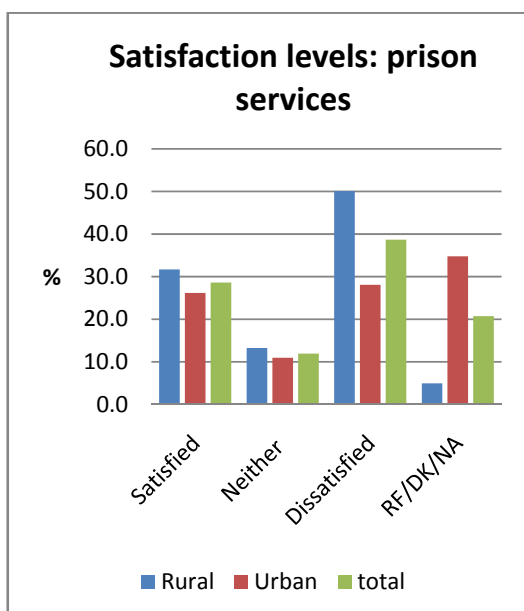
Those respondents who were dissatisfied were then asked what they thought was not working properly in the police/security system:

101. If not satisfied, in your opinion what is not working properly in the police/security system?	%
Corruption	20.8
Can't get police when we need them	20.1
Political influence	15.1
Lack of fairness/bias	13.7
Torture	11.1
Releasing detainees back into the community	10.4
Not dealing with crimes	10.3
Lack of information about cases/detainees	4.5
Lack of access to detainees	3.2

Once again, there are significant changes since 2005, when not dealing with crimes was at the top of respondents' concerns and corruption was in fifth place. Corruption is now the top concern. More encouragingly in terms of the professionalisation of the police, however, is that concern about torture has dropped from 18.3% to 11.1% and concern at lack of fairness/bias is also lower at 13.7%, down from 33.1%.

Prison services

The HRCM was established in the wake of the riot in Maafushi prison which led to the death of a prisoner and civil unrest in the streets of Male'. It has prioritised torture and abuse of detainees and there has over the years been a dramatic reduction in the number of torture complaints received. Concerns about the treatment of detainees continue, however, and following the ratification of the Option Protocol to the Convention Against Torture, the Commission was designated the National Prevention Mechanism for the Maldives and now makes regular and unscheduled visits to places of detention.



Again, in 2005, satisfaction levels (30.9%) exceeded dissatisfaction levels (20.1%) about prison services. Now, the situation is reversed with, overall, 28.6% of respondents expressing satisfaction but 38.7% saying they were dissatisfied. A high non-response rate is due, no doubt, to the limited contact that most of the population have with the prison system.

As with some other services, those respondents who said they were dissatisfied with prison services were asked what they considered was not working in the prison service:

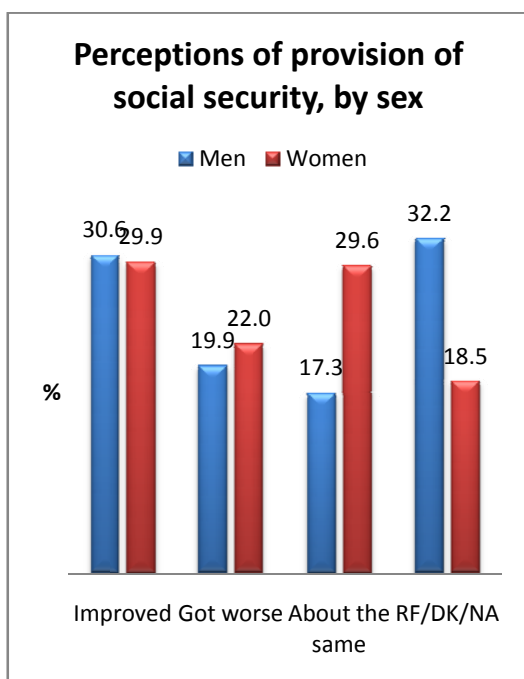
103. If not satisfied, what do you consider is not working properly in the prison service?	%
Corruption	13.7
Abuse of prisoners	10.7
Torture	10.5
Lack of space and medical facilities	9.8
Political interference	9.7
Lack of supervision	9.2
Lack of adequate access to prisoners	7.2
Lack of fairness/bias	6.3
Lack of information about prisoners	6.1
Lack of rehabilitation facilities	5.5

In 2005, abuse of prisoners (53.4%) and torture (42.0%) had topped the list of respondents concerns. In the latest survey, corruption has overtaken these two concerns, although the percentage of respondents mentioning all three has reduced considerably. Political interference appears on the list for the first time as the fifth most often mentioned area needing improvement.

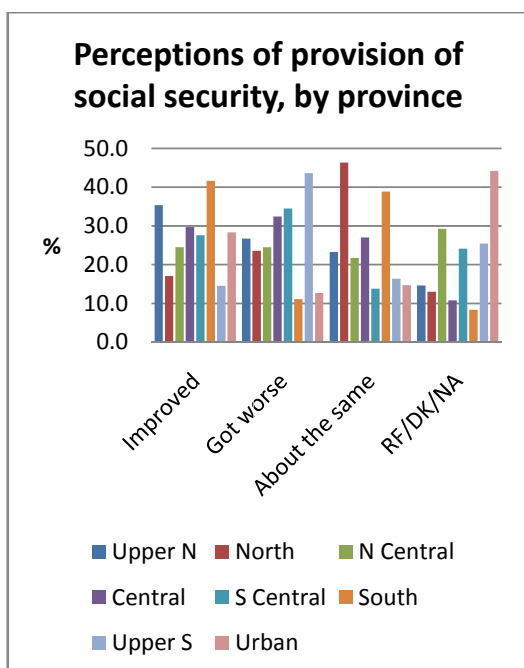
Social security

Under the 2008 Constitution, elderly and disadvantaged persons are entitled to protection and special assistance from the family, the community and the State. Reflecting this provision, a new question was asked in the latest survey – whether respondents considered that, in the past year, the provision of social security by the government for those in need of assistance has improved, got worse or stayed about the same.

Overall, 30% of respondents consider social security has improved, 20.9% think it has got worse and 23.2% say it has stayed about the same. Non-responses totalled a relatively high 25.2%.



Men and women differ on this issue only about whether social security has stayed about the same – a greater proportion of women consider it has – whereas many more men are unsure of the situation.



There are significant variations in respondents' views, province by province. By a margin of two to one, urban respondents

consider social security provision to have improved over those who consider it to have worsened. However, a very high proportion of them have not recorded an opinion.

Among the rural provinces, only 14.5% of respondents in the Upper South Province consider social security provision has improved, versus 43.6% who think it has got worse. On the other hand, 41.7% of respondents in South Province think social security has improved, whereas 11.1% think it has declined. The highest percentage of respondents who say it has remained about this same is in North Province (46.3%).

Access to services vs. availability of resources

The government is legally obliged by international law to ensure that everyone in the Maldives is entitled to equality in access to services without discrimination, subject to the availability of resources. This is reflected in the 1966 International Covenant on Economic, Social and Cultural Rights which was ratified by the Maldives in September 2006. Under Article 2 of this international instrument, each ratifying State undertakes to take steps, individually and through international assistance and co-operation, especially economic and technical, to the maximum of its available resources, with a view to achieving progressively the full realisation of the rights recognised ICESCR by all appropriate means, including particularly the adoption of legislative measures.

A similar obligation exists under the 2008 Constitution by which the State has agreed to achieve the progressive realisation of economic and social rights by reasonable measures within its ability and resources. Against this legal framework, the HRCM decided to ask respondents what they thought about the government's performance on these issues.

105. Given the availability of resources, do you consider that the government is doing enough to ensure the following:	Yes	No	RF/DK/NA
105.1 Improving health services?	46.4	44.7	8.9
105.2 Improved access to education up to Grade 10?	68.0	22.7	9.3
105.3 Improved access to safe drinking water	58.6	31.2	10.2
105.4 Improved access to electricity	60.8	29.6	9.6
105.5 Improved sewerage facilities	54.3	34.9	10.8
105.6 Improved housing, including financial assistance	52.9	36.6	10.5
105.7 Improved waste disposal systems	48.4	39.6	12.0
105.8 Improved social security	43.4	42.9	13.7

While all answers indicate that respondents believe the government is giving enough attention to all these key areas, given available resources, this is only by a small margin in relation to three areas: improved social security, improving health services and improved waste disposal systems.

Prioritising economic and social services

The previous question provides some information about respondents concerns over the level of attention being given by the authorities to specific economic and social needs. However, the question does not enable respondents to factor in the country's financial situation in deciding whether enough is being done in these key areas of government services. Governments rarely have enough resources to deal with all pressing human rights concerns at the same time. Bearing this in mind, the HRCM decided to ask respondents which service should be given the highest priority.

106. In your opinion, which one of the following more than anything else should be given priority by the Government?	
Improving health services	49.3
Improved housing, including financial assistance	15.9
Improved social security	10.1
Improved access to education up to Grade 10	8.3
Improved sewerage facilities	3.3
Improved access to safe drinking water	1.5
Improved access to electricity	1.5
Improved waste disposal systems	0.6
Other	1.4
RF/DK/NA	8.5

Nearly half of all respondents consider improving health services should be the top priority – the next highest priority, mentioned by 15.9% of respondents, is improved access to housing (including financial assistance) even though this was not one of the top three key areas identified for attention in the previous question. Similarly, improved waste disposal systems has dropped out of the top three and is now (at 0.6%) last of the eight key areas. It is obviously an issue of concern to the community, but not to the same degree as improving health services.

The relative importance ascribed by respondents to improved access to housing underlines the importance of official attention to the recommendations made in the “Rapid on the Housing Situation in the Maldives” a report published by the Commission in November 2008. Three and a half years later, very little has been done to implement these recommendations.

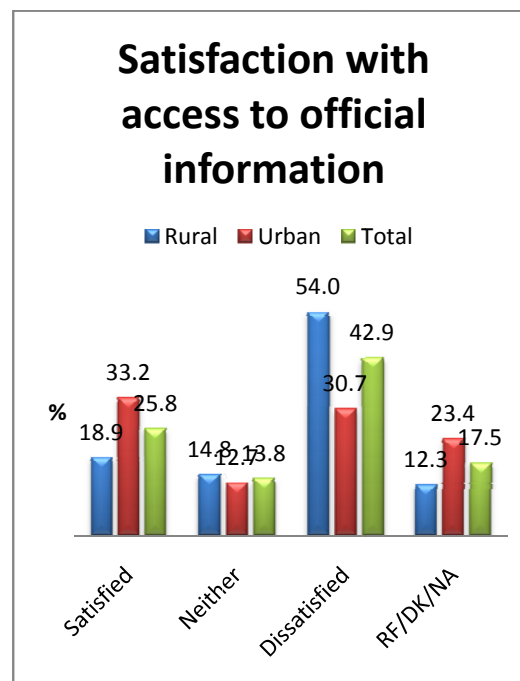
Disaggregated by sex, the same order of priorities is evident, but a different picture emerges when the data is examined according to whether the respondent is from a rural or urban environment. While the order of

priorities above applies to urban dwellers, rural respondents have a different view. They still prioritise improving health services over all other services, but the second most important service for them is improved social security and the third is improving access to education up to Grade 10. For rural respondents, improved housing is in fourth place.

Access to official information

The Rights Side of Life survey asked respondents how satisfied they were about access to official information from both central government and local administrations. This was prior to the more recent local government reforms and repeating the questions in the latest survey provided an opportunity to determine (at an early stage of the reforms) whether respondents considered access to information had improved.

In 2005, there was a significant level of dissatisfaction with their access to official information. Although overall, 45.7% of respondents were satisfied and 37.3% dissatisfied, there was majority dissatisfaction on several islands, including both urban islands (Male' and Addu).



In 2011, the rural population is highly dissatisfied with its access to official information – 54.0% are dissatisfied compared with a satisfaction level of 18.9%. This level of concern is much higher than in 2005. By a small margin, on the other hand, urban respondents are more satisfied (33.2%) than not (30.7%) with their access to official information, reversing the situation in 2005.

This concern about access to information is common to all provinces (other than urban areas) with the gap between dissatisfaction and satisfaction levels greatest in the Upper South (69.2% vs. 13.5%) and lowest in the South (41.4% vs. 21.4%).

As in 2005, there was a follow-up question in the latest survey to determine the level of support for freedom of information legislation. A Right to Information Bill has for some time been under review by the Majlis Committee on Social Affairs. The Bill was drafted with inputs from civil society. It has not yet been passed by the Majlis, however. The results below indicate that the need for

legislation in this area remains an important issue for the community in 2011.

108. Do you support freedom of information laws which will give the public the right of access to information except where this would compromise the security of the country?

	2011 %		2005 %	
	Male	Female	Male	Female
Yes	63.7	75.8	90.3	86.6
No	13.0	14.2	8.0	10.8
RF/DK/NA	23.3	9.9	1.8	2.7

In 2011, there is significant support for freedom of information laws, although it has dropped somewhat from 2005. There has been a small increase in opposition to this concept, but most of those previously, but no longer, in support appear to have migrated to the non-response category.

CHAPTER FIFTEEN – DEMOCRATIC RIGHTS TO PARTICIPATE IN GOVERNMENT AND TAKE PART IN DECISION-MAKING

Key findings

One of the key findings of *The Rights Side of Life* was the strong support for atoll chiefs and island chiefs to be elected locally. It was one of the few issues on which women (92.0%) felt more strongly than men (84.7%).

The first Local Council elections were held in 2011 and the HRCM decided to ask whether respondents had voted in the Local Elections what aspects of those elections they considered problematic.

Only 58.8% men voted in the Local Council elections – considerably lower than the number of women who said they voted (77.0%) and lower than the turnout in the May 2009 Parliamentary Elections. At 67.8%, the total of those who said they voted approximates the turnout estimated by the Electoral Commission (70%). Urban voters turned out in lower numbers than those on rural islands.

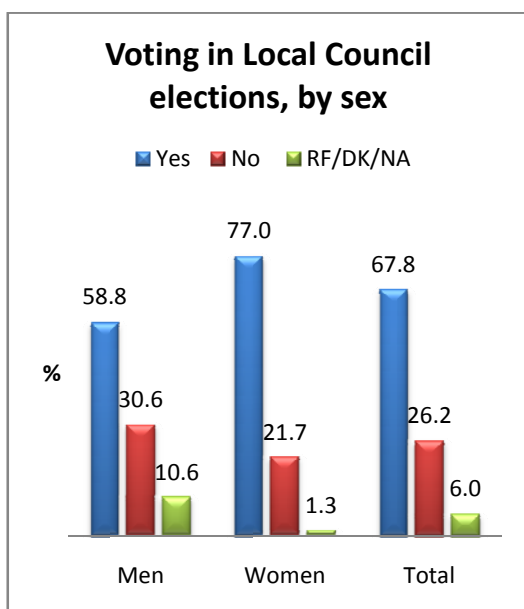
The problematic areas of the local council elections identified by respondents were, in descending order: mismanagement or incomplete voter registration; lack of voter education; aggressive campaigns along party lines; insufficient duration for voting; and last minute court election rulings. A number of these will be of concern to the Elections Commission, which is charged with ensuring free and fair elections throughout the country.

Globally, NHRIs with have taken a strong interest on the issue of business and human rights, which was the focus of their 10th international meeting in Edinburgh, Scotland in 2010.

Reflecting this, the HRCM added a new question on the issue. Overall, respondents agreed strongly that corporations and private companies should be required by law to meet human rights standards, for example in relation to conditions of work and the environment. More women (84.9%) than men (74.2%) agree with the proposition. Very few disagreed (6.9% overall) and even fewer (0.7%) thought human rights standards should be met in only some circumstances.

Since *The Rights Side of Life* survey in 2005, the 2008 presidential election has taken place – the first multi-party election in the history of the Maldives. In this election, the incumbent Maumoon Abdul Gayoom of the DRP was beaten by Mohamed Nasheed of the MDP. The next year, full and free elections for the Majlis were held, resulting in the DRP holding the largest number of seats (28) despite securing only 24.6% of the popular vote. The second largest party in the Majlis, with 26 seats, is the MDP which obtained 30.8% of the popular vote.

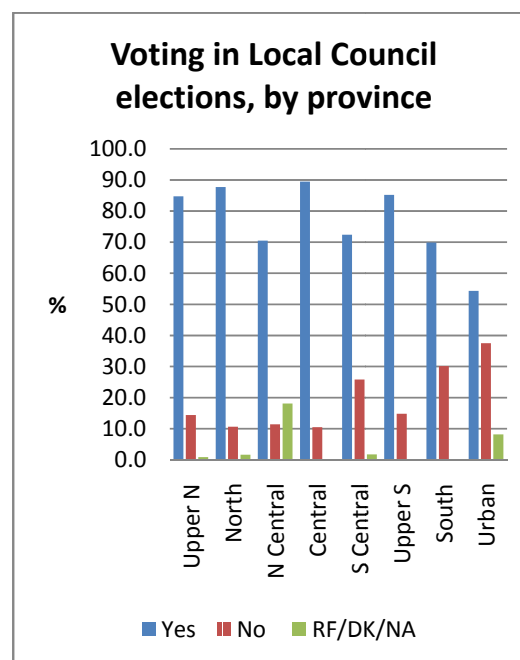
The democratic cycle was completed in 2011 with the first Local Council elections. Against this background, the Commission decided to reduce the number and range of questions about elections to just two – asking whether respondents voted in the Local Elections and what aspects of those elections they considered problematic.



Only 58.8% men voted in the Local Council elections – considerably lower than the number of women who said they voted (77.0%) and lower than the turnout in the May 2009 Parliamentary Elections which was 79% - although it is common in established democracies for turnouts in local level elections to be lower than for parliamentary or presidential elections.

At 67.8%, the total of those who said they voted approximates the turnout estimated by the Electoral Commission (70%). This correlation tends to support the robustness of the survey.

On analysis it is notable that it is the urban voters (on Male'and Addu) who turned out to vote in lower numbers.



In all of the provinces, the turnout was over 70% and in 4 provinces it was over 85%.

Asked what aspects of these elections were problematic, a number of issues were mentioned:

110. In your opinion, what aspects of these elections were problematic?	%
Mismanagement or incomplete voter registration	31.7
Lack of voter education	20.3
Aggressive campaigns along party lines	17.6
Insufficient duration for voting	14.6
Last minute court election rulings	10.1
Inadequate polling booths	6.3

The Elections Commission will be concerned that nearly a third of those responding to this question were concerned that there was mismanagement of (or incomplete) voter registration and that lack of voter education, insufficient duration for voting and inadequate polling booths also drew criticisms. Three respondents mentioned

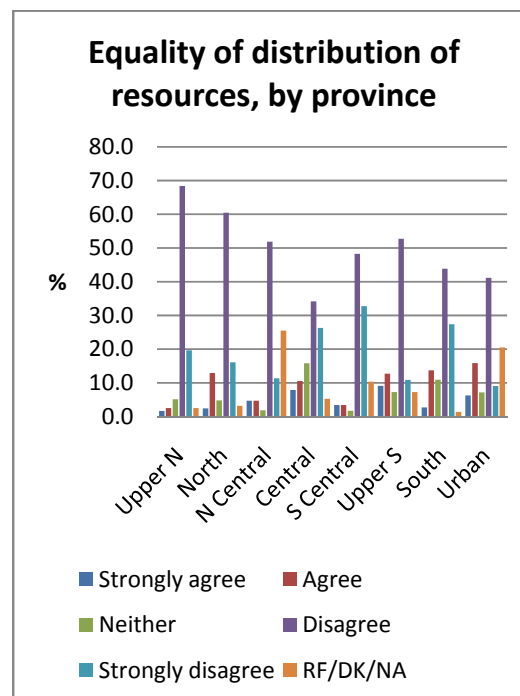
problems with the voting system for people with special needs.

Distribution of resources among islands and atolls

The Rights Side of Life canvassed how fairly and equally distributed resources were among islands and atolls. There was considerable variation, and few patterns in the answers. Overall, a majority of respondents across the country (57.4% vs. 33.5%) were of the opinion that resources were not distributed freely and fairly, though opinions varied from the different geographical regions.

In 2011, a clearer pattern has emerged. Respondents from every province and the urban areas as well, are of the decided view that there is no fair and equal distribution of resources among islands and atolls. The further away the province is from the urban centres in the centre and the south, the stronger the view is held that resources are not fairly or equally distributed.

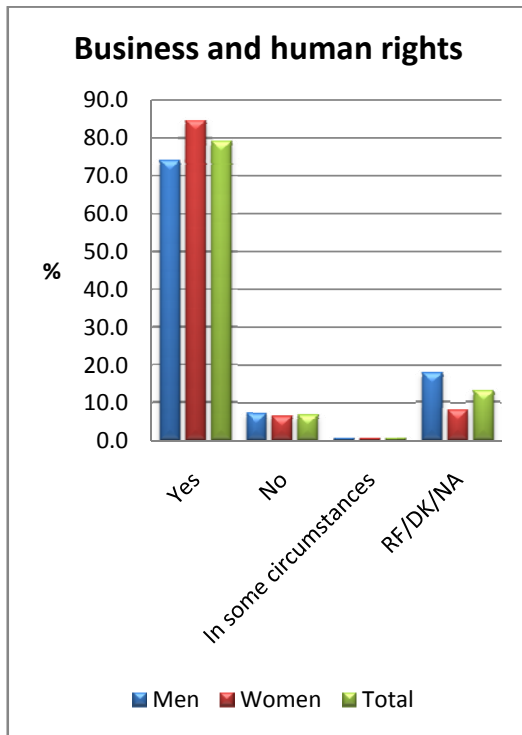
In urban centres, 49.1% disagree or strongly disagree with the proposition whereas 22.2% agree. But in the Upper North Province, 88.1% disagree or strongly disagree and the figure is 76.6% in North Province. It is lowest in Central Province where 60.5% disagree or strongly disagree – though not as low as in urban centres (50.1%).



Human rights and business

Such is the interest in the issue of human rights and business that the United Nations has formally established a Working Group on Business and Human Rights. Further, national human rights institutions like the Commission have conducted a baseline survey among their number to assess the current level of engagement of NHRIs with the issue and adopted business and human rights for their 10th international meeting in Edinburgh, Scotland in 2010.

Reflecting this global focus, a new question in this section was added to the questionnaire - respondents were asked whether they consider that corporations and private companies should be required by law to meet human rights standards, for example in relation to conditions of work and the environment. There were yes and no options, but respondents could also mention in what circumstances business could be held accountable.



Overall, respondents agreed strongly that corporations and private companies should be required by law to meet human rights standards, for example in relation to conditions of work and the environment. More women (84.9%) than men (74.2%) agree with the proposition. Very few disagreed (6.9% overall) and even fewer (0.7%) thought human rights standards should be met in only some circumstances.

This was the final question for male respondents.

CHAPTER SIXTEEN –TSUNAMI DAMAGE

During consultations for the 2005 survey, questions had been raised about inequalities in access to assistance and support by those affected by the tsunami, which had occurred some 8 months earlier. The HRCM therefore included some basic questions about the extent to which participants' property had suffered damage. Responses indicated considerable regional variation in the degree to which respondents had been able to recover from the tsunami.

Similar questions were asked in the recent survey, as it became apparent during pre-survey consultations that in some parts of the country recovery had not been completed nearly seven years after this devastating event.

Respondents were asked whether their housing unit, sanitary unit, housing water supply or property (capital goods) had been damaged.

Damage due to the Tsunami				
	Housing Unit	Sanitary Unit	Water Supply	Capital Goods
	%			
Extensive	1.5	1.0	0.6	0.7
Considerable	1.9	0.6	1.0	0.7
Little	2.5	2.7	0.6	0.9
None	89.9	92.1	94.4	95.1
RF/DK/NA	4.2	3.8	3.4	2.6

Those who had suffered tsunami damage were asked about their satisfaction levels over the assistance they had received from various sources.

Support from:	Satis- fied	Neither	Dissatis- fied	RF/DK /NA
	%			
Island/governme nt authorities	19.6	10.9	28.3	41.3
International organisation	15.2	23.9	23.9	37.0
Local NGO	6.5	15.2	41.3	37.0
Local community	15.6	24.4	22.2	37.8
Relatives	23.9	21.7	17.4	37.0
Friends	28.3	17.4	17.4	37.0
Other islands	10.9	28.3	19.6	41.3
Other	14.0	16.3	23.3	46.5

Although the figures above indicate relatively high levels of dissatisfaction with the assistance tsunami victims have received, it should be noted that the number of respondents for this question was very low, as fewer than 5% of respondents had suffered any tsunami damage.

Finally, tsunami victims were asked what aspects of tsunami recovery they were most concerned about.

Levels of Concern at Aspects of Tsunami Recovery	%
Lack of Housing	22.7
Authorities Losing Interest	20.5
Corruption	13.6
Improper Handling	9.1
Slowness of Delivery	9.1
Lack of Progress in Disputes	6.8
Other	18.2
Total	100.0

CHAPTER SEVENTEEN – EMPLOYMENT ISSUES

A small majority (48.4%) of respondents were not in employment (the figure was 95% for expatriates) – the rest (50.8%) were employed in the following sectors:

Employment Sector	%
Fishing	3.1
Government Job	42.7
Home Business	5.4
Private Business	4.4
Handicraft	2.1
Day Labour	2.3
Tourism	14.2
Agriculture	6.1
Retail Shop	4.7
Joint Venture	0.5
Domestic Worker (Servant)	1.0
Other (Specify)	12.2
RF/DK/NA	1.2
Total	100.0

Employers comprised 4.9%; 41.3% were employees; 2.1% group workers; 6.3% self-employed; 11.4% in household duties and child-care; 4.1% were unpaid family workers; and 24.2% described themselves as unemployed.

One-third of expatriates worked in tourism and another 21.05% in agriculture. 29.32% indicated they worked in some other sector.

Maldivians still work long hours. In 2005, nearly 20% recorded that they worked 12 hours a day or more. Now, the figure is 16.6%. The number who work 8 hours or less is relatively constant at around 50%, although only 32.4% of expatriates work 8 hours or less.

Hours Worked Each Day	%
Less than 4hrs	4.6
4-8hrs	44.4
9-10hrs	17.7
11-12hrs	10.0
More than 12hrs	16.6
RF/DK/NA	6.7
Total	100.0

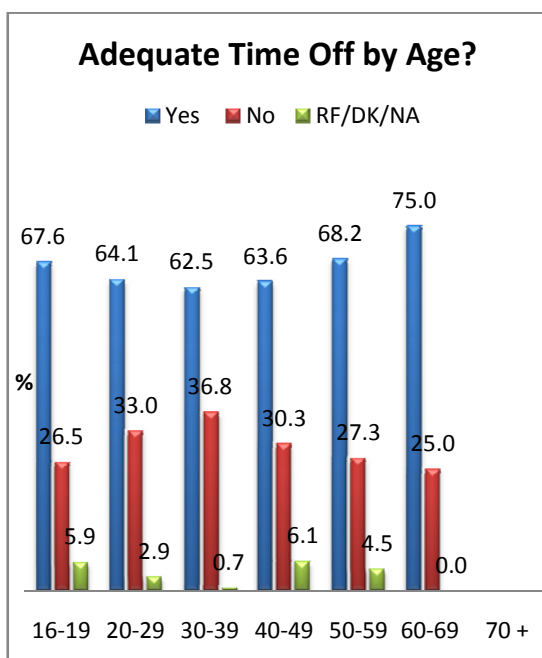
People in the Maldives also still have little time off. However, the number of those working more than 27 days a month (i.e. have less than a day per week off) has dropped somewhat from around 50% in 2005 to 37.9% in the current survey.

Days Worked Each Month	%
Less than 20 days	2.9
21-22 days	11.5
23-24 days	9.7
25-26 days	20.8
27 days	9.5
more than 27 days	37.9
RF/DK/NA	7.9
Total	100.0

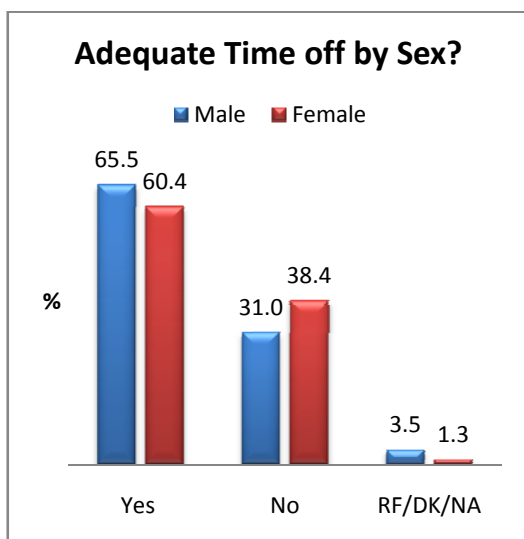
In 2005, 22.5% of workers received five or more days paid holidays a month, whereas the figure has now risen to 27.2%. Expatriates are considerably worse off, with 88.4% getting 4 days or less paid holidays per month, compared with 54.2% of all workers.

Days Paid Holiday per Month	%
4 days or less	54.2
5 days	7.5
6 days	3.2
7 days	3.2
8 days	9.4
more than 8 days	3.9
RF/DK/NA	18.7
Total	100.0

Next, respondents were asked whether they consider that in their own job they have adequate time off for leisure and to spend with their family and friends.



Satisfaction levels with the amount of time off that respondents have slowly reduce into middle age, then climb again to the point where three quarters of those over 60 are satisfied with the amount of time they have off. Among expatriate workers, 67% consider they have adequate time off.



Men are more likely than women to consider they have sufficient time off for their leisure and to spend with their friends and family, by a majority of 65.5% to 31.0%. For women, the

percentages are 60.4% “(Yes)” to 38.4% (“No”).

Monthly Pay Rates in Rufiyaa per month	% All	% Exp
Less than 1000RF	1.6	0.0
1000 - 2999	16.0	42.3
3000 - 4999	20.4	25.5
5000 - 6999	20.0	10.2
7000 - 8999	14.1	5.8
9000 - 10999	8.6	5.1
11000 or more	7.7	8.8
RF/ DK/NA	11.6	2.3
Total	100.0	100.0

The monthly pay rates of respondents in work, in rufiyaa per month, are set out in the table above – with the figures for expatriates in the final column. Direct comparison with the equivalent question in 2005 is not possible, since the income ranges have been changed, but it does appear that monthly pay rates have risen for those in employment. In 2005, 4.3% recorded that they received more than Rf8,000 per month, whereas in the current survey, the total of those receiving more than Rf9,000 per month is 16.3%. Expatriates are over-represented at the lower levels.

Income levels from the self-employed and those receiving property income (such as renting) or profits from a family business are much lower.

The vast majority (83.7%) of respondents receive their pay monthly, up from 80% in 2005. However, the timeliness of their pay has decreased markedly. In 2005, 83% reported that they were always paid on time. The figure is now 49.8% (57.7% for expatriates). Asked what benefits they get in addition to their pay, 17.9% mentioned free medical care, 13.1% free meals and 11.7% free accommodation.

Asked whether they consider the wage and benefits they receive are fair for the work

they do, 48.9% agreed (56.3% in the case of expatriates), down from 65% in 2005.

Nearly 82% consider that workers who are required to live on their employer's site should have time off to spend with their families and friends in addition to normal holiday entitlements. Only 10% disagreed with this proposition.

A reasonable distribution of household wealth was achieved among respondents, similar to 2005. 62.2% thought their household had were average economically, 16.1% below average and 14.7% above average.

Household Wealth	2011	2005
	%	
Well below average	3.4	6.1
Below average	12.7	14.3
Average	62.2	58.4
Above average	6.4	15.5
Well off	8.3	5.7
RF/DK/NA	6.9	-
Total	100.0	100.0

CHAPTER EIGHTEEN – CONCLUSION

There is much for the HRCM and its key stakeholders to digest in this report. The decreased support in the general population for women's right to equality is particularly alarming and something that the Commission will need to address, especially in its awareness raising programmes. Also, although awareness of the HRCM and its work has increased markedly since 2005, there is less appreciation of the Commission's performance. The HRCM will need to examine this in some depth, since its credibility is crucial to its ability to having an impact and improve the human rights situation on the ground.

New questions, like the relationship between human rights and religion and the rights to practice their religion of large numbers of non-Muslims in the country, have revealed issues that the government, assisted by the HRCM and civil society, will need to address.

Another area for attention is the change in attitudes revealed, especially among men, towards the place of violence in the relationship between men and women. Increasingly women are refusing to accept that violence is appropriate in their homes, yet men's views have changed little, or in some areas even regressed – possibly as a result of the growing assertion of Islamic values in some sectors. There is also widespread concern, among both men and women, of the problem of sexual abuse of both girls and boys. Organisations with a focus on violence against women and children, including the HRCM, obviously need to develop strategies to deal with the information revealed by the latest survey.

The report's findings will also be important for all state agencies. For example, while there has been rapid democratisation in the years

since the 2005 survey, those responsible for elections will be concerned to ensure that the short-comings of the 2011 local elections are not repeated. The instance of crime is of major concern to the community, although the percentage of those families actually affected by crime is relatively low.

Although the high level of support for access to official information in 2005 has dropped somewhat, it remains at a significant level and it would seem important to address the lack of effective freedom of information legislation, with an exception where this access would compromise the security of the country.

There are some encouraging signs, however. People generally have become much more aware of human rights since *The Rights Side of Life* survey in 2005, can name and prioritise a number of human rights issues and, increasingly, are asserting those rights. Torture and abuse in the police/security sectors, which was a major concern in 2005 and has been a real focus for the HRCM, is no longer among the population's top concerns – an indication that the HRCM has had some success in this troublesome area.

Now that the HRCM has decided to repeat this survey every five years, plans can be made to address the many issues raised in relation to peoples' human rights knowledge, attitudes and experiences. In five years' time, the next survey will measure how well the HRCM and its partners in government and civil society have achieved their objectives.

APPENDIX I

List of People Consulted on Survey Design

#	Organization Institute	Consultants	Designation
1	UNDP	Zindu Salih Naima Mohamed Naushan A. Muhaimin	Governance Representative Programme Associate Project Manager
2	UNICEF	Mariyam Naadha Mohamed Naeem HawwaZahira	Prog.Communication Officer Child Protection Specialist Child Protection Officer
3	Police	Ahmed Abdul Rahman Ahmed Shifan	Chief Inspector Chief Staff Inspector
4	WHO	Dr Jorge Luna	Representative
5	UNFPA	Shadiya Ibrahim Rune Brandrup	Assistant Representative. Programme Coordinator
6	Ministry of Finance and Dept. Of Planning	Aishath Shahuda Ismail Shafeeq Fathmath Riyaza Fazeela Yoosuf Aishath Anya Looma Abdul Hakeem MariyamNiyaf	Dep. Exe. Director Permanent Secretary Assistant Director Snr. Project Officer Asst. Statistical Officer Snr. Statistical Officer Deputy Director General
7	Ministry of Education	Abdulla Nazeer Hussain Rasheed Ahmed Shafeeu	Deputy Manager DDG Director General
8	Dept. Of Penitentiary	Mohamed Rasheed	Director General
9	MNCCI	Ismail Asif	1 st Vice President
10	Independent associations (Tourism Employment Association (TEAM))	Mauroof Zakir Ahmed Easa Ahmed Shiyam Abdullah Haseeb	Vice President (TEAM) President (TEAM) Board Member(Team) Board Member(Team)
11	Maldives Civil Servants Association (MCSA)	Mohamed Rasheed Abdullah Athif	Member (MCSA) Member(MCSA)
12	Dept. Of Gender and Family	Aminath Nadha Shareef Mohamed Rasheed	Senior Counsellor Senior Social worker
13	Health Ministry	Abdulla Faseeh Aishath Riyaza Shifaza Wajeeh Thooma Adam Aishath Shuda	Senior Counsellor Public Health Programme Officer Research Officer Senior Microbiologist Senior Project Officer
14	Attorney General's Office	State Attorney State Attorney	Minna Nafiza Mohamed Nishath
15	Ministry of Human Resources, Youth and Sports	Hussain Isamil Maryam Noordeen	Deputy Minister Asst. Ex. Director
16	Aged Care Maldives	Mohamed Ismail Manik	CEO
17	Maldivian Democracy Network	Ahmed Irfan	Executive Director

18	Transparency Maldives	Mohamed Thoriq Hamid	Project Coordinator
19	39 Jamiyya	Mohamed Nazim	Events Manager
20	Care Society	Hasaana Hassan Aishath Looba	CBR Manager Deputy Director
21	ARC	Fazeela Ali Didi Shifa Hannan	Policy, Planning and Research Controller Founder Member
22	Ensure	Mohamed Sifah Hannan	Assistant CEO
23	Transparency Maldives	Maurifa Hassan	Project Coordinator
24	MNBC	Zihnath Hassan	International and foreign affairs news desk officer
25	DhiTV	Abdullah Mohamed	Journalist
26	VTV	ImadLatheef	Editor in Chief
27	Isdhoo and Kalhaidhoo School	Naisha Idrees P. SenthilMurugan Ali Niyaz Mohamed Khaleel Adam Haleem Ahmed Rinzeef Hassan Moosa Antony. K Jayan A.P Jasir. V.P Fathimath Zaleema Asma Ibrahim Mariyam Shifa Aminath Fareesha Mariyam Samiya Khadheeja Moosa	Principal/ Isdhoo Principal/ Isdhoo Kalhaidhoo G. Leading Teacher D. Principal/ Isdhoo Kalhaidhoo Relief Teacher G. Teacher G. Teacher Teacher Teacher Admin Officer Primary Teacher Relief Teacher Relief Teacher Relief Teacher Relief Teacher Relief Teacher Relief Teacher
28	Isdhoo Council	Ibrahim Khaleel Ahmed Moosa Yoosuf Riyaz Hussain Naees Moosa Hassan	Council President Member Member Member Council Vice President
29	Laamu Atoll Education Centre	Ahmed Nazeef Hassan Ahmed Aminath Shazura Mariyam Najeela Fathimath Raheema Fazeena Ismail RilwanHaleem Ali Shareef Hussain Shareef	Principal Deputy Principal Head of science department Head of Business department CFS Department Head of Dhivehi Department Head of Islam Department Leading Teacher Leading Teacher
30	FCSCs	Aishath Shafeea Mohamed Riza	Administrative Officer A. Social service officer
31	L. Fonadhoo Police	Hassan Shaheem	Chief station Inspector

	Adam Ali	Sergeant
32 NGOs		
Association for Funadhoo Youth Development	Adam Zahir	Member
Women Enhancement	Fathimath Zaeema	General Secretary
33 L. Fonadhoo Island Council and L. Atoll Council	Mohamed Rasheed	Council Members
	Ahmed Yoosuf	Council Members
	Ibrahim Hameed	Council Members
	Ahmed Asif	Council Members
	Shaheen Ismail	Council Members
	Abdullah Shamadhu Ali	Council Members
	MumthazFahumee	Council Members
	Ahmed Muizan	Council Members
	Ibrahim Anees	Council Members
	Ibrahim Mohamed	President
34 Mandhoo Fisheries Complex	Ali Razzaq Yoosuf	General Manager
	Ibrahim Shaheem	Deputy Manager
35 Gan Regional Hospital	Mohamed Hafeez	A. Radiographer
	Ahmed Zahir	Store Keeper
	Ibrahim Mohamed	Maintenance Officer
	Ilyas Abdulla	Maintenance Officer
	Abdul Azeez Ibrahim	A. Administrative Officer
	AbdullShukooru Ali	IT Officer
	FahudhAdhnan	Registered Nurse
	Aminath Sabeeha	Community Health Officer
	Aminath Bariyya	Assistant Community Health Officer
	Aminath Niusha	Laboratory Technologist
	Shifaas Ali	Cashier
	Yaasir Ahmed	Managing Director
	Hussain Shahid	S. Community health Officer
	Ali Faisal	
36 Province Office	Ahmed Mujthaba	State Minister
	Hussain Omar	State Minister
	Abdul Wahhab	Director General
	Mohamed Haleem	Assistant Director
	Hussain Ibrahim	Assistant Director
37 Police (L. Gan)	Akram Abdul Wahhab	Detective Police Staff Sergeant
38 HRCM HOD Meeting	Mariyam Zahiya	Director Research and Monitoring Department
	Mohamed Zaheen	Coordinator, Atoll & Island Network
	MidhathMahir	Director Legal and Policy Department
	Shamun Hameed	Director Investigation Department
	Moomina Waheed	Director Corporate Affairs Department

	Aishath Shahula Ahmed	Director National Preventive Mechanism
39 HRCM Members Meeting	Mariyam Azra Ahmed Aly Shameem Ahmed Shahid	President Member Secretary General
40 Male City Council	Hinna Khalid	Admin Head and Assistant Executive Director
41 Criminal Court	Ghaniyya Abdul Gafoor	Assistant Legal Officer
42 High Court	Aminath Zahir Mona Mohamed	Judge Senior Court Administrator
43 Department of Judicial Administration	Abdulla Ali Ibrahim Waheed Ali	Director Director General
44 Supreme Court	Aishath Mohamed Aishath Rizna Fathimath Latheef Aishath Shifla	Assistant Legal Officer Senior Registrar Assistant Registrar Deputy Legal Officer
45 Family Court	Hassan Shafeeu Ahmed Abdullah	Registrar M. Registrar
46 Department of Immigration	Confidential	
47 Juvenile Court	Zaeema Nashyd Aboobakuru Mohamed Naeem Adam Hassan	Registrar Acting Chief Judge Court Administrator

APPENDIX II: Sampling Design

Statement 1

Suggested Sampling Scheme and Structure for the Maldives Baseline Human Rights Survey (MBHRS)

Selected Atolls in Provinces	Selected Islands	Average Sample No. of households
1	Administrative	40 to 45
	Other Random	40 to 45
2	Administrative	40 to 45
	Other Random	40 to 45
3		
4		
5		
6		
7		
<hr/>		
7	14	850
<hr/>		
	20	200

***Over sample households from two main “urban” centres so as to have a total sample of around 1150households. Sample 2 resorts, 2 agricultural islands and 1 industrial island. Individuals from selected household chosen as the individual aged 16 or more with the most recent birthday**

Statement 2

Proposed Sampling scheme and Structure

	Population 2006	No. of households	Sample Allocation			All
			Main	Urban	Foreign	
Republic	298,968 (100)	46,194	850	150	150	1150
Male	103,693 (34.7)	14,107	295	100	50	445
All Atolls	195,275 (65.3)	32,087	555	50	100	705
Province						
UPPER						
NORTH	41672 (13.9)	7512	118			118
1. (HA)	13495	2425				
2. (H.Dh)	16237	2988				
3. (Sh)	11940	2099				
NORTH	43539 (14.6)	7350	124			124
4. (N)	10015	1811				
5. (R)	14756	2538				
6. (B)	9578	1552				
7. (Lh)	9190	1449				
NORTH						
CENTRAL	31202 (10.4)	3443	89			89
8. (K)	15441	1526				
9. (AA)	5776	793				
10. (ADh)	8379	1060				
11. (V)	1606	260				
CENTRAL	13442 (4.5)	2122	38			38
12. (M)	4710	787				
13. (F)	3765	567				
14. (Dh)	4967	768				
SOUTH						
CENTRAL	20483 (6.9)	3424	58			58
15. (Th)	8493	1454				
16. (L)	11990	1970				
UPPER						
SOUTH	19275 (6.4)	3617	55			55
17. (GA)	8262	1472				
18. (GDh)	11013	2145				
SOUTH	25662 (8.6)	4436	73	50		123
19. (Gn)	7636	1332				
20. (S)	18026	3104				

Note: Over sample all respective allocations by 10 per cent so as to deal with non-contact or refusals. This problem could also have been addressed through a replacement sample scheme if a complete house listing is available beforehand.

Statement 3

Stratification Criteria

(Over sample of about 10 per cent to take care of non-response)

Upper North Province – Select 1atoll at random and select the administrative island and one other island at random. In each island, select about 60households at random; that is, spread across the island*.

1 atoll	2 islands	59 households each island	Total 118 households
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North Province – Select 1atoll at random and select the administrative island and one other island at random. In each island select about 60households from within a cluster of households

1 atolls	2 islands	62households each island	Total 124 households
----------	-----------	--------------------------	----------------------

North Central Province – Select 1atoll at random and select the administrative island and one other island at random. In each island select about 55households at random across the island.

1 atoll	2 islands	45 households each island	Total 89 households
---------	-----------	---------------------------	---------------------

Central Province – Select 1atoll at random and select the administrative island and one other island at random. In each island about 20 households at random across the island.

1 atoll	2 islands	19 households each island	Total 38 households
---------	-----------	---------------------------	---------------------

South Central Province – Select 1atoll at random and select the administrative island and one other island at random. In each island select about 30households from within a cluster of households.

1 atoll	2 islands	29 households each island	Total 58 households
---------	-----------	---------------------------	---------------------

Upper South Province – Select 1atoll at random and select the administrative island and one other island at random. In each island select about 30households from within a cluster of households.

1 atoll	2 islands	28 households each island	Total 55 households
---------	-----------	---------------------------	---------------------

South Province – Select 1atoll at random and select the administrative island and one other island at random. In each island select about 30households from within a cluster of households.

1 atoll	2 islands	37 households each island	Total <u>73</u> households**
			Total 555 households

Addu – Select 50 households from all of the “urban” households on Addu

Total 50 households

Male - Select 375households from all of the “urban” households in Male’

“Urban” ClusterMale395 Addu 50 households

Total 445 households

Resorts – Select 2 resorts at random once atolls and administrative islands have been identified. At each resort, select 25 staff for interview.

2 resorts 25 interviews at each

Total 50 individuals

Agricultural Islands – Select 2 agricultural islands from a list supplied by Ministry of Agriculture at random once atolls and administrative islands have been identified

2 agricultural islands 25 interview at each

Total 50 individuals

Industrial Island– Administer 50 interviews on Thilafushi, to randomly selected individuals

1 agricultural island 50 interviews

Total 50 individuals

ALL

7 provinces

14 islands

555 households

“Urban” Cluster

2 clusters

445 households

2 resorts

50 individuals

2 agricultural islands

50 individuals

1 industrial island

50 individuals

Total 1150 households

* This provides equal weight to the island which is not administrative thus improving variability in the sampling frame.

** Note that the selected atoll has only one island (the only one to do so in the country) – hence 73 questionnaires will be administered on this island.

Statement 4

Sample Design Names and Sample allocations of Selected Atolls and Islands

Atoll/Island	Population	No. households	Total Sample
<u>MALE</u> (“urban”)	103,693	14,107	395
<u>UPPER NORTH</u>	41,672	7,512	118
1. North Thiladhunmathi (HA)	13,495	2,425	118
Dhidhdhoo – Administrative	2,512	454	59
Muraidhoo- Random	451	98	59
<u>NORTH</u>	43,539	7,350	124
5. North Maalhosmadulu(R)	14,756	2,538	124
Un’goofaaru - Administrative	2,988	472	62
Rasmaadhoo -Random	487	111	62
<u>NORTH CENTRAL</u>	31,202	3,443	89
9.North Ari Atoll (AA)	5,776	774	89
Rasdoo - Administrative	900	143	45
Thoddoo- Random	1,199	183	45

<u>CENTRAL</u>	13,442	2,122	38
12. North Nilandhe(F)	3,765	567	38
Nilandhoo- Administrative	1,303	178	19
Biledhhdhoo - Random	821	145	19
<u>SOUTH CENTRAL</u>	20,483	3,424	58
15. Kolhumadulu(Th)	8,493	1,454	58
Veymandoo - Administrative	928	157	29
Omadhoo - Random	365	69	29
<u>UPPER SOUTH</u>	19,275	3,617	55
18. South Huvadhu (GDh)	11,013	2,145	55
Thinadhoo - administrative	4,442	728	28
Gadhdhoo - Random	1,439	328	28
<u>SOUTH</u>	25,662	4,436	123
19. Fuvahmulah (S)	7,636	1,332	73
<u>ADDU</u> ("urban")			50

Notes: The sample allocated to each atoll has been divided equally between administrative island and the other island selected at random, except on Fuvahmulah which has only one island. Over sample all respective allocations by 10 per cent to deal with non-contact or refusals.

Empirical and Analytical Categories – Dummy Table Formats

[Household sample weights to be used during the analysis and data interpretation]

Format 1

Maldives - National					
<hr/>					
Variables	Maldives	Urban	Foreign	Islands	
Admin. Island	Other Island				
<hr/>					
Sample Size	1150	445	150	315	240
<hr/>					
1					
2					
3					
4					
5					
.					
.					
.					
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APPENDIX III
SURVEY INSTRUMENT

HUMAN RIGHTS COMMISSION OF THE MALDIVES

SURVEY INSTRUMENT

Questionnaire Design by Peter Hosking

**Study of Attitudes and Awareness of Human Rights, and Awareness of the Human Rights
Commission of the Maldives**

“Publishing or publicising any individual information gathered during this survey is prohibited. This information may not be used in legal matters either.”

This quantitative study will be undertaken via individual interviews in Dhivehi. Interviewees will have the questionnaire introduced to them, including its confidentiality. Respondents will be 16 years of age and over.

Enumerator

*“Hello, my name is *. The Human Rights Commission of the Maldives is conducting a survey in Maldives to learn about peoples’ awareness of and attitudes towards human rights and the Human Rights Commission. You have been randomly chosen to participate in the survey.*

I want to assure you that all of your answers will be kept strictly secret. I will not keep a record of your name or address. You have the right to stop the interview at any time, or to skip any questions that you don’t want to answer. There are no right or wrong answers. Some of the human rights issues may be difficult to discuss, and your participation is voluntary but your answers will help the Human Rights Commission with its work.

The interview takes approximately 45 minutes to complete. Do you have any questions?

Do you agree to be interviewed?”

[] DOES NOT AGREE TO BE INTERVIEWED. THANK PARTICIPANT FOR HIS/HER TIME AND END

[] AGREES TO BE INTERVIEWED

Enumerator

“It’s very important that we talk in private. Is this a good place to hold the interview, or is there somewhere else that you would like to go?”

Note: RF = Refused
DK/NA = Don’t Know/No Answer

- Please circle the appropriate answer
- If choosing DK/NA, please circle the answer number as well as ‘DK’ or ‘NA’, according to the appropriate answer

I certify that I have read the above consent procedure to the respondent

01 Enumerator: **Signature:**

02 Supervisor: **Signature:**

Demographic Information

- 03** Atoll (if in Male indicate Ward)
- 04** Atoll Code
- 05** Island
- 06** Island Code
- 07** Household Number
- 08** Sex:
1. Male
2. Female
8. RF
9. DK/NA
- 09** Into what age group do you fall?
1. 16 – 19
2. 20 – 29
3. 30 – 39
4. 40 – 49
5. 50 – 59
6. 60 – 69
7. 70 or over
8. RF
9. DK/NA
- 10** Age (at last birthday):
1. Age
8. RF
9. DK/NA
- 11** Nationality
1. Maldivian [Skip to **Qu 13**]
2. Bangladeshi
3. Indian
4. Sri Lankan
5. Other South Asian (Nepalese, Pakistani etc)
6. South East Asian (Filipino, Thai, Malaysian, Chinese etc)
7. European (or American, Australian, NZ etc)
8. Other ----- (Specify)
9. RF
10. DK/NA

Enumerator

"I am now going to ask you about your immigration status. I remind you that this survey is strictly confidential and no-one will know your answer to this question. However, knowing about peoples' immigration status will help the Human Rights Commission protect their rights."

12 Do you have a valid visa for the Maldives?

1. Yes
2. No
8. RF
9. DK/NA

13 What is the total number of people who live in this household?

14 Relationship to Head of Household

1. Household Head
2. Spouse
3. Child
4. Stepchild
5. Brother / Sister
6. Grandchild
7. Parent / Step parent
8. Son-in-Law / Daughter in Law
9. Other relative
10. Non relative
11. Domestic servant (Maldivian)
12. Domestic servant (Foreign)
13. RF
14. DK/NA

15 What is your highest education level achieved?

1. Adult literacy
2. Local certificate
3. Primary (grade 1 to 7)
4. Low secondary (grade 8 to 10)
5. High Secondary (grade 11 to 12)
6. Higher Education (first degree onwards)
8. RF
9. DK/NA

16 Did you ever leave your home to further your education on Male [Were/are you a “boarder” child?]

- 1. Yes
- 2. No (Skip to **Qu 18**)
- 8. RF (Skip to **Qu 18**)
- 9. DK/NA (Skip to **Qu 18**)

17 If yes, for how long?

- 1. Less than 1 year
- 2. 1 – 2 years
- 3. 2 – 3 years
- 4. 3 – 4 years
- 5. Over 4 years
- 8. RF
- 9. DK/NA

Enumerator *“I now want to ask you some questions about this house”*

18 Does the house have electricity?

- 1. Yes
- 2. No
- 8. RF
- 9. DK/NA

19 Do you have a household rainwater tank / storage facility?

- 1. Yes [Skip to **Qu 21**]
- 2. No
- 8. RF
- 9. DK/NA

20 What is the reason you do not have a rainwater tank / storage facility?
[Do not prompt – more than one answer possible]

- 1. Not required
- 2. Cannot afford
- 3. Too much trouble to have one
- 4. Other (Specify)
- 8. RF
- 9. DK/NA

21 From which source do you get your drinking water?
[Do not prompt – more than one answer possible]

1. Rainwater tank / storage facility in the household compound
2. Well water in the household compound
3. Public/community rainwater tanks
4. Desalination plant
5. Public piped water supply
6. Mineral water (ie bottled)
7. Other (Specify)
8. RF
9. DK/NA

22 What type of sanitary/sewerage system does the household have?

1. Toilet connected to sea
2. Toilet connected to septic tank
3. Open area [gifili] surrounded by walls connected to the sea
4. Open area [gifili] surrounded by walls connected to septic tank
5. Open area [gifili] (without toilet seat/ septic tank)
6. Other
8. RF
9. DK/NA

23 Was there any damage caused to your housing unit due to the tsunami?

1. Extensive damage
2. Considerable damage
3. Little damage
4. No [Skip to Qu **29**]
8. RF
9. DK/NA

24 Was there any damage caused to your sanitary unit due to the tsunami?

1. Extensive damage
2. Considerable damage
3. Little damage
4. No [Skip to **Qu 29**]
8. RF
9. DK/NA

25 Was there any damage caused to your housing water supply due to the tsunami?

1. Extensive damage
2. Considerable damage
3. Little damage

4. No [Skip to **Qu 29**]
8. RF
9. DK/NA

26 Was there any damage caused to your property [capital goods] due to the tsunami?

1. Extensive damage
2. Considerable damage
3. Little damage
4. No [Skip to **Qu 29**]
8. RF
9. DK/NA

27 If you received support to help in recovering from your loss from any person, group or institution, who have you received support from, and are you satisfied, neither satisfied nor dissatisfied, or dissatisfied with the support you have received? (Complete the table below)

Support from:	1. Satisfied	2. Neither satisfied nor dissatisfied	3. Dissatisfied	8. RF	9. DK/NA
27.1 Island authorities/Government	1	2	3	8	9
27.2 International organisation	1	2	3	8	9
27.3 Local NGO	1	2	3	8	9
27.4 Local community	1	2	3	8	9
27.5 Relatives	1	2	3	8	9
27.6 Friends	1	2	3	8	9
27.7 Other Islands	1	2	3	8	9
27.8 Resorts	1	2	3	8	9
27.9 Other	1	2	3	8	9

28 Which aspects of tsunami recovery are you most concerned about?

1. Lack of housing
2. Slowness in delivering promised assistance/aid
3. Improper handling of recovery efforts
4. Corruption in the delivery of services
5. Lack of progress in resolving disputes that emerged in facilitating recovery aid
6. Authorities losing interest in assisting tsunami recovery as time goes on
7. Others [Specify.....]

29 Are you in paid employment?

1. Yes
2. No [Skip to **Qu 31**]
8. RF
9. DK/NA

30 In what sector are you employed?

1. Fishing
2. Government job
3. Home business eg pastry-making (answer **Qu 33, Qu 38** and then go to **Qu 43**)
4. Private business outside the home
5. Handicraft
6. Day labour
7. Tourism Industry
8. Agriculture
9. Retail shop
10. Joint venture
11. Domestic worker (servant)
12. Other ----- (specify)
13. RF
14. DK/NA

31 What is your employment status? [More than one answer possible]

1. Employer
2. Employee
3. Group worker
4. Self-employed [Answer **Qus 32, 33, 34** and go to **Qu 38**]
5. Household duties and childcare [Answer **Qu 33, Qu 38** and then go to **Qu 43**]
6. Unpaid family worker (Answer **Qu 33, 34** and go to **Qu 43**)
7. Other [Specify.....]
8. Unemployed [Skip to **Qu 43**]
9. RF
10. DK/NA

32 What employment sector are you in?

1. Government
2. Public Enterprise
3. Private Enterprise
4. National Security Service
5. Private house/own home or property
6. Private place such as shop, tuition class etc
7. Other [Specify.....]
8. RF
9. DK/NA

33 How many hours a day do you work?

1. Less than 4 hours
2. 4-8 hrs
3. 9-10 hrs
4. 11-12 hrs
5. More than 12 hrs
8. RF
9. DK/NA

[NOTE: If the respondent chose option (3) in **Qu 30**, then go to **Qu 43**]

34 How many days a month do you work?

1. Less than 20 days per month
2. 21-22 days
3. 23-24 days
4. 25-26 days
5. 27 days
6. More than 27 days
8. RF
9. DK/NA

35 How many days paid holiday do you get each month, including weekends?

1. 4 days or less than 4 days
2. 5 days
3. 6 days
4. 7 days
5. 8 days
6. More than 8 days
8. RF
9. DK/NA

36 Do you consider that in your own job you have adequate time off for leisure and to spend with your family and friends?

1. Yes
2. No
8. RF
9. DK/NA

37 How much did you receive from your employment excluding self-employment in the past month? (Wages and salaries including other benefits)

1. Less than Rf 1000 per month
2. Rf 1000 – 2999
3. Rf 3000 – 4999
4. Rf 5000 – 6999
5. Rf 7000 – 8999
6. Rf 9000 – 10,999
7. Rf 11,000 or over
8. RF
9. DK/NA

38 How much did you receive from property income (such as renting) or profits from self-employment or family business in the past month?

1. Less than Rf 1000 per month
2. Rf 1000 – 2999
3. Rf 3000 – 4999
4. Rf 5000 – 6999
5. Rf 7000 – 8999
6. Rf 9000 – 10,999
7. Rf 11,000 or over
8. RF
9. DK/NA

39 How do you get paid?

1. Daily
2. Weekly
3. Fortnightly
4. Monthly
5. Other
8. RF
9. DK/NA

40 How often is your pay or allowances late?

1. Always on time
2. Sometimes late
3. Usually late
4. Always late
8. RF
9. DK/NA

41 What benefits do you get in addition to your pay?
[Do not prompt – more than one answer possible]

1. Free meals
2. Subsidised meals
3. Meal allowance
4. Free accommodation
5. Subsidised accommodation
6. Accommodation allowance
7. Free medical care
8. Pension
9. Other
10. RF
11. DK/NA

42 Do you consider your wage and benefits fair for the work you do?

1. Yes
2. No
8. RF
9. DK/NA

43 Do you consider that workers who are required to live on their employer's site should have time off to spend with their families and friends in addition to normal holiday entitlements?

1. Yes
2. No
8. RF
9. DK/NA

44 How does your household compare economically with the other households in your community?

1. Well below average
2. Below average
3. Average
4. Above average
5. Well off
8. RF
9. DK/NA

Awareness of the Human Rights Commission

45 Have you heard of [are you aware of] the Maldives Human Rights Commission?

1. Yes
2. No [Skip to **Qu 55**]
8. RF
9. DK/NA

46 Thinking about how well [how good a job] the Maldives Human Rights Commission is doing, do you think the Commission is doing:

1. An excellent job
2. A good job
3. A satisfactory job
4. Not that good a job
5. A poor job
8. RF
9. DK/NA

47 What is the role [job] [what are the responsibilities] of the Maldives Human Rights Commission?

[Do not prompt - more than one answer possible]

1. Protect human rights
2. Receive/Investigate complaints about human rights
3. Promote/educate about/human rights
4. Advise the government about human rights
5. Monitor the human rights performance of the government
6. Other [Please state.....]
8. RF
9. DK/NA

From what you know about the work of the Maldives Human Rights Commission, do you think it should do more, less or about the same of the following:

48 Protect human rights?

1. More
2. Less
3. About the same
8. RF
9. DK/NA

49 Receive/Investigate complaints about human rights?

1. More
2. Less
3. About the same
8. RF
9. DK/NA

50 Monitor the human rights performance of the government?

1. More
2. Less
3. About the same
8. RF
9. DK/NA

51 Promote/educate about/human rights?

1. More
2. Less
3. About the same
8. RF
9. DK/NA

52 Advise the government about human rights?

1. More
2. Less
3. About the same
8. RF
9. DK/NA

Awareness of Human Rights

53 How do you rate your own awareness about human rights?

1. High awareness
2. Moderate awareness
3. Low awareness
8. RF
9. DK/NA

54 Please name up to five human rights which you consider the most important, if you can

1. Right to a decent/adequate standard of living/income
2. Freedom of expression
3. Adequate/decent standard of housing

4. Women's rights to equality
5. Access to good quality of education
6. Right to justice/a fair trial
7. Access to health services
8. Freedom from arbitrary arrest/torture
9. Adequate food
10. Employment opportunities/Right to a job/work
11. Right to personal security/ to be free from violence
12. Right to fair conditions of work (including fair pay)
13. Children's rights
14. A secure family life
15. Security of property
16. Safe and clean environment
17. Freedom of opinion, conscience and religion
18. Freedom of assembly and the right to protest within the law
19. Right to vote/participate in government
20. Freedom of association, including the right to form political parties and trade unions
21. Freedom of movement, including the right to stay on the island of one's choice and adequate transport services
22. Other (record).....
.....

How many rights was the respondent able to name?

1. Able to name 5 human rights
2. Able to name 4 human rights
3. Able to name 3 human rights
4. Able to name 2 human rights
5. Able to name 1 human right
6. Not able to name any human rights (DN)
8. RF
9. NA

55 [Show Flash Card] Some human rights are listed on the card I have just given to you. I would like you to tell me which you think are the ten most important ones in your life or in your community.

1. Right to a decent/adequate standard of living/income
2. Freedom of expression
3. Adequate/decent standard of housing
4. Women's rights to equality
5. Access to good quality of education
6. Right to justice/a fair trial
7. Access to health services
8. Freedom from arbitrary arrest/torture
9. Adequate food
10. Employment opportunities/Right to a job/work
11. Right to personal security/ to be free from violence
12. Right to fair conditions of work (including fair pay)
13. Children's rights
14. A secure family life

15. Security of property
16. Safe and clean environment
17. Freedom of opinion, conscience and religion
18. Freedom of assembly and the right to protest within the law
19. Right to vote/participate in government
20. Freedom of association, including the right to form political parties and trade unions
21. Freedom of movement, including the right to stay on the island of one's choice and adequate transport services
22. Other (record).....
.....
23. RF
24. DK/NA

Democratic Reforms

56 A new Constitution came into force for the Maldives in 2008 with a Chapter on Fundamental Rights and Freedoms. How important do you think it is for people to know these rights and freedoms?

1. Very important
2. Somewhat important
3. Not important
8. RF
9. DK/NA

57 Have you read the Fundamental Rights in Chapter II of the Constitution?

1. Yes
2. No
8. RF
9. DK/NA

58 Do you consider every household should be provided with a copy of the Constitution by the Government?

1. Yes
2. No
8. RF
9. DK/NA

59 In your opinion, have the democratic reforms in the Maldives been successful?

1. Yes [Skip to **Qu 61**]
2. No
3. Partly
8. RF
9. DK/NA

60 In your opinion, what are the reasons democratic reforms have not been successful or only partly successful?

[Do not prompt – more than one answer possible]

1. Mistrust among political parties/ineffectual Majlis
2. Ineffective politicians
2. Lack of understanding about democracy by the public
3. Insufficient resources allocated for democratic strengthening
4. Government/executive influence/interference with Majlis or judiciary
5. Corruption
6. Other [Specify.....]
8. RF
9. DK/NA

The Right to Personal Security and Crime

61 Do you personally know anyone who has been a victim of crime in the past 12 months?

1. Yes
2. No [Go to **Qu 65**]
8. RF
9. DK/NA

62 Thinking of this person (or one of them if more than one), was this person (victim):

1. A member of your household?
2. A neighbour?
3. A member of your community?
4. None of the above
8. RF
9. DK/NA

63 Was this person (victim):

1. Male?
2. Female?
8. RF
9. DK/NA

64 What was the age of this person (victim)?

1. 15 or under
2. (16-19)
3. 20 or over
8. RF
9. DK/NA

65 Do you consider the crime rate in your community/on your island has increased in the last 12 months?

1. Greatly increased
2. Somewhat increased
3. Neither increased nor decreased [Skip to **Qu 68**]
4. Decreased [Skip to **Qu 68**]
5. Greatly decreased [Skip to **Qu 68**]
8. RF
9. DK/NA

66 To what do you attribute this increase in the crime rate?
[Select from the list below. Do not prompt – more than one answer possible]

1. Economic reasons
2. Lack of work
3. Truancy from school
4. Parents responsibility
5. Drugs
6. Gangs
7. Release of criminals from jail/detention by Police
8. Release of criminals from jail/detention by Courts
9. Political issues
10. Housing issues
11. Lack of law enforcement
12. Lack of government attention to crime
13. Other [Specify]
14. RF
15. DK/NA

67 In your opinion, whose responsibility is it to do something about the increased crime rate?
[Select from the list below. Do not prompt – more than one answer possible]

1. The President
2. The Majlis
3. The Government
4. The Police
5. The Courts
6. The Atoll Council
7. The Island Council
8. Parents
9. Other (Please state.....)
10. RF
11. DK/NA

Human Rights and Religion

68 Do you consider human rights to be in conflict with religion?

1. Yes
2. Sometimes
3. No [Skip to **Qu 74**]
4. There is no connection between human rights and religion (Skip to **Qu 74**)
8. RF
9. DK/NA

69 Can you give me any examples of human rights that are in conflict with religion?

*[Enumerator – refer to Flash Card used for **Qu 55**]*

1. Names 1 right (List).....
2. Names 2 rights (List).....
3. Names 3 rights (List).....
8. RF
9. DK/NA

70 Do you consider that migrant workers should have the right to practise their own religion in the Maldives?

1. Yes – in private and in public
2. Yes – but only in private
3. Yes, but only in some circumstances (Specify.....)
4. No
8. RF
9. DK/NA

71 There have been many democratic reforms in the Maldives over the past five years. Do you consider these reforms to have been successful?

1. Successful
2. Somewhat successful
3. Not successful
8. RF
9. DK/NA

Attitudes to Women's Rights

Enumerator: *"In this community, people have difference views about women's rights to equality with men in the family, in the courts, in relation to custody of children and on dissolution of marriage and their rights to inheritance. The Human Rights Commission is interested in your confidential opinion about some of these issues."*

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	RF	DK/N A
72.1 Do you agree or disagree that women should have equal rights with men in family matters?	1.	2.	3.	4.	5.	8.	9.
72.2 Do you agree or disagree that women should have equal rights with men before the courts?	1.	2.	3.	4.	5.	8.	9.
72.3 Do you agree or disagree that women should have equal rights with men to inheritance?	1.	2.	3.	4.	5.	8.	9.
72.4 Do you agree or disagree that women should have equal rights with men in relation to the custody of children?	1.	2.	3.	4.	5.	8.	9.
72.5 Do you agree or disagree that women should have equal rights with men in relation to divorce?	1.	2.	3.	4.	5.	8.	9.
72.6 Do you agree or disagree that women should have equal rights with men in relation to work?	1.	2.	3.	4.	5.	8.	9.
72.7 Do you agree or disagree that women should have equal rights with men to take part in the government and be elected to political positions?	1.	2.	3.	4.	5.	8.	9.

73 Thinking about the recent local council elections, and the fact that very few women were elected to Atoll Councils and Island Councils, why do you think this is?
[Select from the following list. Do not prompt – more than one answer possible]

1. No women candidates
2. No qualified women candidates
3. Men were better qualified than women candidates
4. Men do not want to vote for a woman candidate
5. Women do not want to vote for a woman candidate
6. Lack of family support for candidates
7. Lack of societal support for candidates
8. Candidates' lack of funds
9. Other [Specify.....]
10. RF
11. DK/NA

74 Do you think that women and men should themselves have the right to decide when to get married and to whom?

1. Yes
2. No
8. RF
9. DK/NA

75 Do you think women and men should have ready access to family planning (birth control) measures?

1. Yes
2. No
8. RF
9. DK/NA

76 Do you personally know anyone who has had an illegal abortion?

1. Yes
2. No
8. RF
9. DK/NA

77 Do you think that women should have access to safe and legal abortion in at least some circumstances? (e.g. when continuation of the pregnancy threatens the life of the mother).

- 1. Yes
- 2. No (Skip to **Qu 79**)
- 8. RF
- 9. DK/NA

78 In what circumstances do you think abortion should be legal?

	1. Yes	2. No	8. RF	9. DK/NA
78.1 The pregnancy threatens the life of the mother	1.	2.	8.	9.
78.2 The pregnancy threatens the life of the baby	1.	2.	8.	9.
78.3 Birth defects	1.	2.	8.	9.
78.4 The pregnancy is the result of rape	1.	2.	8.	9.
78.5 The mother is unmarried	1.	2.	8.	9.
78.6 The mother is under the age of majority	1.	2.	8.	9.
78.7 The mother chooses to have an abortion	1.	2.	8.	9.

Attitudes to family and ideas about acceptable behaviour in the home

Enumerator: *"In this community and throughout the Maldives, people have different ideas about families, and what is acceptable behaviour for men and women in the home. I am going to read you a list of statements and I would like you to tell me whether you generally agree or disagree with the statement. There are no right or wrong answers – the survey is just trying to discover people's attitudes to these things. Also, I want to remind you that this questionnaire is confidential. No-one else here will know what you have answered to these questions."*

	1. Strongly agree	2. Agree	3. Neither agree nor disagree	4. Disagree	5. Strongly disagree	8. RF	9. DK/NA
79.1 A good wife always obeys her husband even if she disagrees	1.	2.	3.	4.	5.	8.	9.
79.2 Family problems should only be discussed with people in the family	1.	2.	3.	4.	5.	8.	9.
79.3 It is important for a man to show his wife who is the boss	1.	2.	3.	4.	5.	8.	9.
79.4 A woman should be able to choose her friends even if her husband disapproves	1.	2.	3.	4.	5.	8.	9.
79.5 It is a wife's obligation to have sex with her husband even if she doesn't feel like it	1.	2.	3.	4.	5.	8.	9.
79.6 If a man mistreats his wife, others outside the family should intervene	1.	2.	3.	4.	5.	8.	9.

80 In your opinion, does a man have a good reason to hit his wife if:

Instance	1. Strongly agree	2. Agree	3. Neither agree nor disagree	4. Disagree	5. Strongly Disagree	8. RF.	9. DK/NA
80.1 She does not complete her housework to his satisfaction	1	2	3	4	5	8.	9.
80.2 She disobeys him	1	2	3	4	5	8.	9.
80.3 She refuses to have sex with him	1	2	3	4	5	8.	9.
80.4 She asks him whether he has other girl-friends	1	2	3	4	5	8.	9.
80.5 He suspects that she is unfaithful	1	2	3	4	5	8.	9.
80.6 He finds out that she has been unfaithful	1	2	3	4	5	8.	9.
80.7 She goes against Islam? [haraam]	1	2	3	4	5	8.	9.
80.8 She beats the children	1	2	3	4	5	8.	9.
80.9 Other (Specify.....)	1	2	3	4	5	8.	9.

81 In your opinion, a man should never hit his wife.

1. Strongly Agree
2. Agree
3. Neither agree nor disagree
4. Disagree
5. Strongly disagree
8. RF
9. DK/NA

82 In your opinion, can a married woman refuse to have sex with her husband if:

Instance	1. Yes	2. No	8. RF	9. DK/NA
82.1 She doesn't want to	1	2	8.	9.
82.2 He is intoxicated	1	2	8.	9.
82.3 She is sick	1	2	8.	9.
82.4 He mistreats her	1	2	8.	9.
82.5 He asks her to do something against Islam	1	2	8.	9.

Sexual Abuse of Children

Enumerator: *"The next two questions ask the extent to which you think the sexual abuse of children is a problem in the Maldives."*

83 How serious do you consider the sexual abuse of girls to be in the Maldives?

1. A serious problem
2. A problem, but not serious
3. Not a problem
8. RF
9. DK/NA

84 How serious do you consider the sexual abuse of boys to be in the Maldives?

1. A serious problem
2. A problem, but not serious
3. Not a problem
8. RF
9. DK/NA

Other Rights of Children

85 In relation to children's rights, are you satisfied how these are adequately protected in the Maldives?

1. Satisfied [Skip to **Qu 87**]
2. Neither satisfied nor dissatisfied
3. Dissatisfied
8. RF
9. DK/NA

86 In relation to children's rights, in what areas do you think children's rights need improved protection?

[Do not prompt – more than one answer possible]

1. Better access to education
2. Malnutrition
3. Infant mortality
4. Gender stereotyping/discrimination
5. Inadequate sanitation
6. Geographic isolation/access to basic services
7. Violence against children
8. Drugs
9. Crime and/or gangs
10. Other [Specify.....]
11. RF
12. DK/NA

Rights of Older People

87 Are you satisfied that there is adequate protection for the rights of older people in the Maldives?

1. Satisfied (Skip to **Qu 89**)
2. Neither satisfied nor dissatisfied
3. Dissatisfied
8. RF
9. DK/NA

88 In relation to the rights of older people, in what areas do you think the rights of older people need increased protection?

[Do not prompt – more than one answer possible]

1. Abuse (physical or mental)
2. Neglect
3. Lack of legislation and/or policies to protect older people
4. Inadequate pension
5. Inadequate attention to health status of older people
6. Inadequate housing for older people

7. Lack of information/knowledge about benefits from Madhana Health Insurance (including medications, dentures, hearing aids etc
8. Lack of oversight (registration) of caregivers of older people
9. Lack of respite care to ensure that family and volunteer carers are not overburdened
10. Lack of residential care/nursing home facilities
11. Other [Specify.....]
12. RF
13. DK/NA

89 Are you satisfied that there is adequate protection for the rights of people with disabilities in the Maldives?

1. Satisfied (Skip to **Qu 91**)
2. Neither satisfied nor dissatisfied
3. Dissatisfied
8. RF
9. DK/NA

90 In relation to the rights of people with disabilities, in what areas do you think the rights of older people need increased protection?

[Do not prompt – more than one answer possible]

1. Lack of access to education
2. Lack of schools for children with special needs
3. Lack of facilities in existing schools for children with special needs
4. Inadequate health care (including mental health care) for people with disabilities
5. Stereotyping/discrimination
6. Lack of employment/employment services
7. Inadequate benefits/lack of information/knowledge about benefits from Madhana Health Insurance
8. Access to buildings and on transport
9. Other [Specify.....]
10. RF
11. DK/NA

Right to equality of access to services

Enumerator: *“In this section of the questionnaire, I will be asking you about your satisfaction levels with various government services. In relation to each service, I will be asking whether, overall, you are satisfied with the service, whether you are neither satisfied nor dissatisfied or whether you are dissatisfied with the service.”*

- 91** In relation to schools and the education system, are you:
1. Satisfied
 2. Neither satisfied nor dissatisfied
 3. Dissatisfied
 8. RF
 9. DK/NA
- 92** In your opinion, what aspects of the education system need improvement?
[Do not prompt – more than one answer possible]
1. Education to higher grade on islands
 2. Government school curriculum available on all islands
 3. Better trained and qualified teachers
 4. Improved curriculum
 5. Better facilities, such as library, laboratory
 6. Better qualified Principals
 7. Better monitoring systems
 8. Other [Specify.....]
 9. RF
 10. DK/NA
- 93** In relation to access to health services are you:
1. Satisfied
 2. Neither satisfied nor dissatisfied
 3. Dissatisfied
 8. RF
 9. DK/NA
- 94** In relation to access to medicines, are you:
1. Satisfied
 2. Neither satisfied nor dissatisfied
 3. Dissatisfied
 8. RF
 9. DK/RNA
- 95** In relation to access to hospitals are you:
1. Satisfied
 2. Neither satisfied nor dissatisfied
 3. Dissatisfied
 8. RF
 9. DK/NA

96 In your opinion, what aspects of the health system need improvement?
[Do not prompt – more than one answer possible]

1. More health centres
2. Better services at health centres
3. More hospitals at a regional level
4. Better services at hospitals
5. Other [Specify.....]
8. RF
9. DK/NA

	1. Satisfied	2. Neither satisfied nor dissatisfied	3. Dissatisfied	8. RF	9. DK/NA
97.1 In relation to employment and work opportunities, are you:	1.	2.	3.	8.	9.
97.2 In relation to access to markets to sell your products, such as fish, produce, handicrafts etc are you:	1.	2.	3.	8.	9.
97.3 In relation to transport services (ferries, air services etc) are you:	1.	2.	3.	8.	9.
97.4 In relation to banking and credit facilities, are you:	1.	2.	3.	8.	9.
97.5 In relation to access to radio are you:	1.	2.	3.	8.	9.
97.6 In relation to access to television are you:	1.	2.	3.	8.	9.
97.7 In relation to access to newspapers, are you:	1.	2.	3.	8.	9.
97.8 In relation to access to postal services, are you:	1.	2.	3.	8.	9.

98 In relation to the court system, magistrates and judges are you:

1. Satisfied [Skip to **Qu 100**]
2. Neither satisfied nor dissatisfied [Skip to **Qu 100**]
3. Dissatisfied
8. RF
9. DK/NA

99 If not satisfied, in your opinion what is not working properly in the judicial system?
[Do not prompt – more than one answer possible]

1. Unfair/unjust decisions
2. Corruption
3. Competence of judiciary
4. Lack of access to lawyers
5. Lack of information
6. Lack of security for judges
7. Other [Specify.....]
8. RF
9. DK/NA

100 In relation to the police/security services, are you:

1. Satisfied [Skip to **Qu 102**]
2. Neither satisfied nor dissatisfied [Skip to **Qu 102**]
3. Dissatisfied
8. RF
9. DK/NA

101 If not satisfied, what do you consider is not working properly in the police/security system?
[Do not prompt – more than one answer possible]

1. Can't get police when we need them
2. Not dealing with crimes
3. Lack of fairness/bias
4. Corruption
5. Torture
6. Lack of information about cases/detainees
7. Lack of access to detainees
8. Releasing detainees back into the community
9. Political influence
10. Other [Specify]
11. RF
12. DK/NA

102 In relation to the prison services, are you:

1. Satisfied [Skip to **Qu 104**]
2. Neither satisfied nor dissatisfied [Skip to **Qu 104**]
3. Dissatisfied
8. RF
9. DK/NA

103 If not satisfied, what do you consider is not working properly in the prison system?

[Do not prompt – more than one answer possible]

1. Lack of adequate access to prisoners
2. Abuse of prisoners
3. Lack of fairness/bias
4. Corruption
5. Torture
6. Lack of information about prisoners
7. Lack of rehabilitation facilities
8. Lack of supervision
9. Lack of space and medical facilities
10. Political interference
11. Other
12. RF
13. DK/NA

104 In your opinion, in the past year, has the provision of social security by the government for those in need of assistance:

1. Improved?
2. Got worse?
3. Stayed about the same?
8. RF
9. DK/NA

[Enumerator - The government is legally obliged by international law to ensure that everyone in the Maldives is entitled to equality in access to services without discrimination, subject to the availability of resources.]

Given the availability of resources, do you consider that the government is doing enough to ensure the following:	1. Yes	2. No	3. RF	4. DK/NA
105.1 Improving health services?				
105.2 Improved access to education up to Grade 10?				
105.3 Improved access to safe drinking water				
105.4 Improved access to electricity				
105.5 Improved sewerage facilities				
105.6 Improved housing, including financial assistance				
105.7 Improved waste disposal systems				
105.8 Improved social security				

106 In your opinion, which one of the following more than anything else should be given priority by the Government? *Enumerator: Only one answer possible*

1. Improving health services?
2. Improved access to education up to Grade 10?
3. Improved access to safe drinking water
4. Improved access to electricity

5. Improved sewerage facilities
6. Improved housing, including financial assistance
7. Improved waste disposal systems
8. Improved social security
9. Other (Specify.....)
10. RF
11. DK/NA

107 In relation to access to information from central government and local administrations

1. Satisfied
2. Neither satisfied nor dissatisfied
3. Dissatisfied
8. RF
9. DK/NA

108 Do you support freedom of information laws which will give the public the right of access to information except where this would compromise the security of the country?

1. Yes
2. No
8. RF
9. DK/NA

People's right to participate in government and to take part in decision-making concerning them.

109 Did you vote in the local council elections in February 2011?

1. Yes
2. No
8. RF
9. DK/NA

110 In your opinion, what aspects of these elections were problematic?
[Do not prompt – more than 1 answer possible]

1. Lack of voter education
2. Mismanagement or incomplete voter registration
3. Last minute court election rulings
4. Inadequate polling booths
5. Insufficient duration for voting
6. Aggressive campaigns along party lines
7. Other [Specify.....]
8. RF
9. DK/NA

111 Do you consider that there is fair and equal distribution of resources among atolls and islands?

1. Strongly agree
2. Agree
3. Neither agree nor disagree
4. Disagree
5. Strongly disagree
8. RF
9. DK/NA

112 Do you consider that corporations and private companies should be required by law to meet human rights standards, for example in relation to conditions of work and the environment?

1. Yes
2. No
3. In some circumstances (Specify.....)
8. RF
9. DK/NA

[For male respondents:

Enumerator: *That is the end of the questionnaire – thank you for your participation. I want to repeat that the answers you have given will not be used in any way that will identify you. The Human Rights Commission intends to publish the results of the questionnaire.*]

Sexual Harassment (for women respondents only)

[This section is to be administered only by women enumerators. If for any reason this is not possible, it is to be self-administered]

Enumerator: *I now want to ask you about certain behaviour that has happened to women in the Maldives, and may have happened to you. In each case, I will ask if the behaviour has ever happened to you, and also if it has happened during the past two years. I want to remind you that this interview is confidential. However, you do not have to answer any questions you do not want to. Some questions may be difficult to answer, but many women have found it useful to have the opportunity to talk about these things.*

OR *[Where self-administered]*

Enumerator: *I am now going to give you a questionnaire form which I want you to fill out. The form is about certain behaviour that has happened in the Maldives and may have happened to you. I will not be able to see your answers to the questionnaire. When you have completed the questionnaire I want you to seal it in the attached envelope, which will not be opened until after all enumerators leave this island and the survey is completed and the questionnaires are being analysed.*

Note: RF = Refused

DK/NA = Don't Know/No Answer

- Please circle the appropriate answer

Instance/ Question	1. Ever	2. In past 2 years	3. Never	8. RF	9. DK/NA
113.1 A man rubbed himself up against you [ungulhey] or touched you on the breasts or bottom in the street, at the night market or any other public place?	1	2	3	8	9
113.2 A man grabbed your hand in a public place?	1	2	3	8	9
113.3 A man rubbed himself up against you or touched you on the breasts or bottom on, or when getting on or off, a ferry or other vessel?	1	2	3	8	9
113.4 A man made obscene or offensive sexual comments to you?	1	2	3	8	9
113.5 A man rubbed up against you or touched you on the breasts or bottom when you were swimming with other people?	1	2	3	8	9

The following questions need only be answered by *employed* women:

Instance/ Question	1. Ever	2. In past 2 years	3. Never	8. RF	9. DK/NA
114.1 Another employee, or your boss, touched you inappropriately at work, such as rubbing up against you, touching you on the breasts or bottom or patting, pinching or stroking you?	1	2	3	8	9
114.2 At work, constantly uses obscene or sexually suggestive language/ remarks aimed at you or your female colleagues?	1	2	3	8	9
114.3 At work, persistently suggested that you have sex with him or begin a sexual relationship?	1	2	3	8	9
114.4 At work, you were shown/exposed to pornography or sexually explicit photos, text etc	1	2	3	8	9
114.5 At work, threatened you or implied trouble if you did not have sex with him or begin a sexual relationship?	1	2	3	8	9
114.6 At work, forced you to have sex with him against your will, or attempted to do this [forced Ziney]?	1	2	3	8	9

115 If you answered yes to any question above (**114.1 – 114.7**) about sexual harassment at work, what action did you take?

1. No action [Skip to **Qu 117**]
2. Told a friend or a member of my family about what happened
3. Told a colleague at work about what happened
4. Complained to the boss at work
5. Complained to another authority such as the police, Island Office, Atoll Office or the Gender Ministry
6. Resigned from work
8. RF
9. DK/NA

116 Did the action you took:

1. Improve the situation?
2. Make the situation worse?
3. Make no difference?
8. RF
9. DK/NA

END OF QUESTIONNAIRE FOR THOSE WHO ANSWERED **QUS 115 & 116**

117 If you took no action/ did not complain about what happened, why not?
(Circle as many as you like)

1. Afraid I would not be believed
2. Afraid of people knowing/bringing bad name to family
3. Not a serious enough problem/normal behaviour
4. Embarrassed or ashamed
5. Afraid of losing my job
6. Police or authorities wouldn't do anything
7. Didn't know what to do or where to go
8. Other
9. RF
10. DK/NA

END OF QUESTIONNAIRE FOR ALL RESPONDENTS



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