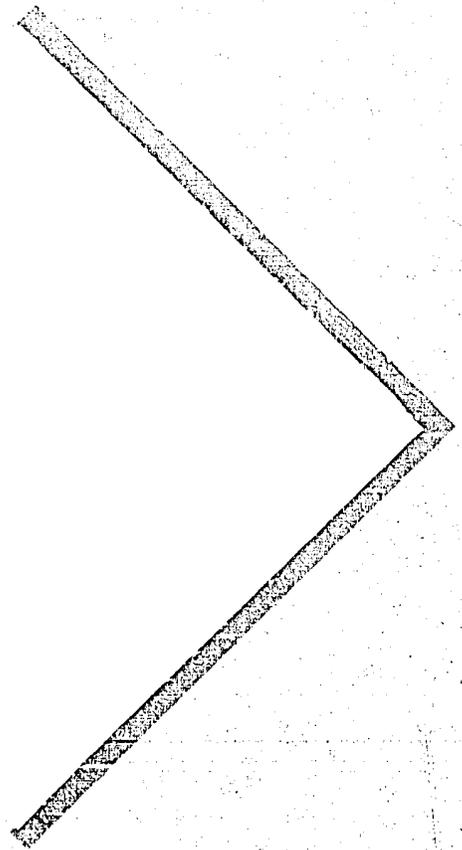


PJ-ABW-72.3

GENESYS



THE
FUTURES
GROUP

PN-ABW-723

150196223

**INTEGRATION OF WID/GENDER
IN USAID/SRI LANKA'S
PORTFOLIO WITH A FOCUS
ON DEMOCRACY AND NGOs**

Gretchen Bloom and Jenna Luche

September 1992

**PDC -0100-Z-00-9044-00
5812.004B**

**The Futures Group International
1050 17th Street NW, Suite 1000
Washington, DC 20036**

aw

**INTEGRATION OF WID/GENDER
IN USAID/SRI LANKA'S PORTFOLIO**

with a

Focus on Democracy and NGOs

by

**Gretchen Bloom, Gender/WID Advisor, Asia Bureau, AID/W
Jenna Luche, Asia Liaison & PVO Specialist, R&D/WID, AID/W**

September 1992

Revised Final Report

b

"In the United States women have the glass ceiling.
In Japan women have the bamboo ceiling.
In Sri Lanka I am not sure what the ceiling is made of
But there are many spiders."

-a woman representing an
indigenous Sri Lankan NGO

Preface

The USAID Mission in Sri Lanka invited Gretchen Bloom, Gender/WID Advisor in the Asia and PRE Bureaus, and Jenna Luche, Asia Liaison and PVO Specialist in the R&D/WID Office, to visit the Mission for seven working days to complete a specific Scope of Work related primarily to the Mission's Democracy Initiative. This involved seeking additional opportunities for enhancing women's participation in the PVOs/NGOs assisted by USAID in Sri Lanka.

Upon arrival, they were also asked to prepare a general overview of the Mission's portfolio from a gender perspective in addition to the original SOW. The following memorandum reflects this dual assignment.

With regard to the PVO portion of the assignment, the team was able to meet with only about half of the PVOs supported by USAID as they are too numerous. No beneficiaries were interviewed. Comments related to beneficiaries were provided as a result of an NGO evaluation performed of the Agromart Outreach Foundation by Gretchen Bloom during the two weeks prior to this assignment.

As the time was brief for the dual assignment, this report is not to be considered a substitute for a full WID portfolio review but rather a brief overview which has given some suggested "next steps" for the Mission to perform collaboratively with the Asia Bureau Gender/WID Advisor and the WID Office. In addition, not all of the USAID officers were available to the team for the interviews.

The team appreciates the support it received, despite the conflicting demands on the Mission and the natural disaster (flood) which struck at the end of the week. It regrets that Kamalini (Balasuriya) Fernando, the Mission WID Officer, was not able to participate in the entire exercise, as planned, due to her U.S. training assignment and work in the Office of Housing.

We will be able to return in the future either as a team, individually, or with other technical assistance teams to assist the Mission further with the implementation of our recommendations.

Gretchen Bloom
Jenna Luche

June 8, 1992

(Addendum: This revised final report includes suggestions and modifications by the Mission. 9/15/92)

CONTENTS

This report was prepared at the request of the USAID Mission in Sri Lanka following a brief TDY in Colombo. It is divided into the following sections with recommendations / follow-up actions included for each:

- I. INSTITUTIONALIZATION OF WID/GENDER CONSIDERATIONS IN USAID/SRI LANKA
- II. BRIEF OVERVIEW OF USAID/SRI LANKA PORTFOLIO FROM A GENDER PERSPECTIVE
- III. GENDER ANALYSIS OF SELECTED ACTIVITIES IN USAID/SRI LANKA'S PVO CO-FINANCING PORTFOLIO

The report was revised following discussions with the Mission.

l

I.

**INSTITUTIONALIZATION OF WID/GENDER CONSIDERATIONS
IN USAID/SRI LANKA**

The Sri Lanka USAID Mission has a history of concern for women in development. In 1989, the Mission requested assistance from the WID Office to conduct a portfolio review. In 1990, it commissioned a thorough study by the Marga Institute on the status of women in Sri Lanka, with particular reference to the Mission's portfolio focus areas. In 1991, the then-WID Officer developed a strategy paper on women in development for the Mission. And, in 1992, the Sri Lanka Mission actively recruited the guidance and technical support of the Asia Bureau's Gender/WID Advisor and the Asia Liaison/PVO Specialist from the R&D/WID Office.

Nonetheless, gender considerations in USAID/Colombo's activities do not appear to be as effectively addressed in the Mission as is potentially possible. One reason is structural: the current WID Officer is fully occupied with a full-time job in the Office of Housing; and the Mission WID Committee has been inactive until recently. Another reason is cultural: both Sri Lankan and American USAID staff perceive that the situation for women in Sri Lanka is quite favorable in comparison to other South Asian countries.

The consultants propose the following recommendations, clustered and listed in priority order, to facilitate attention to gender considerations in the Mission in order to better integrate both women and men into its development assistance:

Recommendations

I. High Priority

- A. The overall interest and support for gender issues in the Mission needs the continued proactive involvement of top-level leadership if gender considerations are to be actively reviewed and WID integration is to occur at appropriate levels.

The Mission has access to a 1989 Portfolio Review conducted by the WID Office, a thorough 1991 project-specific WID study done by the Marga Institute, and a 1991 Strategic Overview prepared by the then-WID Officer. However, USAID staff have not developed a concrete Action Plan based on these documents. Enhanced top-level direction would encourage development of concrete action items which would facilitate proactive attention to gender integration.

- B. A gender analysis training workshop is strongly recommended for Mission staff, including both FSNs and USDHs, as well as ECNs in the government, contractors, private sector representatives, and NGO leaders.

Such a training would allow Mission staff and the development assistance community with which the Mission works to understand gender issues from a similar perspective including state-of-the-art techniques and research. A training needs assessment would be conducted in advance to ensure that the training was appropriately designed for the background of the training participants as well as the social, economic, cultural and technical contexts in which the program functions.

- C. The Gender Issues (WID) Committee should be strengthened in a manner appropriate to the Mission.

The goal of such a Committee is to provide gender input at all critical phases of the development process. The goal of the committee should be to enhance the inclusion of gender considerations during the regular programming process. It is therefore proposed that the Committee consist of an FSN or USDH WID facilitator from each office, to support the Mission WID Officer.

It is suggested that this Gender Issues (WID) Committee meet at least quarterly and take responsibility for interventions on behalf of gender issues in the Mission according to a workplan developed in consensus with appropriate staff. The workplan would include action items that integrate WID into the Mission portfolio with an appropriate timeline and benchmarks to mark achievements.

It is recommended that interventions at the following levels be included, at a minimum:

PIRs*	RFP design
Strategic Plans	SOWs
Preparation of NPDs	Briefing of consulting teams and/or participation

(*Since preparation of this report, the Mission Director has indicated his intention to focus the next quarter's Project Implementation Reviews (PIRs) on gender/WID issues.)

In addition, the Gender Issues (WID) Committee is encouraged to arrange for seminars on timely gender-related topics for Mission staff and interested individuals in the broader community.

- D. It is hoped that more official time can be allocated to gender/WID issues as the importance of considering gender for development effectiveness is recognized.

The current WID officer does not have the time to give to WID issues due to her full-time schedule of work in the Office of Housing. One solution used in other Missions is to allow the Mission WID Officer to commit an allocated portion of his/her work time to gender issues. Another is to identify and appoint a WID facilitator for each office, either FSN and USDH. These WID facilitators should have a demonstrated interest in the promotion of gender issues. They should be of both genders and should be encouraged to allocate a percentage of time to dedicate to proactively integrate WID into the Mission portfolio. The importance of this emphasis would be reflected in employees' EERs, a suggestion made by the Mission Director.

II. Medium Priority

- A. As the Mission finalizes its impact indicators and begins to determine its data collection procedures, it needs to carefully assess how well its proposed indicators measure impact on both men and women at the people level.

At present the indicators appear to be gender neutral. In fact, there may well be a differential impact of the development assistance intervention on men and women.

- B. The WID Officer and an appropriate member of the Gender Issues (WID) Committee should brief each new employee, FSN or USDH, on aspects of gender considerations specific to their assigned responsibilities.

This would include a reminder that employees are evaluated in their EERs in part on their attention to gender issues, if the Mission Director's suggestion is adopted.

- C. A packet of appropriate gender materials should be distributed to each USAID officer.

These materials would include, but not be limited to, the portfolio review of 1989, project-specific

information from the 1990 Marga study, the Strategic Overview prepared in 1991, a sample training needs assessment, current newsletters from R&D/WID, and a copy of this report. Additional materials of interest should be distributed by the WID Officer on a periodic basis to all USAID USDH and FSN officers, GSL officials, USAID contractors, and members of the USAID donor recipient community in the private sector.

III. Optional

- A. USAID/Sri Lanka is encouraged to play a leadership and catalytic role in Sri Lanka by fostering a community sensitive to and interested in gender issues in development.**

AID/W is perceived as a WID institutionalization leader by the donor community. The Mission could assume this leadership in Sri Lanka as well. Organizations identified for fostering include, but are not limited to, the following:

CENWOR	Marga	ICES
IAWID	CARE	Agromart
WCIC	TAF	IIMI

- B. USAID/Sri Lanka is encouraged to develop a WID Resource Manual similar to the one prepared by USAID/Nepal's WID Officer.**
- C. The USAID/Sri Lanka Gender Issues (WID) Committee can work with the Asia Bureau Gender Advisor to develop a checklist for the inclusion of gender considerations at appropriate points in the entire programming cycle of the Mission's activities.**

It is the desire of the Asia Bureau with the support of the WID Office to institutionalize gender considerations in each of the Bureau's Missions, for more effective development assistance. Resources for this purpose are available on a matching basis through the R&D/WID Office and the GENESYS contract to assist with implementing the recommendations and systematizing a serious approach to gender analysis and WID integration, i.e., for a full WID portfolio review, facilitation of training workshops, mid-term and final evaluations, development of indicators, and project and program design.

W

II.

BRIEF OVERVIEW OF USAID/SRI LANKA PORTFOLIO
FROM A GENDER PERSPECTIVE

A. The Program Office

The Program Office's responsibilities include the tracking of project evaluation recommendations, donor assessments of those donors that receive U.S. Government monies, policy reform and the development and oversight of the Mission's strategic framework. Within these areas of Program Office responsibilities there are many opportunities for fuller integration of WID. The tracking of WID constraints is also possible. By identifying these constraints and opportunities the Mission will be able to take a more proactive WID stance. Increased awareness will provide an avenue for WID integration into existing and future projects and programs for the Mission.

The Agency is considered a leader in WID institutionalization by the larger donor community. USAID/Sri Lanka has a leadership role amongst the donor community in Sri Lanka, particularly in the area of policy reform. Given this leadership, the Program Office could extend its catalytic role into the area of WID integration and gender analysis.

The following WID interventions and recommendations primarily target actions the Mission staff should undertake. However, vested consultants, GSL, private sector and NGO/PVO representatives should be part of the process of WID integration wherever appropriate.

Recommendations

- * Tracking of Program Evaluation Recommendations: Prior to the evaluation process the Program Office should work closely with the Project Officers and the WID Officer/facilitators to ensure that WID is appropriately addressed during project needs assessments, design, implementation and monitoring phases.

Coordination with the evaluation teams to see that WID is adequately addressed will provide "lessons-learned" for projects and programs with similar conditions and objectives. These lessons-learned should be appropriately disseminated to Mission staff, the larger donor community, GSL and the private sector where appropriate.

- * Donor Assessments: The Program Office should request additional guidance, if needed, from AID/W if WID is not part of the current donor assessment criteria. WID information gleaned from the assessment process should be shared with

Project Officers and WID Officer/facilitators as well as the larger development community in Sri Lanka.

- * Policy Reform: Although policy reform tends to be developed on a macro level, there are people-level data from the NGO/PVO community, the GSL "village data banks" and the WID Office that might provide essential information that would help to determine the intended impacts of specific policy reform as it differentially affects men and women. The consultant recommends that these resources be utilized by the Program Office.
 - * Development and Oversight of Mission's Strategic Framework: The Strategic Framework Objective Tree could easily be gender-differentiated to remind Mission staff of the necessity of WID integration for successful meeting of Mission objectives. Further gender refinement of the Objective Tree boxes could be defined by the Project Officers and WID Officers where they dovetail with project objectives.
 - * WID Leadership: USAID/Sri Lanka has a leadership role amongst the donor community in Sri Lanka, particularly in the area of policy reform. Given this leadership, the Program Office could extend its catalytic role into the area of WID integration and gender analysis for the Mission and the larger development community, GSL and the private sector.
 - * RFP Consistency: The Program Office should take the responsibility to ensure that the SOWs in RFPs appropriately reflect the consideration for gender analysis and WID integration as it is developed and represented in the project design.
- 6.

**B. The Office of Agriculture and Natural Resources
&
The Office of Projects**

Many projects under the Office of Agriculture and Natural Resources (ANR) and the Projects Office share the timeliness for aggressive WID integration. The "Rights to Resources Project" and the NAREPP activities have common project objectives that the IIMI consultants, Gil Levine, Norman Uphoff and Pamela Stanbury, will address. These three consultants, with their extensive participatory development experience, will provide a framework that can greatly facilitate the integration of WID into the portfolios. Further cross-fertilization should extend to ACDI's AGRIDEV and the Office of PSD's Mahaweli Project activities concerning identification and participation of women farmers.

Participatory development, extension services and training, land titling, natural resource management and agricultural production, marketing, devolution and local governance are common themes in these projects. These shared issues and objectives will require gender analysis to ensure women's full participation in project activities and to improve the chances for project success.

Recommendations

- * ANR should hold joint meetings with the IIMI consultants, the IIMI gender analyst, ACDI/AGRIDEV representatives, the Mission WID Officers, the Projects Office, the MED Project, Agromart and PSD to facilitate a cross-fertilization for WID integration into participatory development, extension services and training, land titling, natural resource management and agricultural production, marketing, devolution and local governance.
- * Gender analysis to ensure women's full participation in project activities and to improve the chances for project success should occur in all five project phases (needs assessment, design, implementation, monitoring and evaluation). Gender analysis should identify areas of WID opportunities and constraints. Projects should be modified or extended accordingly to increase women's participation.
- * Activity-specific WID information gleaned from these analyses should be shared with the larger development community (donors, PVOs, NGOs, contractors and GSL) as well as the Program Office to provide a people-level framework on which policy reform is based and development projects and programs are designed.

- * WID information gathered from the variety of economic activities these projects represent should also be shared with the private sector and banking institutions, particularly those companies involved in agribusiness.
- * New projects, i.e., the AGENT Project, which have the potential for moving its men and women beneficiaries beyond subsistence-level income earnings should include gender-disaggregated analysis. This issue is of particular relevance for women entrepreneurs as they predominate in the informal sector and rarely move into the formal sector.
- * Project Officers should coordinate their efforts with the Program Office to ensure RFPs appropriately reflect genderized SOWs as developed in the project design phase.

8

C. Office of Private Sector Development

The following overview of the Office of Private Sector Development reflects the consultant's two-year experience with the portfolio during her tenure as backstop officer at ISTI. It does not constitute a full portfolio review.

Private Sector Policy Support

Policy Support Unit

The PSU has made an institution-strengthening grant to the Women's Chamber of Industry and Commerce on a competitive basis. It has been working hard with the chamber to help it implement this grant effectively.

Recommendation

- * The PSU should continue to support the WCIC in its efforts to promote businesses owned by women and to integrate the chamber sector. At the policy level the PSU should be cognizant of the impact of the policies it is promoting on both men and women.

Capital Markets Project

A textbook has been prepared for use in the secondary schools at the A-level. It is apparently gender neutral in its explanations and targeting.

Ten brokerage houses have brokers handling sales for the Colombo Stock Exchange. Only a few are women despite a number of females in the financial sector in Sri Lanka and despite a number of senior female officials in the brokerage firms, e.g., John Keells.

Recommendations

- * The textbook and its use should be carefully reviewed for potential gender implications. If a gender perspective has not been sufficiently included, a separate study guide should be prepared to accompany the textbook to make it more "women-friendly."
- * The Capital Markets Project should encourage brokerage houses to hire female brokers through informal conversations including the suggestion of offering specific incentives for women.

Privatization

Privatization of government properties is considered gender-neutral, although prospective share ownership could be skewed if share holding is based on employee portion.

Mahaweli Enterprise Development Project

The MED Project has been training small and medium-sized entrepreneurs. Gender-disaggregated data reveals that about 75% of the trainees are men and 25% are women. Part of this is due to the length of training (3 weeks) and part may be that no proactive effort is made to encourage women to attend. Announcements of the training programs are made by radio, by written flyers and through EIED officers and MED Field Business Consultants.

The training is currently costing Rs. 40,000 per trainee, far above the costs for a similar training program in India. Also, the Agromart training program has calculated its costs at Rs. 602 per trainee, although the training is much shorter. The impact appears to be comparable or better, however, in terms of the number of enterprises started after the training.

An evaluation of the training programs under MED was performed last October by Susan Exo and Hina Shah to ensure that they were effective.

The MED Project has found it difficult to recruit Field Business Advisors, due to the difficulties of the setting, although CARE has had no similar difficulties.

The Field Business Centers are beginning to introduce fees for services in order to create a demand-driven program where participants have a sense of ownership.

Businesses which are begun under MED are identified by size but not by gender.

The SSE Advisor has made repeated efforts to encourage EIED to reach out to women. He has even proposed a Women in Management training program, but he has not yet had it approved.

The training companies are paid on an incentive basis. At least 30% of their trainees must establish sustainable businesses before they are paid their final check.

The MED Project is attempting to create policy changes, particularly regarding land titling. It is hoped that the Mahaweli Authority will soon allow transfer of title to incumbents who now are considered squatters needing to get an annual permit to cultivate the land or use it for entrepreneurial purposes. With

land titling the users would have land for its collateral value in terms of accessing credit.

Recommendations

- * When the MED evaluation is conducted, a gender-sensitive evaluator should be included on the team to ensure that the evaluation reflects MED's actions regarding WID. The mid-term evaluation of the Agromart Project would provide useful terms for comparison and successful integration of WID. (This suggestion was endorsed by the head of the PSD Office.)
- * One gender intervention would be to reward the training teams by paying them higher fees based on recruiting women trainees who successfully complete training. A 50% women participation rate should be the goal. (If it is unacceptable to set goals, then every effort should be made to ensure that women have equal access to training opportunities through proper recruiting, arranging courses at convenient times and in suitable locations, and targeting training to their technical needs and interests.)
- * Another incentive program would be to train trainers, who would then be paid based on the number of trainees recruited for the next training program. A higher rate could be paid for women trainees recruited to ensure that women are indeed given equal access to training. This has been used successfully in Senegal with a great ripple effect.
- * The Exo/Shah evaluation should be carefully reviewed for gender implications.
- * The MED Project should consult with the Agromart Project on advice regarding proactive approaches to women and cost-effective training.
- * As land title is transferred, MED should endeavor to ensure that women have equal access to land.

Technology in the Private Sector

The TIPS project assists companies to access new technologies on a 33/67 matched basis. Three hundred activities are predicted over the course of the project. One hundred of these have been completed already.

There is an in-built bias to the assistance which can be provided under the TIPS Project due to the Lautenberg Amendment to the Foreign Assistance Act which prohibits assistance to industries which produce garments, textiles, handbags, gloves, and so on. As many of these industries employ predominately women, the USAID Mission is unable to be as proactive as it might without this

11

restriction.

Only two of the 100 IESC volunteers who have assisted Sri Lankan enterprises were American women.

The TIPS staff includes a dynamic Mrs. Mendes. At least one member of the WCIC has applied for assistance.

Recommendations

- * An analysis of the TIPS project should be conducted to understand how many firms have approached the project for gender-specific technical assistance and whether women-owned businesses have had equal access to information about the project. The analysis should include a review of the technology innovations for their ease of utilization by women workers and where new skills training involves job promotion.
- * The WID Office in Washington DC ought to make it perfectly clear to the U.S. Congress that the Lautenberg Amendment has a deleterious effect on women in developing countries.

PL 480 Loan Scheme

The Seylan Bank Scheme lends money to small-scale entrepreneurs. In a promotional scheme, individuals within one kilometer from any of the bank's branches can borrow. The scheme relies on trust. It is intended to produce more credit-worthy clients for the bank. Women have not been specifically targeted.

Recommendation

- * USAID-funded loan schemes should be required to have a percentage of beneficiaries who are women or at least ensure that women are fully encouraged to become borrowers. Bankers in these schemes can be given counsel (gender awareness training) as to how to be effective in appealing to women as potential and actual clients.

PRE Loan Guarantee Program

The PRE Bureau in Washington manages this centrally funded project. Loans of up to US \$150,000 are guaranteed through this approach on a 50% basis. Hatton National Bank, Sampath Bank and Seylan Bank are prime lending institutions involved in the program. Under AID/W's leadership, training programs are conducted for both beneficiaries and bankers.

From discussions held in AID/W, it appears that Sri Lanka has approximately 50% of the entire program's loans. Gender information has been collected on the loan form since 1990, following a gender-sensitization workshop in Washington. This

12

information has not as yet been analyzed. It will be interesting to learn how many borrowers are women and then to follow with some impact information gathering.

There is an apparent felt need for middle-size loans for women-owned businesses, per discussions with members of the Women's Chamber of Industry and Commerce.

Recommendation

- * When bankers are trained under the PRE Loan Guarantee Program, they should be given information about their potential clientele on a sex-disaggregated basis. In addition, bankers should be sensitized to proactively seek out female borrowers and investors.

III.

**GENDER ANALYSIS OF SELECTED ACTIVITIES
IN USAID/SRI LANKA'S PVO CO-FINANCING PORTFOLIO**

USAID/Sri Lanka's PVO Co-Financing Portfolio clearly assists the Mission in meeting its Strategic Objectives. The wide variety of activities in the PVO portfolio neatly fall into the Mission's subgoals of: "an effective and dynamic market economy; a healthy environment and productive natural resource base; and an active pluralistic society." The PVO/NGO community supported by the Mission largely works with women beneficiaries. The opportunities are ripe for fuller integration of WID, maximizing PVO impact to foster an active pluralistic society, and cross-fertilization of lessons-learned from the PVO activities to other Mission projects and policy reform. These opportunities can be realized by implementing the following recommendations.

Recommendations

1. The Mission is encouraged to sponsor regular "Common Agenda" meetings between those international, indigenous and U.S. PVOs/NGOs currently active in Mission-funded activities and the Mission staff responsible for projects with similar conditions and objectives.
 2. It is strongly recommended that the Mission sponsor a Mission-PVO WID training workshop for the PVOs it assists.
 3. Given the ratio of men:women beneficiaries that PVOs/NGOs assist, the Mission should facilitate the increase of women in leadership roles in PVOs/NGOs by identifying and providing appropriate technical assistance and training to women PVO/NGO representatives.
 4. The PVO/NGO representatives and Mission staff can work together to determine avenues for wider WID integration into project activities and present these findings to the larger development community, GSL and appropriate private sector organizations.
 5. The Mission could utilize its favorable standing in Sri Lanka to increase dialogue with the GSL regarding the pivotal role indigenous PVOs/NGOs might play in fostering women's leadership in representation and strengthening of a pluralistic society.
 6. The Mission could facilitate enhanced utilization by policy-makers of the people-level and gender-disaggregated data PVOs/NGOs collect and analyze as an additional resource for policy development and reformulation.
- 14

7. The Mission is urged to encourage private sector organizations to utilize the people-level and gender-disaggregated data PVOs/NGOs collect and analyze as additional means for reaching women producers, investors and consumers.
8. The Mission can facilitate the growth of PVO/NGO self-reliance and sustainability by requesting those private sector organizations benefitting from PVO/NGO data collection to provide training, technical assistance and investment into PVO/NGO activities.

GENDER ANALYSIS OF SELECTED NGOS/PVOS

1. **Organization:** Family Planning Association of Sri Lanka (FPASL)
Contacts: Dr. Sriani Basnayake, FPASL Doctor/Counsellor
 Dr. Anoma Wickremasingha, Youth Counselling Centers (YCC), D/C

FPASL used to provide free service and medicine. Participation has risen since fees were introduced. Professional and peer counselors are utilized to provide services. Peer counseling is particularly effective in poor rural and urban areas. The International Planned Parenthood Foundation (IPPF) wants women to have more decision-making power regarding FP and related health issues. FPASL believes that men need to be targeted in this campaign so that they "allow" their wives to have this decision-making power.

YCC was established in 1990 to reach young and unmarried wo/men. A higher percentage of men than women participate in counselling services though women have the same needs and interests.

FPASL convened a Women NGO Conference on AIDS. The list of participants will be made available to the Mission. The NGOs represented a wide variety of cross-sectoral programs and projects and intend to include AIDS education in future outreach efforts. FPASL has provided the tourist sector a one-day AIDS education seminar. Senior management through office assistants attended. Awareness and understanding of transmission of the disease increased by 80+%.

FPASL has identified Free Trade Zone women laborers and estate plantation workers as at great risk for AIDS. FPASL wants to start up programs in these areas (using a similar approach to that used for the tourist sector). FPASL has also received increasing numbers of requests for female condoms as "married women know their husbands have outside relationships and do not practice safe sex."

Recommendations

- * YCC's new advertizing will (should) include the phrase "women counsellors available". Advertizing will be extended into women's weeklies and magazines.
- * The Mission should meet with FPASL to discuss proactive measures for controlling AIDS in Sri Lanka. Given the Mission's interest in starting an AIDS project, the FPASL's agenda to expand AIDS programs in the FTZs and estate plantations could be a Mission-supported activity under the new project.
- * USAID does distribute condoms in certain countries. Given the demand for female condoms and the fact that most Sri Lankan

women do not control their sexuality or that of their partners, distribution of female condoms could also be one of the Mission's new AIDS project activities.

- * FPASL should strongly encourage "couple counselling," as opposed to single counselling, so that both partners recognize their responsibility to the health of their spouses/partners. This applies to hetero, homo and bisexual units.

2. **Organization: Community Development Services (CDS)**
Contacts: Dennis Hapugalle, Director
Kamane Hapugalle, Projects Coordinator

CDS provides family planning services and counselling as well as surgical procedures to control fertility. CDS would like to expand their counselling and other services into the Free Trade Zones (FTZs) as FPASL would.

Another area for intervention would be the "dry zone" of Sri Lanka. However, CDS believes that, given the poverty of the dry zone, clients (and particularly women) would not be able to afford their services.

CDS wishes to diversify their activities to provide a more comprehensive package to their women clients. Diversified activities would include microenterprise development with South-South assistance in appropriate technologies, e.g., how to produce fish sauce (nam pla). Other forms of South-South assistance could come in the form of academic "fellows" on loan from another Asian country to provide in-house increased capacity.

Recommendations

- * The Mission should consider the economic constraints potential CDS female clients have and foster opportunities for their access to health care and income. Indirectly, the Mission could provide support to CDS by facilitating a number of "common agenda" meetings with CDS and other NGOs that have experience in microenterprise development.
- * A more direct support for CDS would include Mission-WID Office support of WINROCK's AWARE project proposal. South-South dialogue, women's leadership and issues, and technical assistance are the capacity-building corner stones of the project.

**3. Organization: The Asia Foundation (TAF)
Contacts: Kim McKoy and De Silva**

USAID-funded TAF projects include the foci of the legal system, the Parliament and the media. TAF also supports Women in Need's legal literacy program and the Open University of Sri Lanka's legal aid program in which women law students predominate in providing free legal assistance.

The USAID-funded law projects include: Continuing Legal Education of Lawyers with the Bar Association of Sri Lanka; production of law textbooks with the Council of Legal Education; and development of Legal Ethics. A "judge training" will begin soon.

Legal System: Women, trained as lawyers and teaching in Colombo University's Law College, are active committee participants in developing the law textbooks and the Legal Ethics project.

However, the Bar Association is made up of predominately male practicing lawyers and therefore the out-reach in the Continuing Legal Education of Lawyers has been done by male lawyers and reaches mostly male lawyers.

Recommendations

- * The consultant suggested to TAF that women lawyers, "drafted" from the Women's Bar Association or the University, be recruited to participate in this out-reach program. The visibility these women would have would provide strong role models, potentially increase their influence and improve the odds that women lawyers attend the continuing education seminars.

The Parliament: The Parliament Program is improving the Parliament's information system and research capabilities. There is a current dearth of information which is readily available concerning rural/subsistence issues. TAF requested that the consultant forward the "Zambia model" to them that illustrates an excellent model in which NGOs are actively championing the issues of the beneficiary constituency at the parliamentary level.

Recommendations

- * The consultant suggested that TAF draw upon the information the indigenous and international NGOs/PVOs gather in their field work to increase the substantive data by which the Parliament might make more informed decisions and introduce policy reform.

The Media: In the media, USAID has funded two human rights videos that illustrate the impacts of (1) dowry and (2) domestic violence (against women). The Deputy Director, George Jones, has shown/shared these videos to USAID/Kathmandu. TAF will soon begin a special study on women producers with (Sharmini Boyle) in the media.

Recommendations

- * The consultant suggests that the Mission share the dowry and domestic violence videos with all USAIDs in Asian countries with similar conditions.
- * The Mission needs to strategize with TAF to increase the Sri Lankan viewing audience; particularly in the pockets of society that most need to increase their awareness regarding dowry and domestic violence. Perhaps the women producers that will be working with TAF could disseminate the two videos in their current professional positions.
- * The consultant suggests that TAF discuss WINROCK's AWARE proposal with Pamela Baldwin, given the potential for its support to democracy activities.

4. **Organization: Agricultural Cooperative Development International (ACDI)** **Contact: Robert Flick, ACDI Project Director**

ACDI's original project design has undergone a thorough transformation into its current incarnation of AGRIDEV. AGRIDEV was formed under the "company limited guarantee" law through which a foreign NGO can create a company with Sri Lankan private sector individuals and companies.

AGRIDEV will have two major components: nucleus farms for farmer training and experimentation in improved seed, methodologies and non-traditional crops; and the business organization that will hold 40% of its stock available to farmer-bought shares and 60% for the private company investment (AGRIDEV will control 20% until the end of the project).

ACDI asked if it would be possible for Agromart or a similar indigenous organization to assist ACDI by doing a gender-disaggregated study on the make up of the suppliers (farmers) producing gherkin pickles in AGRIDEV's first activity area.

This request came after discussion with the consultant regarding the nucleus farms. Given the investment aspect of this activity, it will be essential to project success to know the gender make-

up of the producer community so that informed decisions will be made; i.e., the availability of women extension agents to women farmers; availability of technologies that can be easily used by women farmers.

Recommendations

- * The consultant suggests that ACDI collect gender-disaggregated data regarding the farmers buying shares in AGRIDEV.
- * The consultant recommends that the Mission's ANR and PSD Offices keep closely informed of AGRIDEV's efforts as there are many potential lessons-learned regarding women farmer/producers, (women) farmers as investors, agribusiness sustainability and continued stream of benefits after life of project from the nucleus farms under AGRIDEV.
- * The Mission should support ACDI's need for gender-disaggregated intervention as it relates to: farmers/producers; investment and membership; availability of women extension agents to women farmers; and availability of technologies that can be easily used by women farmers.

5. Organization: IIMI

Contacts: Doug Vermillion, Marion Fuchs-Carsh, Marguerite Zwarteveen (Gender Analyst), Gil Levine (consultant)

IIMI has been instrumental in developing the Mission's "Rights to Resources Project" (R2R). IIMI has also recently acquired a gender analyst. The R2R design does not specifically address the opportunities and constraints for women to organize in and benefit from the project. The gender analyst has yet to work with R2R or with the consulting team that is now here.

The gender analyst has developed a concept paper for a project on "Women in Irrigation." The consultants informed IIMI on how to access WID resources in support of this project.

Recommendations

- * The consultants recommended that IIMI not do "women only" projects but support and multiply the resource of a gender analyst by having the analyst review and work on all of IIMI's projects and with all visiting project consultants (as is possible).
- * The gender analyst should work particularly closely with the R2R project design contractors. The participatory development, natural resource management, local governance

7D

and community-based enterprises aspects of this design will spill over into a number of current Mission projects.

- * IIMI's gender analyst should coordinate her work and learnings with the Mission's WID Officers and Committee on all USAID-funded projects and particularly R2R given its potential for women's participation.
- * USAID/Sri Lanka's designated WID Officers and Committee should take full advantage of in-country guidance and insight that IIMI's gender analyst might provide to the Mission.
- * The WID Officers and Committee should provide WID documents and access to the Mission library for IIMI's gender analyst.

6. **Organization: Central Council of Social Services (CCSS)**
Contacts: Bob Russell, Director
Hemamalie Direcksze, Administrative Officer

The CCSS is an umbrella organization of approximately 200 NGOs active in Sri Lanka. USAID has provided CCSS with a grant to be administered on behalf of USAID and to be further distributed on a competitive basis amongst member organizations as mini-grants. Dr. Russell's position has been supported by USAID as an institution-strengthening opportunity. His position will phase out next year as he is replaced by his Sri Lankan counterpart.

The CCSS has been working under Dr. Russell's leadership for two years to prepare a new constitution which should rationalize the organization and provide better guidelines for membership. Due to the democratic nature of CCSS and the strength of the individual leaders of the member NGOs, this has been a tedious process, the outcome of which is not yet certain.

USAID also finances two of the CCSS's major activities, training for employment and training for income generation. Both are activities which have important potential for the involvement of women and the improvement of their quality of life. A new policy has recently been instituted to ensure appropriate targeting: now 50% of all trainees are required to be women.

A profile of the members from a gender perspective indicates that at least 50% of the individual members of constituent NGOs are women, yet the leadership is largely male. Many of the national NGOs are Colombo 7 based and controlled by 10-15 strong families. Being a leader in an NGO is prestigious and provides social access. It appears that men have an easier time assuming those roles, particularly now as more and more public administration jobs are being phased out and their incumbents are seeking alternative

employment.

There is at least one strong female leader amongst the CCSS NGO cadre, however. She is Beulah Moonesinghe, Chair of the Agromart Foundation. She is a respected and excellent role model, who should be consulted for suggestions about improving the gender balance in the organization. She is a member of CCSS's Women's Committee.

To become a new member of CCSS, an NGO must exist for more than one year, have a list of current Board members, produce an AGM report, and provide copies of a set of annual audited accounts. This is required to prevent upstart NGOs with no true membership base from joining.

One particularly interesting rurally based feminist NGO is the Sinhala-Tamil Rural Women's Network in Nuwara Eliya. Founded by Vimali Karunaratne, it now has 6000 members on the tea estates, all operating farmers. It was formed after Vimali, a Sinhalese woman married to a Tamil husband, became a refugee with her family as the sole survivors of an LTTE attack on their village in the Trincomalee area. The family fled to Nuwara Eliya to live with her parents. She then had an opportunity to visit India for a conference. When she found herself face to face with LTTE leaders, who were grappling with the socio-economic and ethnic problems facing them in a rational and humanistic manner, she was inspired to try to improve the situation in Sri Lanka. The Network focuses on conflict resolution. The CCSS supports the group with a grant for their cooperative potato farm, providing a scale, Sinhalese and Tamil typewriters, and a mimeograph machine.

Recommendations

- * Due to CCSS's role in training individuals for employment and income generation, CCSS staff should be given gender analysis training to sensitize them to constraints and opportunities for men and women based on gender considerations. This training should also be required of all consultants hired by CCSS for its training. Such a training program could then be incorporated into all of CCSS's subsequent NGO training producing a potentially dramatic ripple effect in the NGO community.

This training would need to be funded by the Mission on a match basis with the WID office, perhaps in conjunction with internal USAID/Sri Lanka gender training, as the CCSS does not have extra funding budgeted for this purpose. A team of two would be needed, supplemented by local facilitators, probably from the CCSS; this team would need to be sensitive to the particular nature of the Sri Lankan NGO community to be effective. (This suggestion is made after thorough discussion with the director.)

- * CCSS should be encouraged to establish a data bank of gender-sensitive consultants, both women and men, who could be called upon to train or provide other technical expertise to CCSS members or outside organizations. (This suggestion arose when Dr. Russell himself proposed that some organization keep a bank of women consultant specialists in various development fields.)
- * CCSS should develop a leadership and management training program specifically for women in the NGO community to give them the skills to assume more important roles in the movement. This training program could be tried initially within CCSS' own staff initially on a trial basis. (CCSS has already given leadership opportunities to at least one female staff member, Hemamalie Direcksze; others should be given the same opportunity for advancement.)

(Recent leadership training for Agromart, one member NGO, was successful though not gender sensitized. Pixie Martin is available in Sri Lanka for the months of June and July. She is a skilled trainer and would be interested in facilitating leadership workshops on a local salary basis.)
- * The CCSS Women's Committee should be encouraged to play a more proactive role and should be included in plans for enhancing the role of women in the organization and in the broader NGO community to ensure a sense of ownership in the process and outcomes.
- * The S-T Rural Women's Network ought to be observed for lessons to be learned about promotion of activities in the democracy area, particularly for conflict resolution lessons. (Members of the Network are apparently too thoroughly engrossed in their own farming activities to serve as consultants.)

7. Organization: CARE
Contact: Pat Buckley, Project Officer

CARE is well known amongst the PVO community in Sri Lanka for its proactive stance toward gender issues and the integration of WID. This may well be enhanced by the presence of three female expatriates in leadership positions in CARE/Sri Lanka. A fourth woman leader is expected soon. CARE is actively recruiting for additional local hire female staff. One means to ensure increased participation by women is their policy to require that at least two applications for every job must be from women.

In the North and the East, CARE is attempting to expand its programs. The expatriate staff has suggested training and hiring local widows for field work. Some of the local male staff have

balked at this suggestion. Nonetheless, CARE is pursuing this tack.

Internationally, and especially in South Asia, CARE has had good success with female field staff. Women have been willing to accept these positions, even when postings were remote; they have utilized motorcycles. Some of the resistance to hiring women field workers and professionals in CARE/Sri Lanka comes from the men on staff who feel threatened by new competition for their positions.

The CARE staff looks to AID for information on gender issues and WID integration. CARE would like to be recipients on a regular basis for WID information.

CARE would also like to access gender awareness and WID training for its own staff from USAID. It has already generated interest from CARE-USA and NORAD to fund portions of such training.

CARE would also like assistance from USAID in completing a WID portfolio review for gender considerations.

Recommendations

- * The Mission should regularly disseminate WID information and mailings to CARE.
- * The WID Committee/Officer(s) should organize seminars on WID/gender issues for the Mission, including NGOs like CARE.
- * The WID Committee/Officer(s) should organize a WID/gender awareness training, including NGOs like CARE. (CENWOR, the Center for Women's Research, should also be included as CENWOR is about to launch a gender-sensitization activity for government bureaucrats and seeks advice.) The Women's Bureau should be included as a resource.

8. Organization: Thrift and Credit Cooperative Societies (TCCS) Contact: Ranjit Hettiarachi, Director

The 7000 TCCS groups have a 50% membership who are women. Yet, only 20% of their senior staff are women on the national level and 40% at the district level. According to Hettiarachi, this results because men are still dominant in Sri Lankan culture and are expected to provide leadership. These groups are all autonomous, supported by a staff of 1300 throughout the country.

Each Thrift is organized in an operational area where members have a common bond, since the Thrift is based on trust for its savings mobilization. Members must be 18 years old and considered by other members to be of good character.

The Thrifts have an excellent repayment record. 90% of borrowers repay their loans on time; 7-8% pay 1-2 weeks late; and 2-3% are temporary defaulters. Only 1% are complete defaulters.

The local Thrifts now have Women's Committees which encourage women to become borrowers; yet, only 30%-40% of the borrowers are women. Their loan applications are rarely rejected but women submit fewer applications.

USAID/Sri Lanka is providing financial management assistance to the TCCS through a two-year grant to WOCU (World Organization of Credit Unions).

Recommendations

- * The TCCS should be encouraged to be more WID proactive by providing their women members with skills training and financial loan counseling. The Women's Committees, if strengthened, could provide the entry point for this intervention.
- * Gender training should be offered to TCCS leadership to promote women. This would help to redress the current imbalance between the percentage of female members and the representation of women at the leadership level.
- * Ranjit should be encouraged to speak with the Agromart Foundation for lessons to be learned about credit opportunities and constraints for women in the rural areas. At the same time he could inform Agromart about the procedures for linking Agromart Societies to the TCCS.

-
9. **Organization: Women's Chamber of Industry and Commerce (WCIC)**
Contacts: Wijitha de Silva, Executive Director
Maya Senanayake, President
Board Members, e.g., Nirmala de Mel, Janaki Gunawardena

The Women's Chamber of Industry and Commerce (WCIC) currently has 150 members. It has been differently portrayed as both a professional organization and a contentious club. It is comprised of women with varying abilities and professionalism, some very modern and others quite traditional.

Criteria for joining the WCIC require that a prospective member have at least five employees and earn at least Rs. 1 million in the formal sector. (A special category is reserved for professional women who complement the business sector.) Membership fees have just been increased to Rs. 750 in an effort to become more sustainable.

25

Under a grant from USAID through the Policy Support Unit, the WCIC is expanding its newsletter, creating a more complete membership profile, developing a Business Center for information dissemination to its members, and designing a series of seminars. The first of these seminars will be held on June 20, entitled "Make Your Business Grow." It is being jointly funded by SMED (Small and Medium Enterprise Development Ministry).

The WCIC's leadership perceives the role of the organization to be threefold: 1) to provide assistance to members in appeals and submissions; 2) to provide members with information; and 3) to help link members to markets.

An annual Women in Business fair is sponsored by the WCIC. In 1991, approximately 800 tickets were sold. The number of booths was 30. The Chamber aspires to an Asia-wide fair next year.

In a brainstorming session with Board members, the following visions of the WCIC in the future emerged:

- * Membership should be increased through a membership drive.
- * Visibility and credibility should be enhanced through co-sponsorship of events with other Sri Lankan chambers. As an example, the WCIC could sponsor a joint activity with the Federation of Chambers on behalf of migrant women returning from the Middle East. (The WCIC has already proven itself with earlier interventions on behalf of these Gulf returnees.)
- * The WCIC should support members through effective service provision.
- * The WCIC should continue to play an active role on the Women's Commission.
- * The WCIC should exert more influence in the policy arena, e.g., on behalf of the Women's Charter.
- * Brown bag lunch seminars will be restarted for members on topics of interest.
- * A newsletter should effectively disseminate opportunities for women in business and the professions.
- * A mentoring program will be explored to attract and assist new members who are just starting businesses.
- * The Board would like to offer English language training to its members or to female employees working for women-owned businesses.

- * The WCIC wishes to expand its network through membership in relevant organizations in the U.S. and particularly through joining with groups in other SAARC countries. They will expand their Women in Business Fair in 1993 to include all SAARC members.

Recommendations

- * The WCIC should be supported in its efforts to explore the possibilities for savings mobilizations for collateral and credit opportunities. The consultant team will provide the WCIC Board with information on Women's World Banking. At the same time, interested WCIC members have been advised to seek counsel from Ranjit Hettiarachi of the TCCS.
- * The Asia Bureau WID/Gender Advisor should provide the WCIC with names and addresses of U.S. Women's Chambers of Commerce and other relevant organizations as well as international networks such as the International Network for Women in Enterprise and Trade (INET).
- * The PSU should continue to assist the WCIC in its efforts to become institutionally stronger and more effective in the policy arena.

10. Organization: Agromart Outreach Foundation
Contacts: Beulah Moonesinghe, Chair
Seela Ebert, Executive Director

The Agromart Outreach Foundation is successfully implementing a three-year \$500,000+ USAID grant for an agro-enterprise development and marketing project targeted to women (75%) in the Northwestern Province. (See June 1992 midterm evaluation performed by Gretchen Bloom)

Recommendations

- * Agromart leaders and staff should be encouraged to share their expertise with other NGOs. The USAID WID Committee/Officer(s) should facilitate the process, perhaps initially as a WID Committee seminar activity.
 - * The recent mid-term evaluation of the project should be disseminated appropriately to enhance Agromart's spread effect by enlightening other organizations and projects.
-

11. **Organization: Center for the Study of Human Rights (CSHR)**
Contact: Deepika Udagama, Director

CSHR was established to provide education and research on human rights. The Center is affiliated with the University of Colombo and draws students and faculty from studies/research including political science, social sciences, law, medicine and journalism. The Center's current objectives include: development of a human rights library and courses; and a human-rights focussed exchange program for faculty and students.

Courses developed include: a human rights law course; and a journalism course on human rights issues. The Center is now redefining the syllabus of the political theory course and some sociology courses to include human rights issues and history.

The director believes there are many opportunities to increase the awareness of women's rights under the auspices of the human rights program. The director feels it essential to examine women's rights in the context of human rights because these two areas of concern are now perceived as relatively unrelated in both national and international law. The case studies provided in the human rights courses use men and women subjects fairly evenly.

Recommendations

- * The "Speaker Series" sponsored by the Center should give equal representation to larger human rights issues and women's rights. Half of the speakers should be women, if possible.
- * All human rights classroom discussions should include a gender-differentiated awareness in theory and practice.
- * The Mission should encourage the Center to write an unsolicited proposal that focusses on human rights, laws and practices and their relationship to women's rights. The Mission should determine an action-oriented format for the application of these findings that would be useful to the Mission's policy work, e.g., working conditions in the Free Trade Zones or government agreements regarding conditions for exported (domestic) laborers. (The WID Office would support such a proposal.)
- * The Mission should disseminate WID newsletters, documents, and specifically the TAF dowry and domestic violence videos to the Center, and generally inform the Center of any seminars or resources from which it might benefit.

DB