

GenCap Gender Advisor Mission to Sri Lanka
September 2008 – March 2009
Mid-deployment Mission Report

By: Ingrid Quinn
GenCap Gender Advisor, Sri Lanka

April 2009

Many thanks for your assistance, we will incorporate your comments into the document as a first step towards implementing them.

IASC Shelter Sector Lead, Colombo

Thank you for your gender presentation. I appreciate that it is grounded in facts with a clear methodology, and that the information shared can now be used as an advocacy tool.

IASC Protection Sector Lead, Colombo

Your gender comments were very helpful, not just for our proposed CHAP actions but for all our programmes.

UNFPA Humanitarian Coordinator, Colombo

I have read through the draft CHAP and was very pleased to see the gender sensitive review as the [UNAIDS] HIV risk assessment carried out in the [East] earlier revealed alarming reports of GBV.

UNAIDS Head of Agency Colombo

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Executive Summary

The Democratic Socialist Republic of Sri Lanka has been in the midst of civil war since 1983. Conflict between the government and the Liberation Tigers of Tamil Eelam (LTTE) has led to an estimated 1 million people being displaced and 70,000 killed in the longest running conflict in Asia. Currently there are an estimated 250,000 civilian trapped or displaced by the fighting in the North of the country. In this context, three issues are paramount; protection, access and availability of humanitarian aid and essential services.

The Inter-Agency Standing Committee Gender Capacity Stand-by Project (GenCap) is a pool of gender advisers deployed as inter-agency resources to support the United Nations Humanitarian Coordinator/Resident Coordinator (HC/RC), cluster leads and gender networks.

This report summarizes the main results of the second GenCap mission to Sri Lanka from September 2008 to March 2009. The purpose of the GenCap mission in Sri Lanka is to provide technical leadership and support for gender equality programming in humanitarian action. The five key areas of work include; 1) information collection and analysis; 2) programme planning 3) capacity building 4) coordination and 5) advocacy.

Results of the GenCap mission include; the development and implementation of a *Gender in Humanitarian Action Policy for Sri Lanka*, increased awareness and use of sex and age disaggregated data and analysis by sectors/clusters, the development and implementation of gender mainstreaming tools, improved capacity of sectors/clusters to mainstream gender into sector policies, plans and programmes and sustained advocacy for the incorporation of gender considerations into humanitarian response programming.

A third GenCap Sri Lanka mission is scheduled for April to October 2009.

Introduction

The Inter-Agency Standing Committee (IASC) Gender Capacity Stand-by Project (GenCap) is a pool of gender advisors deployed as inter-agency resources to support the United Nations Humanitarian Coordinator/Resident Coordinator (HC/RC), cluster leads and gender networks. The primary role of the gender advisors is to work with cluster/ sector actors to facilitate the establishment of sustainable coordination mechanisms and build capacity to ensure that gender specific needs and capabilities are taken into consideration in the planning and implementation of emergency response.

GenCap Advisors provide technical leadership and support on Gender Equality Programming, including GBV programming, through close collaboration with humanitarian actors. The five key areas of work are; 1) information collection and analysis; 2) programme planning 3) capacity building 4) coordination and 5) advocacy.

The expected output of the gender advisors work is effective gender equality programming, including prevention and response to GBV, in humanitarian situations.

This report reflects the second GenCap mission to Sri Lanka and covers the period September 2008 to March 2009. A third mission is scheduled from April-October 2009.

Context

Overview of Humanitarian Crisis in Sri Lanka

The Democratic Socialist Republic of Sri Lanka has been in the midst of civil war since 1983. Conflict between the government and the Liberation Tigers of Tamil Eelam (LTTE, also known as the Tamil Tigers), a separatist armed organization, has led to an estimated 1 million people being displaced and 70,000 killed in the longest running conflict in Asia. Currently there are an estimated 250,000 civilian trapped or displaced by the fighting in the North of the country.¹

The plight of the displaced is characterized by hardship including multiple displacements, insufficient food and lack of medical care and shelter. The loss of livelihoods has further diminished any potential purchasing power, intensifying the humanitarian crisis.

The government's decision in September 2008 to order most humanitarian agencies out of the Vanni has resulted in severe humanitarian access restrictions to the affected population. Recent weeks have witnessed direct attacks on the few hospitals and medical centres in the conflict area.

Since January 2009, almost 50,000 people have escaped the Vanni and are being housed in government controlled IDP welfare villages (Transit camps) in Vavuniya, Mannar and Jaffna.

In this context, central concerns are threefold;

- Protection
- Access
- Humanitarian aid and essential services

Protection

The intensification of the conflict in the North has increased the protection vulnerabilities of displaced and civilian populations in controlled-affected areas. Material, mine risk, security, human rights and legal vulnerabilities as well as restrictions on movements contribute to the violations of the basic tenets of Women's Rights, Child Rights and Human Rights.

¹ In Sri Lanka this area is referred to as the "Vanni"

Access

Shifting battle lines and the withdrawal of UN and INGO staff from the Vanni in September 2008 has complicated the international community's ability to access and implement protection and assistance programmes in the North. Access continues to be constrained by the presence of armed groups and sporadic LTTE incursions.

Humanitarian Aid and Essential Services

Dependence on food and other relief assistance has increased as a result of multiple displacements in the North, as well as reduced access to fishing, agricultural plots and markets. The majority of the population is increasingly dependent on food assistance.

Shelter and sanitation facilities are extremely limited and humanitarian actors face particular challenges in getting supplies into conflict affected Northern districts. Communities remain vulnerable due to isolation and higher costs associated with the continued closure of the main access road.

Access to basic health care in conflict-affected areas has suffered as a result of fighting and insecurity, insufficient numbers of qualified personnel, material deficits and access difficulties. Women are particularly affected as they do not have access to appropriate emergency services, family planning supplies are disrupted and unwanted and teenage pregnancies are rising. Prolonged periods in poor, insecure living conditions are increasing women and girls vulnerability to sexual and physical abuse.

United Nations commitments to Gender Equality

The United Nations has made explicit commitments to addressing gender inequalities including;

- Universal Declaration of Human Rights, 1948
- Convention on the Elimination of all Forms of Discrimination against Women, (CEDAW) 1979.
- IASC Policy Statement for the Integration of a Gender perspective in Humanitarian Assistance, 1999
- IASC Gender Equality in Humanitarian Action Policy Statement, June 2008
- Convention on the Rights of the Child
- Beijing Declaration and Platform for Action (BFPA, 1995)
- Agreed Conclusions of ECOSOC Coordination Segment on Gender Mainstreaming 1997 and Reiterated 2006.
- Security Council Resolutions on the Protection of Civilians in Armed Conflict
- Security Council Resolution 1325 on Women, Peace and Security 2000
- Security Council Resolutions on Children and Armed Conflict 1620
- Guiding Principles on Internal Displacement (1998)

Gender equality principles provide the foundation for the Inter-Agency Standing Committee (IASC)² humanitarian response in Sri Lanka, underpinned by eight global commitments to achieving gender equality³, and in support of the Humanitarian Coordinator's mandate to mainstream gender in all humanitarian action.⁴ It further compliments cluster/sector commitments to addressing gender concerns as outlined in the Consolidated Humanitarian Appeals Process 2009 (CHAP 2009).

² Currently being referred to as Humanitarian Country Team, Sri Lanka

³ Convention on the Elimination of all Forms of Discrimination against Women, (CEDAW) 1979, Convention on the Rights of the Child, Beijing Declaration and Platform for Action (BFPA, 1995), Agreed Conclusions of ECOSOC Coordination Segment on Gender Mainstreaming 1997 and Reiterated 2006., Security Council Resolutions on the Protection of Civilians in Armed Conflict, Security Council Resolution 1325 on Women, Peace and Security 2000., Security Council Resolutions on Children and Armed Conflict., Guiding Principles on Internal Displacement (1998)

⁴ IASC Policy Statement on Gender Equality in Humanitarian Action 2008

The following United Nations Sri Lanka specific gender equality instruments compliment these global commitments;

- Guiding Principles for Humanitarian and Development Assistance in Sri Lanka
- UNCT Sri Lanka Gender Equality in Humanitarian Action Policy Statement, December 2008

Government of Sri Lanka commitments to Gender Equality

Gender rights are enshrined in the following national commitments to gender equality;

- Gender equality is enshrined in the Constitution of Sri Lanka 1978.
- Sri Lanka is signatory to and ratified Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) in October 1981
- Sri Lanka is signatory to and has ratified the International Covenant on Civil and Political Rights & International Covenant on Economic, Social and Cultural Rights (ECOSOC)
- Prevention of Domestic Violence Law enacted in August 2005
- Ministry of Women's Empowerment and Child Development have developed a National Plan of Action for Women (NPAW) with a view to achieving gender equality in Sri Lanka

The United Nations is working with the government to support implementation of gender equality policies, plans and programmes. These include the UNDAF 2008-2012 Gender Pillar GBV and Access to Justice Joint Programmes.

GenCap Gender Advisor Mission to Sri Lanka

This report summarizes the main results of the second GenCap mission to Sri Lanka from September 2008 to March 2009. A third mission is planned from April to October 2009.

1. Purpose of Mission

The purpose of the GenCap Advisor mission in Sri Lanka is to provide technical leadership and support on Gender Equality Programming in Humanitarian Action.

2. Objectives and Expected Outputs

The objective and expected outputs of the GenCap mission to Sri Lanka is improved mainstreaming of gender into sector as well as wider humanitarian and recovery programming in Sri Lanka.

3. Main Duties and Responsibilities

The Gender Advisor is engaged to support the IASC country team to improve planning, implementation and monitoring of humanitarian and early recovery programming. Main responsibilities encompass;

- Identifying gender-specific information needs;
- Undertaking analysis of key issues impacting on gender and gender based violence;
- Assisting in incorporating gender analysis into planning frameworks; and
- Supporting coordination forums to ensure cross-cutting aspects of gender analysis

4. Priority Areas of Intervention

The GenCap mission includes five priority areas of intervention; 1) information and analysis, 2) programme planning assistance 3) capacity building 4) coordination and 5) advocacy. Following is an overview of the GenCap Advisor main results from September 2008 to March 2009.

4.1. Information and Analysis: *The Gender Advisor will assist sector / clusters to incorporate sex and age disaggregated data into assessment, programming and monitoring frameworks. The Gender Advisor will also be expected to undertake specific analysis on the impact of various conflict specific issues on gender and gender related violence.*

Sex and age disaggregated data collection and analysis

In the first weeks of the mission, the GenCap Advisor met with sector/cluster leads in order to gain an understanding of gender issues and constraints in humanitarian action in Sri Lanka. Findings revealed that each sector/cluster is heavily reliant on government statistics to inform programming.

Subsequently in October, November 2008 and February 2009 the GenCap Advisor conducted several field visits in the North and East to further investigate access and use of gender disaggregated data and to identify specific gender and conflict concerns. Site visits to IDP camps in the North and East revealed sex and age disaggregate data is being collected by authorities at camp and district levels, but data collection is inconsistent across camps and is not systematically collated. Accessibility to age and sex disaggregated by humanitarian agencies is therefore hampered, limiting the extent to which gender specific needs can be identified and addressed in humanitarian response programming.

Meetings were held with government, civil society and international actors (UN, INGOs) at field level with the purpose of identifying gender specific information needs, stakeholder capacity gaps and to advocate for the use and analysis of sex and age disaggregated data in all humanitarian interventions.

Follow up meetings were held with authorities at national (Colombo) level to present findings, further assess data collection methods and to advocate for mandatory sex and age disaggregated data collection in relation to IDP populations.⁵

Discussions with government counterparts and technical support to sector/clusters on data collection and analysis are ongoing.

Consolidated Humanitarian Assistance Proposal (CHAP 2009)

Based on gender equality principles, the ADAPT and ACT gender and emergency frameworks, and field mission findings, the GenCap Advisor provided technical support and guidance to each of the cluster/sector leads on the incorporation of gender into the CHAP 2009.⁶ A gender review and recommendations, based on global best practice of gender in emergencies and CHAP best practice resulted in the incorporation of gender into the CHAP 2009 proposal. The number of gender specific commitments is reflected in the strategies, proposed actions and indicators of each cluster/sector.

The CHAP 2009 has been underpinned by the IASC Gender Policy in Humanitarian Action, Sri Lanka that outlines the humanitarian country team commitment to action.

OCHA Global and Sri Lanka based Humanitarian Portals

The OCHA Humanitarian Portal Sri Lanka (website) was reviewed in line IASC and OCHA Gender Equality in Humanitarian Action policies. Gender recommendations were submitted to OCHA New York and Colombo levels. In summary, recommendations included;

1) Geographical/Topographical maps

- Data collection, analysis and representation; the need to reflect and analyze sex and age disaggregated data specifically in relation to the portal subheadings; IDPs, returnees, life expectancy, children (mortality, underweight) and education enrolment statistics

2) Data Sources/Information Links;

The following recommendations were made to the Information Management Unit, OCHA Sri Lanka;

- Inclusion of a gender thematic map and/or 3W links to gender and women's empowerment initiatives, organizations, and issues in the North and East.
- Addition of a "cross-cutting issues" section to include gender, HIV/AIDS, environment
- Inclusion of sex and age disaggregated data and gender analysis as key component of the Sri Lanka Fact Sheet
- Inclusion of sex and age disaggregated data and gender analysis as key component of IASC SL NE Humanitarian Situation Reports & Joint UN North East Situation Monitoring Report
- Links to current international and Sri Lanka specific gender web resources
- Links to key strategic gender and emergency documents and studies, including gender profiles on the NE from UN/INGO/LNGO/Donors
- Thematic list of national and regional women's organisations in the "Contacts Database" a list of experts on specific issues of interest in the context of Sri Lanka (gender & displacement, gender & conflict, GBV etc)
- Links to sector-specific studies/information that includes best practice examples of how the humanitarian community has responded to meet these varying vulnerabilities and capacities in SL
- The use of gender sensitive visuals to highlight gender disparities in humanitarian crisis

⁵ Ministry of Nation Building, Department of Census and Statistics.

⁶ Please refer to IASC Gender and Emergency ADAPT and ACT Frameworks.

Conceptual agreement was sought on the implementation of the above recommendations and planning meetings are scheduled for the third GenCap mission to Sri Lanka (April-October 2009).

2. Programme Planning Assistance: *The Gender Advisor will undertake fact finding missions to the conflict-affected areas in the north and the return areas in the east to assess the humanitarian and human rights situation of IDPs / returnees. Planning assistance will include support for the Joint GBV program and the Common Humanitarian Action Plan (CHAP) as well as possible Transitional Plans to support stabilization and returns in the East.*

The following section reflects the GenCap mission results in line with programme planning assistance priorities.

In line with global gender equality and emergency policies, the GenCap Advisor developed the IASC Humanitarian Country Team Gender in Humanitarian Action Policy for Sri Lanka 2008. The policy provides the gender equality framework and sets out clear priorities and the commitments to action of the UN in Sri Lanka.

Technical support and the development of gender mainstreaming tools (ie: CHAP 2009 Gender Equality Matrix) aimed at supporting the UNCT and sector/cluster leads to mainstream gender in all humanitarian response programming were key outputs of programming planning assistance.

The GenCap Advisor worked closely with the Gender-based Violence Joint Programme Coordinator and provided technical support and guidance in the formulation and review of the UN Joint GBV programme Sri Lanka 2009-2012.

Ongoing technical support and guidance was given to the newly formulated Gender Theme Group (GTG), including reviewing the GTG Terms of Reference (ToR) and proposed workplans in line with global best practice. Leadership and technical support was provided to the GTG in the development of International Women's Day 2009 activities.

Following field missions, gender briefings were held with the RC/HC to provide gender specific details on displacement in the North and East. This was further supported by the development of gender briefing notes and dedicated space to discuss findings at bi-monthly UN Country Team meetings.

The RC/HC also engaged the expertise of the GenCap Advisor in formulating gender specific briefings and presentations on the situation in Sri Lanka for use at UN regional and global conferences and workshops.⁷

Please refer to previous section for details of fact finding missions conducted by the GenCap Advisor.

3. Capacity Building: *The Gender Advisor will facilitate capacity building activities which should include gender concepts, engendering information and analysis and incorporation of gender in planning frameworks. Training should also cover gender based violence.*

The GenCap Advisor is the sole fulltime dedicated gender resource in the UN system, Sri Lanka.

In order to design context appropriate capacity building initiatives, a UN Gender Focal Point (GFP) Capacity Analysis was designed and conducted by the GenCap Advisor. Interviews were held with all UN agency GFPs. Findings revealed whilst GFPs are present in each agency, technical capacity, lack of clear terms of reference, time constraints and the absence of consistent

⁷ RC/HC UNDP Regional Workshop, Bangkok, November 2008

technical guidance has limited the impact of GFPs, Gender Focal Point capacity building plans based on these findings are in development.

Within the context of Sri Lanka, technical support through regular bilateral meetings with Protection, Shelter and NFRI sector/cluster leads was deemed the most effective way to encourage gender mainstreaming in humanitarian response. Bilateral meetings with sector leads are systematically supported by GenCap Advisor attendance at sector/cluster meetings in Colombo and field levels to advocate for gender and to provide recommendations for gendered humanitarian response.

Throughout the humanitarian crisis, gender reviews of sector/cluster policies, strategies and plans were conducted and gender recommendations provided. This provided sectors/clusters with a gender framework in which gender specific strategies, response plans and activities could be developed and which are reflected in the CHAP 2009.

Gender specific considerations were reflected in emergency field assessment questionnaires as a result of a gender review of emergency response instruments.

Further, the GenCap Advisor has participated as a member of UN Working Groups including the UN Conflict Sensitization and Early Recovery Working Groups. The purpose has been to support a consistent gender response and to mainstream gender at all levels of programming – Humanitarian Action, Early Recovery/Transition and Development. This has provided additional platforms on which to advocate for a streamlined approach to gender mainstreaming throughout the UN system. It has also enabled gender capacity building opportunities for senior personnel working in transition and early recovery programming.

4. Coordination: *The Gender Advisor will contribute to streamlining and effectiveness of the UNDAF Thematic Group and the SGBV working group, as well as support cross sectoral coordination efforts of the IASC work at both the Colombo and district levels, in particular with regarding to the protection and IDP working groups.*

Support is ongoing for IASC members in the context of humanitarian response, displacement, protection and shelter. Support for sectors/clusters throughout the CHAP process has been maintained by the participation of the GenCap Advisor in thematic working groups and meetings. A number of IASC members have requested the support of the GenCap Advisor in the formulation of gender organizational level policies, strategies and plans (AusAID, NRC, Red Cross, Inter-News).

The Gender Theme Group (GTG) revised its mandate and restructured in November 2008. Currently represented by agency Gender Focal Points, the GTG is primarily responsible for monitoring and providing technical support to UN agencies under the UNDAF 2008-2012 Gender Pillar.

The GenCap Advisor is providing ongoing leadership, technical support and guidance to the Gender Theme Group (GTG), including the provision of recommendations on the GTG structure, Terms of Reference (ToR) and proposed workplans, in line with global best practice. In 2009, the GTG is scheduled to meet on a quarterly basis.

At an agency level, the GenCap Advisor provided technical support for the formulation of OCHA's Gender Action Plan 2009-2010. Capacity building of OCHA GFPs at national and district levels included conducting field based gender assessments in the North and East, systemic gender reviews of the OCHA humanitarian portal and humanitarian proposals (ie: CHAP, CERF, Flash Appeal) and involvement in the development of the UN Sri Lanka Gender and Humanitarian Action Policy.

5. Advocacy: *The Gender Advisor will liaise with the various working groups (Protection, Gender Thematic, IDP, IASC) to support the common understanding of key issues and to develop common messages and approaches for advocacy.*

GenCap advocacy and liaison on gender issues has occurred at three levels – field, national and international levels. The following section summarizes the main advocacy actions of the GenCap Advisor in the period September 2008-March 2009.

Field and National Levels

- Regular participation in UN Country Team meetings enabling gender concerns to be systematically and consistently highlighted.
- Presentations and participation in IASC and government forums, specifically CHAP 2009 formulation meetings at field and national levels. Participants included high level government, donors, UN, INGOs, LINGOs.
- Regular participant in IASC meetings, IDP Protection sector/cluster meetings, Emergency shelter sector/cluster meetings, Humanitarian Country Team meetings.
- Bilateral meetings with government including Ministry of Nation Building, Ministry of Census and Statistics, Ministry of Human Rights and Disaster Management and Ministry of Resettlement to advocate for the implementation of gender policies, strategies and plans.
- Bilateral meetings with civil society actors including Women and Media Collective, Centre for Women's Research (CENWOR), Centre for Policy Alternatives (CPA), Centre for Ethnic Studies, University of Colombo.
- Structured meetings held with the RC/HC on gender concerns in humanitarian response.
- Bimonthly fact finding missions to North and East (Trincomalee, Vavuniya, Mannar, Jaffna)
- Participation in field level sector/cluster meetings in the North/East
- Site visits to IDP camps (North and East) to inform gender policy, programming and humanitarian response.

International Level

At an international level, the GenCap Advisor was able to highlight gender, conflict and displacement issues in the Sri Lankan context.

Under Secretary General (USG) Sir John Holmes mission to Sri Lanka in February 2009 provided the opportunity to highlight gender concerns in the context of the humanitarian crisis in the North. The GenCap Advisor, in collaboration with the UN Human Rights team drafted a USG Gender Rights briefing paper.

These findings were presented by the GenCap Advisor to USG Sir John Holmes, RC/HC and OCHA HoA Sri Lanka at the OCHA/USG briefing meeting on 10 February 2009.

Participation in two international workshops provided further opportunities to advocate for gender at a global level and to make recommendations on the incorporation of gender into emergency response programming. The GenCap Advisor attended two workshops; Global Protection Cluster workshop, Geneva, 30 November – 5 December 2008 and UNDP BCPR Gender-based violence and Emergencies, New York, 28-29 January 2009.

In addition, Sri Lanka based consultations on gender issues were held with several international missions. This included;

- UNHCR & Handicap International - Asia Regional Office joint mission on disability & humanitarian assistance
- UNFPA New York & CARE International joint mission
- University of Stavanger, Norway mission on organizational mechanisms that prevent or allow systematic implementation of gender-based protection in complex emergency operations

At agency level, gender briefings were held with Ms Maha Muna, UNFPA Emergency Specialist, New York and GenCap Steering Committee member on her UNFPA field mission to Sri Lanka in February 2009. The GenCap Advisor and Ms Muna conducted a joint presentation for the Protection Cluster on gender, displacement and health. It is worth noting that over 40 protection cluster members attended, representing a 55% increase in attendance for this meeting.

Other business

The GenCap Advisor attended the second GenCap retreat in Geneva in from 11-14 January 2009. This provided an excellent opportunity to support the GenCap Steering Committee in the most recent GenCap recruitment, to seek feedback on performance and to share experiences, resources and support GenCap Advisors.

Main Results of GenCap Advisor Mission Sri Lanka

- Development and implementation of IASC Gender in Humanitarian Action Policy for Sri Lanka providing a strategic framework for humanitarian response gender equality programming in Sri Lanka
- Increased awareness amongst clusters/sectors – specifically Protection, Shelter, NFRI and Early Recovery of the relevance and importance of reflecting gender considerations in humanitarian assistance policies, plans and programmes
- Increased gender disaggregated reporting as reflected in OCHA information sharing mechanisms
- Results of gender and conflict fact finding missions undertaken in the north and east of Sri Lanka were used to inform sector/cluster policies, strategies, plans and programmes and the CHAP 2009 process
- Increased reflection of gender disaggregated information and analysis in the development and implementation of sector/cluster monitoring and evaluation plans
- Emergency assessment tools reviewed from a gender perspective (October 2008, February 2009) resulting in gender specific data being collected as part of emergency field assessments and incorporated into humanitarian response programming
- Technical support for the development and implementation of gender mainstreaming tools including CHAP/IASC Gender Equality Matrix and UNDAF baseline monitoring framework resulting in strengthened capacity and strategic guidance in gender equality programming
- Preparation of gender briefings for high level delegations, consultations, regional meetings and local media resulting in increased awareness of gender and conflict issues by key stakeholders at local and international levels
- Sustained advocacy and technical support for gender mainstreaming to cluster/sectors resulting in increased awareness and capacity to incorporate gender considerations into humanitarian response programming
- Systematic advocacy for the inclusion of gender at UN working group meetings (ie: conflict sensitization) with the aim of creating a coherent and sustained approach to gender mainstreaming within the UN system Sri Lanka.

Appendix 1- GenCap Gender Advisor Terms of Reference Sri Lanka

<p><i>Objectives and expected output</i></p> <p>Improved mainstreaming of gender into sector as well as wider humanitarian and recovery programming in Sri Lanka.</p>
<p><i>Main duties and responsibilities</i></p> <p>[In light of the terms of reference for Gencap Gender Advisers please describe main duties and responsibilities of the post]</p> <p>The Gender Advisor will support the IASC country team to improve planning, implementation and monitoring of humanitarian and early recovery programming by:</p> <ul style="list-style-type: none"> ▪ Identifying gender-specific information needs; ▪ Undertaking analysis of key issues impacting on gender and gender based violence; ▪ Assisting in incorporating gender analysis into planning frameworks; and ▪ Supporting coordination forums to ensure cross-cutting aspects of gender analysis
<p><i>Priority to the 5 main areas of activities described in the generic TOR (Information and Analysis; Programme Planning Assistance; Capacity Building; Coordination; and Advocacy).</i></p> <p>1. Information and Analysis: 5. The Gender Advisor will assist sector / clusters to incorporate sex and age disaggregated data into assessment, programming and monitoring frameworks. The Gender Advisor will also be expected to undertake specific analysis on the impact of various conflict specific issues on gender and gender related violence.</p> <p>2. Programme Planning Assistance: 3. The Gender Advisor will undertake fact finding missions to the conflict-affected areas in the north and the return areas in the east to assess the humanitarian and human rights situation of IDPs / returnees. Planning assistance will include support for the Joint GBV program and the Common Humanitarian Action Plan (CHAP) as well as possible Transitional Plans to support stabilization and returns in the East.</p> <p>3. Capacity Building: 3. The Gender Advisor will facilitate at least two gender workshops – one at the Colombo level and for field staff. Training should include gender concepts, engendering information and analysis and incorporation of gender in planning frameworks. Training should also cover gender based violence.</p> <p>4. Coordination: 4. The Gender Advisor will contribute to streamlining and effectiveness of the UNDAF Thematic Group and the SGBV working group, as well as support cross sectoral coordination efforts of the IASC work at both the Colombo and district levels, in particular with regarding to the protection and IDP working groups.</p> <p>5. Advocacy: 3. The Gender Advisor will liaise with the various working groups (Protection, Gender Thematic, IDP, IASC) to support the common understanding of key issues and to develop common messages and approaches for advocacy.</p>
<p><i>Reporting and Supervision</i></p> <p>[Please describe lines of reporting, including information on who the Gender Adviser will report to]</p> <p>The Gender Advisor will report to the Humanitarian Coordinator, with an additional administrative reporting line to the OCHA Head of Office.</p>

Background Information

Current humanitarian situation in the country concerned:

After a relative lull in hostilities following the 2002 Cease Fire Agreement (CFA) and the 2004 Tsunami, Sri Lanka experienced a significant upsurge in fighting during 2006. Fighting escalated in 2007, resulting in the displacement of over 308,000 people. During the first half of 2007, the Government of Sri Lanka (GoSL) gained control of former LTTE strong holds in Trincomalee and Batticaloa and shortly after the main hostilities ended, initiated a programme of return. The return process - particularly during the initial stages - was marred by a host of protection and material assistance concerns.

As returns got underway in the East during the second half of 2007, the focus of fighting shifted to the northern areas of Sri Lanka including Jaffna, Kilinochchi, Mullaittivu and Mannar. The last months of 2007 witnessed a significant deterioration in the Vanni region, while increased insecurity also spread to the south of the country, where several bomb attacks occurred from late November 2007. Just days into the New Year, the GoSL announced its withdrawal from the CFA, effective from 16 January 2008. As regular ceasefire violations had long been the norm, the key immediate implication of the abrogation of the CFA was an end to the Sri Lanka Monitoring Mission (SLMM) and a clear statement by the Government of its intention to defeat the LTTE during 2008.

Approximately 200 UN and non-governmental organizations are working in the conflict affected areas of the north and east of Sri Lanka. The focus of their assistance is on the nearly 190,000 displaced from fighting after April 2006 and approximately 120,000 people who have recently returned to areas in the east of the country. This 'current' caseload is in addition to an 'old' IDP caseload consisting of over 300,000 people displaced prior to the 2002 CFA and another 50,000 Tsunami IDPs, who continue to wait for durable housing solutions.

The ongoing conflict and political turmoil in the country has contributed in no small measure to gender and sexual based violence. More than 2 decades of fighting has resulted in an environment where police and armed forces wield enormous, often unchecked, powers. The ensuing breakdown in the legal and protective environment has left women vulnerable to violence, which often increases in situations of displacement. In the LTTE-controlled areas, evidence suggests that early marriage and pregnancy is being used as a strategy to avoid conscription. At the same time, young women who have martyred themselves in 'suicide' attacks, have also provided a license for harassment and mistreatment of other women.

Sri Lanka ranks 66 in the 'Gender Related Development Index' among 140 countries and 56 in terms of female economic activity. Women have less access and control over resources, which limit their contribution to society and to the national economic process. Labour Force Participation of men versus women in the 30-39 age group is 97.5% and 48.1% respectively.

Existing strategies and mechanisms for gender equality programming

[Please give a short overview of existing gender mainstreaming strategies and mechanisms and explain the intended role of the Gender Adviser in relation to these]

Mainstreaming of gender into UN programming, has been ongoing in Sri Lanka over the past several years. Gender is included as one of the thematic 'pillars' in the UN Development Assistance Framework (UNDAF) for the period 2008-2012. Within the gender pillar, UN agencies are formulating programmes and projects that address issues such as; women's access to resources, gender based violence, role of women as decision makers and as peace promoters.

Within the humanitarian sphere a priority is to improve gender analysis of programme planning and implementation through more systematic and thorough collection of appropriate, desegregated information. There is also a need for more specific analysis to better understand gender impacts of issues, such as reintegration of soldiers.

Given the complexity and multi-faceted nature of Gender Based Violence (GBV) in Sri Lanka, the UN is supporting a multi-sectoral response aligned to existing national processes. Specific emphasis is focusing on data collection, together with strengthening capacities of the health sector, criminal justice institutions, private sector and the community to effectively respond to GBV.

Current internal capacity gender equality programming

[Please give a short description of the current gender capacity within thin country of deployment, including information about staffing levels and available operational and administrative support]

Agencies are working together to advance gender-programming in Sri Lanka. Several complementary initiatives are underway with agencies committing various level of staffing and administrative support. Within the humanitarian sphere, gender based violence (GBV) is addressed mainly through the protection and IDP working groups, with UNHCR and UNCIEF taking a strong lead. WHO provides leadership for the Gender Thematic working group, while UNFPA supports the SGBV working group. UNDP, UNHCR, ILO, FAO, WFP, UNV, UN Habitat and OCHA participate in the gender working group.

Generic Terms of Reference for Gender Advisers
in Humanitarian Emergencies

POSITION TITLE Gender adviser

GRADE L-4/ L-5

DURATION 6 months

REPORTS TO The HC and/ or the HoO of the receiving UN agency.

JOB DESCRIPTION

The Gender Adviser facilitates and coordinates implementation of sector-by-sector gender equality programming in a humanitarian emergency setting in accordance with the *IASC Gender Handbook* and the *IASC Guidelines for GBV Interventions in Humanitarian Settings*. Gender equality programming in humanitarian emergencies is multi-sectoral, requiring the gender adviser to work with multiple organisations and actors from the displaced and host communities, NGO and government implementing partners, UN agencies – notably the cluster lead agencies – and other national and international organisations.

The Gender Adviser will use both the *IASC Gender Handbook* and the *IASC Guidelines for GBV Interventions in Humanitarian Settings* and companion materials (orientation and training guides, planning worksheets, etc.) to facilitate planning, coordination, monitoring and evaluation of the mainstreaming of gender equality programming into each sector of humanitarian response.

The aim of the gender adviser is to establish sustainable mechanisms and build capacity to continue and replicate her/his work after the deployment has ended. All activities should be undertaken in a manner that supports this aim.

These terms of reference are comprehensive and the GenCap adviser will need to make priorities, based on her/his initial assessment, of what clusters/ sectors and activities to give priority to.

MAJOR TASKS INCLUDE:

Provide technical leadership and support on Gender Equality Programming to cluster leads to fulfil gender commitments as articulated in the Humanitarian Coordinator and Cluster Lead Terms of Reference through close collaboration with humanitarian actors and building on existing resources in the following main areas of work:

1. Information and Analysis

- 1.1. Assisting the different sector/ cluster groups to analysing the quality, efficiency and effectiveness of existing gender equality programming in current programmes/activities and to identify gaps and challenges.
- 1.2. Using this information to develop, in cooperation with partners, strategies for each sector/ cluster group to address the gaps identified in the initial analysis.
- 1.3. Supporting the collection and analysis of sex- and age-disaggregated data and facilitating the inclusion of gender dimensions into needs assessment frameworks.

2. Programme Support

- 2.1. Facilitating and supporting the integration of gender perspectives in the overall strategic planning and programming of various sectors/clusters, including in the Consolidated Appeal Process (CAP), Flash appeals and other appeal processes and documents.
- 2.2. Assisting sectors/ clusters in setting up or adapting existing monitoring systems to monitor the progress in gender mainstreaming by using *inter alia* the framework and checklists in the gender handbook and guidelines, adapting the checklist items to existing monitoring and reporting mechanisms as well as to the specific socio-cultural context and target groups.

3. Capacity Building

- 3.1. Providing (and/or facilitating) training/ orientation on and promoting the use of the IASC Gender Handbook in Humanitarian Action and the IASC Guidelines for Gender-Based Violence Interventions in Humanitarian Settings in all sectors/ clusters.

- 3.2. Working with partners to develop and/or revise training resources according to the local context and support their integration into internal and external training initiatives in the relevant language(s).

4. Coordination

- 4.1. Catalysing the formation of and/or facilitating the smooth coordination of inter-agency, inter-cluster gender networks at the national, regional and local levels, as necessary.
- 4.2. Catalysing the formation of and/or facilitating the smooth coordination of GBV task force at the national, regional and local levels, as necessary.
- 4.3. Liaising with gender advisers, gender focal points, GBV managers and SEA focal points in other agencies and organisations (including governments, INGOs, local NGOs and women's groups) and in peacekeeping missions in-country.
- 4.4. Building strategic alliances with other key actors internally and externally to advocate for gender sensitive programming.

5. Advocacy

- 5.1. Provide technical support to the development of relevant advocacy and communication/information materials to address gender (in)equality issues, including support to HC/RC advocacy efforts.

6. Administrative and Miscellaneous Duties

- 6.1. Utilise an especially developed monitoring and evaluation framework for gender equality programming in humanitarian action throughout each deployment, submitting regular

Appendix 2 - United Nations and Government of Sri Lanka commitments to Gender Equality

Inter-Agency Standing Committee Gender Equality Principles

- 1. Gender equality and the equal protection of human rights** of women and men in carrying out humanitarian actions, paying special attention to the violation of human rights of women and the provision of appropriate remedies
- 2. Equal representation and participation of women and men** reflected in the equal representation of women and men in decision making at all levels and the use of participatory methods in all aspects of information gathering, reporting and assessment, research and policy development.
- 3. Gendered analysis** of the different needs and capacities of women, girls, boys and men through the systematic and regular collection and reporting of sex and age disaggregated data
- 4. Design of equitable services** based on systematic gendered analysis aimed at meeting the different needs of women, men, boys and girls
- 5. Promotion and use of global best practice and common standards** in strengthening gender capacity in humanitarian action.
- 6. Establishment, engagement and coordination of gender sensitive networks and information sharing mechanisms** to ensure information on the different needs of women, men boys and girls is collected and used to inform sector response plans and programmes
- 7. Funds specifically allocated for gender sensitive budgeting** for targeted actions aimed at addressing gender inequalities, empowering women and girls and integrating gender equality into humanitarian policies and programmes

Government of Sri Lanka commitments to Gender Equality in Sri Lanka

- Gender equality is enshrined in the Constitution of Sri Lanka 1978.
- Sri Lanka is signatory to and ratified Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) in October 1981
- Sri Lanka is signatory to and ratified International Covenant on Civil and Political Rights & International Covenant on Economic, Social and Cultural Rights (ECOSOC)
- Prevention of Domestic Violence Law enacted in August 2005
- Ministry of Women's Empowerment and Child Development have developed a National Plan of Action for Women (NPAW) with a view to achieving gender equality in Sri Lanka

UN Gender Equality Commitments

- Universal Declaration of Human Rights, 1948
- Convention on the Elimination of all Forms of Discrimination against Women, (CEDAW) 1979.
- Beijing Declaration and Platform for Action (BFPA, 1995)
- Agreed Conclusions of ECOSOC Coordination Segment on Gender Mainstreaming 1997
- And Reiterated 2006
- IASC Policy Statement for the Integration of a Gender perspective in Humanitarian Assistance, 1999
- IASC Gender Equality in Humanitarian Action Policy Statement, June 2008
- Convention on the Rights of the Child
- Security Council Resolutions on the Protection of Civilians in Armed Conflict.
- Security Council Resolution 1325 on Women, Peace and Security 2000.
- Security Council Resolutions on Children and Armed Conflict 1620
- Guiding Principles on Internal Displacement (1998)
- Guiding Principles for Humanitarian and Development Assistance in Sri Lanka
- IASC Sri Lanka Gender Equality in Humanitarian Action Policy Statement, December 2008

GUIDING PRINCIPLES
for Humanitarian and Development Assistance in Sri Lanka

Guided by international human rights law, international humanitarian law, Sri Lankan laws and all applicable international standards, the undersigned have reaffirmed the following Guiding Principles to be able to implement effective Humanitarian and Development assistance in Sri Lanka. The undersigned endeavor that their staff and their implementing partners (I/NGOs, UN, Red Cross, etc.) adhere to the following 10 principles to the extent permitted under applicable law:⁸

1. ***Objective of Humanitarian and Development Assistance:*** We are working together to contribute to improvements in the quality of life of the people in Sri Lanka. Our assistance focuses on alleviating suffering, eradicating poverty, enabling communities to become self-sufficient and supporting an inclusive peaceful solution to the conflict in Sri Lanka.
2. ***Non-discrimination:*** We provide assistance solely based on identified needs, regardless of location, ethnicity, gender, social status or religion.
3. ***Impartiality:*** We will remain impartial and we do not accept our assistance, supplies, vehicles, facilities or equipment to be used for any military, political or sectarian purposes.
4. ***Respect of human dignity:*** We request the respect for International Humanitarian Law and International Human Rights Law. We work in response to the expressed wishes of local communities, and we respect the dignity of people, their culture, religion and customs.
5. ***Transparency and accountability:*** We are accountable to those whom we seek to assist. We ensure that our assistance is transparent. We will not tolerate any corruption, theft or misuse of development or humanitarian supplies or equipment.
6. ***Sustainability and preparedness:*** We tailor our activities to local circumstances and aim to enhance locally available resources. We strengthen local capacities (civil society, business community, local authorities, etc) to address current needs and to prevent or prepare for future emergencies.
7. ***Consultation and participation:*** We seek to involve communities in the design, planning, management, implementation and evaluation of programmes implemented for their benefit.
8. ***Coordination:*** We coordinate our activities with government and all relevant stakeholders at every level.
9. ***Access:*** We request as a basic requirement, unrestricted access to all people in need of assistance. We expect relevant authorities to expedite the accreditation of staff and the customs clearance of humanitarian goods and services.
10. ***Security and safety:*** We request all parties concerned to protect and promote the safety, security and freedom of the agencies and their staff. We do not accept staff to be subjected to violence, abduction, harassment or intimidation. Our vehicles should not be used to transport persons or goods that have no connections with our work.

⁸ Embassies of Germany, Japan, the Netherlands, Sweden, Norway Switzerland, United States, Korea, Australian Government/AusAid, High Commission of Britain, Canadian High Commission, United Nations

Appendix 3 - Common Humanitarian Action Plan (CHAP) 2009 - Gender Matrix

CHAP Section	Gender disaggregated data	Gender as a cross-cutting issue	Gender in M&E Frameworks	Recommendations
1. Executive Summary				
	Basic Facts Table includes; sex disaggregated data in relevant sections; ie: population data, under five mortality rates, life expectancy, IDPs, refugees etc			Priority areas for humanitarian relief reflect the different needs of women, men, boys & girls. Available data shows the numbers of women, men, boys & girls separately
2. 2008 in Review				
		Review the extent to which cross cutting gender considerations are reflected in the CHAP 2008. At a sector level, assess how gender considerations can be better reflected in CHAP 2009	Assess the extent to which CHAP 2008 objectives and monitoring & evaluation plans reflect the different gender needs of women, men, boys & girls in Sri Lanka and how this can be replicated &/or strengthened in 2009	

3. 2009 Common Humanitarian Action Plan				
3.1 Context & Humanitarian Needs Analysis				
<p>3.1.A Context</p> <p><i>(root cause of crisis & its evolution)</i></p>	<p>Is sex & age disaggregated data reflected in context analysis?</p> <p><i>(Disaggregate beyond gender if necessary, i.e. livelihood groups, regions, ethnic minorities, etc.)</i></p>	<p>Analyzing the different needs of women, men boys and girls consider; <u>What</u> are the most important factors causing or compounding the humanitarian impact of the crisis? <u>Who</u> are the most vulnerable groups? <u>How</u> are they affected differently?</p> <p><u>What inequalities</u> could put different groups of women, men, boys & girls at additional risk?</p>		<p>Collect and analyse all data concerning the humanitarian response by age and sex breakdown, with differences analysed and used to develop a profile of at-risk populations and how their needs are/can be met by each sector/cluster</p>
<p>3.1.B Humanitarian Needs Analysis</p> <p><i>(major humanitarian consequences of crisis and how they're linked)</i></p>	<p>For key data such as mortality & morbidity rates, nutritional status, food intake – assess <u>how</u> available data can reflect the consequences on specific groups of women, men, boys and girls (ie: the displaced, IDPs, host populations etc)</p>	<p>Outline the different needs & risks of demographic groups such as women, men, elderly, children, IDPs etc.</p> <p>Analyze and document the specific needs & risks of these groups in the context of Sri Lanka</p>		<p>Analyze the impact of the humanitarian crisis on women, girls, boys and men separately. Be certain, for example, that all needs assessments include gender issues in the information gathering and analysis phases, and that women, girls, boys and men are consulted in assessment, monitoring and evaluation processes.</p>

CHAP Section	Gender disaggregated data	Gender as a cross-cutting issue	Gender in M&E Frameworks	Recommendations
3.2 Scenarios (best, worst & most likely)	Include sex and age disaggregated data in scenario building	When considering best, worst and most likely scenarios include the different ways women, men boys and girls may be impacted by the crisis across different sectors.		
3.3 Strategic Objectives for humanitarian response 2009	Identify the specific population groups of the overall response (ie: women headed households, elderly, unaccompanied children etc) To the extent possible, reflect the sex & age disaggregated data of these groups	Determine how the strategic objectives for response will promote gender equality. Ensure the strategic objectives address the specific needs of women, men, boys and girls at risk (ie: unaccompanied children, female headed households etc)?		Ensure women, girls, boys and men participate equally in the design, implementation, monitoring and evaluation of humanitarian response, and that women are in decision-making positions. For example; if it is problematic to have women in committees, put in place mechanisms to ensure their voices are brought to the committees.
3.4 Sector Response Plans	Consider the extent to which affected population &/or beneficiary population tables &/or data reflect sex disaggregated data	Do the sectoral response plans reflect accurate sex and age disaggregated data about ; - how many people are affected by the crisis? - the composition of the affected population? - where they are located?		Based on the needs analysis, make sure that women, girls, boys and men are targeted with specific actions when appropriate. Where one group is more at-risk than others, special measures should be taken to protect that group. Examples would be safe spaces for women and measures to protect boys from forced recruitment. Design services to meet the needs of women and men equally. Each sector should review the way they work and make sure women and men can benefit equally from the services, for example there are separate latrines for women and men; hours for trainings, food or non-food items distribution are set so that everyone can attend, etc

5. Monitoring Plan				
<p>A) Strategic Monitoring</p> <p><i>(use of key indicators to monitor the evolution of the crisis, humanitarian needs, appropriateness of strategy, implementation of response)</i></p> <p>B) Logical Framework</p>	<p>Gender concerns are reflected in key indicators and monitoring frameworks</p> <p>Where appropriate, key indicators and monitoring frameworks include sex and age disaggregated information</p>	<p>Sector logical frameworks reflect gender specific needs, activities & outputs. Where appropriate, gender is reflected as a cross cutting issue.</p>	<p>Key indicators reflect gender concerns and where appropriate, sex & age disaggregated data</p> <p>IASC Gender & Emergency Checklists are used to guide the development of monitoring frameworks</p>	<p>Equal access to assistance/services is at the core of all humanitarian interventions. Sectors/clusters continuously monitor, document and analyze <u>who</u> is using the assistance/services. Consultations with effected groups/communities ensure equal access for women, men, boys & girls.</p>

* Please note section 4. *Criteria for selection & prioritization of projects* has been deliberately excluded