

integrating gender

gender

matters

achieving results

Gender Assessment for USAID/Sri Lanka

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The Women in Development (WID) IQC

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ACRONYMS AND ABBREVIATIONS

ACILS	American Center for International Labor Solidarity
ADB	Asian Development Bank
ADS	Automated Directives System
ADSP	Association of Disabled Service Personnel
AgEnt	Agro-enterprise Development
AIDS	Acquired Immune Deficiency Syndrome
ANE	Asia and Near East Bureau
BPWC	Bureau for Protection of Women and Children
CBR	Community-Based Rehabilitation
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CENWOR	Center for Women's Research
CIDA	Canadian International Development Agency
CPA	Center for Policy Alternatives
CSO	Civil Society Organization
DAC	Development Assistance Center
DG	Democracy and Governance
EG	Economic Growth
EPZ	Export Promotion Zone
ESCAP	Economic and Social Commission for Asia and the Pacific
FDI	Foreign Direct Investment
FMM	Free Media Movement
FTZ	Free Trade Zone
FY	Fiscal Year
GBV	Gender-Based Violence
GCE	General Certificate of Education
GISP	Governance and Institutional Strengthening Project
GOSL	Government of Sri Lanka
GTZ	German Technical Cooperation
HA	Humanitarian Assistance
HIV	Human Immunodeficiency Virus
HRC	Human Rights Commission
ICES	International Center for Ethnic Studies
ICT	Information and Communication Technology
IDP	Internally Displaced Person
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
IQC	Indefinite Quantity Contract
IR	Intermediate Result
IT	Information Technology
JVP	<i>Janatha Vimukti Peramuna</i> , or People's Liberation Front
LTTE	Liberation Tigers of Tamil Eelam
MFA	Multi-Fiber Agreement
MICI	Microeconomic Competitiveness Index
MoJ	Ministry of Justice
MoL	Ministry of Labor
MPP	Mission Performance Plan
MSME	Micro-, Small and Medium Enterprises

MWA	Ministry of Women's Affairs
MWRAF	Muslim Women's Research and Action Forum
NCW	National Committee on Women
NGO	Non-Governmental Organizations
NPD	National Planning Department
NWC	National Women's Committee
OCGCRRR	Office of the Commissioner General for Coordination of Relief, Rehabilitation and Reconciliation
OE	Operating Expenses
OECD	Organization for Economic Co-Operation and Development
OTI	Office of Transition Initiatives
PA	People's Alliance
PCI	Peace Confidence Index
PEACE	Protecting the Environment and Children Everywhere
PMP	Performance Monitoring Plan
PRSP	Poverty Reduction Strategy Paper
RFA	Request for Assistance
RFP	Request for Proposal
RRD	Rehabilitation, Reintegration and Development
RSL	<i>Regaining Sri Lanka</i>
SARI	South Asia Regional Initiative
SC/SL	Save the Children/Sri Lanka
SEAPAT	South East Asia and the Pacific Multidisciplinary Advisory Team
SIDA	Swedish International Development Agency
SL	Sri Lanka
SLILG	Sri Lanka Institute for Local Governance
SME	Small and Medium Enterprises
SO	Strategic Objective
SpO	Special Objective
STD	Sexually Transmitted Diseases
TAF	The Asia Foundation
TCI	The Competitiveness Initiative
TIPS	Technology Initiative for the Private Sector
TOT	Training of Trainers
UN	United Nations
UNDP	United Nations Development Program
UNFPA	United Nations Fund for Population Activities
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Fund
UNIFEM	United Nations Development Fund for Women
UNP	United National Party
UXO	Unexploded Ordinance
USAID	U.S. Agency for International Development
USAEP	U.S.-Asia Environmental Partnership
USG	United States Government
WB	World Bank
WCD	Women's and Children's Desk
WCIC	Women's Chamber of Industry and Commerce
WEF	World Economic Forum
WHO	World Health Organization

WID
WIN
WUSC
YATV

Women in Development
Women-In-Need
World University Service of Canada
Young Asia Television

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EXECUTIVE SUMMARY

Understanding gender issues can help to minimize or avoid unintended negative impacts of development programs. In addition, strategic actions, both gender-focused and gender-mainstreamed, can maximize positive gender impacts such as improving the status of women or balancing opportunities for men and women. Focusing on the new USAID Country Strategic Plan for the FY2003-2007 period, this report provides an overview of Sri Lanka's gender context and then discusses the gender issues for each of the Mission's four Strategic Objectives. Recommendations include specific activities, both mainstreamed adaptations of existing activities and also gender-focused ones. It also includes suggestions for possible indicators as well as data collection and analysis considerations.

There are many resources available to USAID/Sri Lanka to support gender mainstreaming. Although very under-resourced, the basic framework exists within government to address gender issues and women's advancement. For gender mainstreaming, there are interested but underutilized government staff in some units (e.g., Department of Census and Statistics) and highly qualified but over-worked staff in others (e.g., Ministry of Women's Affairs). The non-governmental organization (NGO) sector doing gender work is dynamic and diverse; many are experienced advocates for policy reform. There is good cooperation between the NGO gender sector and the Ministry of Women's Affairs; however, cooperation could be strengthened between women's NGOs and gender experts and the line ministries. Although relatively nascent, there are associations for professional women and also women with business of different scales and types. There is a wealth of gender-related literature and data, although much of the formal collection remains largely unanalyzed for gender variables. In addition, many of the other donors have full-time gender specialists on their staff (e.g. the Canadian International Development Agency (CIDA), Asian Development Bank (ADB), and some United Nations (UN) agencies).

There are many gender mainstreaming opportunities in the new USAID/Sri Lanka Country Strategic Plan. These opportunities include removing barriers and broadening access to activities for men and women, considering the gender impacts of proposed activities and reforms, pro-actively making choices to empower and improve the status of women, routinely collecting gender-related data and filling essential gaps. For most of the Intermediate Results (IRs) and indicators, such as service provision, training or events, it will be relatively easy to mainstream both women and men into the proposed activities and track their participation. However, there are greater challenges involved with including women and women's NGOs into areas where they have traditionally had much lower involvement, i.e., economic policy and planning activities, cluster product activities, media sensitization, the formal peace process and political decision-making at local and national levels.

While there are many opportunities for routine gender mainstreaming, a few of the activities listed in the Strategic Objective (SOs) discussions have the potential to have greater impacts on advancing the status of women. They include:

SO 4

- ◆ Support for gender budgeting activities in pilot ministries related to USAID's cluster work (NB: gender budgeting support is also proposed under SO 5);

- ◆ Inclusion of representatives from mostly-female unions and micro/small/medium enterprise associations associated with the clusters, particularly on employment generation topics;
- ◆ Expansion of the cluster work to rural areas;
- ◆ Tailor workforce development activities to include female retrenched factory workers and returning migrant workers;
- ◆ Encourage females to enter skill development activities in better-paying non-traditional fields related to the private sector.

SO 5

- ◆ Focus on influencing those working and managing mainstream media sources to expand coverage of women's perspectives as part of stories on peace;
- ◆ Influencing political party leaders, nationally and locally, to expand opportunities for women and improve female nomination rates;
- ◆ Support for gender budgeting activities in pilot ministries related to USAID's cluster work (NB: gender budgeting support is also proposed under SO 4);
- ◆ Support for technical assistance to the Legislative Drafting Office;
- ◆ Expanding female legal literacy, especially among displaced women, war widows and female-headed households.

SO 6

- ◆ Creating mechanisms for expanding the range of women's input to the Sub-Committee on Gender Issues of the Peace Process;
- ◆ Focus short-term assistance related to livelihood on women and men in communities with high proportions of female-headed households, war widows and displaced women.

SO 3

- ◆ Focus on advocacy efforts and dialogue related to tax incentives for private sector firms to train and hire disabled women and men;
- ◆ Initiate sex abuse prevention dialogue and training for the disabled, their families and communities;
- ◆ Link domestic violence prevention programs to services for torture victims, their families and trauma-affected communities;
- ◆ Focus on the children of female migrant workers, their extended families and communities for sex abuse prevention programs;
- ◆ Target migrant workers and displaced women as part of HIV/AIDS activities.

With regard to procurement, under USAID's Automated Directives System (ADS) guidelines, all Requests for Proposals (RFPs) must include attention to gender issues as part of their selection criteria for contracts and grants. Once work has commenced, it is all too common to forget about gender-related issues during the course of a project, to cancel gender-related activities as a result of budget shortfalls and to fail to adapt projects based on gender-related data collection. It is recommended that the Mission consider the following:

- ◆ For new contracts and grants (including Office of Transition Initiatives (OTI) small grants), it is important for USAID/Sri Lanka to provide clear signals in the text of the RFP that program plans and performance measurement must be gender-sensitive

and work to advance the status of women, including specific groups of more vulnerable women;

- ◆ When evaluating proposals, the gender-related capacity of the contractor/grantee, quality of the proposed gender program strategies, understanding of potential gender impacts and financial allocations to gender-related assistance should be part of the mission's selection criteria. Vague proposals with unspecified personnel are not likely to produce gender-related results. Also, it should never be assumed that NGOs are automatically gender-sensitive because they are civil society organizations or that all social scientists necessarily understand gender issues or have experience with gender analysis;
- ◆ The USAID project managers need to send consistent signals to contractors and grantees about gender mainstreaming and gender-related data collection. The Mission Director may want to consider including attention to gender mainstreaming as part of staff performance appraisals;
- ◆ Because it is sometimes quite easy to “lose track” of gender issues in the day-to-day operations of projects, the Mission may want to consider holding an annual meeting for all project managers and major contractors/grantees to present gender-related activities and results.

I. INTRODUCTION

The USAID/Sri Lanka mission is now in the process of finalizing a new country strategic plan for the FY 2004-2007 period. Under USAID's ADS requirements, gender assessments are intended to be an integral element of the background materials that each mission uses to develop its country strategic plan. To better understand how gender issues relate to the new draft strategy and Performance Monitoring Plan (PMP), the mission and the Asia and the Near East (ANE) Bureau requested technical assistance from the Women in Development (WID) Indefinite Quantity Contract (IQC). This gender assessment report reflects the findings, conclusions and recommendations of a two-person team of consultants, Drs. Nancy K. Diamond and Jaya Gajanayake. The assessment team used three data collection methods: a review of relevant literature/documents, as well as individual and group interviews conducted before and during a two-week field visit to Sri Lanka in November 2003. With respect to the interviews, both gender and sectoral experts were consulted during a ten-day period (November 10-21, 2003) in Sri Lanka. Other interviews were conducted with representatives from eleven government units, one academic institution and two media-related organizations.

This gender assessment contains several components. We review the concept of, and requirements for gender mainstreaming in USAID programs. We provide an overview of gender context for Sri Lanka and then discuss the gender issues specific to each of the four Mission Strategic Objectives (SOs) and proposed activities. We pay particular attention to how gender relationships may impact program results and how specific activities may affect the status of women. Our recommendations include specific ideas for both gender-mainstreamed and gender-focused activities, indicators and monitoring.

Several annexes augment this assessment.

- ◆ Annex A - The gender assessment scope of work.
- ◆ Annex B - A list of informants for the gender assessment. More than sixty informants were interviewed, including USAID staff in Washington, DC and Sri Lanka, current and prospective USAID partners, as well as representatives from government, NGO, civil society, trade union, academic and donor organizations. Fourteen informants from major international donor organizations were interviewed, including the ADB, CIDA, the World Bank (WB) and five UN organizations. The team interviewed 15 representatives from women-focused NGO and other gender experts. From the sectorally focused NGOs, six informants plus a large group of female members of diverse trade unions were interviewed.
- ◆ Annex C includes all documents reviewed for this assignment; these include the draft USAID Country Strategic Plan for FY 2003-2007, other donor documents for Sri Lanka and documents and websites available from the Internet.

II. GENDER CONCEPTUAL FRAMEWORK AND TERMINOLOGY¹

Understanding gender issues can help to minimize or avoid unintended negative impacts of development programs. In addition, strategic actions, both gender-focused and gender-mainstreamed, can maximize positive gender impacts such as improving the status of women or balancing opportunities for men and women. In its current ADS, USAID has instituted specific requirements to ensure that appropriate consideration is given to gender as a factor in development. The integration of gender considerations in development involves an understanding of the relationship between men and women in society, in terms of roles they play, which are interdependent, and of the relationships of power between them and their differential access to resources. Both aspects of the definition of this relationship are important in applying gender analysis to development – different and interdependent roles, and relations of power and access to resources between men and women.

Gender refers to “the economic, social, political and cultural attributes and opportunities associated with being male and female.”²

From the point of view of development programming, the concern with gender integration focuses on **the impact of these relationships on program results**, and on **the impact of the program on the status of women**. The point is to look for the implications of any program or policy for men and women, and to incorporate the needs and experiences of women and men as an integral part of the design, implementation and monitoring.

Gender integration, or gender mainstreaming, usually – but not always – involves a focus on women because women almost always are in a subordinate position in society. USAID pays attention to gender not only because gender affects program results but also to promote gender equality and the empowerment of women.

Gender Integration means taking account of both the differences and the inequalities between men and women in program planning, implementing and assessing. Experience has shown that sustainable changes are not realized through activities focused on women alone.

Gender Mainstreaming is the term adopted by the 1995 Fourth World Conference on Women in Beijing to designate the methods and institutional arrangements for achieving gender equality. Gender mainstreaming goes beyond accounting for gender considerations in programs. Rather than regard gender issues as special interests to be taken up separately, gender mainstreaming is an approach that treats gender as a critical consideration in policy formulation, planning, evaluation and decision-making.

Like gender integration, gender mainstreaming refers to the practice of taking account of the differential roles of men and women and of the relationship and balance between

¹ Adapted from Lambert, V. 2003. Gender Assessment for USAID/Guyana. DevTech Systems, Inc. (WID IQC), Washington, DC.

² Development Assistance Committee (DAC) Guidelines for Gender Equality and Women’s Empowerment in Development Co-operation. Organization for Economic Co-Operation and Development (OECD): Paris. 1998.

them, but it also confronts the institutional structures that support this relationship. Gender mainstreaming involves the analysis of gender-based constraints and effects at all levels and the incorporation of this information into policy-making, decision-making, budgeting and program design and implementation.

Basically the ADS requirements involve:

- ◆ Technical Analyses and Strategic Planning (ADS 203.4.11);
- ◆ Performance Monitoring Systems for SOs and Intermediate Results (ADS 201.3.4.13);
- ◆ Activity Design and Activity Approval Documents (ADS 201.3.6.3);
- ◆ Issuing RFPs (ADS 302.5.14) and Requests for Assistance (RFAs) (ADS 303.5.5b).

The present report deals with the first item, Technical Analyses and Strategic Planning. The ADS states, “gender analysis is a required component of technical analyses done for strategic planning and development of results frameworks.” The Gender Assessment is not a stand-alone document. Gender integration means that gender is a part of each sectoral assessment. This report is intended to provide the Mission with a baseline and reference document, a broad overview of the status of women in Sri Lanka and key gender issues.

Gender analysis refers to the socio-economic methodologies that identify and interpret the consequences of gender differences and relations for achieving development objectives. An examination of gender differences and relations cannot be isolated from the broader social context.

Differential access to and control over resources (land, labor, capital, produce, tools, knowledge, institutions, social networks) is an essential component of the analysis, as is the comparative participation of men and women in the exercise of power and decision-making. Collection of sex-disaggregated quantitative and qualitative data provides the empirical foundation for assessing potential impact of gender relations on the program, and the relative benefits to men and women.

III. GENDER OVERVIEW FOR SRI LANKA

A. International and National Commitments Related to Gender

The Government of Sri Lanka (GOSL) has taken several important steps toward gender equity. It has signed onto and ratified key international treaties (see Box 1). In 1982, Sri Lanka approved a new Constitution that enshrines freedom from sex-based discrimination. The GOSL has also established national and local institutions that focus on the needs of women. With respect to gender-disaggregated information, there has been some collection via the national census and other line ministries. In addition, the GOSL has enacted a number of legal and policy reforms that either directly or indirectly support gender-equitable education, employment, voting rights and other issues.

◆ National Machinery for the Advancement of Women & Gender Equity.³ Full ministerial status was accorded to the subject of Women's Affairs and an independent Ministry structure was established for this topic in 1997. It emerged from an earlier institution, the Women's Bureau (see below). Today, the Ministry of Women's Affairs (MWA) has a broad mandate to work for the advancement of Sri Lanka's women. It now includes the Women's Bureau and the appointed National Committee on Women. The latter body is tasked with monitoring policy reform and implementation related to the Sri Lanka's Women's Charter. In 1999, a Gender Complaints Centre was established to provide free legal assistance to those women whose rights have been violated, as per the Women's Charter. The Children's Secretariat is also located within MWA. In addition, there are several other government bodies that address gender equity and the advancement of women.

- *Women's Bureau of Sri Lanka.* Originally set up by the GOSL in 1978, the Women's Bureau was first a department within the Ministry of Plan Implementation (directly under the Prime Minister). Originally, it had field capacity via the Plan Implementation Officers; however, these staff members were withdrawn to the Ministry of Planning in the early 1990s. The Women's Bureau has continued to implement a number of skill building and self-employment programmes to improve the economic status of women.

Box 1: Sri Lanka's International & National Legal Commitments to Gender Equity

1980	GOSL signed the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).
1981	CEDAW ratified by GOSL.
1982	A new constitution recognizes gender equity.
1993	The Women's Charter was approved by the Cabinet to ensure gender equity and freedom from sex-based discrimination. Its provisions are legally enforceable. It addresses political and civil rights, as well as rights within families, rights to education and training, economic activity and benefits, health care and nutrition, protection from social discrimination and gender discrimination.
1993	Ratification of the ILO Convention on equal pay for equal work.

(Source: United Nations. 1997. Agenda 21: Sri Lanka; <http://www.un.org/esa/agenda21>)

³ Sources on the National Machinery: Sri Lanka Country Paper, National Machinery for Gender-Equality, UN-ESCAP-Republic of Korea, 12-14 November 2003, Seoul; Sri Lanka Dept. of Census and Statistics.1995. Women and Men in Sri Lanka. Sri Lanka Dept. of Census and Statistics, Colombo.

- *National Committee on Women (NCW)*. The President of Sri Lanka appointed the NCW in 1993 to be a monitoring body for the Women’s Charter. Its primary task is to provide continuous policy-related efforts that promote the full development and advancement of women, as per Sri Lanka’s Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) commitments and the Women’s Charter directives. Although it was intended as an autonomous body functioning directly under the President, it is now located under the Office of the State Minister of Women’s Affairs and situated within the Ministry of Women’s Affairs. At the present time, discussions are now underway for the establishment of a Commission for Women to strengthen the effectiveness of the NCW and the Gender Complaints Centre. A new 19-member “Executive National Women’s Committee” with a separate legal division has also been proposed.
- *Steering Committee on Gender-Equity*. Headed by the Secretary of the MWA, the members of this committee were appointed by the Prime Minister in January 2003. Their job is to monitor implementation of the priority actions for combating gender discrimination that are spelled out in *Regaining Sri Lanka/RPSP* document. They will recommend revisions or amendments to existing laws that discriminate against women. A proposal is now being considered to set up a separate Gender Unit within the Law Reform Commission to expedite legal changes.
- *Gender Focal Points*. The Secretary of the MWA is the National Gender Focal Point. Since 1995, the sectoral ministries have been required to nominate Gender Focal Points to the MWA. However, their effectiveness within their home ministries has frequently been limited. The Gender Focal Points are often lower ranking staff members who have lacked influence, training and resources to raise the gender awareness of senior management and other staff. In 2003, a new Gender Unit was established in the Ministry of Policy Development and Implementation and assigned a Special Focal Point. A new *Gender Advisory Committee* under this unit will provide lateral coordination. In addition, there is a Division focused on Women & Children within the Ministry of Labor.
- *Parliamentary Consultative Committee on Women’s Affairs*. Composed of male and female Parliamentarians, this committee addresses issues raised by members.
- *Provincial & Divisional Bodies*. Almost all of the Provincial Administrative bodies have taken on responsibilities for promotion of women’s economic advancement. The MWA partners with provincial and district officers to take on advocacy initiatives (e.g., motivating more women to serve in local government structures and become involved in participatory local governance) and promote wider awareness of gender issues and women’s rights among government and NGO actors. At the divisional level, the Ministry of Women’s Affairs links with *Divisional Women’s Federations* that are comprised of village-level women’s organizations. MWA supports empowerment and leadership efforts related to savings, credit, gender awareness training and entrepreneurship promotion, etc.

- *Women and Children's Desks in Police Stations.*⁴ To address the grievances of women and children who were victims of crime, the GOSL established a female-staffed Women's and Children's Desk (WCD) in the City of Colombo in 1979. Two 1994 Circulars established the Bureau for the Prevention of Abuse of Children, Young Persons and Women, based in Colombo, and created the authority for the establishment of a Children's and Women's Unit in every police station. In late 2003, there were 34 district level units and 200 of the country's 347 police stations have these desks. The field units are staffed almost entirely by female officers and most are staffed at the Sub-Inspector level. In cooperation with MWA and others, these officers have received specialized training through short courses. To raise people's awareness of these services, MWA and also the National Child Protection Authority have conducted public information programs using posters and booklets directed at children. The department has also established a 24-hour telephone service at the National Office in Colombo.

- *National Plan of Action for Women.*⁵ Following the Fourth UN World Conference on Women in Beijing in 1995, the MWA and the National Committee on Women, together with line Ministry representatives and NGOs formulated the "National Plan of Action for Women in Sri Lanka – Towards Gender Equality." After an extensive nation-wide vetting process, it was approved by MWA and published. It proposed programs in eight critical areas: 1) violence against women, human rights and armed conflict; 2) political participation and decision-making; 3) health; 4) education and training; 5) economic activities and poverty; 6) media and communication; 7) environment; and 8) institutional strengthening and support. It is used by MWA to promote target setting within the programs of stakeholders but it was not incorporated into the Six-Year Plan developed by the GOSL in 1998.

- *Summary.* From an institutional perspective, the primary governmental bodies for women's affairs, including the Women's and Children's Desks of the Police Bureau have always been severely under-resourced (i.e., funds, staff, capacity, and infrastructure). They have often been marginalized in national planning processes. In addition, the line ministry gender focal points have not lived up to their potential.

- ◆ National Budget.⁶ Sri Lanka was one of two pilot counties selected for a gender budgeting project of the Commonwealth Secretariat. During 1998, the Commonwealth educated civil servants from various ministries in the methods and techniques of gender budget analysis. During the project, the spending of five ministries was analyzed from a gender perspective. The official Sri Lankan budget speech in 1999 was the first to include specific references to women's contribution to the economy. The Ministry of Finance gave its commitment to build upon the

⁴ Source: Sarath Jayasundara, Senior Superintendent of Police, Director of Children and Women Bureau, November 18, 2003 interview.

⁵ Source: Jayaweera, Swarna. 1999. ESCAP Expert Group Meeting, Bangkok, Thailand, April 1999.

⁶ Sources: Sri Lanka Dept. of Census and Statistics. 1995. *Women and Men in Sri Lanka*, Sri Lanka Dept. of Census and Statistics, Colombo; United Nations Development Fund for Women: <http://womenwarpeace.org>.

1999 gender budget exercise and to undertake a post-budget analysis. The upcoming 2004 National Budget Statement is the first to require all ministries to provide an allocation of ten percent of their budgets to improve the status of women. The United Nations Development Fund for Women (UNIFEM), together with the Ministry of Women's Affairs, are currently in discussion about a two-year initiative. It will provide a technical expert to work on post-budget analysis, train officials on how to read the budget and engage women in all stages of budget-related decision-making, including provincial level financial decisions. Potential partners have been identified, i.e., Finance Commission, Institute of Policy Studies, Center for Women's Research (CENWOR), University of Colombo and the Bureau of Census and Statistics.

- ◆ Gender Statistics. The Department of Census and Statistics of the Ministry of Finance and Planning has routinely collected gender-disaggregated household information through the national census. In 1995 and 1997, staff prepared two comprehensive gender-related publications (i.e., *Women and Men in Sri Lanka; Changing Role of Women in Sri Lanka*). Despite keen gender interest on the part of key staff members, this government unit typically depends upon outside sources of funding to undertake and publish special reports such as those on gender. Other ministries such as the Ministry of Labor collect gender-disaggregated data but do not comprehensively analyze or publish this information. The National Operation Room of the Ministry of Policy Development and Implementation is being reactivated to conduct national performance monitoring for all sectors. Data on performance indicators and impact assessment indicators will be inclusive of gender. Sri Lanka's National Machinery for Gender-Equity has compiled a national gender-disaggregated database in 2003 that they will share widely and annually update on a participatory basis.
- ◆ Legal Reforms. Key pieces of gender-related legislation and legal issues include:
 - A comprehensive Gender Rights Bill, providing guidance related to the Women's Charter, is now being introduced.

Political Involvement

- Right to vote for women and men (1931).

Employment⁷

- Prohibition of women as underground miners (1937);
- Maternity benefits for private & public sector employees (1939, 1985, 1992, 1993);
- Parliamentary Act recognizing the specific needs of working women (1955);
- Night work for women with safeguards and rights (1984);
- Female access to Police Department jobs (1955);
- Female access to Armed Services jobs (1979);
- Parliamentary Act providing widower and orphan pensions for survivors of female public officers (1983);
- Female access to the Sri Lanka Administrative Service & the Accountants and Shroffs services, including use of a quota (later abolished in 1979) (1963, 1975);

⁷ Sources: Sri Lanka Dept. of Census and Statistics. 1995. *Women and Men in Sri Lanka*, Sri Lanka Dept. of Census and Statistics, Colombo.

- Removal by Wages Board of stipulations on sex-differentiated wages for selected trades (1984);
- War widows of soldiers lose their pensions upon remarriage.

Personal and Territorial Laws

Note: The Common Law of Sri Lanka is Roman Dutch but three traditional legal systems (Kandyan, Thesawalamai and Muslim Law) cover personal/family matters for Sri Lankans of different ethnicities (Kandyan Sinhalese), religions (Muslims) or residencies (Northern Province for Thesawalamai Law).

- Minimum marriage age of 18 (except for Muslim women);
- Muslim Marriage and Divorce Act (1951): minimum marriage age of 12 for Muslims girls (younger permitted by *Quazi*); polygamy allowed with *Quazi* notification; both males and females can initiate divorce proceedings;
- Under Kandyan law, a woman can only inherit what her male partner has earned in his lifetime; land, homes and other inherited assets go the children;
- A Domestic Violence Bill, protecting women and children, is now under discussion. Violence against women and sexual harassment are now penal offenses. The Asia Foundation is planning to develop a database on cases of violence against women.

B. Civil Society Activities Related to Gender Equity & Advancement of Women

Sri Lanka's civil society organizations and donors are quite active in the areas of gender equity and the advancement of women. Some of these groups focus on gender issues and/or women (gender-focused or women-focused); many others address gender issues as an important element but not primary focus of their work (gender mainstreaming). For particular issues (e.g., violence against women), there is often collaboration for advocacy among different civil society organizations and sometimes these collaborations include government partners.

- In terms of breadth of issues addressed and credibility, CENWOR is the undisputed lead civil society institution working on gender issues and women's advancement in Sri Lanka. It has been working since 1984 on both research and advocacy efforts in multiple sectors. It is part of the Sri Lankan NGO Forum on Women and its staff members participate in many other gender-related committees.
- Other multi-sectoral research entities addressing gender issues include the Institute for Policy Studies, the Center for Ethnic Studies, the Social Studies Association and the Center for Policy Alternatives. The Muslim Women's Research and Action organization focuses on diverse topics of concern to Muslim women.
- While there are individuals at Sri Lanka's universities that conduct gender-related research or advocacy, there are no institutes for gender or women's studies on these campuses. Gender Studies is offered by the Department of Sociology at the University of Peradeniya. Periodically, the University of Colombo periodically offers a master's degree in Women's Studies.

- At the grassroots level, the largest NGOs focusing on women's concerns have been the Agromart Foundation and Sarvodhya. Both receive donor support for activities that address women's economic empowerment and leadership skills for governance. The War Widows group formed to meet the needs of these women; other self-help groups have formed in the North and East to help displaced women and families.
- Many working women are members of a variety of unions but are under-represented in union leadership. A fairly recent association, the Sri Lankan Women's Trade Union Forum, enables female trade union members and staff from 37 unions to meet to discuss their common interests. The Migrant Services organization and several others address the needs of female migrants. Women also have their own professional associations and organizations, e.g., the Women's Media Collective and the Sri Lanka Women Lawyers' Association.
- Female business owners and executives have other associations. There are two women's chambers, one in Colombo and one in Kandy. High-level female executives, including senior women from the banking community, are engaging in a less formal way with the National Committee on Women to get involved in the peace, reconciliation and rehabilitation work in the North and East.⁸ In addition, there are some cooperatives and more local associations and federations serving SME owners.
- Survivors of domestic violence are helped by Colombo-based Women in Need and a few women's shelters in other towns.
- With respect to donor activities, the Shakti Gender Equity Project of the Sri Lanka office of CIDA has been, by far, the most comprehensive gender-focused donor programming in Sri Lanka. Operating through a regional office, UNIFEM has also been very supportive of a number of different gender-related programs. In addition, the Economic and Social Commission for Asia and the Pacific (ESCAP) has funded diverse gender- or women-focused activities in Sri Lanka.
- From a research perspective, there is a significant body of research on gender issues in Sri Lanka. However, NGOs and individual researchers are conducting almost all of this research. There is almost no research capacity and no research budget within the MWA and quite limited capacity for gender analysis within other government units that collected gender-disaggregated data. There are no centers for gender or women's studies at Sri Lanka's universities. Although the GOSL collects some gender-disaggregated data, it is not routinely analyzed and disseminated to stakeholders without supplemental donor funding.
- Summary: Civil society organizations tend to have greater capacity than government to address gender issues but are also under-resourced. There appears to be good cooperation between government and NGOs on gender equity and women's advancement issues.

⁸ Indrani Iriyagolle, Chair of the National Committee on Women, November 19, 2003 interview.

C. Social Indicators

Internationally, Sri Lanka ranks mid-way on the United Nations Gender-Related Development Index (#80 out of 144 countries).⁹ In 2001, life expectancy at birth for women is 75.5 years compared to 69.6 years for men. The adult literacy rate for females over age 15 is 89.3 percent and 94.5 percent for males. The combined gross enrollment rate for primary, secondary and tertiary females is quite close for women and men: 64 and 63 percent. The indicator with the greatest gender-based discrepancy between females and males was estimated earned income: \$2095 for women and \$4189 for men. Sri Lanka's gender achievements are the dividends of extensive social welfare programs for free education, free health care and free food rations that have been implemented by successive Governments since political independence in 1948.

Compared to their South Asian neighbors, Sri Lankan women fare well for most social indicators. There is less discrimination toward women and girls in families. Although Muslims make up seven percent of the population, *purdah* is not practiced. High life expectancy rates for women reflect adequate nutrition and universal free health care. Free education has resulted in fairly equal enrollment for males and females. In the political sphere, both men and women have had voting rights since 1931 and two women have served as the nation's President.

Despite these advances, there are a number of gender issues of concern:

- At the national and local level, Sri Lanka has unusually low representation of women in elected office. According to an International Labor Organization (ILO) ranking of 69 countries, Sri Lanka is the lowest ranked country for percentage of female decision-makers. Female decision-makers (female legislators, senior officials and managers) are only four percent of the total number of women.¹⁰
- There are important differences in the status of women by region, ethnic and religious groups and among different socio-economic classes. For example, Tamil women working in the estate sector, who are generally among the poorest in Sri Lanka, have lower life expectancies, literacy rates, educational enrollment and health status than women elsewhere. Muslim women, in the North and East, often have lower literacy rates than women elsewhere due to both cultural reasons and disrupted education due to the civil conflict.
- Because of the civil conflict, national census statistics do not include the North and East. Gender-related data from the 2002 census is not yet available. Donor-funded studies have supplied some recent gender-related data in the North and East but the samples are considerably smaller than the census.
- There are some significant regional differences in the number of female single-headed households. For all areas but the North and East, the percentage is estimated

⁹ Source: www.undp.org.

¹⁰ Source: www.nationmaster.com.

to be 18.6 percent.¹¹ Estimates for the North and East are 29 percent and include the high number of war widows and displaced households headed by women. Among the displaced households in the North and East, the United Nations High Commissioner for Refugees (UNHCR) estimates the percentage of female-headed households to be as high as two-thirds.¹²

- Sri Lanka ranks highest in the world for its suicide rate of 55.46 people per 100,000 people.¹³ The rate of suicides among females is also highest in the world with almost 19 out of every 100,000 females committing suicide (1986 data).¹⁴ Suicide is the most common cause of death in the age group 15-25 years. In rural areas, pesticide poisoning is the most common method of committing suicide.

D. Poverty & Economic Growth

- One in four Sri Lankan households, in areas other than the North East, is estimated by the World Bank to fall below the national poverty line.¹⁵ Over 90 percent of Sri Lanka's identified poor are found in the rural areas of the South and on tea and rubber estates in the Central region. The Indian Tamil plantation estate workers are among the poorest.
- The majority (70%) of Sri Lanka's workforce resides in rural areas. Most are involved in agricultural activities. Rural women have greater participation in the labor force than urban women. However, a high percentage of rural women do not receive compensation for their services. Nearly half of all female employed workers are working in agriculture and allied sectors; approximately two-thirds of these are plantation workers. More urban men participate in the labor force than rural men.
- The primary income-earning opportunities in rural areas have been in agriculture and allied sectors. Sixty-eight percent of the women working in this sector are plantation workers.¹⁶ Their salaries are lower than for males doing comparable work – receiving an individual rather than a family wage. Most self-employed rural women have micro, small and medium enterprises in agriculture and allied sectors. Females in these areas have SMEs related to processing of agricultural commodities. In addition, some women's groups have been able to receive training and credit under the banking system and the Samurdhi programmes.
- As discussed below for Strategic Objective 4, there is greater unemployment and underemployment for women than for men; women are also much more frequently doing unpaid labor. The percentage of unemployed females in 1992 was 19.5

¹¹ United Nations Economic and Social Commission for the Pacific and Asia (UN-ESCAP). 2003. Sri Lanka Country Paper: National Machinery for Gender Equality. UN-ESCAP-R.O.K. 12-14 November 2003, Seoul, Korea. UN-ESCAP, Bangkok. (www.unescap.org)

¹² Anika Sandlund and Savi Weragoda, Interview, November 19, 2003.

¹³ Source : Sahanaya Psychological Health Intervention Center, Colombo, 1999 data (Jana Sammathaya website).

¹⁴ Source: www.nationmaster.com.

¹⁵ World Bank. 2002. World Bank Country Strategy. Poverty Assessment. World Bank, Colombo.

¹⁶ Department of Census and Statistics. 1997. Changing Role of Women in Sri Lanka. Ministry of Finance and Planning, Colombo.

percent and the percentage of unemployed males was 9.3 percent.¹⁷ The rate is even higher for educated females. Underemployment includes working fewer hours, working on a less regular basis and working in jobs for which the woman is over-qualified. There are more factory jobs for women than for men and factory employment is highly segmented by gender. Women are consistently paid less than men for the same work and women have not seen a concurrent expansion in industrial management positions or trade union leadership.

- For agricultural workers, one-quarter of all women versus two-thirds of men have set up self-employment projects (e.g., livestock, poultry and fish raising). Twice as many women as men are involved in manufacture of food and beverages.¹⁸
- Poverty and lack of local economic opportunities have fuelled two significant gendered migration trends: 1) international migration of large numbers of women to the Middle East and elsewhere for domestic or garment factory employment (i.e., approximately 70 percent of all international migrant workers are women), and 2) internal migration of young unmarried women to factories in the Export Promotion Zones (EPZ). Their work is often classified as unskilled or semi-skilled. In both cases, the women often live and work under oppressive, dangerous and depressing conditions. They are vulnerable to sexual harassment, recruitment efforts by pimps and psychological depression.
- For female migrants with families, international migration has often increased their children's vulnerability to drugs, incest and sexual predators.
- Even after experiencing abuse by their employers, migrant women sometimes do repeated work migrations because of a lack of alternatives, familial poverty and the social problems that they experience in their households and communities.
- The EPZ workers have been vulnerable to factory closings and recruitment targets for pimps from the sex trade. In addition, some observers working on gender-based violence (GBV) issues in Sri Lanka suggest the uneven expansion of formal sector opportunities in favor of women has contributed to high rates of GBV within households.
- Foreign exchange earnings from migrant workers, who are predominately female and unskilled, have surpassed earnings from more traditional agricultural exports such as tea, rubber and coconut products.
- Due to combat losses in the North and East, there are many new female-headed households and the estimated level of female-headed households is much greater than in the rest of Sri Lanka. Particularly for many Muslim women in the East, this situation is particularly difficult because they have not previously worked outside their homes.

¹⁷ Department of Census and Statistics. 1997. Changing role of women in Sri Lanka. Ministry of Finance and Planning, Colombo.

¹⁸ Department of Census and Statistics. 1997. Changing role of women in Sri Lanka. Ministry of Finance and Planning, Colombo.

- Women are clustered in manufacturing (60.5 percent women) and agriculture/forestry/fishing industries (51.9 percent women).¹⁹ They dominate the teaching and nursing professions. They are less frequently working in the following sectors: electricity/gas/water, transport/storage, construction and mining/quarrying. Women have had very limited involvement in professional and technical positions.
- Although Sri Lankan women have much more equitable access to education at all levels than elsewhere in South Asia, Sri Lanka's educational system, employers and cultures continue to perpetuate sex-based stereotyping and socialization for education and employment. Girls are often discouraged from studying non-traditional fields and these topics (e.g., trades) are seldom offered at girls' secondary schools. For technical colleges, almost no males enroll in home economics and stenography. Female enrollees exceed males for Certificates and/or Diplomas in English (70.5 percent), Tailoring/Batik (65.5 percent), Business Studies Certificate (63.8 percent), Accounting Technicians (63 percent) and Business Studies Diploma (60.2 percent). Although there is negligible female participation in construction and trade programs in technical colleges, some females do enroll in programs related to: technology (Certificate 15.4 percent; Diploma 35.6 percent) and jewelry design/manu programs (17.9 percent). Sri Lanka's Institute of Computer Technology drew about 23 percent female enrollees in 1994. Female university entrants exceeded males in art and law and the biggest gender gap was in science, engineering and quantity surveying.²⁰

E. War and Peace

- Because of Sri Lanka's 20-year civil war, the incidence of poverty in the North East is estimated to be higher than in other parts of Sri Lanka. The conflict has increased the number of displaced households, war widows and female-headed households without productive resources and income-earning skills.
- Other households are coping with land mine injuries.
- Many women and men are also coping with prior traumas related to torture and sexual abuse; both depression and suicide rates are quite high. However, there are hardly any trained psychologists available in Sri Lanka to counsel them.
- The conflict has disrupted the education of children and youth in the North and East. Because the Liberation Tigers of Tamil Eelam (LTTE) has frequently used schools to recruit young combatants, many parents have pulled their children from school. Male and female students have voluntarily and involuntarily left to join the conflict. In addition, displacement has interrupted the education of children.
- As noted in the discussion below for SO 5 and SpO 6, the formal peace process did not initially include more than one female representative or solicit the opinions of women. However, after a meeting of more than 75 participants focused on women and peace issues, a Sub-Committee on Gender Issues was established in late 2002

¹⁹ Department of Census and Statistics. 1997. Changing role of women in Sri Lanka. Ministry of Finance and Planning, Colombo.

²⁰ Department of Census and Statistics. 1997. Changing role of women in Sri Lanka. Ministry of Finance and Planning, Colombo.

for the Peace Process. There is considerable donor support for gender equity related to the peace process. For example, the 2003 Tokyo Declaration on Reconstruction and Development of Sri Lanka declares that donor assistance will be linked to “...effective inclusion of gender equity and equality in the peace building, the conflict transformation and the reconstruction process, emphasizing an equitable representation of women in political fora and at other decision-making levels.”

- There has not been very much media coverage of the gender impacts of the war and women are less frequently interviewed for their perspectives.
- A number of organizations provide short-term material and financial support for families in the North and East, including USAID’s Office of Transition Initiatives, but assistance is often for sex-stereotyped economic activities (e.g., sewing machines for women; fishing nets for men in fishing communities).
- Women’s NGOs have been involved in the peace process but not always with other civil society organizations. Women from the business community have had less involvement with the formal peace process or less formal efforts. Women’s peace-building activities in Sri Lanka include work by the CENWOR, the International Centre for Ethnic Studies (ICES), The Association of War-Affected Women, Kantha Handa and Mothers and Daughters of Lanka.

F. Democracy and Governance

- The GOSL enacted a universal franchise for men and women in 1931. In the same year, Sri Lankans elected their first female to the national legislature. The first female Cabinet Minister was appointed in 1956 and the first female Prime Minister in the world was elected in Sri Lanka in 1960. In 1994, the first woman was appointed as a Secretary to a Ministry (the highest echelon of the administrative hierarchy) and the first (and current) female President was elected (Chandrika Bandaranaike Kumaratunga). After the 1975 United Nations Conference on Women, Sri Lanka appointed its first female magistrates and primary court judges in 1978.
- Only 4.8 percent members of parliament are female and the percentage drops to 2.8 percent for Provincial Councils and 1.9 percent for Local Government Bodies.²¹ In the last parliamentary election in October 2000, only 116 of the 5,000 candidates were women and just seven of these female candidates won their elections. Deterrents include sexism within political parties, insufficient financial resources for campaigns and concerns over election-related violence.
- Political quotas for women have been discussed during the last decade in Sri Lanka. The 2003 *Regaining Sri Lanka* document proposes a quota of 50 percent of all political seats allocated to women; 25 percent is more commonly proposed.
- Gender issues get on the legislative agenda through a variety of means. Women’s NGOs raise issues through advocacy. The President and Prime Minister, as well as

²¹ Source: Sri Lanka Daily News, 31 January 2003; www.onlinewomeninpolitics.org (Women’s Situation in Sri Lanka).

the Ministry of Women's Affairs, also help to prioritize issues. Since 1994, the major political parties have declared a pre-election Gender Policy.²²

- Although an increasing number of women have been appointed to the judiciary, few have risen as yet to the high courts.
- There are fewer female journalists. Travel and night work may pose added risks for them. In addition, there are few senior media and advertising executives.

G. Vulnerable Groups

- USAID has prioritized several vulnerable groups based on earmarked funds: torture and trauma victims, mobility disabled, at-risk youth and persons affected and infected with HIV/AIDS. The gender issues for each are discussed below under the SO 3 discussion.

²² Source: Sri Lanka Dept. of Census and Statistics. 1995. Women and men in Sri Lanka. Ministry of Finance and Planning, Colombo.

IV. GENDER MAINSTREAMING IN THE NEW USAID/SRI LANKA COUNTRY STRATEGIC PLAN

A. Strategic Objective 4 (EG) Foundation Set for Rapid and Sustainable Economic Growth

1. Overview of SO 4

This strategic objective is aimed at improving Sri Lanka's economic competitiveness in the global marketplace. The objective stresses the role of the private sector, both national and international, and how government and civil society can play supporting roles in private-sector-led economic growth. For pilot policy implementation efforts, the focus is on export promotion, energy sector reform and improved administration, in addition to the debt management support program. Actions include support for the GOSL, catalyzing public participation and support, private sector advocacy and new university-think tank consortia for related applied research on policy impacts. In a second area of support, transaction-specific assistance for a reduced number of clusters will emphasize value-added and efficiency improvements and related policy advocacy. Environment and energy-related activities by the U.S.-Asia Environmental Partnership (USAEP) will contribute to these reforms. The third area of support focuses on workforce development to meet the requirements of employers, particularly in selected competitiveness clusters. Activities will include training, skill upgrading and related policy reforms. Service providers will increasingly include the private sector and public-private partnerships.

2. Intermediate Results for SO 4

IR 4.1: Sound economic policy implemented.

IR 4.2: More competitive products sold in the global market.

IR 4.3: Improved quality and relevance of skills for private sector workforce.

3. Gender Issues for SO 4

Activities Related to Implementation of Sound Economic Policies (IR 4.1)

As with other types of policy-making and planning, the economic policy-making and planning process in Sri Lanka has historically been the domain of the GOSL. The private sector has lobbied to protect its interests. Women's organizations and civil society organizations with high female membership (e.g., trade unions) have also lobbied for specific issues related to women's access to resources such as credit and land, working conditions on estates and in factories, protections for migrant workers and credit for SMEs.

The Regaining Sri Lanka strategy is now guiding Sri Lanka's economic development but it has not been developed through an inclusive process. There has been little involvement of women, women's organizations and civil society organizations in most of the 29 committees first involved in its development or the thirteen committees now

developing implementation plans.²³ The Prime Minister selected the committee members; most are business people apart from three public sector representatives serving on each committee. Apart from the Gender Equity Committee, there are few women on the *Regaining Sri Lanka (RSL)* steering committees (e.g., only 2 of 13 conveners are women, none of the implementation members are women and only 3 of 13 committees have female National Planning Department (NPD) representatives). In part, this is due to the low levels of women serving in the senior levels of government. The involvement of women's civil society organizations is limited to the Gender Equity Committee; the involvement of other civil society organizations appears to be limited to representation by environmental NGOs on the Natural Resources Development Task Force of the Infrastructure Development Steering Committee. Not surprisingly, there is a lack of broad-based ownership by civil society organizations for *RSL*.

To effectively participate in economic policy-making and dialogue, there is a need for economic policy literacy among citizen stakeholders. To date, there has been quite limited Sri Lankan research on the gender impacts of globalization, structural adjustment programs, trade and other macro-economic policies. Few journalists, male or female, appear to be addressing these topics. At the grassroots level, there are not many entrepreneurs and even fewer female entrepreneurs who are aware of economic policy reforms under discussion nor are they organized to effectively represent their economic interests. While the citizen dialogue and awareness raising activities for communities funded by the USAEP have not previously been closely linked to the competitiveness cluster areas, they do offer another avenue for engaging women in dialogue about the impacts of some of the proposed competitiveness policy reforms.

The *RSL* document and other economic policy-making efforts in Sri Lanka have also been hampered by inadequate statistics related to gender. Collection, analysis and dissemination of economic-related gender-disaggregated data by the GOSL have been uneven. While the Department of Census and Statistics and the Department of Labor has collected relevant gender-related information, it has not been routinely analyzed and disseminated unless there is external donor funding. For example, in 1995 and 1997 respectively, UNIFEM and ESCAP supported two publications by the Department of Census and Statistics of the Ministry of Finance and Planning, i.e., *Women and Men in Sri Lanka (1995)* and *Changing Role of Women in Sri Lanka (1997)*. Most of the "national" statistics collected in the 1990s do not include the North and East Provinces. However, some recent gender-disaggregated information is now available for the North and East provinces from recent studies by the World Bank, UNHCR and other donors. What is notable is that "national" averages mask a much higher percentage of female-headed households in conflict-affected areas and lower literacy and school attendance, particularly for females in the LTTE areas.

At the sectoral and macro-economic level, the Commonwealth Secretariat supported a pilot gender budgeting exercise within six ministries in Sri Lanka in 1999. For the first time, pilot ministries could estimate what women contributed to Sri Lanka's economy and the amount of government expenditures spent on advancing the status of women. National economic planning and program development have not been supported by adequate gender-related statistics. For 2004, the national budget statement requires all

²³ Source: Dr. Pat Alailima, Director General of the Department of National Planning, November 19, 2003 interview).

Ministries to allocate ten percent of their expenditures for activities that improve the status of women.

Box 2: Gender Recommendations for Economic Policy Implementation Activities

- ◆ Increase involvement of women, women's NGOs and women-owned SMEs and related associations in dialogue on policy reforms and implementation strategies related to export promotion and energy sectors.
Indicator:
 - # women, women's NGOs and female SME associations participating in activities related to policy reforms and implementation strategies related to export promotion and energy sectors.
- ◆ Provide support to women's NGOs to research and disseminate information to policymakers on the potential and actual gender impacts of proposed economic policy reforms. An update of the 1997 census-related publication on the changing roles of women could contribute to this result, as well as gender-related statistical technical assistance to the Ministry of Labour and Employment on informal sector gender analyses.
Indicator:
 - # policymakers receiving and aware of gender impact studies.
- ◆ Support collaboration between women's research NGOs, the Women's Chamber of Commerce and Industry, the MWA and the Gender Equity Committee of RSL to track the gender-related impacts of economic policy reforms and disseminate information to female entrepreneurs throughout Sri Lanka.
Indicator:
 - Changes in the knowledge level of female entrepreneurs about economic policy reforms.
- ◆ For USAEP citizen dialogue activities about economic policies, NGO grantees should always use gender as part of the selection criteria for ensuring proportional female representation in all activities.
Indicator:
 - # males and females engaged in USAEP-sponsored citizen dialogue activities.
- ◆ Provide support to pilot ministries and the Ministry of Census and Statistics for gender budgeting studies and dissemination activities, linked to the selected competitiveness clusters.
Indicator:
 - # male and female government staff of pilot ministries trained in gender budgeting skills.
 - # pilot ministry budget submissions that include gender budget data.

Activities Related to Globally Competitive Products (IR 4.2)

While the competitiveness problems associated with the eight cluster areas are now well understood by USAID's Sri Lankan partners, there is much less understanding about the actual and potential gender-related impacts of proposed reforms and activities. No gender-related research was done under USAID's current Sri Lanka Competitiveness Initiative (TCI). In the Sri Lankan gender literature and labor statistics, there is some information available on the gender division of labor for the product chains in some of the cluster areas (see Tables 1 and 2). However, many information gaps remain about the gender dimensions of the forward and backward linkages for cluster products/types. Similarly, for those cluster areas that include micro-, small and medium-scale enterprises, information is weak regarding both profit margins and investment rates at

different scales of operation, and differences between male- and female-owned businesses of the same scale. With incomplete information on cluster workers and entrepreneurs, it will be quite difficult to assess how policies, technologies and management reforms will impact households and different members of those households. For example, what will be the impact on women and their households if coir technology improvements reduce labor requirements for small-scale processing enterprises?

Table 1: Gender Division of Labor for Product Chains of Commodity Clusters

Cluster Area	Raw material collection	Processing	Marketing within Sri Lanka	Export Marketing
Tea	80% female pluckers; Women are also owners and workers in smallholder tea cultivation and societies.	Women more often in unskilled and semi-skilled jobs; Males in these and other jobs.	Auction grading – males.	Mostly males.
Rubber	More female rubber tappers than males.	Depends upon product; generally more female line workers.	Mostly male-owned and management businesses.	Mostly males.
Coir	Males and females.	Mostly females – cottage SMEs. Women – bundling, packing, yarn weaving.	Mostly male-owned & managed businesses.	Mostly males; One case of direct internet marketing by women-owned coir products cooperative, Siyath Foundation.
Spice Products	Males and females 60% female workforce. ²⁴	60% female workforce.	Male and female-owned businesses of different scales.	N/A
Gem/Jewelry	Males for underground mining. Males and females for surface gem mining.	Mostly males – medium & large-scale businesses & workers.	Mostly males – medium & large-scale businesses & workers.	Mostly males – medium & large-scale businesses & workers.
Ceramics	N/A	Females 30-40%; males do more skilled work. Women more involved in decorating ceramics.	Mostly males – medium & large-scale businesses & workers.	Mostly males – medium & large-scale businesses & workers.

N/A = Data not available

²⁴ Workforce sex ratio cited in presentation of spice cluster of The Competitive Initiative (www.kiasia.org).

Table 2: Gender Division of Labor in Informal/Formal Sectors of ICT and Tourism

Cluster Area	Informal Sector Workers	Formal Sector Workers	Formal Sector Managers	Formal Sector Business Owners – Medium and Large Enterprises
ICT	N/A	Mostly males.	Mostly males.	Mostly males.
Tourism	<p>Male and female adults, youth and children involved in the sex trade.</p> <p>Females and children involved in food sales.</p> <p>Families involved in home stay lodging.</p> <p>Males more involved as tourist guides (e.g. boat trips, etc.).</p>	<p>Females – mostly unskilled & semi-skilled (e.g., housekeeping, hotel kitchens).</p> <p>Males – unskilled, semi-skilled and skilled; a wider array of jobs are available to males including housekeeping, restaurant workers, front desk staff, tourist guiding, drivers, etc.</p>	Mostly males.	Mostly males or family business with male and female involvement.

N/A = Data not available

For the 70 percent of Sri Lanka’s population that live in rural areas, it would be advisable to focus on improvements in cluster areas with industries focused in rural areas. Women already have greater involvement with these products. The gender impacts of reforms, particularly related to employment or government assistance, have great potential to advance the economic status of women.

To date, dialogue within the competitiveness cluster groups has not always included labor associations such as trade unions. Even for majority female trade unions, labor leaders are often males and they do not always represent the diverse interests of their members. In particular, tea and rubber worker representatives should be invited to join dialogue about the potential worker impacts, on males and females, of policy reforms related to value-added and efficiency improvements.

Similarly, the competitiveness cluster groups have tended to include large business owners rather than micro, small or medium enterprise (MSME) owners. In part, this problem has resulted from the lack of federations or chambers serving smaller enterprises, particularly female entrepreneurs. Similarly, USAEP has sent industrial leaders and senior technicians on regional and US study tours but has not yet included smaller scale business owners, male or female, in these activities.

While the citizen dialogue and awareness raising activities for communities funded by USAEP have not previously been closely linked to the competitiveness cluster areas, they offer another avenue for engaging women in dialogue about the impacts of some of the proposed competitiveness policy reforms (e.g., changing coir technology).

Box 3: Gender Recommendations for Economic Competitiveness Activities

- ◆ Expand the knowledge base about the gender division of labor, employment and other gender impacts of proposed competitiveness reforms through support for special studies by women's organizations. Use this information to select priority cluster areas based on those with higher levels of female involvement in entrepreneurship, management and the workforce, particularly the agriculturally based commodities (i.e., spices, coir).
 - Indicator:
 - # studies produced that address the gender division of labor, employment & other impacts related to the selected cluster areas.
- ◆ Identify the extent and type of female business ownership in each of the selected cluster areas and include representatives in cluster groups.
 - Indicator:
 - # female business owners or associations represented in the cluster groups.
- ◆ Consult with female coir and spice SME owners to identify policies that enhance the competitiveness of these cluster products.
 - Indicator:
 - # female SME owners consulted during policy dialogue processes.
 - # policy reforms proposed with positive impacts on female SME owners.
- ◆ Provide efficiency and investment technical assistance to SMEs, both female- and male-owned, in the selected cluster areas. Focus more assistance on rural areas and primary processors.
 - Indicator:
 - % change in investment by male and female SME owners working with coir and spices.
- ◆ Focus on gender-equitable job and training opportunities in the tourism cluster to reduce the economic pressures that drive adults and children into the tourist sex trade. Consider expanding attention to the handicraft sector, including craft skill training activities for tourists, as part of the tourism cluster.
 - Indicator:
 - Increase in # males and females with higher-paying tourist jobs.
- ◆ Focus on competitiveness improvements in Information and Communication Technology (ICT) that increase access of women to workplace and home-based employment.
 - Indicator:
 - # female ICT business owners, managers and workers consulted during policy dialogue processes.
 - # policy reforms proposed with positive impacts on female ICT business owners, managers and workers.
- ◆ Engage leaders and female members of cluster-related trade unions and the new SL Women's Trade Union Forum in on-going dialogue about the gender impacts of proposed value-added and efficiency reforms in cluster areas.
 - Indicator:
 - # trade association leaders and members represented in policy dialogue activities sponsored by the cluster groups.
 - # policy reforms proposed with positive impacts on female workers, managers and business owners in cluster areas.
- ◆ Support organizational capacity building and policy advocacy skills for existing and nascent federations and associations of MSMEs working in the selected cluster areas. These groups could also include community-based cooperatives. Existing chambers for females with larger enterprises could provide assistance.
 - Indicator:
 - # assisted MSME associations/federations with high female membership.
- ◆ Use USAEP support to provide MSMEs in selected cluster areas with the opportunity to participate in regional study tours.
 - Indicator:
 - # male and female MSMEs participating in regional study tours.
- ◆ In USAEP citizen dialogue activities, NGO grantees should always use gender as part of the selection criteria for ensuring proportional female representation in all activities.
 - Indicator:
 - # males and females engaged in USAEP-sponsored citizen dialogue activities.

Activities Related to Development of Private Sector Workforce Skills (IR 4.3)

An estimated 2.4 million women, ages 10 years and over, were counted as being in the Sri Lanka labor force in the year 2000 and about 90 percent were employed.²⁵ Apart from the North and the East of Sri Lanka, just over 1 in 3 females participate in the labor force in comparison to just over 2 in 3 males participating in the labor force.²⁶ However, approximately one-third of women that were considered to be in the workforce were categorized as “Unpaid Family Workers.”

Female unemployment is higher than men in both urban and rural areas. In comparison to an overall national unemployment rate of 7 percent, 10.1 percent of women in the labor force were unemployed as compared to only 5.3 percent of all males.²⁷ In the age 15-19 cohort, the gender gap in unemployment rates was also around 5 percent. One significant factor could be the greater expansion of formal sector employment opportunities for young women than for young men in factories during the last decade. However, the highest rates of unemployment for women were those with higher educational qualifications. Only 16.5 percent of women with the General Certificate of Education (GCE) Advanced Level education and above were employed in comparison to a rate of 59 percent employed for women with educational qualifications of Grade 0-10. The unemployment rate is similar for these two groups so it appears that the more highly educated women either go into self-employment or spend their time in unremunerated family work.

Yet factory work opportunities in the Export Promotion Zones and elsewhere favor a rather narrow band of women, specifically single women between the ages of 17-25.²⁸ Accordingly, the gender gap for unemployment widens considerably to 9.5 percent for the 20-24 year old cohort. When women marry and have children, employers are less likely to employ them in factories and women have less cultural and familial support (i.e., specifically childcare) for outside work. However, many families are no longer able to survive without two adult incomes and factory lay-offs can drive women and their children into commercial sex work.

Underemployment is another key gender issue. Despite relatively low pay, poor benefits and unpleasant working and living conditions, educated young women are also taking factory and even plantation estate laborer jobs due to a lack of opportunities elsewhere. But the amount of work and pay is not always reliable as both types of employers are shifting to casual workers and subcontracting arrangements. Subcontracting arrangements are not covered by labor legislation. Women are more likely than men to work less than forty hours a week in formal sector jobs and to be assigned to intermittent work and casual work without benefits. Factories in the export promotion zones are discouraging trade unions and they provide very limited job security to both male and female employees.

With respect to wages, the Equality Provision of Sri Lanka’s Constitution can be interpreted to prohibit gender-based wage discrimination. Mid- and high-level public servants are entitled to equal pay for equal work and the same has been true since the

²⁵ CENWOR. 2001 CEDAW Shadow Report 2000. CENWOR, Colombo.

²⁶ CENWOR. 2001 CEDAW Shadow Report 2000. CENWOR, Colombo.

²⁷ CENWOR. 2001 CEDAW Shadow Report 2000. CENWOR, Colombo.

²⁸ CENWOR. 2001 CEDAW Shadow Report 2000. CENWOR, Colombo.

mid-1980s for occupations under the Wages Board Ordinance. However, there is pressure from the private sector to abolish the Wages Board Ordinance.

However, there are wage gaps by sex in many sectors and primarily in the non-public sector. Most working women are found in rural areas, working in the agricultural sector and at informal sector occupations. There is a common gender gap in the daily wage rate: Rs.100-150 for women and never less than Rs. 200 for men.

Some Sri Lankan gender researchers note the cultural roots of this discrimination. Men, regardless of whether they are single, married or married with children, are paid a higher rate based on the outdated assumption that men are the only or main economic provider for their family. This assumption does not reflect the rising cost of living in Sri Lanka, the significant percentage of female-headed households and the number of households depending on income from working women.

Although there are roughly equal opportunities for education in Sri Lanka, traditional gender stereotypes narrow the curriculum choices, training opportunities and employment options for females and class aspirations often drive male choices. For example, in girls' secondary schools, trade courses are not offered. In co-ed schools, women are guided by their families or self-select into business, English, sewing and domestic courses. Female youth in vocational training programs are also more likely to enroll in sewing courses, etc. For the small percentage of qualified girls that enter university, they are much less likely to major in science topics. Female university graduates are more likely to be in the Arts and Law and they prioritize public sector work. Although boys are much more likely to enroll in a wider range of courses and training, poor and middle-class males are often pressured by their families to seek out white-collar work with the public sector. In doing so, families hope to elevate their economic and social status.

English is most likely to be the language of choice for Sri Lanka's new global workforce. Because of changes from Sinhala to English as the official language of instruction in Sri Lanka's educational system during the 1950s, Sri Lanka's educated older generation is more likely to speak and write English at a higher level than the younger generations. While there are problems with English language training in the formal school system (e.g., stronger writing than conversational skills), it appears that more secondary school females enroll in English courses than secondary school males. While it is unclear if these English skills are adequate for the needs of private sector employers, it does represent a potential gender-based advantage that female secondary school graduates may have over male graduates.

While there are occupations that are done by both women and men, Sri Lankan society and culture have assigned many types of existing jobs to one sex or the other. Both the government and civil society have made some efforts to formally open up some existing work areas to women and reduce entrance barriers, e.g., senior civil service, accountants and schroffs, policy, military, trades, etc. However, some private sector interests have intentionally segmented elements of the production chain or factory work by sex and feminized their workforces as a means to lower labor costs (i.e., assuming that women are less likely to organize for higher wages and workplace protection).

However, new types of jobs and related training for Sri Lanka, such as those within ICT and the eco-tourism clusters, have the potential to provide gender-balanced employment from the start. For ICT, an increasing number of females are enrolling in ICT programs at universities.²⁹ In addition, more rural women are gaining exposure to computers via NGO and donor activities. The latter include rural computer centers/cyber-cafes established at local NGOs through capacity-building and financial support from CENWOR and ADB plans to set up school-based computer centers with provision for off-hours community training.³⁰

Similarly, the tourism cluster in Sri Lanka has been looking for new tourism opportunities such as eco-tourism and new tourist markets. To date, women's formal employment in tourism has been primarily in low wage housekeeping jobs; informal sector work has included petty trade or the sex trade. However, as the private sector expands to meet the demand for new types of tourism and tourists, it can plan for gender-equitable training opportunities for new types of jobs.

There are specific groups of women that are in particular need of workforce re-training: female migrant workers and former factory workers who now are married and have families.

- ◆ With regard to female migrant workers, 96.7% of migrant workers of those employed in West Asia (the Middle East and East Asia) in 2000 were housemaids. Their contribution to Sri Lanka is undisputed but not widely appreciated by the general population; more frequently, these women have been stigmatized and treated as “tainted women.” In 2000, these women remitted a total of 20 percent of Sri Lanka's total foreign exchange earnings (approximately 87 million in the year 2000).³¹ There are approximately one million migrant workers abroad currently and there are 1.5 million returned workers of whom 75 percent are women.³²
- ◆ The typical migrant worker is in the 18-40 age group; most commonly, she is in her 30's. She is married with two to three children. She comes from a low-income family, in either an urban or rural area. In 1994, the highest numbers of migrant workers were coming from Colombo, Kandy, Kurunegala (NW Province) and Galle (Southern Province).³³ She has had six to eight years of schooling but has few marketable skills. Upon departure, not all have English language skills but upon return, some have been able to improve their English skills. Upon their return home, female migrant workers often face social stigma and dysfunctional family dynamics. If they have savings, they are often spent in the first year. Despite common abusive working conditions overseas, they often sign up for additional migration stints because they no longer fit as well in their households or communities, particularly in rural areas. While some organizations and government units are working to help provide these women with job training, revolving credit funds for returnees, and investment advice for their savings, not enough is being done for them.

²⁹ Source: Savithri Goonesekera, Faculty of Law, University of Colombo, November 18, 2003 interview.

³⁰ Source: John Cooney, Country Representative, ADB, November 18, 2003 interview.

³¹ CENWOR. 2001 CEDAW Shadow Report 2000. CENWOR, Colombo.

³² Source: Migrant Services staff, November 18, 2003 interview.

³³ 1997. Changing Role of Women in Sri Lanka. Ministry of Finance and Planning, Colombo.

As noted above (4.b.1), for those married women with children who are over 25 who are interested in employment, there appear to be fewer training and employment opportunities available in the private sector. This situation is one of the factors driving international migration. Because of their lower levels of educational and English skills, returning migrant workers are doubly disadvantaged. Their factory skills are generally in light production but those who have worked in the garment factories do have greater familiarity with some technology.

Box 4: Gender Recommendations for Private Sector Workforce Skills Activities

- ◆ Provide equal opportunity for males and females in skills training programs in English, ICT and tourism.
Indicators:
 - # males and females participating in skills training programs.
 - # males and females finding employment after skills training.
- ◆ Support dialogue between private sector employers, women's NGOs and the Ministry of Women's Affairs on how to prevent the low-wage feminization of new types of jobs.
Indicator:
 - Corporate policies developed to improve women's access to higher wage jobs.
- ◆ Work with national and local women's NGOs to develop trainee selection criteria, nominate female training candidates, particularly among youth, and develop gender-sensitive training curricula for workforce skill training.
Indicators:
 - # males and females nominated for training.
 - Changes in attitudes toward sexual harassment among trainees.
- ◆ Support gender-sensitive communication activities for advertising the opportunities and results of USAID-funded workforce development activities (e.g., visual representation of females and males, specifying that opportunities are for males and females).
Indicator:
 - # male and female applicants for training programs.
- ◆ Use a hip youth-oriented, research-driven social marketing campaign that encourages young women to pursue non-traditional (not sex-stereotyped) workforce training and education.
Indicator:
 - Changes in attitudes toward non-traditional work by male and female media campaign audiences.
- ◆ Provide equal opportunities for males and females in workforce-related English language training, including training at different competency levels.
Indicator:
 - # males and females trained in workforce-related English.
- ◆ Expand computer training opportunities for male and female rural residents. Work through university-women's NGOs-private sector partnerships to ensure that there are both gender-balanced co-ed training and women-only training in Muslim areas and also for Internally Displaced Persons (IDP) youth.
Indicator:
 - # rural males and females trained in computer skills.
- ◆ Support formation of female IT Professionals Association with mentoring activities.
Indicators:
 - # women involved in IT Professionals Association.
 - # female university students mentored by female IT professionals.
- ◆ Provide training for men and women in new job opportunities in the tourism cluster, e.g., work as guides, cultural homestays, craft-focused tourism.
Indicator:
 - # males and females receiving training related to new types of tourism jobs.
- ◆ Work with returning migrant worker associations and trade unions to support private sector workforce and English training for women in the 25-45 age group.
Indicator:
 - Track increase in selected welfare indicators, including post-migration employment, for female migrant workers and their families.
- ◆ Support national and location-specific public awareness programs recognizing the economic contribution of female migrant worker.
Indicator:
 - Changes in public attitudes about the contribution of migrant women to Sri Lanka's economy.

4. Gender Recommendations for SO 4 Performance Monitoring Plan

Table 3: Indicator Possibilities for Strategic Objective 4 (EG)

IR	No Change	Adapted	Additional Possibilities
4.1 Sound Economic Policy Implemented	<ul style="list-style-type: none"> ◆ Percentage change in investment (FDI and domestic) ◆ Percentage change in exports ◆ Improved overall economic freedom ranking ◆ Score for “trade policy” in Economic Freedom Index ◆ Improved score for “regulatory quality” from World Bank Governance Matters indicators. 		<p># women, women’s NGOs and female SME associations participating in activities related to policy reforms and implementation strategies related to export promotion and energy sectors.</p> <p># policymakers receiving and aware of gender impact studies.</p> <p>Changes in the knowledge level of female entrepreneurs about economic policy reforms.</p> <p># males and females engaged in USAEP-sponsored citizen dialogue activities.</p> <p># male and female government staff of pilot ministries trained in gender budgeting skills.</p> <p># pilot ministry budget submissions that include gender budget data</p>

Table 3: Indicator Possibilities for Strategic Objective 4 (EG)

IR	No Change	Adapted	Additional Possibilities
<p>4.2 More Competitive Products Sold in the Global Market</p>	<ul style="list-style-type: none"> ◆ WEF Microeconomic Competitiveness Index’s (MICI) sub-index on “Company Operations and Strategy.” ◆ Percentage change in value sales of products in export markets (selected industries). ◆ Percentage change in productivity (selected industries). 		<p># studies produced that address the gender division of labor, employment & other impacts related to the selected cluster areas.</p> <p># female business owners or associations represented in the cluster groups.</p> <p># female SME owners consulted during policy dialogue processes.</p> <p># policy reforms proposed with positive impacts on female SME owners.</p> <p>% change in investment by male and female SME owners working with coir and spices.</p> <p>Increase in # males and females with higher-paying tourist jobs.</p> <p># of female ICT business owners, managers and workers consulted during policy dialogue processes.</p> <p># policy reforms proposed with positive impacts on female ICT business owners, managers and workers.</p> <p># trade association leaders and members represented policy dialogue activities sponsored by the cluster groups.</p> <p># policy reforms proposed with positive impacts on female workers, managers and business owners in cluster areas.</p> <p># assisted MSME associations/federations with high female membership.</p> <p># male and female MSMEs participating in regional study tours.</p> <p># males and females engaged in USAEP-sponsored citizen dialogue activities.</p>

Table 3: Indicator Possibilities for Strategic Objective 4 (EG)

IR	No Change	Adapted	Additional Possibilities
<p>4.3 Improved Quality and Relevance of Skills for Private Sector Workers</p>	<p>Number of private enterprises participating in public-private partnerships in education.</p>	<p>Number of <i>male/female</i> students in USAID supported programs who find employment.</p> <p>Number of <i>male/female</i> students employed by private sector enterprises participating in public-private partnership training programs.</p>	<p># males and females participating in skills training programs.</p> <p># males and females finding employment after skills training.</p> <p>Corporate policies developed to improve women’s access to higher wage jobs.</p> <p># males and females nominated for training.</p> <p>Changes in attitudes toward sexual harassment among trainees.</p> <p># male and female applicants for training programs.</p> <p>Changes in attitudes toward non-traditional work by male and female media campaign audiences.</p> <p># males and females trained in workforce-related English.</p> <p># rural males and females trained in computer skills.</p> <p># women involved in IT Professionals Association.</p> <p># female university students mentored by female IT professionals.</p> <p># males and females receiving training related to new types of tourism jobs.</p> <p>Track increase in selected welfare indicators, including post-migration employment, for female migrant workers & their families.</p> <p>Changes in public attitudes about the contribution of migrant women to Sri Lanka’s economy.</p>

B. Strategic Objective 5: Inclusive and Peaceful Approaches to Politics and Governance Strengthened

1. Overview of SO 5

This strategic objective closely links multi-ethnic peace-building efforts with the strengthening of democratic institutions. One set of activities focuses on developing the peace-related and civic capacities of the media and civil society groups and coalitions. Targets include male and female adults and youth. Another set of activities aims to make government institutions, including different types and levels, more responsive to citizens. There are specific proposed activities to support the National Committee on Women (National Women's Council). A third set of activities aims to help improve the rule of law and administration of justice for vulnerable groups, including women.

2. Intermediate Results for SO 5

IR 5.1: Civic foundations for a sustainable peace strengthened.

IR 5.2: Key political institutions made more responsive to citizen input.

IR 5.3: Increase use of the law to protect and empower vulnerable groups.

3. Gender Issues for SO 5

Activities for Strengthening Civic Foundations for Sustainable Peace (IR 5.1)

For media activities, the main gender issues are the representation of women among journalists and the limited attention to gender issues in all forms of media. To date, attention to gender issues, related to peace or other newsworthy topics, has been uneven in the Sri Lankan media outlets. Informants noted, and a cursory review of the media confirmed, that it is still common to see sex-based stereotyping, stories based only on the perspective of one sex or the other and inattention to serious stories of particular concern to women (e.g., sexual harassment, gender-based violence, workplace rights, gender wage gaps, trafficking, war widows, export promotion zone workers, etc).

While it is true that there are low numbers of female journalists and senior media executives, this alone should not and would not remedy the problem of inattention or negative attention to gender issues. Both males and females working in the media should be responsible for mainstreaming the perspectives of both women and men into their coverage of Sri Lanka's news and avoiding gender stereotyping. Both sexes should be highlighting key gender issues. While USAID cannot change the basic conditions of work in journalism (e.g., low pay, irregular and night work, government-owned media outlets and requirements of travel to unsafe locations) or the hiring practices of media outlets, it can support greater media attention to the gender dimensions of peace-building.

With reference to multi-ethnic bridging Civil Society Organizations (CSOs) in conflict-prone areas and peace advocacy activities, the key gender issues center on the selection criteria for CSOs and the specific activities to be supported. It is important to

differentiate among CSOs and women's groups when making decisions about organizational capacity building and small grants. There are a number of CSOs, including multi-ethnic ones working to advance peace, that do not pay attention to gender issues or work to advance the status of women (e.g., women's roles in organizational leadership, economic empowerment, community decision-making). There are also multi-ethnic women's groups that have no track record on peace-building activities or advocacy and they may not always take a gender perspective in their work (e.g., working on women's income generating activities and not addressing power relations among men and women). There are also multi-ethnic women's groups working on peace-related advocacy but they do not have strong ties to grassroots women through membership or other activities.

When judging the peace-related activities being proposed by CSOs and women's organizations, it is important for USAID and its agents to ask grant applicants to identify potential gender barriers and negative impacts on men and women. For example, there may be instances in some communities and cultures when husbands may object to overnight travel or night meetings for their wives. Muslim women and their husbands may feel more comfortable with women-only workshops and meetings. It is important for grant-seeking organizations and groups to identify these issues and suggest strategies for overcoming them in their proposals. It is also important to avoid supporting sex-stereotyped activities (e.g., assumptions that female participants will also need to prepare food and drink for other meetings/workshop participants rather than participating in dialogue, etc.).

For civic education activities with youth, different strategies may be necessary to engage the interest and facilitate the attendance of both males and females. Social marketing research suggests that variables such as sex, age, ethnicity, class, location and other social variables induce different responses to the same communication and educational messages. Therefore, any activities in youth civic education should be informed by gender-disaggregated research and tailored accordingly. For example, young men and women could belong to different types of formal or informal organizations within communities and there may be different channels through which they receive educational information. Young men and women may have different motivations for, and face different barriers to, becoming involved in civic life.

Box 5: Gender Recommendations for Activities Related to Strengthening Civic Foundations for Sustainable Peace

- ◆ Support hands-on training and dialogue activities for male and female journalists that raise their gender awareness and provide them with field experiences on mainstreaming gender into stories related to peace-building.

Indicators:

- # males and females journalists involved in gender-related training or dialogue.
- Change in column inches or media minutes devoted to gender-related stories on peace after journalist training activities.

- ◆ Engage media editors and senior media executives in dialogue activities about the relationship between gender and peace.

Indicators:

- # male and female media editors and executives participating in media, gender and peace dialogues.
- Change in column inches or media minutes devoted to gender-related stories on peace after dialogue activities.

- ◆ Increase the number of multi-ethnic women's organizations involved in study tours, mentoring and dialogue activities related to the peace process. Where necessary, provide travel funds (i.e., trade unions and other poor women).

Indicators:

- # multi-ethnic women's organizations engaged in peace-related work.
- # media campaigns on peace led by women NGOs.

- ◆ Ensure that the small activity grants involve both men and women through the RFPs and other selection criteria.

Indicator:

- # females and males reported by grantees to be participating in peace-related activities funded by small grants.

- ◆ Use gender-sensitive marketing research and strategies to tailor civic education activities.

Indicator:

- # male and female youths participating in civic education activities.

Responsive political institutions (IR 5.2)

As noted by women's organizations, the current GOSL and donors, serious improvements are needed in the equitable representation of women in political fora and at other decision-making levels. Women are seriously underrepresented as elected officials at all levels. Only 4.8 percent members of parliament are female and the percentage drops to 2.8 percent for Provincial Councils and 1.9 percent for Local Government Bodies.³⁴ In the last parliamentary election in October 2000, only 116 of the 5,000 candidates were women and just seven of these female candidates won their elections.³⁵

Political parties are not nominating women for election, cultivating women's leadership, providing financial support or protecting women candidates from election-related violence. High-level party leadership is almost entirely male and they decide on the slate of candidates. Very little has been done within the political parties to cultivate women's leadership or political knowledge and savvy. In addition, running for election takes considerable financial resources and most women who run come from wealthy

³⁴ Gunatilleke, Nadira. 2003. Plans Afoot to Raise Women's Participation in Politics. (SL) Daily News, January 31, 2003 (www.dailynews.lk).

³⁵ onlinewomeninpolitics.org. 2000. Women's Situation in Sri Lanka (www.onlinewomeninpolitics.org).

families and often have politician spouses or fathers (e.g., both of Sri Lanka's female presidents). Election-related violence has been another serious deterrent to women's interest in running for elected office. To date, groups such as the Center for Monitoring Election Violence, the Free Media Movement and the People's Alliance for Free and Fair Elections have not focused particular attention on the special needs of female candidates.

Female quotas for nominations and/or elections, similar to those in India, Uganda and elsewhere, have been discussed for some time. In 1997, the Sri Lanka government proposed a constitutional reform to introduce a 25 percent reservation for women at the local government level. However, it did not pass when Muslim and Tamil parties voiced concerns that it would be difficult to find sufficient female candidates. However, given the significant participation of women and girls as LTTE combatants and the espoused philosophy in favor of women's empowerment, this claim by Tamil leaders is somewhat surprising. After adoption of a Women's Manifesto, the Prime Minister's United National Party and the current Minister of Women's Affairs have put forth a renewed effort in 2003 to establish a quota (Sri Lanka Daily News, 31 January 2003). The Ministry of Women's Affairs and the *Regaining Sri Lanka* document are currently promoting a 50 percent target for female nominations (slates) and a 33 percent quota for elected slots. To improve women's representation in elected office, two women-only political parties have formed and nominated their own all-female slates for local government elections in 2002 (e.g., the Batticaloa group fielded 12 women for 9 seats; the Colombo group nominated 59 candidates).³⁶

There is also a need for greater attention to gender issues in the on-going planning and policy work by ministries and commissions (i.e., judicial, electoral, public service, anti-corruption). As noted above, gender issues are not much in evidence in the government's recent major policy document, *Regaining Sri Lanka* (IR 4.1). Gender issues have typically been dealt with by the formation of yet another, all-female gender-focused committee. These groups often remain outsiders and are not able to mainstream gender issues into the day-to-day work of planning, policy formation and legislative drafting. Both the Ministry of Women's Affairs and the National Committee on Women have very few staff members and are severely under-resourced. Although there is very good cooperation between women's NGOs and these two government bodies, women's NGOs appear to have much weaker relationships with the key Ministry of Planning, line Ministries and Parliament.

The new USAID/Sri Lanka Country Strategic Plan proposes to provide technical assistance to the National Women's Council [*sic*] (assumed to be the National Committee on Women) to promote more input from women in policy debate and formulation. Specific activities include efforts to institute gender budgeting within key GOSL Ministries (see discussion above for SO 4) and assistance to the Legal Drafting Office to ensure that gender issues are incorporated into proposed legislation. Other assistance would be support for developing training programs for targeted GOSL officials, e.g., the judiciary (see discussion below for Rule of Law).

Local government institutions, at the provincial and community levels, also must become more responsive to the inputs of all citizens, including women, and be able to

³⁶ CENWOR. 2002. "Two Women-Only Groups to Contest Local Government Elections." Newspaper Article Summary. CENWOR, Colombo (www.cenwor.lk).

recognize the gender impacts of their decisions. As elected officials, women also need to be trained to be responsive to constituents and they have been targeted for training by the Sri Lanka Institute of Local Governance. In addition, prospective female candidates for office have also received training about the rights and responsibilities of local government; other organizations are cultivating women's political aspirations through training on women's leadership and economic empowerment (e.g., Agromart Foundation, Grassroots Organizing by Women). Government responsiveness can also be demand-driven. At the local level, female citizens are often less aware of their rights and are being trained by NGOs about their rights and also the responsibilities of government.

Box 6: Gender Recommendations for Activities Related to Responsive Political Institutions

- ◆ Support activities with political parties that cultivate female party leaders, including leadership trainings and dialogue activities between women's NGOs and political parties about removing impediments for women to contest at local government elections. These activities could also include the establishment of a trust fund with a matching grant arrangement to support campaigning by female candidates.
Indicators:
 - # political parties offering women's leadership programs.
 - # political party leaders trained in gender awareness programs.
 - # women completing women's leadership programs.
 - # trained women nominated for election.
 - # number of female prospective candidates seeking nomination in local government elections.

- ◆ Cooperate with political parties and experienced CSOs to provide training in community-based strategies for peaceful elections in pilot communities.
Indicators:
 - # communities participating in training in peaceful election strategies.
 - # women from pilot communities nominated for elections.
 - # communities protecting women candidates from election-related violence.

- ◆ Support a series of dialogue activities between grassroots women and parliamentarians and public awareness campaigns to expand the dialogue on the women's quota proposal.
Indicators:
 - # Dialogue activities on women's quota topic.
 - # media inches and minutes devoted to discussion of the women's quota.

- ◆ Support gender issues dialogue and dissemination activities that build relationships between women's NGOs and the new commissions devoted to judicial, electoral, public service and anti-corruption issues.
Indicators:
 - # dialogue events on gender issues.
 - # commission decisions reflecting gender considerations.

- ◆ Provide technical assistance on gender budgeting to key Ministries related to USAID economic and peace-related programming, including the production of guidelines on new 10% requirement.
Indicator:
 - # budgets of selected ministries reflecting gender information.

- ◆ Support dissemination and dialogue activities by women's NGOs on the results of gender budgeting activities proposed for 2004 (e.g., 10 % of each Ministry's budget to be spent on improving the status of women).
Indicators:
 - # reports distributed or web-hits on gender budgeting updates.
 - # males and females participating in gender budgeting dialogue events.

- ◆ Provide focused assistance to the Legal Drafting Office to ensure that gender issues are incorporated into selected legislation.
Indicator:
 - # items of legislation that address gender issues.

- ◆ Assist women's NGOs to conduct gender analyses of proposed legislation and conduct dialogue activities to vet proposed gender-related legislation with grassroots women's organizations.
Indicators:
 - # legislative items analyzed for gender impacts.
 - # grassroots women participating in dialogues about proposed legislation.

- ◆ Train targeted GOSL officials, at the national and local levels, from selected ministries on gender budgeting (for specifics on judiciary training, see discussion below for Rule of Law). Trainers will be drawn from a university-think tank-women's NGO consortium.
Indicator:
 - # male and female officials trained in gender budgeting.

- ◆ Train female citizens about their legal rights, local government responsibilities and advocacy.
Indicator:
 - # female citizens trained in legal rights, local government responsibilities and advocacy.

Protecting and Empowering Vulnerable Groups via the Rule of Law (IR 5.3)

Many poor Sri Lankans are unaware of their legal rights. For legal literacy and legal aid services, there appears to be considerable unmet demand among the rural poor (both male and female) and an even greater need for specific groups of women. Newly widowed women who now head their own households, particularly those who have been displaced from their homes in the North and East and border areas, are in dire need of legal literacy. Their legal needs relate to access to shelter, productive resources, government services and SME resources. For female workers, those in the Export Promotion Zones and migrant workers are also particularly vulnerable to workplace harassment or unfair treatment. There is also a great need for legal services among women throughout Sri Lanka who are victims of domestic violence.

However, citizen awareness of legal rights is necessary but not sufficient for justice to be served. Crime victims need effective advocates. While these may be lawyers, they are more likely to be paralegals from the same vulnerable groups as victims and also administration of justice support groups. For the latter, it is likely to be necessary to expand the organizational and advocacy capacity, as well as expertise of women's groups, particularly those in the North, East and central Hill Country, beyond their usual economic empowerment activities. In addition, regular stakeholder dialogues among women's NGOs and the diverse local officials dealing with women's cases (e.g., police, health, lawyers and local government), such as those in Kandy, can help to bring women's cases forward.

From the perspective of women and children, there are also structural problems related to the police, the legal and judicial system. Many informants note that there is room for improvement in the work of the local Women's and Children's Desks of the Police Department, especially for sexual and gender-based violence crimes. Due to turnover and the entry level of the female staff serving these desks, there is a need for additional training on a regular basis. There is not a female officer available for every station. In addition, the lack of privacy and discretion in some of the stations can intimidate women crime victims. These hurdles prevent many women from going to the police after a crime. However, in some IDP programs in the North and East, counselors travel to communities and facilities of local women's NGOs in order to facilitate reporting of domestic violence.

However, there are also structural hurdles related to unaffordable and unavailable legal services, as well as insensitive administration of justice staff and judges. Women may also lack faith in the efficacy of the justice system since there are very lengthy delays in bringing a case to trial and gaining justice. Local judges sometimes lack gender sensitivity. The Mediation Boards are an alternative for some types of legal situations. Their members have received gender-related training through donor support to the Ministry of Justice. However, women tend to be under-represented on these boards. In addition, in situations of family violence, women and children may be reluctant to pursue justice because of their economic dependence on male perpetrators and the severe lack of protective facilities (i.e., shelters, foster homes). Existing shelters for women with children lack support from the government and struggle for private funding. Court statistics are not gender disaggregated. In addition, women seldom have advocates helping them through the judicial system.

Box 7: Gender Recommendations for Activities Related to Rule of Law for Vulnerable Groups

- ◆ Support legal literacy awareness campaigns and legal aid provision for particularly vulnerable sub-groups of women including war widows in the North and East, female workers in the Export Promotion Zones, female migrant workers and support groups for domestic violence victims. Radio and television dramas may be appropriate mediums for these campaigns.

Indicators:

- # women in sub-groups reached by legal literacy awareness campaigns.
- # women served by legal aid providers.

- ◆ Provide tailored paralegal Training of Trainers for representatives of women's groups dealing with women in the particularly vulnerable groups (i.e., NE war widows, Export Zone workers, migrant workers, domestic violence victims). There is a particular need for Tamil gender trainers.

Indicators:

- # trainers trained in paralegal topics for their sub-group.
- # additional paralegals trained by trainers from first round of training.
- # women from each sub-group receiving paralegal services.
- Percentage increase in cases of female-headed households represented by civil society legal aid programs.

- ◆ Offer advocacy training related to the administration of justice for women's groups in the North, East and central Hill Country.

Indicator:

- # participants from women's groups attending advocacy trainings.

- ◆ Support stakeholder dialogues with police and administration of justice system representatives to make locally appropriate improvements in justice administration for women and children.

Indicator:

- # stakeholder dialogues held on administrative justice improvements for women and children.

- ◆ Offer topical trainings with gender components to judges via the Judicial Training Institute and the Judicial Service Commission.

Indicator:

- # male and female judges receiving training with gender component.

- ◆ Conduct research regarding low female interest in serving on the Mediation Boards using current female members, former female members and prospective female members as informants. Use this information to design female recruitment and retention strategies.

Indicator:

- # and annual percentage change in women serving on Mediation Boards.

- ◆ Provide technical assistance to women's shelters on private sector fund-raising strategies. Use twinning mechanisms with other regional or US-based women's shelters.

Indicator:

- % increase in private sector funding for assisted shelters.

4. Gender Recommendations for SO 5 Performance Monitoring Plan

Table 4: Indicator Possibilities for Strategic Objective 5

IR	No Change	Adapted	Additional Possibilities
<p>5.1 Civic Foundations for a Sustainable Peace Strengthened</p>	<p>Improved score from a content analysis of samples of news reports/articles on the peace process published by targeted media.</p> <p>Number of active multi-ethnic CSOs.</p>	<p>Percentage of targeted <i>male & female youth</i> with civic skills.</p>	<p># male and female journalists involved in gender-related training or dialogue.</p> <p>Change in column inches or media minutes devoted to gender-related stories on peace after journalist training activities.</p> <p># male and female media editors and executives participating in media, gender and peace dialogues.</p> <p>Change in column inches or media minutes devoted to gender-related stories on peace after dialogue activities.</p> <p># multi-ethnic women’s organizations engaged in peace-related work.</p> <p># media campaigns on peace led by women NGOs.</p> <p># females and males reported by grantees to be participating in peace-related activities funded by small grants.</p> <p># male and female youths participating in civic education activities.</p>

Table 4: Indicator Possibilities for Strategic Objective 5

IR	No Change	Adapted	Additional Possibilities
<p>5.2 Key Political Institutions Made More Responsive to Citizen Input</p>		<p>Number of major local government decisions in which input from <i>gender focus groups</i> is taken into account.</p> <p>Degree to which political parties have established leadership programs <i>for men and women</i>.</p>	<ul style="list-style-type: none"> # political parties offering women’s leadership programs. # political party leaders trained in gender awareness programs. # women completing women’s leadership programs. # trained women nominated for election. # female prospective candidates seeking nomination in local government elections. # communities participating in training in peaceful election strategies. # women from pilot communities nominated for elections. # communities protecting women candidates from election-related violence. # dialogue activities on women’s quota topic. # of media inches and minutes devoted to discussion of the women’s quota. # dialogue events on gender issues. # commission decisions reflecting gender considerations. # budgets of selected ministries reflecting gender information. # reports distributed or web-hits on gender budgeting updates. # males and females participating in gender budgeting dialogue events. # items of legislation that address gender issues. # legislative items analyzed for gender impacts. # grassroots women participating in dialogues about proposed legislation. # male and female officials trained in gender budgeting. # female citizens trained in legal rights, local government responsibilities and advocacy.

Table 4: Indicator Possibilities for Strategic Objective 5

IR	No Change	Adapted	Additional Possibilities
<p>5.3 Increased Use of the Law to Protect and Empower Vulnerable Groups</p>		<p>Percentage change in <i>male and female</i> cases handled by: a) State-sponsored legal service providers, b) civil society legal aid programs.</p> <p>Number of <i>male and female</i> cases heard by the mediation boards.</p>	<p># women in sub-groups reached by legal literacy awareness campaigns.</p> <p># women served by legal aid providers.</p> <p># trainers trained in paralegal topics for their sub-group.</p> <p># Additional paralegals trained by trainers from first round of training.</p> <p># women from each sub-group receiving paralegal services.</p> <p>Percentage increase in cases of female-headed households represented by civil society legal aid programs.</p> <p># participants from women’s groups attending advocacy trainings.</p> <p># stakeholder dialogues held on administrative justice improvements for women and children.</p> <p># male and female judges receiving training with gender component.</p> <p># and annual percentage change in women serving on Mediation Boards.</p> <p>% increase in private sector funding for assisted shelters.</p>

C. Special Objective 6: Peace Process Supported

1. Overview of SpO 6

This special strategic objective emphasizes peace-building efforts and aims to offer tangible and immediate “peace dividends” to communities in conflict-affected areas. The aim is to counterbalance political destabilizers, especially misinformation and citizen discontent with the slow pace of local economic development and infrastructure. It leverages regular USAID program funds with OTI funds for greater impact on the peace process.

2. Intermediate Results for SpO 6

IR 6.1: Stakeholder support for negotiated settlement enhanced.

Sub-IRs:

6.1.1. Public access to balanced information and multiple viewpoints increased.

6.1.2. Peace dialogue and debate supported.

6.1.3. Advocacy impact of cross-cutting organizations and networks strengthened.

IR 6.2: Targeted vulnerable communities supported.

Sub-IRs:

6.2.1. Critical community infrastructure improved.

6.2.2. Livelihoods enhanced.

6.2.3. Micro-level conflict mitigated.

3. Gender Issues for SpO 6

Peace-Related Information Dissemination & Dialogue (IR 6.1)

Despite the tremendous impacts that the civil conflict has had on women, they have had a fairly limited formal role in peace-related dialogue until recently. Only one woman, an LTTE representative, was present at rounds two through six of the formal peace talks. A ten-member, all-female Subcommittee on Gender Issues was established by GOSL and LTTE in December 2002 and includes five appointed members from each side. Their efforts are focused on: equal representation of women in politics; educational structures and gender bias; violence against women and allegations of sexual harassment; sustaining the peace process; resettlement; personal security and safety; infrastructure and service; livelihood and employment; political representation; and decision-making and reconciliation. It reports directly to the plenary session of the peace talks and is intended to work closely with other peace process related Sub-Committees and mechanisms.³⁷

However, it is not clear if most Sri Lankan women or grassroots women’s organizations are aware of the efforts of the Subcommittee on Gender Issues. The Ministry of Women’s Affairs

³⁷ Source: www.womenwarpeace.org.

and the National Committee on Women previously conducted regional consultations with women around Sri Lanka for the United Nations Fourth World Conference on Women.

In terms of information dissemination and media campaigns, health-related social marketing research conducted in Sri Lanka suggest that it is more effective to use different communication strategies for different social groups. These groups include men and women; age cohorts; ethnic, religious and geographic groups. Different social groups respond to different issues and messages and may favor specific communication channels.

With respect to media content, it is important to include women's voices and to also represent the diversity of viewpoints about peace among women. It would be helpful to have more female journalists, editors and media/advertising executives. However, for the foreseeable future, gender-unaware males working in the media will continue to make most of the content decisions.

For dialogues, debates, exchanges and civil society peace-building initiatives, there are women's NGOs that have already undertaken peace-related activities. Some of these activities have been in conjunction with other types of CSOs but not always. There are also other multi-ethnic women's organizations, including business-related groups such as the Women's Chamber of Industry and Commerce and the Sri Lanka Women's Trade Union Forum, that have not yet become engaged in peace-building activities.

For individual women, there are sometimes practical and cultural barriers to their participation in peace-related dialogue activities. Women, particularly from Muslim communities, may face family resistance to overnight travel without male relatives. Women from the South may have particular concerns related to personal safety; women from all areas may not be able to attend night meetings. Although there are informal female leaders at the local level, there are few female elected officials and women in all areas may not always feel comfortable expressing opinions in mixed-sex fora.

Box 8: Gender Recommendations for Peace-Related Information Dissemination & Dialogue

- ◆ Provide support for re-establishing mechanisms or creating new ones to obtain community-level inputs from women for the national peace dialogue for the Sub-Committee on Gender Issues.
Indicator:
 - # community women participating in peace-related dialogues sponsored by the Sub-Committee on Gender Issues.

- ◆ Use sex-disaggregated social marketing research and approaches for peace-related awareness activities. A theme of gender balance could be tied to the multi-ethnic balance theme promoted by peace activists.
Indicator:
 - # men and women reached by sex-disaggregated peace awareness activities.

- ◆ Hold dialogues on gender, peace and the media with journalists, media editors and senior executives. For journalists and editors, the courses of the new Media Institute are potential vehicles for gender training.
Indicator:
 - # male and female media people involved in gender, peace and media dialogues.

- ◆ Invite women's NGOs and other types of women's organizations into multi-CSO peace activities.
Indicator:
 - # women's NGOs and organizations involved in multi-CSO peace activities.

- ◆ Identify and reduce location-specific gender-related barriers to participation in community-level dialogues. Use of same-sex meetings, where appropriate.
Indicator:
 - Changes in the % of women involved in community-level mixed-sex dialogues.

Short-Term Assistance to Targeted Vulnerable Communities:
Infrastructure, Livelihoods & Micro-Conflict Mitigation (IR 6.2)

Gender benefits vary by infrastructure type. For example, in communities where women are responsible for water collection, provision of wells can significantly reduce the amount of time that women need for household duties. The same would be true where women are the ones who collect fuel for home or SME needs. Roads may benefit women and men equally. Shelter may benefit women and men equally in the same household.

In conflict-affected areas, there are now a high percentage of female single-headed households and communities vary in this respect. War widows often have fewer income sources and job skills. Without intervention in selection criteria, female single-headed households are often less likely than couple-headed households to gain access to shelter, self-employment tools and job training.

However, for self-employment assistance and job-skills trainings, it is important to expand rather than reinforce options for men and women. Short-term assistance has sometimes reinforced sex-stereotypes, e.g., provision of sewing machines for women. In other situations, only male income-earning roles have been recognized, e.g. providing fishing nets to fishermen to help fishing communities rather than a more gender-diverse strategy that also includes support for females involved in fish processing and trading.

Participatory decision-making and conflict mitigation training can help to prevent and de-escalate micro-conflicts at the community-level. The selection of the timing and location of meetings/trainings can influence the participation of women. The quality of individual women's participation depends upon their skills and may be positively influenced by a critical mass of women participating.

Box 9: Gender Recommendations for Short-Term Assistance to Targeted Vulnerable Communities

- ◆ When targeting communities for short-term assistance, favor those with a high percentage of female-headed households and war widows.
Indicator:
 - % female-headed households and % war widows in communities receiving short-term assistance
- ◆ Train women and men in participatory decision-making for small-scale infrastructure choices.
Indicators:
 - # males and females trained in participatory decision-making for communities.
 - Choices of infrastructure benefit both women and men.
- ◆ Favor female-headed households in the selection criteria for provision of shelter, self-employment tools and training.
Indicator:
 - % female-headed households out of all households receiving shelter, self-employment tools and training.
- ◆ Provide men and women with self-employment tools and training in activities that are not sex-stereotyped.
Indicator:
 - # men and women receiving self-employment tools and training in activities that are not sex-stereotyped.

4. Gender Recommendations for SpO 6 Performance Monitoring Plan

Table 5: Indicator Possibilities for Special Objective 6

IR	No Change	Adapted	Additional Possibilities
<p>6.1 Stakeholder support for negotiated settlement enhancement.</p>	<p>Increased articles/news segments on peace-related issues in mainstream media.</p> <p>Increased pro-peace adverts and PSAs in print broadcast media.</p> <p>Increased # of USAID-funded public meetings to discuss peace-related issues.</p>	<p>Increased <i>male/female citizen</i> awareness about peace-related issues.</p>	<p># community women participating in peace-related dialogues sponsored by the Sub-Committee on Gender Issues.</p> <p># men and women reached by sex-disaggregated peace awareness activities.</p> <p># male and female media people involved in gender, peace and media dialogues.</p> <p># women’s NGOs and organizations involved in multi-CSO peace activities.</p> <p>Changes in the % of women involved in community-level mixed-sex dialogues.</p>
<p>6.2 Targeted vulnerable communities supported.</p>	<p>Increased # of issues and disputes resolved through non-violent means in targeted communities.</p>	<p>Increased # of <i>male/female</i> beneficiaries from USAID-funded infrastructure projects in targeted communities.</p> <p>Increased # of <i>female-headed household</i> beneficiaries from USAID-funded infrastructure projects in targeted communities.</p> <p>Increased # of <i>male and female</i> youth trained in targeted communities.</p> <p>Increased # of <i>males and females</i> receiving livelihood enhancing tools in targeted communities.</p> <p>Increased # of <i>female-headed households</i> receiving livelihood enhancing tools in targeted communities.</p>	<p>% female-headed households and % war widows in communities receiving short-term assistance.</p> <p># males and females trained in participatory decision-making for communities.</p> <p>Choices of infrastructure benefit both women and men.</p> <p>% female-headed households out of all households receiving shelter, self-employment tools and training.</p> <p># men and women receiving self-employment tools and training in activities that are not sex-stereotyped.</p>

D. Strategic Objective 3: Improved Social and Economic Integration of Targeted Disadvantaged Groups

1. Overview of SO3

Guided predominately by specific USAID earmarks and/or regional initiatives, SO3 focuses on three broad groupings of targeted disadvantaged groups: 1) disabled civilians; 2) torture survivors and torture-affected communities (including returning IDPs and recently released security detainees) and children and young people at risk because of armed conflict; and 3) HIV/AIDS affected and infected persons. Activities under this initiative augment local institutional capability to meet the social service needs of those vulnerable and disadvantaged populations. The need for and demand of these types of humanitarian services is increasing.

2. Intermediate Results for SO3

IR 3.1: Rehabilitative services for disabled civilians developed & improved.

Sub-IRs:

3.1.1. Capacity to utilize appropriate technology and techniques for prosthetic, orthotic and mobility products and services development.

3.1.2. Community-based support services for people with mobility disabilities expanded.

3.1.3 Advocacy efforts to promote rights of and opportunities for people with disabilities increased.

IR 3.2: Communities' capacity to address threats to children and young people's security improved.

IR 3.3: Services for selected, especially vulnerable, groups improved.

3. Gender issues for SO3

Disability Activities (IR 3.1 and 3.3)

People with disabilities are estimated to comprise approximately five to eight percent of the total Sri Lanka population or 900,000 to 1.4 million persons.³⁸ Disabilities include physical, psychological and intellectual limitations. However, it is important to note that the prevalence of disability is often underreported because of the stigma associated with many types of disabilities in Sri Lanka.

The continuing USAID program in this area focuses on assisting people with mobility disabilities who are limb or wheelchair users. The main causes of limb loss and spinal cord injury include conflict/post-trauma (i.e., land mines, bombs, air shelling, village massacres, and torture), accidents, diseases, birth defects and aging. Land mine casualties are more likely

³⁸ Asian Development Bank. 2002. Sri Lanka Country Study. RETA 5956: Identifying Disability Issues Related to Poverty Reduction. Prepared by Foundation for International Training. ADB, Manila.

to be male than female. For example, in 2001, 17 persons per population of 100,000 were likely to be land mine victims in areas outside government control; nearly 86 percent of these land mine victims were male.³⁹ Apart from exposure as soldiers, civilian males face greater exposure to land mines because they collect firewood or coconuts and they often return in advance of their displaced families to refurbish household compounds and fields. Exposed females are more likely to be unmarried or students. Because of their exposure to land mines from combat, agricultural duties and play, children represent nearly 30 percent of all mine casualties. Males have more often lost limbs from road accidents and females were more likely than men to have lost limbs from diabetes.⁴⁰

To date, rehabilitative services for disabled civilians have been mostly aimed at disabled men. There have been too few female technicians (i.e., prosthetists, orthotists, physiotherapists, junior level technicians and rehabilitative therapists) (IR 3.1.1) and most peer group networks have been focused on men. Given the Sri Lankan context, disabled women have not always felt comfortable working with male technicians on fittings. Further, it is likely that it would be quite difficult for them to raise issues such as sexuality or reproductive health concerns with male technicians or in peer group settings with men with similar disabilities.

For the most part, the extent of rehabilitation of a disabled person is mostly dependent upon the attitudes, beliefs and behavior patterns of the community of which they are members. However, the disabled are often stigmatized and there are gender dimensions to stigmatization. Among the unmarried with mobility problems, women are more disadvantaged than men. Families often hide disabled unmarried females from view because these women are seen as unmarriageable and unable to perform household and childcare chores. Families also view disabled females as an obstruction for other marriageable member of the family. The disabled, particularly females and children, are more vulnerable to sexual abuse and harassment. When families experience income loss due to the disability of a male provider, both women and children often must enter the labor force. Without sufficient vocational skills or education, they are more likely to become part of the informal sector and they are more vulnerable to the sex trade, trafficking and HIV/AIDS exposure. Although there is existing legislation that recognizes the special needs of the disabled, government services remain quite limited and public awareness of the capabilities of the disabled is very low.

As noted in the new USAID/Sri Lanka Country Strategic Plan, disabled children are an “especially vulnerable” population due to exploitation, abuse and neglect (IR 3.3). Children of both sexes are often hidden, deprived of schooling, fed less and sometimes abandoned.⁴¹ Government and other support services are quite inadequate for disabled children and it does not appear that rehabilitative strategies are tailored by gender. As with adults, male and female disabled children are likely to have some different coping concerns and needs related to fitting of prostheses and orthotics.

³⁹ Asian Development Bank. 2002. Sri Lanka Country Study. RETA 5956: Identifying Disability Issues Related to Poverty Reduction. Prepared by Foundation for International Training. ADB, Manila.

⁴⁰ Source: Jessica Davey, USAID, November 19, 2003 interview.

⁴¹ Sources: Jessica Davey, USAID, November 19, 2003 interview; Asian Development Bank. 2002. Sri Lanka Country Study. RETA 5956: Identifying Disability Issues Related to Poverty Reduction. Prepared by Foundation for International Training. ADB, Manila.

Box 10: Gender Recommendations for Disability Activities

- ◆ Support training and certification for additional female technicians (i.e., prosthetists, orthotists, physiotherapists, junior level technicians and rehabilitative therapists).
Indicator:
 - # male and female technicians trained.
- ◆ Support same-sex support groups and networks for mobility-impaired females and males.
Indicator:
 - # males and females involved in same-sex support groups and networks.
- ◆ Provide gender-tailored psychosocial programs for same-sex groups with similar disabilities, including issues related to gender-based household responsibilities, disabled sexuality and reproductive health issues.
Indicator:
 - # males and females receiving gender-tailored psychosocial programs.
- ◆ Address gender-specific needs of the mobility-impaired in community-based rehabilitation (CBR) trainings and awareness programs.
Indicator:
 - # males and females reached by CBR training and awareness programs.
- ◆ Provide training and support to spouses of the newly disabled, particularly in conflict areas.
Indicator:
 - # spouses of disabled receiving training and support services.
- ◆ Provide sex-specific training in sexual abuse and harassment prevention strategies for disabled adults, youth and children and link with the Children's and Women's Desks of the Police Department.
Indicator:
 - # male and female disabled (adults, youth and children) receiving training in sexual abuse and harassment prevention strategies.
- ◆ Support social programs to allow disabled male and female youth to meet each other.
Indicator:
 - # disabled male and female youth participating in social programs.
- ◆ Initiate dialogue with the private sector and disability advocates to build opportunities for male and female disabled people into workforce skills development activities being planned under SO 4.
Indicators:
 - # males and females participating in skills training.
 - # males and females finding employment after skills training.
- ◆ Support advocacy for legislation providing private sector tax incentives for training and hiring the disabled.
Indicator:
 - # legislative items proposed related to tax incentives for training and hiring male and female disabled persons.

Torture Survivors, Torture-Affected Communities and Children Traumatized by Conflict (IR 3.2 and 3.3)

Torture survivors and torture-affected communities are another “especially vulnerable” group that is earmarked for USAID support. While the literature documents numerous individual cases of torture, there appear to be few reliable statistics about the numbers of survivors or torture-affected communities. As both combatants and civilians, there are both male and female torture survivors, including both adults and children. Women serve in the Sri Lankan Armed Forces. Women, in addition to male and female children between the ages 10 and 17, constitute a significant portion of the LTTE army.

The torture has been physical, sexual and/or psychological. Some torture survivors have left Sri Lanka but most remain in their home areas, primarily in the North and the East. There appear to be no reliable statistics regarding those who have involuntarily disappeared, including those who have been tortured and/or killed. Married males, who have died as a result of the combat, leave behind war widows who often must head their households. In Sri Lanka overall, there are an estimated 40,000 war widows; in the North and East, the number of female-headed households is about 30,000. As a result of the traumas associated with the conflict and economic difficulties, violence has increased in households, communities and IDP camps.

In general, counseling services in Sri Lanka are grossly inadequate; specialized counseling for torture survivors or the torture-affected is extremely limited. Services for torture- and trauma-affected children, including former combatants, are scarce. Some informants estimated that there are a total of 8-12 trained Sri Lankan psychiatrists; however, not all of them are working in Sri Lanka. The only psychologists working in Sri Lanka have been trained outside of Sri Lanka since the Sri Lankan psychiatrists have prevented the establishment of a clinical psychology undergraduate or graduate program. A UNHCR informant mentioned an NGO program in the North and East Provinces that had been training local young women in their early 20s to serve as lay counsellors for torture victims. However, because of their age, sex and limited training, the effectiveness of these counsellors was quite limited with male torture survivors (including sexual torture victims) in their late twenties. The government hiring freeze has also made it nearly impossible for government to provide counselling services since these positions would constitute new job categories.

Box 11: Gender Recommendations for Activities Related to Torture Survivors, Torture-Affected Communities and Children Traumatized by Conflict

- ◆ Provide gender-specific tailored services to both male and female torture survivors and their families.
Indicator:
 - # male and female torture survivors receiving services.
- ◆ Support training of same sex service providers/para-counselors (both male and female), including those who have experienced torture, for service programs for torture.
Indicator:
 - # male and female service providers/para-counselors trained.
- ◆ Provide equal opportunities for trauma-affected male and female children to participate in pre-school and structured play activities.
Indicator:
 - # male and female children participating in pre-school and structured play activities.
- ◆ Support pilot programs on domestic violence prevention with torture survivor families and in torture-affected communities.
Indicators:
 - # torture survivor families reached by domestic violence prevention programs.
 - # trauma-affected communities (and households) reached by domestic violence prevention programs.

Vulnerable Children and Youth (IR 3.2)

Because of Sri Lanka's conflict and its aftermath, communities and households are less able to protect children and youth from sexual exploitation and religious/ethnic extremists and provide assistance to help in trauma recovery. In addition, poverty exacerbates the risks for children and youth. Other serious risks for youth and children include HIV/AIDS, trafficking of young women for forced labor, deceptive labor recruiting practices for the Export Promotion Zones factories and, in East Asia, slave-like conditions for children working in remote fishing *vaadiyas* and physical violence toward child domestic laborers. For the latter, displaced and abandoned children are often sold by "job placement agents" to households wanting domestic servants/slaves. UNICEF suggests that international migration of women and adolescents for domestic service has generated a demand for younger children to work in their place.⁴²

In Sri Lanka, sexually abused children have few options for counseling and rehabilitation. Many victims of sexual exploitation are stigmatized by society, inappropriately sent to remand or detention homes with criminals and end up as criminals, drug addicts or sexual abusers.⁴³

Estimates of the number of child prostitutes in Sri Lanka range from less than 10,000 (Protecting Environment and Children Everywhere NGO (PEACE)) to 30,000 (GOSL). ILO-IPEC (International Programme on the Elimination of Child Labour) estimated that this

⁴² Stalker, P. 1999. Refugees and migration: the impact of emigration (www.oneworld.org/guides/migration/stalker_emigration.html).

⁴³ Price, Susannah. 1999. World: South Asia, '100 Kids Abused Daily' in Sri Lanka. (www.bbconline.com).

number will increase to 44,000 by the year 2000.⁴⁴ They provide services mostly to local pedophiles and also foreign pedophiles. A 1999 report prepared by PEACE estimated that 100 young people a day are sexually exploited or abused. Young boys were more often the target of foreign pedophiles. In 1999, approximately 10,000-15,000 boys, mostly aged between 8-15, were involved in the sex trade in the beach, hill country and other tourist areas. Poverty drives the flow of children into the sex trade. Some were lured with false promises of work, others entered the trade on their own and others were put forward by their own parents to contribute income to the household. There are also “bonded children,” age five and above, who are kept as virtual prisoners in brothels for prostitution and pornography purposes. Christian AID estimated that there were 10,000 children in this situation in 1997.⁴⁵

The 1999 PEACE study found that girls were more often first abused by someone within their own community. Within families and communities, incest is not a new phenomenon in Sri Lanka. However, as increasing numbers of married family women from poor households leave Sri Lanka for overseas stints as migrant workers, there are husbands who either leave children unsupervised or engage in sexual abuse with their girl children. While the Migrant Services NGO is providing some services in this area, the needs exceed the available resources. However, women from villages also enter or are lured into the sex trade, including unhappy young women who are working in the factories in the Export Promotion Zones and recruited into the sex trade by men who pose as their boyfriends.

Ethnic and religious extremism also serves as a lure for children and youth. The LTTE have systematically used schools to recruit male and female combatants between the ages of 10 and 17. Unemployed youth in the South, primarily males, have been attracted to groups preaching divisive religious and ethnic fundamentalism. For the LTTE combatants, it is quite difficult for them to re-enter society and return to their households and communities. Without job skills training or support for self-employment, these male and female youth are likely to choose to remain as combatants.

Box 12: Gender Recommendations for Vulnerable Children and Youth Activities

- ◆ Provide equal opportunities for male and female children and young people from different parts of Sri Lanka to attend inter-ethnic/cultural weekend camps.
Indicator:
 - # male and female children/youth attending inter-ethnic/cultural weekend camps.
- ◆ Use social marketing approaches to tailor sexual abuse prevention programs for children and youth-at-risk by sex, type of risk and geographic location. Prioritize assistance to children of female migrant workers and youth in high tourism areas.
Indicator:
 - # males and females attending programs.
- ◆ Identify best psychosocial practices for children by gender.
Indicator:
 - # programs applying gender-specific best psycho-social practices.

⁴⁴ Global March. 2003. Worst Forms of Child Labour Data: Sri Lanka. (www.globalmarch.org).

⁴⁵ Global March. 2003. Worst Forms of Child Labour Data: Sri Lanka. (www.globalmarch.org).

HIV/AIDS-Affected and Infected Persons (IR 3.3)

Although only 415 HIV cases have been *officially* reported since 1986, the number of HIV-infected adults and children in Sri Lanka was estimated to be 4,800 at the end of 2002. The HIV infection rate for adults between ages 15 and 49 is estimated to be less than 0.1 percent by UNAIDS. Almost all reported cases between 1987 and 2000 were sexually transmitted. Because HIV testing is mandatory for women seeking work in the Middle East, it appears that more women than men test positive for HIV (1.4:1.0). In 1997, 50 percent of reported persons with HIV were returned housemaids from the Middle East. Some women were sexually abused by employers and others had liaisons with other migrants while overseas. To serve these women and others like them, there have been some programs to address safer migration. However, as with most countries in the early stage of the HIV epidemic, there are probably far more men with unreported infections than women.

Despite current low rates of HIV/AIDS infection, Sri Lanka has the potential for a serious public health problem with significant economic repercussions for households, communities and Sri Lanka. Low condom use, a large commercial sex industry, high STD infection rate, high mobility, injecting drug users and low levels of awareness among poor people provide fertile soil for a Sri Lanka HIV epidemic.⁴⁶

Box 13: Gender Recommendations for Activities Related to HIV/AIDS-Affected and Infected Persons

- ◆ To promote behavior change within and across specific at-risk groups, use social marketing research to develop gender-specific communication and program strategies for HIV/AIDS.
Indicator:
 - # sex-disaggregated HIV/AIDS campaigns and program strategies.
- ◆ Support awareness campaigns and services for female migrant workers and displaced women in the North and East by women's organizations and HIV/AIDS service providers.
Indicators:
 - # female migrant workers served by HIV/AIDS service providers.
 - # displaced women served by HIV/AIDS service providers.
- ◆ Support linked activities between livelihood strategies (i.e., employment generation and skills development) and HIV/AIDS prevention activities aimed at women and youth.
Indicator:
 - # joint livelihood-HIV/AIDS prevention programs aimed at women and youth.

In addition to migrant workers, other populations at greater risk include returning refugees from India; male and female sex workers of all ages including migrants and displaced women in the North and East who have been forced into prostitution to survive economically); and the military and their sexual partners in nearby communities. Based on experience elsewhere, each of these groups will probably have different motivations for behavior change. Within these groups, males and females are likely to have different motivations. They are also likely to respond to different types of messages and channels of communication. For example, besides being susceptible to HIV/AIDS, women are also more likely to serve as home caregivers for HIV/AIDS patients.

⁴⁶ World Bank. 2002. Issue Brief: HIV/AIDS. Sri Lanka. World Bank, Washington, DC (www.worldbank.org)

4. Gender Recommendations for SO 3 Performance Monitoring Plan

Table 6: Indicator Possibilities for SO 3

IR	No Change	Adapted	Additional Possibilities
<p>3.1 Rehabilitation services for disabled civilians developed and improved.</p>		<p># of <i>male & female</i> prosthetists qualified.</p> <p>Availability of rehabilitative services to <i>males and females</i>.</p> <p>Percentage of devices provided to <i>males and females</i> that use improved technologies.</p>	<p>Level of client satisfaction, by men and women, with available services.</p> <p># male and female technicians trained.</p> <p># males and females involved in same-sex support groups and networks.</p> <p># males and females receiving gender-tailored psychosocial programs.</p> <p># males and females reached by Community-Based Rehabilitation (CBR) training and awareness programs.</p> <p># spouses of disabled receiving training and support services.</p> <p># male and female disabled (adults, youth and children) receiving training in sexual abuse and harassment prevention strategies.</p> <p># disabled male and female youth participating in social programs.</p> <p># males and females participating in skills training.</p> <p># males and females finding employment after skills training.</p> <p># legislative items proposed related to tax incentives for training and hiring male and female disabled persons.</p>
<p>3.2 Community capacity to address threats to children and young people's security improved.</p>		<p># of psycho-social programs for <i>male and female</i> children with multi-ethnic participation.</p> <p># of children/youth (<i>male & female</i>) participating in sexual abuse prevention training.</p>	<p># male and female children/youth attending inter-ethnic/cultural weekend camps.</p> <p># males and females attending programs.</p> <p># programs applying gender-specific best psycho-social practices.</p>

Table 6: Indicator Possibilities for SO 3

IR	No Change	Adapted	Additional Possibilities
<p>3.3 Services for selected especially vulnerable groups improved.</p>		<p># of <i>men & women</i> accessing services in selected torture-affected communities.</p> <p># of best practices for psycho-social interventions identified for <i>women and men</i>.</p> <p>Availability of community-based rehabilitative services for <i>male and female children</i>.</p>	<p># male and female torture survivors receiving services.</p> <p># male and female service providers/para-counselors trained.</p> <p># male and female children participating in pre-school and structured play activities.</p> <p># torture survivor families reached by domestic violence prevention programs.</p> <p># trauma-affected communities (and households) reached by domestic violence prevention programs.</p> <p># sex-disaggregated HIV/AIDS campaigns and program strategies.</p> <p># female migrant workers served by HIV/AIDS service providers.</p> <p># displaced women served by HIV/AIDS service providers.</p> <p># joint livelihood-HIV/AIDS prevention programs aimed at women and youth.</p>

V. GENDER CONSIDERATIONS FOR DATA COLLECTION & ANALYSIS

After the discussion of each Strategic Objective, a menu of possible gender-related indicators, both adapted and new, are listed above. Because of attribution issues and lack of consistent collection of gender-related data by most government units, most of the suggestions for new indicators are tied to the outcome of specific programs rather than any standardized, routine gender-related measures. The final indicator choices will be made when USAID, together with its grantees and contractors, finalize performance measurement plans and indicators.

General Issues Regarding Data Collection & Analysis

- Sex-disaggregated data on service and training provision requires baseline measurement. If females have received fewer services in the past, then it would be advisable to set annual targets for improving service provision to females.
- Client satisfaction measures, for male and female clients, require pre- and post-service surveys. A baseline of satisfaction level is needed to determine if client satisfaction can be increased for both males and females.
- Program and stakeholder dialogue participation data, disaggregated by sex, should be routinely collected and reported by USAID contractors and grantees.
- When targeting specific types of communities (e.g., high percentage of female-headed households and war widows), particularly in the North and East where current census data is not yet available, it will be necessary to use rapid demographic methods and key informant interviewing to identify these types of communities.
- To follow-up on community actions after training, such as participatory community decision-making about infrastructure or community actions to protect female candidates from election-related violence, it will be necessary to require qualitative analysis with a sample of communities at periodic intervals after the training.
- USAID-funded service providers working with households should track and report on whether recipients are single- (male or female) or couple-headed households.
- The content and audience segmentation of awareness campaigns will require qualitative analysis.
- If the purpose of social marketing campaigns is to change knowledge, attitudes and practices, then sex-disaggregated surveys will need to be taken before campaigns to establish a baseline and following media interventions.
- In addition to contractor/grantee reporting, qualitative analysis will also be required to determine if gender-tailored best practices for psychosocial interventions are being applied.

- With respect to legislative proposals, it will be necessary to track the progress of key legislation from dialogue to drafting to acceptance. Analysis will be required to ensure that male and female disabled persons are fairly served by proposed legislation.

SO 4

- The proposed macro-economic indicators for IR 4.1 and 4.2 are difficult to adapt because they are aggregate indicators. However, they are not necessarily the most appropriate indicators for the proposed USAID activities because of attribution problems. There are so many factors influencing Sri Lanka's macro-economy; it will be quite difficult to say if a specific policy change influenced an aggregate indicator, particularly index indicators. For gender and policy activities, it may be more meaningful to track USAID's influence on opening up access to the policymaking process for women and women's NGOs. Given women's involvement in MSMEs and larger business in some of the competitiveness clusters, more relevant measures of improved competitiveness related to value-added may be tracking average and aggregate revenue generated and invested by female and male business owners after the provision of technical assistance or relevant policy changes. For the cluster areas in the formal sector, it is also possible to track overall improvements in women's formal sector employment, advancement and wages.
- For the macro-level, gender economists have focused on gender budgeting, i.e., calculating the contribution of women to specific sectors and the overall economy. Quantitative and qualitative gender analysis can be used to determine how many and how well selected ministries are reflecting gender budgeting information. For gender budgeting activities, one possibility for this task is to work with women's NGOs to create an annual report card (and award scheme) to recognize government progress with gender budgeting and encourage individual ministries to improve their use of gender-related information and budget allocations.
- A similar report card system and competition could be created to periodically qualitatively analyze and publicize the corporations who have adopted changes in their policies so as to improve women's access to higher wage jobs.

SO 5

- To track gender-related changes in the decisions of targeted government commissions, it will be necessary to do a qualitative analysis periodically.
- Baseline and periodic measures of column-inches or media minutes will indicate the gender-related success of media-related interventions.
- To measure the increase in private sector funding for women's shelters, it will be necessary to review existing funding sources as a baseline and periodically measure changes in funding sources.

VI. PROCUREMENT-RELATED GENDER RECOMMENDATIONS

Under the ADS guidelines, all Requests for Proposals must include attention to gender issues as part of their selection criteria for contracts and grants.

- ◆ For new contracts and grants (including OTI small grants), it is important for USAID/Sri Lanka to provide clear signals in the text of the RFP that program plans and performance measurement must be gender-sensitive and work to advance the status of women, including specific groups of more vulnerable women.
- ◆ When evaluating proposals, the following should be part of the mission's selection criteria: gender-related capacity of the contractor/grantee; quality of the proposed gender program strategies; and understanding of potential gender impacts and financial allocations to gender-related assistance. Vague proposals with unspecified personnel are not likely to produce gender-related results. Also, it should never be assumed that NGOs are automatically gender-sensitive because they are civil society organizations or that all social scientist necessarily understand gender issues or have experience with gender analysis.

Once work has commenced, it is all too common to forget about gender-related issues during the course of a project, to cancel gender-related activities as a result of budget shortfalls and to fail to adapt projects based on gender-related data collection.

- ◆ The USAID project managers need to send consistent signals to contractors and grantees about gender mainstreaming and gender-related data collection. The Mission Director may want to consider including attention to gender mainstreaming as part of staff performance appraisals.
- ◆ Because it is sometimes quite easy to “lose track” of gender issues in the day-to-day operations of projects, the Mission may want to consider holding an annual meeting for all project managers and major contractors/grantees to present gender-related activities and results.

VII. CONCLUSION

There are many gender mainstreaming opportunities in the new USAID/Sri Lanka Country Strategic Plan. These opportunities include removing barriers and broadening access to activities for men and women, considering the gender impacts of proposed activities and reforms, pro-actively making choices to empower and improve the status of women, routinely collecting gender-related data and filling essential gaps. For most of the Intermediate Results and indicators, such as service provision, training or events, it will be relatively easy to mainstream both women and men into the proposed activities and track their participation. However, there are greater challenges involved with including women and women's NGOs into areas where they have traditionally had much lower involvement, i.e., economic policy and planning activities, cluster product activities, media sensitization, the formal peace process and political decision-making at local and national levels.

There are many resources available to USAID/Sri Lanka to support gender mainstreaming. Although very under-resourced, the basic framework exists within government to address gender issues and women's advancement. For gender mainstreaming, there are interested but underutilized government staff in some units (e.g., Department of Census and Statistics) and highly qualified but over-worked staff in others (e.g., Ministry of Women's Affairs). The NGO sector doing gender work is dynamic and diverse; many are experienced advocates for policy reform. There is good cooperation between the NGO gender sector and the Ministry of Women's Affairs; however, cooperation could be strengthened between women's NGOs and gender experts and the line ministries. Although relatively nascent, there are associations for professional women and also women with business of different scales and types. There is a wealth of gender-related literature and data, although much of the formal collection remains largely unanalyzed for gender variables. In addition, many of the other donors have full-time gender specialists on their staff (e.g., CIDA, ADB, some UN agencies).

While there are many opportunities for routine gender mainstreaming, a few of the activities listed in the Strategic Objective discussions have the potential to have greater impacts on advancing the status of women. They include:

SO 4

- ◆ Support for gender budgeting activities in pilot ministries related to USAID's cluster work (NB: gender budgeting support is also proposed under SO 5).
- ◆ Inclusion of representatives from mostly-female unions and micro/small/medium enterprise associations associated with the clusters, particularly on employment generation topics.
- ◆ Expansion of the cluster work to rural areas.
- ◆ Tailor workforce development activities to include female retrenched factory workers and returning migrant workers.
- ◆ Encourage females to enter skill development activities in better-paying non-traditional fields related to the private sector.

SO 5

- ◆ Focus on influencing those working and managing mainstream media sources to expand coverage of women's perspectives as part of stories on peace.
- ◆ Influencing political party leaders, nationally and locally, to expand opportunities for women and improve female nomination rates.
- ◆ Support for gender budgeting activities in pilot ministries related to USAID's cluster work (NB: gender budgeting support is also proposed under SO 4).
- ◆ Support for technical assistance to the Legislative Drafting Office.
- ◆ Expanding female legal literacy, especially among displaced women, war widows and female-headed households.

SpO 6

- ◆ Creating mechanisms for expanding the range of women's input to the Sub-Committee on Gender Issues of the Peace Process.

- ◆ Focus short-term assistance related to livelihood on female and male communities with high proportions of female-headed households, war widows and displaced women.

SO 3

- ◆ Focus on advocacy efforts and dialogue related to tax incentives for private sector firms to train and hire disabled women and men.
- ◆ Initiate sex abuse prevention dialogue and training for the disabled, their families and communities.
- ◆ Link domestic violence prevention programs to services for torture victims, their families and trauma-affected communities.
- ◆ Focus on the children of female migrant workers, their extended families and communities for sex abuse prevention programs.
- ◆ Target migrant workers and displaced women as part of HIV/AIDS activities.

Scope of Work for Gender Assessment

Scope of Services Requested:

- **Conduct a Gender Assessment of the Current Situation:** The consultants will examine both USAID/Sri Lanka's current activities and proposed development programs, outlining the areas in which gender relations affect program results and the status of women and men. The assessment will include a review of the extent to which gender considerations are integrated into Sri Lanka's institutional, legal and regulatory environment, and it will identify key governmental agencies, NGOs, and other donor organizations that are active in the arena of gender issues in development.
- **Develop Recommendations for Integrating Gender.** The consultants will identify technical areas in the Mission program where gender is likely to be a factor in the strategy and activity design, and will present recommendations for methods and actions for gender integration throughout the program cycle in compliance with ADS requirements. The consultants will also make suggestions regarding how current activities can better reflect gender integration. The report will specifically include recommendations on indicator development, data collection, analysis disaggregated by sex and other relevant information required for the development of the Performance Management Plan.
- **Organize Gender Briefings.** The consultants will organize and facilitate one or two sessions of one to two hours each for Mission staff and implementing partners. Topics for the sessions will include but not be limited to: a background to the Agency ADS guidelines on gender integration; why integrating gender leads to more effective results; and a summary of findings and recommendations.

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