



United Nations
Peacebuilding
Peacebuilding Fund

United Nations Peacebuilding Support Office (PBSO)/ Peacebuilding Fund (PBF)

<p>Project Title: EMPOWER: Building peace through the economic empowerment of women in northern Sri Lanka</p>	<p>Recipient UN Organization(s): International Labour Organization (Lead recipient organization) World Food Programme (Additional recipient organization)</p>
<p>Project Contact: Address: International Labour Organization Country Office for Sri Lanka and the Maldives 202-204, Bauddhaloka Mawatha, Colombo 07 Telephone: +9411 2592525 E-mail: singhs@ilo.org</p>	<p>Implementing Partner(s) – name & type (Government, CSO, etc): Puthukkudiyiruppu Women Entrepreneurs' Cooperative Society (hereafter PTK women's cooperative)</p> <p>Project Location: Mullaitivu district, Northern Province, Sri Lanka</p>
<p>Project Description: This project aims to increase access to economic empowerment, social integration, resilience and peacebuilding participation for 350 female former combatants and other disadvantaged and conflict affected women members of the Puthukkudiyiruppu Women's Entrepreneurs' Cooperative Society (PTK) in one of the most isolated and war-affected Northern district of Sri Lanka through cooperative enterprise engagement with new markets, networks and opportunities that have opened up as a result of a improved post-conflict environment.</p>	<p>¹ Approved Peacebuilding Fund: Fully allocated first tranche: \$1,400,000 Conditional second tranche: \$600,000 Government contribution: 0</p> <p>Proposed Project Start Date: January, 2018 Proposed Project End Date: June, 2019 Total duration (in months)²: 18 months</p>
<p>Gender Marker Score³: <u>3</u> <i>Score 3 for projects that have gender equality as a principal objective.</i></p>	
<p>Project Outcomes:</p> <p>OUTCOME 1: Female former combatants and other conflict-affected women increase their economic</p>	

¹ The overall approved budget and release of the second tranche is subject to PBSO's evaluation and decision process, and subject to the availability of funds in the PBF account.

² The maximum duration of an IRF project is 18 months.

³ PBSO monitors the inclusion of gender equality and women's empowerment all PBF projects, in line with SC Resolutions 1325, 1888, 1889, 1960 and 2122, and as mandated by the Secretary-General in his Seven-Point Action Plan on Gender Responsive Peacebuilding.

contribution through effectively accessing new market opportunities, resources and information that have opened as a result of the more peaceful environment.

OUTCOME 2: Female former combatants and other conflict affected women leverage their increased social status (derived from enhanced economic empowerment under Outcome 1) to be a leading voice in the region's private sector's contribution to peacebuilding.

PBF Focus Areas⁴ which best summarizes the focus of the project (*select one*):

Revitalise the economy and generate immediate peace dividends (Priority Area 3); (3.1) Employment

⁴ PBF Focus Areas are:

1: *Support the implementation of peace agreements and political dialogue (Priority Area 1):*

(1.1) SSR, (1.2) RoL; (1.3) DDR; (1.4) Political Dialogue;

2: *Promote coexistence and peaceful resolution of conflicts (Priority Area 2):*

(2.1) National reconciliation; (2.2) Democratic Governance; (2.3) Conflict prevention/management;

3: *Revitalise the economy and generate immediate peace dividends (Priority Area 3):*

(3.1) Employment; (3.2) Equitable access to social services

4) *(Re)-establish essential administrative services (Priority Area 4)*

(4.1) Strengthening of essential national state capacity; (4.2) extension of state authority/local administration; (4.3) Governance of peacebuilding resources (including JSC/ PBF Secretariats)

IRF PROJECT DOCUMENT




<p><i>(for IRF-funded projects)</i> Recipient UN Organization</p> <p><i>SIMRIN S</i> Name of Representative</p> <p> Signature</p> <p>Name of Agency <i>COUNTRY DIRECTOR INTERNATIONAL LABOUR ORGANIZATION</i></p> <p>Date & Seal <i>14/09/2017</i> <i>(Usually SRSG for mission settings and RC for non-mission settings. If it is a joint project all the Heads of UN Entities/Agencies receiving funds should sign)</i></p>	<p>Representative of National Authorities</p> <p><i>Mano Tibulla</i> Name of Government Counterpart</p> <p><i>Mano Thilawella</i> Signature</p> <p><i>Mano Thilawella</i> Title Secretary General - <i>SCRM.</i> Secretariat for Coordinating Reconciliation Mechanism, Level 19, Parkland Building, 33, Park Street, Colombo 02, <i>11/09/2017</i></p> <p>Date & Seal</p>
<p>Recipient UN Organization(s)</p> <p><i>NGUYEN DUC HOANG</i> Name of Representative</p> <p><i>Country</i> Signature</p> <p> Name of Agency <i>WORLD FOOD PROGRAMME</i></p> <p>Date & Seal <i>14/09/2017</i> <i>(Usually SRSG for mission settings and RC for non-mission settings. If it is a joint project all the Heads of UN Entities/Agencies receiving funds should sign)</i></p>	
<p>Peacebuilding Support Office (PBSO)</p> <p>Name of Representative <i>/</i></p> <p>Signature <i>/</i></p> <p>Peacebuilding Support Office, NY</p> <p>Date & Seal <i>21/7/2017</i></p>	<p>Resident Coordinator (RC)</p> <p>Name of Representative <i>BWSPP/RC</i></p> <p>Signature</p> <p>RCO, d.l.</p> <p>Date & Seal <i>14/9/2017</i></p> <p></p>

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PROJECT COMPONENTS:

I. Peacebuilding Context and Rationale for PBF support

a) Peacebuilding context:

Sustainable peace depends on a wide range of political, economic and social developments. Access to decent work, a sustainable livelihood and economic participation are critical components that help address basic needs, improve peoples' wellbeing and reduces poverty, social exclusion and disintegration. Marginalization or exclusion from economic and livelihood opportunities was one of the key drivers of conflict in Sri Lanka before the civil war began in 1983. Preventing the re-emergence of these drivers is a key objective of the EMPOWER project and an important determinant in ensuring long-term peace.

Economic marginalization as a driver of the civil-conflict: Nearly three decades of conflict in the Northern Province of Sri Lanka wrought havoc and destruction, resulting in the extensive loss of human life, infrastructure, household assets and consequently, the utter decimation of local economic systems on which people's livelihoods were dependent⁵. Rural populations and agricultural production were heavily impacted; disrupting access to food, limiting families' access to food preparation facilities and health care, and increasing uncertainty about future needs for food and nutrition.

The root drivers of civil-conflict were manifold, but included policies that have propelled ethnic disparity in access to employment, private sector investment, economic growth, land ownership and political representation.⁶ Amongst other actors during the civil war, women's civil society organizations became a major platform for voicing discontent and mobilizing public opinion.⁷ In the post-conflict period, these ethnic divisions and disparities continue to affect the livelihoods and employability of the Tamil community, especially in the public sector and in the Northern Province where overall economic development lags behind the rest of the country⁸ and has manifest into a tendency among the Tamils to believe that they are disadvantaged in the labour market.⁹

The inextricable link between women's livelihoods in the north, and peacebuilding: Since the conclusion of the conflict in 2009, the vital need for women to play a larger role in the peacebuilding process has often been underscored. The Sri Lanka Peacebuilding Priority Plan (PPP) states that, "after the decades of war, women's voices, their historical experiences and their meaningful participation are at the head of peacebuilding and constructing an inclusive society."¹⁰

This is particularly important for three reasons. First, during the conflict era, the Liberation Tigers of Tamil Eelam (LTTE) had strategically encouraged the participation of women in the armed conflict. Gaining equal status as men, this had created a false-sense of liberation and empowerment among women who were marginalized both in social and economic terms.¹¹ Hence, including women in peacebuilding

⁵ Peacebuilding Context Assessment Sri Lanka 2016.

⁶ Perera, Sasanka. 2001. *The ethnic conflict in Sri Lanka: a historical and socio-political outline*. Washington, DC: World Bank. <http://documents.worldbank.org/curated/en/727811468302711738/The-ethnic-conflict-in-Sri-Lanka-a-historical-and-sociopolitical-outline>

⁷ Aryasinha, Ravinatha. 2015. *The Role of Women in Peace-building: a Sri Lankan Perspective*. Geneva: Dialog Institute. <http://reliefweb.int/sites/reliefweb.int/files/resources/2-april-2015---sri-lanka---speech.pdf>

⁸ The Northern Province contributed to mere 3.5% of Sri Lanka's GDP in 2015, which is by far the lowest in the country. Sri Lanka Socio-Economic Data 2016, Central Bank of Sri Lanka. 2016.

⁹ Perera, Sasanka. 2001.

¹⁰ Sri Lanka Peacebuilding Priority Plan (August, 2016), pg. 7

¹¹ Perera, Sasanka. 2001. *The ethnic conflict in Sri Lanka: a historical and socio-political outline*. Washington, DC: World Bank. <http://documents.worldbank.org/curated/en/727811468302711738/The-ethnic-conflict-in-Sri-Lanka-a-historical-and-sociopolitical-outline>

process is vital as a measure to prevent recurrence of military uprising as well as to realize a socially inclusive economic recovery.

Second, during the conflict young women were often vulnerable, becoming victims of sexual and gender-based violence. To ensure that peacebuilding efforts also address this gender-based violence and other protection needs of women, girls, boys and men, a wide representation of age and gender will be involved to have a meaningful impact. Female former LTTE combatants in particular have been found to encounter a wide range of problems related to post-conflict reintegration. This includes critical gaps in their education, psychological problems and physical injuries as a result of the conflict, difficulties in gaining social acceptance by the wider community as a result of stigma – which is frequently reflected in reduced marriage prospects¹². For many in northern Tamil society the presence of former combatants in society is an unpleasant and constant reminder of the conflict, the struggles and the deprivations that the region faced for 25 years. Such women are often treated with fear and suspicion and face social exclusion. This project is therefore extremely important in helping to shift local, regional and national perceptions of female former combatants. By enabling them to contribute meaningfully to post-conflict economic development and become advocates of peace will challenge negative perceptions and re-position former combatants in a new and positive image as women who are making genuine efforts to support a sustainable peace in Sri Lanka.

Third, while gender inequality exists across all of Sri Lanka, the obstacles to gainful employment and meaningful engagement for women afflicted by war and those within minority groups are decidedly worse. These hurdles are particularly formidable for women in the Northern Province, where a large proportion of livelihoods and employment opportunities are in the agricultural sector, and where limited livelihood and employment opportunities have resulted in food insecurity which in turn impacts health and nutrition status amongst the most vulnerable. Peacebuilding efforts need to address these particular gender dynamics while enabling their access to resources, hard and soft skills development opportunities, and income-generating activities.

The role of cooperatives in ‘bottom-up’ peacebuilding: In post-conflict contexts, self-help cooperatives and other community-based organizations are known to play a substantial role in acting as a medium to support livelihoods, provide social services and backing small-scale businesses.¹³ Considering that Sri Lankan society is still at a nascent stage of reconciliation and the economy is predominantly informal and agricultural to date, engagement of cooperatives is a catalytic and strategic approach in peacebuilding. Such an approach is feasible especially in the context of Northern Province, where cooperatives and associations in the agricultural sector have a history of supporting livelihoods, access to markets, delivering input supplies, collective purchasing and marketing, credit facilities and social welfare well before the war. Furthermore, agricultural cooperatives receive institutional backing from both Department of Agriculture and Department of Cooperatives.¹⁴

Mullaitivu district – gender, resilience and peacebuilding: Of the five administrative districts of the Northern Province, Mullaitivu¹⁵, the district selected for this project intervention, was one of the worst affected and is still on the road to recovery in terms of its economy, infrastructure and social cohesion.

¹² <http://wunrn.com/2011/03/sri-lanka-former-female-soldiers-find-barriers-to-reintegration/>

¹³ For example, agricultural cooperatives in Rwanda had not only supported economic recovery in post-genocide era, but also mobilized local communities to actively engage in reconciliation processes. For further information, refer to the following reference: Ramnarain, S. (2013). The political economy of peacebuilding: The case of women’s cooperatives in Nepal. *The Economics of Peace and Security Journal*, 8(2), 26-34.

¹⁴ Agricultural associations only receive institutional backing from Department of Agriculture. Hence, Project Empower considers that involvement of cooperatives as a more viable and sustainable option in terms of business expansion and capacity building.

¹⁵ As of 2016 (provisional data, Department of Census and Statistics), 95,000 people reside in Mullaitivu. As of 2015, agriculture was the major industry by percentage of distribution of employed population (45.5%), 66.0% of

In this district, the most vulnerable women are farmers who are heads of households, ex-combatants and war widows and have not been included in local social and government decision-making processes. This has, over time, reinforced their “status quo” resulting in further marginalization. A study in 2015 demonstrated their high level of vulnerability, with an alarming 28% of pregnant women in this district found to be underweight, 33% found to be anemic and 20% of household with pregnant women found to be food insecure¹⁶. These women require targeted support in rebuilding their livelihoods and re-establishing their identities as equal members of society, with fair and equitable access to resources and services.

Furthermore, farmers in the Northern Province have been repeatedly exposed to severe climatic shocks, such as droughts, that over the past decade have resulted in significant loss of livelihoods and undermined recent economic development gains among vulnerable communities. Hence climate adaptation measures, efficient irrigation methods and other cropping techniques are vital to build resilience and promote improved agricultural output and productivity.

One of the most effective ways vulnerable, conflict-afflicted women can be supported in the region is via an agro-centric cooperative such as the Puthukkudiyiruppu (PTK) women’s cooperative, on which this intervention focuses.

b) Mapping of existing peacebuilding activities and gaps:

Existing peacebuilding interventions:

Transitional justice and reconciliation efforts have been underway for several years, and since 2015 most of the interventions by government, the UN and NGOs turned to focus on justice reforms, displacement and reparation. The importance of increasing employment and income generation in peacebuilding has been widely recognized, and the PPP emphasizes that durable solutions in Sri Lanka must include livelihoods to help families and communities to resettle and reintegrate. The PPP mapping analysis in 2016 found that while livelihoods projects are an on-going component of peacebuilding initiatives in Sri Lanka, there was a gap of USD 16 million in funding for on durable solutions that year. This shortfall was due to the high costs associated with such programmes, and the need for targeting support to families resettling on released land remains.

Some of the main government efforts towards peacebuilding include the Secretariat and Task Force for the Coordination of Reconciliation mechanisms, and the Bureau for the Commissioner General of Rehabilitation. These efforts have incorporated limited vocational training and psychosocial support for ex-combatants, and have focused on skilled professions but have not directed support to small businesses or wider economic empowerment and integration initiatives.

ILO also has implemented the Local Empowerment through Economic Development (LEED) project, as well as the Employment Generation and Livelihoods through Reconciliation (EGLR) project. The LEED and EGLR projects in the North contribute to poverty reduction, sustainable job creation and peace building through strengthened governance, effective community-based services and public-private partnership that economically empower vulnerable, conflict-affected populations. The project’s intervention logic is to enhance support for value chain development for micro and small enterprises and business development services, including business placements for female-headed households, people with disabilities, ex-combatants and conflict affected youth in local businesses.

the labour force worked in the informal sector (the highest percentage across the island), 3.7% of the population was unemployed (Labour Force Survey Annual Report – 2015, Department of Census and Statistics).

¹⁶ National Nutrition Micronutrient Survey of Pregnant Women in Sri Lanka - 2015, WFP
(<https://www.wfp.org/content/national-nutrition-and-micronutrient-survey-pregnant-women-sri-lanka>)

Table 1 – Mapping of peacebuilding activities and gaps

Project outcome	Source of funding (Government/development partner)	Key Projects/ Activities	Duration of projects/ activities	Budget in \$	Description of major gaps in the Outcome Area, programmatic or financial
Early warning and response to emerging conflicts, strengthened education to promote reconciliation & psycho-social support to conflict-affected	Funding source: Peacebuilding Fund Recipient organizations: UNDP, UNICEF, WHO, IOM, and UNFPA	1) Network and capacity building among the local authorities on conflict prevention 2) Capacity building of educational professionals 3) Capacity for community-level programmes on psycho-social	October 2016 – September 2019	1.8 million	The project primarily focuses on prevention of recurrence of conflict. Further efforts can be made on how to social and economic integrate
Strengthen truth-seeking, justice and reparations mechanisms & prevent recurrence of violence amongst communities	Funding source: Peacebuilding Fund Recipient organizations: OHCHR, UNDP, IOM, UNICEF, UNWOMEN, UNV	1) Development of reparations mechanisms 2) Victim tracing mechanism 3) Psycho-social counseling	February 2017 – August 2019	1.8 million	Activities are done at policy level. Further capacity building and awareness building activities could be implemented at a grass-root level.
Enable women and youth voices in peacebuilding and post conflict governance	Funding source: Peacebuilding Fund Recipient organization: UNFPA, UNV, UNWomen,	1) Leadership training of youth-led organizations and leaders 2) Capacity of female politicians to compete in local government	January 2017 – December 2019	1.51 million	Further intervention is required to ensure that good governance is translated into enhanced access among women to social services and livelihoods.
Strengthen women's groups' knowledge on TJR & women engagement in TJR platform	Funding source: Peacebuilding Fund Recipient organization: Handicap International	1) Awareness raising to enhance understanding of TJR among women. 2) Engage women in discussions and decision making in TJR	February 2017 – July 2018	750,000	The project engages women, including marginalized women, in discussions, decision making, and advocacy but does not offer specific interventions on applying TJR to income generating activities.

<i>Agro-economic development</i>	<i>Funding source: Canada</i> <i>Recipient organization: UNDP and FAO</i>	<i>Project aims at improving livelihood opportunities of target communities in the districts of Jaffna, Killinochchi and Mullaitivu.</i>	<i>2015-2017</i>	<i>4.5 million</i>	<i>Projects are not targeted specifically at vulnerable conflict-affected groups and do not focus on promoting integration between ethnic groups</i>
<i>Livelihood development</i>	<i>UNDP (Norway)</i>	<i>Promotes local economic development through enhancing market-based livelihood opportunities for vulnerable communities in Jaffna, Kilinochi and Mullaitivu</i>	<i>2015-2017</i>	<i>2 million</i>	<i>Projects are not targeted specifically at vulnerable conflict-affected groups and do not focus on promoting integration between ethnic groups</i>
<i>Supporting Opportunities in Livelihoods Development Program</i>	<i>USAID</i>	<i>Develop livelihood opportunities, ensure food security, and greater financial stability for families in the dairy, poultry and horticulture sectors.</i>	<i>2013-2017</i>	<i>10.7 million</i>	<i>Projects are not targeted specifically at vulnerable conflict-affected groups and do not focus on promoting integration between ethnic groups</i>
<i>Supporting Relief and Recovery in Former Conflict Affected Areas in Sri Lanka</i>	<i>WFP</i>	<i>Food assistance and livelihood support for resettled and Resettling internal displaced persons (IDP) in Northern and Eastern Provinces of Sri Lanka</i>	<i>June 2015- June 2016.</i>	<i>678,642</i>	<i>Project targeted newly resettled and resettled IDPs under the resettlement plan of the government.</i>

Linkage with existing PBF projects implemented by other UN Agencies

The two currently operating PBF projects in Sri Lanka, namely “Support for Sri Lanka to design and implement transitional justice mechanisms: Phase 2” (OHCHR, UNDP, IOM, UNICEF, UNWOMEN, UNV) and “Participation of Youth and Women in the Peacebuilding Process” (UNFPA, UNV, and UNWomen), support transitional justice mechanisms and political participation and representation of the vulnerable, war-affected population in Sri Lanka. The projects focus on broader , regional (including Northern and Eastern Provinces) and national level interventions, and do not target at the same downstream level of beneficiaries as envisaged in the EMPOWER project. The EMPOWER project specifically aims to socially and economically empower war-affected and ex-combatant females targeted bottom up community-level capacity building and livelihood activities, and by also establishing links with governance bodies to enhance their political participation (e.g. village councils, local government authorities) and new peace related networks. Hence, the EMPOWER project essentially contributes to the overall more upstream objectives and outputs of the ongoing above-mentioned projects. A third PBF project, the “Early warning and response to emerging conflicts, strengthened education to promote reconciliation & psycho-social support to conflict-affected” (UNDP, UNICEF, WHO, IOM, and UNFPA), is in the process of establishing multiple discussion platforms at provincial and district levels including the Northern and Eastern provinces to design conflict prevention efforts in consultation with war-affected, vulnerable populations. The targeted population of this EMPOWER project will be enabled to access such discussion platforms to ensure that their voices and needs are heard.

c) Rationale for this IRF:

This project will engage with a women’s cooperative comprising a high female ex-combatant membership located in one of the most conflict affected, isolated and impoverished districts of Sri Lanka. As an implementing partner the Mullaitivu based Puthukkudiyiruppu Women’s Entrepreneurs’ Cooperative Society (PTK) will ensure bottom-up, inclusive, and locally-owned economic recovery and peacebuilding. The project will work towards creating more income generating opportunities and strengthen civil society participation through a local cooperative to enhance the decision-making power of a conflict-affected, vulnerable population, with a direct focus on women and their families. In doing so, the project shall also revitalize the business linkages and formal transactions that were disconnected over two decades of conflict.

The EMPOWER project shall built on the successes and lessons from previous interventions and models that have been proven to be effective (e.g. ILO’s LEED project) and will target specifically the PTK women’s cooperative as one of the most vulnerable conflict-affected groups. The project shall promote peace by strengthening an organization that will empower women and provide a platform for economic integration and lasting peace in the district while shaping underlying gender norms. The proposal’s ‘employment opportunities approach’ aligns closely with the ILO’s emphasis on ensuring sustainable livelihoods for the longer-term, as a key tenet of post-war reconstruction. In essence, this approach has a 3-pronged agenda, 1) enhancing women ex-combatants’ access to resources; 2) bolstering women ex-combatants’ skills in decision-making and leadership; 3) increasing women ex-combatants’ exposure to economic opportunities and equitable representation at both local and national level.

Timeliness of the project: The proposed EMPOWER Project could not be more timely. In the post-conflict era, the country has witnessed rapid socio-economic development fueled by development aid and peace dividends. However, as indicated in the conflict analysis, such development has not been equitably enjoyed by all and vulnerable, conflict-affected female members of society in the Northern Province particularly have not benefited from participation in this process. Furthermore, the series of extreme weather conditions have also further exacerbated the situation for the target group, as they are often less prepared and resilient to external shocks.

Relevance to PBF: The EMPOWER project also seeks to advance the implementation of Secretary General's Seven-Point Action Plan on Gender-Responsive Peacebuilding, which lies at the core of the Peacebuilding Fund (PBF). The project particularly focuses on Commitment 3 on 'Post Conflict Financing' and Commitment 7 on 'Economic Recovery.' The project mobilizes a substantial amount of resources towards gender equity, equality and empowerment, and also ensures that conflict-affected women, war widows and female headed households participate and benefit from local economic development, employment creation, and service delivery. The members of the PTK women's cooperative, who are themselves ex-combatants and female-headed households, would be directly engaged in designing and implementing the project activities, the EMPOWER project would not only directly capture their needs but also empower and respects their leadership and agency throughout project implementation.

Relevance to Disarmament, Demobilization, Reintegration (DDR) process: In recent years, greater national efforts have been directed towards reintegration and reconciliation processes. Most recently, the Government of Sri Lanka has committed to the implementation of a comprehensive transitional justice approach (Human Rights Council Resolution 30/1 and 34/1 on "Promoting reconciliation, accountability, and human rights in Sri Lanka"), which ensures protection of victims and survivors of human rights abuses in Sri Lanka and includes full participation of the Tamil community in the process. The EMPOWER project interventions and approach are also in-line with this comprehensive and human rights-based approach. The project will ensure the full participation and protect the human rights of both female ex-combatants and war-affected women in the design and implementation process of peacebuilding activities in partnership with other entities (government authorities and private sector partners from other regions). The project activities envisage to enhance economic opportunities and income generation of marginalized population that will contribute towards their social inclusion and acceptance within the greater community.

Other catalytic outcomes: The project aims to contribute towards the Sustainable Development Goals, which emphasize gender equality, peacebuilding, food security and nutrition, and environmental sustainability. Under the project, the climate adaptation methods, efficient water irrigation systems would be introduced as a means to create long-term adaptation and resilience against shocks to improve food security which plays an important to contributing to peacebuilding. Improved productivity will also lead to stronger food security outcomes which in turn promote a more sustainable peace.

While Sri Lanka has an extensive range of social protection programmes additional social and economic community based safety-nets can provide additional protection for the most vulnerable against lifecycle shocks. When households face drought or lose family members, they often fall back into poverty and struggle to recover. For this reason, the cooperative will also be strengthened to provide savings and credit services for members in times of need and improve their resilience to shocks, and be linked with other health and nutrition programmes and to ensure that the cooperative members are provided with adequate information for referral.

Connection with other ongoing initiatives and projects: The EMPOWER project is aligned with the Sri Lanka Peacebuilding Priority Plan (PPP). As addressed in the PPP, the EMPOWER project considers the realization of inclusive economic recovery as the foremost contributing factor to peacebuilding. The EMPOWER project resonates closely with the PPP strategy to "meet the critical livelihood needs of newly resettled communities through quick win initiatives and support for longer term initiatives in partnership with the private sector, building on value chain analysis and market opportunities."¹⁷ Furthermore, the EMPOWER project is in line with the PPP in recognizing that conflict-affected women and female-headed households are not merely 'victims of war' nor 'beneficiaries' of the programmes/project but more as decision-makers and principal agents of peacebuilding and change. Given the structure of the PTK women's cooperative, women would evidently become the decision makers, implementers, and initiators of peacebuilding efforts that are under the scope of the EMPOWER project.

¹⁷ Pillar "Resettlement and Durable Solutions", Focus Area 3. Socio-Economic Upliftment, and Strategic Priority 2 of the Sri Lanka Peacebuilding Priority Plan (August 2016, page 52)

The implementation of the EMPOWER project contributes towards scaling up the impact resulting from ILO's LEED and EGLR projects. Under the LEED project, 10,600 female-headed households benefited from increased household incomes as a result of development of cooperatives and enhanced access to livelihood activities. As for the beneficiaries (including all beneficiaries and not only female-headed households) working in the fruit and vegetables sector, the LEED project observed a 900% increase in income per household. Furthermore, as the project enabled female beneficiaries to take up employment and managerial positions that are often occupied by men, this had also contributed towards women breaking out of conventional gender roles.

II. Objectives of PBF support and proposed implementation

a) Project outcomes, theory of change, activities, targets and sequencing:

Overall project outcome statement:

Reducing the risk of economic marginalisation in Sri Lanka acting as a driver for further conflict through the cooperative economic empowerment and greater involvement in private sector peacebuilding of female former combatants and other conflict-affected women. The project is located in the northern district of Mullaitivu which is one of the most conflict-affected, isolated and impoverished areas of Sri Lanka.

Theory of change: IF female former combatants and other war-affected women and female-headed households are engaged in income generating activities in the agricultural sector, participate in management of cooperative, and develop business with partners beyond their own communities and ethnic groups, THEN they are more likely to gain greater decision-making roles and acceptance in their community and be more involved in reconciliation and conflict risk mitigation BECAUSE they will be able to make visible and economically independent contributions and benefits to their society.

Outcome, Output, and Activities (For targets and sequencing, please refer to Annex B Project Results Framework):

OUTCOME 1: Female former combatants and other conflict-affected women increase their economic contribution through effectively accessing new market opportunities, resources and information that have opened as a result of the more peaceful environment.

Output 1.1: The women's cooperative gains the knowledge, skills, insights and networks required to better integrate in society to position themselves to access to new markets

Activities:

1.1.1 Developing Analytical, Social Networking and Business Strategy Skills: Support the women's cooperative to build their confidence and overcome biases to enable them to examine the strengths and weaknesses of their own operations and assess the external environment towards developing strategies to engage with the new opportunities that the current peace building context affords for accessing new markets and engaging strategically with local and provincial government, business forums, other collectives and networks.

1.1.2 Improving Social and Business Language Skills: Conduct business language courses in Sinhala and English to enable the women's collective to confidently bridge the ethnic divide and engage more effectively with non-Tamil speakers in new markets.

1.1.3 Improving Business Start-up Management / Technical Skills Required for Marginalised Women to Access Technical Inputs: Conduct specialized cooperative management and technical

skills training for post-conflict situations and provide equipment and other inputs required to support the women's collective's planned strategy for improved participation, production and market engagement.

Relevance to the Peacebuilding Priority Plan: Activities and output under Outcome 1 directly contribute to the overall Priority Plan Outcome 2 on 'Reconciliation'. The strategy on Reconciliation emphasizes on engagement of communities of different backgrounds (e.g. ethnic, regions) in livelihood activities and business relationships to enhance mutual understanding and to create a more inclusive value chain and markets. Furthermore, the EMPOWER project aims to expand the membership of the PTK women's cooperative by engaging women of resettled households¹⁸ and engage them in livelihood activities. Hence, this particular aspect of the EMPOWER project would contribute to the overall Priority Plan Outcome 4 on 'Resettlement and Durable Solutions,' which focuses on enhancing and ensuring the access to livelihood activities and employment opportunities among the newly resettled families.

OUTCOME 2: Female former combatants and other conflict affected women leverage their increased social status (derived from enhanced economic empowerment under Outcome 1) to be a leading voice in the region's private sector's contribution to peacebuilding.

Output 2.1 *The women's cooperative gains the knowledge and understanding, skills and insights on peacebuilding; together with the access and opportunity to share lessons and experiences with other peacebuilding and women's empowerment networks throughout Sri Lanka in order to enhance their own role in building sustainable peace.*

Activities:

2.1.1 Improving Peace Awareness and Skills: Conduct trainings, exposure visits, exchanges and discussions to increase the collective's members' awareness of Sri Lanka's peacebuilding support activities, needs and issues; the role of women and the business community in contributing towards peace; and of gender specific issues such as GBV, widows, and female ex-combatants. Conduct trainings to develop the cooperative's skills in peace building strategy development and aspects of peacebuilding that are relevant to their business, their community and their wider engagement e.g. mediation, advocacy, negotiation, conflict analysis, conflict resolution etc.

2.1.2 Building Peace Related Networks: Support the cooperative's capacity to lead existing networks in advancing peace and to engage with new peace related networks.

2.1.3 Strengthening supporting peace related actions: Providing technical assistance, advisory services and peace related activity support.

Relevance to Peacebuilding Priority Plan: This outcome and the following output and activities directly contribute to the overall Priority Plan Outcome 1 on 'Transitional Justice', which under strategy priority 4 include "immediate support for healing and victim support initiatives with prioritization of women, children and persons with conflict related disabilities"¹⁹. Strategies include rolling out community-level, victim-centric mechanisms that assist population residing in war-torn areas to move on from the past, repair social relationships, and strengthen civil society networks for information sharing. Furthermore, the strategy include providing and extending psycho-social services for victims of human rights violations and those who suffer post-conflict trauma, physical disability and other forms of direct and indirect loss. Such interventions are envisaged to particularly address existing social relationship, dynamics, and inequality, to prevent reoccurrence of conflicts and violations and to ensure sustainable peace.

¹⁸ For further information, see "Target group and coverage"

¹⁹ Sri Lanka Peacebuilding Priority Plan – August 2016, pg 36.

Target group and coverage: The EMPOWER project targets existing 350 members (of which more than 75% of the members are former female combatants) of the PTK women's cooperative in Mullaitivu, and will seek to further expand its membership base [in other words, expanding the target group size] including families resettling in the district. Furthermore, some the interventions are also directed at the male family members. The Peacebuilding Context Assessment Sri Lanka 2016 (PCA) emphasizes that female ex-combatants and farmers are among the most vulnerable demographic, urgently requiring interventions to restore their livelihoods and lift them out of poverty and severe economic deprivation. For some of the activities, male partners of the targeted female will be also targeted as to strategically engage them in raising awareness on gender norms and gender equality. Furthermore, local key stakeholders (e.g. national authorities, cooperatives, village councils, exporters etc.), who may have stake in current status quo and resist the socio-economic integration of the PTK cooperative, may be targeted for activities as a conflict-sensitive, conflict prevention measure to circumvent any possible disruption of project implementation from within the wider community by expanding their share in the benefits of the project.

Following the LEED project evaluation conducted in 2016, which advised to "concentrate on fewer activities in the relatively smaller area rather than spreading resources over a larger number of interventions [...]", the focus on this particular cooperative is considered strategic, also given the limited project time duration for implementation of the project.

Selection criteria of beneficiaries: Under the framework of ILO's LEED project, the existing 350 members of the PTK women's cooperative were selected through an objective and transparent process based on their demographic, socio-economic status, whose information was based on a large database managed by the Divisional Secretariat of Puthukkudiyiruppu. For further expansion of the membership, the EMPOWER project will rely on the same database and further fine-tune a vulnerability criteria (consisting of poverty levels, household food security, head of households, ex-combatants etc.) together with the Divisional Secretariat, ILO, WFP, and PTK women's cooperative.

Managing expectations of beneficiaries: The PTK women's cooperative members are both implementers as well as beneficiaries of the EMPOWER project. The project respects their agency, and they will be heavily involved in a consultative process in designing and executing the project activities. This includes assessing the short-term and long-term needs of the beneficiaries and their vision of peace and peacebuilding.

As a part of the monitoring and quality assurance framework that is overlooked by the taskforce (consisting of ILO, WFP, PTK Women's Cooperative, PBF Secretariat and the UN RCO, for further detailed information, please refer to the section on "project management"), more frequent meetings will be held among a smaller, field-level steering committee consisting of field staffs of ILO, WFP, PTK women's cooperative.

This field-level steering committee will set up a clear communication strategy and mechanism where all the decisions and progress made will be communicated to the beneficiaries. This would entail explanations on the overall framework of the projects, targets, milestones, updates on progress and decisions pertaining activities collaboratively designed with the participation of the beneficiaries. Any diversions, risks, and delays in deliveries will be also communicated to hold all PTK women's cooperative, ILO, and WFP accountable to one another. Furthermore, this field-level steering committee will also take part in and report to the existing regular progress review meetings that are coordinated by secretaries of divisional, district, and provincial levels. In doing so, the field level steering committee will be able to ensure accountability and alignment with the local government authorities as well. To facilitate this process, the EMPOWER project shall develop communication materials as well to inform the beneficiaries as well as other stakeholders on the progress and lessons learned.

Geographical coverage: The EMPOWER project will target Mullaitivu district in the Northern Province. The Peacebuilding Context Assessment Sri Lanka 2016 (PCA) observed that, "[In 2012-13] four of the five districts with the highest levels of poverty in the country are in the Northern and Eastern Provinces. However, this is marked by wide income disparities within the Northern and Eastern Provinces and is mitigated by these provinces growing relatively faster after the end of war in

their respective areas, noting that the conflict ended earlier in the Eastern Province than in the Northern Province. Mullaitivu has a poverty level, measured by Head Count Index (HCI), of 28.8% compared to the average level of 10.9% for the province.”²⁰

Implementation approaches:

Gender-sensitivity: The project is informed by the need to address the specific challenges faced by female armed combatants and other conflict affected women in northern Sri Lanka. The approach recognizes the gendered power dynamics that operate in Sri Lanka society and ensures that the voices of women, and their male counterparts, are reflected in the project planning and implementation. Project related data collection (assessments and M&E activities) will contribute towards a greater understanding of gender dynamics, women’s role in peacebuilding, vulnerabilities and the food / nutrition security of women in the targeted district.

Conflict sensitivity and Do No Harm: The project addresses and is sensitive to the underlying root causes of conflict and violence such as gender and ethnic discrimination, and social and economic inequalities. The project will build relationships with local stakeholders (e.g. village councils, local government authorities, and other cooperatives) to reduce the risk of exacerbating existing community tensions and prejudices by targeting female former combatants who suffer social exclusion and are stigmatized in Tamil society.

Inclusive, bottom-up approach: This is enshrined within the cooperative model and ensures that decision and agency of the beneficiaries/implementing partners are respected and reflected through their engagement in project planning, execution, monitoring and evaluation.

The project will *flexibly adapt and respect the daily life routines and household obligations* of the cooperative members, as to maximize their ability to benefit from opportunities offered through the project.

The project is guided by the *ILO Recommendation 205 on “Employment and Decent Work for Peace and Resilience”*, which recognizes that “crises affect women and men differently, and the critical importance of gender equality and the empowerment of women and girls in promoting peace, preventing crises, enabling recovery and building resilience.”²¹ The recommendation further notes to “pay special attention to single-headed households”²² and “take measures to ensure that women who have been employed during a crisis and have assumed expanded responsibilities are not replaced against their will when the male workforce returns.”²³

Differentiating support approaches between ex-combatants and conflict-affected women: The Systematic Country Diagnostic (2016)²⁴ of the World Bank notes that peacebuilding interventions need to be tailored to address the specific needs of ex-combatants and conflict-affected women. For example, the report mentions that “a large portion of them ex-combatants – suffers from a physical disability related to the conflict [...]. Although mental health issues are prevalent among ex-combatants, there is a lack of psychological assistance programs specifically designed for ex-combatants. Notwithstanding government programs to integrate former combatants, they still struggle to enter into the labor market and have relatively high levels of unemployment and underemployment. Social stigma -- fears of being associated with ex-combatants or perceptions that they are still violent -- contributes to their marginalization”²⁵. The project shall commence with extensive baseline data collection including perception surveys (see ‘Monitoring and Evaluation’), assessments (see Activity 1.1.1.) and field-level monitoring (see ‘Managing Expectations of Beneficiaries’) to capture the

²⁰ Peacebuilding Context Assessment Sri Lanka 2016, page 27.

²¹ http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0:NO::P12100_INSTRUMENT_ID:3330503

²² *Ibid.*

²³ *Ibid.*

²⁴ Source: World Bank (2016), “Sri Lanka – Ending poverty and promoting shared prosperity: a systematic country diagnostic.” <http://documents.worldbank.org/curated/en/363391467995349383/Sri-Lanka-Ending-poverty-and-promoting-shared-prosperity-a-systematic-country-diagnostic>

²⁵ Source: World Bank (2016), “Sri Lanka – Ending poverty and promoting shared prosperity: a systematic country diagnostic.”, page 95.

current status quo to tailor interventions, capacity building, and peace building activities (e.g. counseling services for victims of GBV, training on business management skills) in accordance to the specific physical, psychosocial capabilities, needs, and expectations of ex-combatants and conflict-affected women. Furthermore, as the EMPOWER project will envisage to potentially expand the membership base of the PTK Women's Cooperative to newly resettled female members of the families, the short- and long-term needs of this specific group will be also captured upon vulnerability assessment (see 'Selection criteria of beneficiaries').

b) Budget:

Table 2: Project Activity Budget

Outcome/ Output number	Output name	Output budget by RUNO	Amount allocated to Gender Equality and Women's Empowerment	UN budget category (see table below for list of categories)	Any remarks (e.g. on types of inputs provided or budget justification)
Outcome 1: Female former combatants and other conflict-affected women increase their economic contribution through effectively accessing new market opportunities, resources and information that have opened as a result of the more peaceful environment.					
Output 1.1	<i>Women's cooperative gains the knowledge, skills, insights and networks required to better integrate in society to position themselves to access to new markets</i>	ILO:\$430,000 WFP: \$495,080 PTK:\$770,000	\$1,685,080	1. ILO 75,000 WFP 69,500 2. ILO 2,700 WFP 230,210 3 ILO 5,000 WFP 3,235 4. ILO 211,199 WFP 102,790 5. ILO 15,000 WFP 10,600 6. PTK 770,000 7. ILO 42,596 WFP 46,400 8. ILO 78,505 WFP 32,345	Allocations against budget categories are based on estimates.
Outcome 2: Female former combatants and other conflict affected women leverage their increased social status to be a leading voice in the region's private sector's contribution to peacebuilding					
Output 2.1	<i>Women's cooperative gain access and opportunity to share lessons and experiences with other</i>	ILO:\$255,000 WFP: \$19,920 PTK:\$30,000	\$314,920	1. ILO 41,000 WFP 2,900 2. ILO 1,050 WFP 6,800 3. WFP 1,175 4. ILO 155,000 WFP 4,280 5. ILO 12,000 WFP 1,480 6. PTK 30,000	Allocations against budget categories are based on estimates.

<i>peacebuilding and women's empowerment networks throughout Sri Lanka to enhance their own role in building sustainable peace.</i>			7. ILO 27,305 WFP 1,960 8. ILO 18,645 WFP 1,345	
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As indicated in Table 2 and Table 3, the PTK women's cooperative will receive US\$ 800,000 (40% of the total project budget of US\$ 2,000,000). This budget will be channelled for peacebuilding activities designed and envisaged by the cooperative under the technical guidance of ILO and WFP.

A number of benchmarks will be monitored and reported on to trigger the release of the second tranche of funding. These benchmarks will demonstrate progress in developing the women's engagement, capacity and networks to actively participate in peacebuilding within their local and national context. Specific benchmarks will be:

- The preparation of an evidence-based strategic plan completed by the cooperative to connect with new market opportunities, including identification of skills needed and a skills development plan for members.
- Preparation of a peacebuilding strategy endorsed by cooperative members and local government counterparts which outlines the role of the cooperative, its members and potential networks in promoting peacebuilding within their circle of influence.
- At least 50 members of the cooperative have begun participation in Sinhalese and English language classes.
- Demonstrated participation in and learning from training on business management and operations.
- Initial trainings, exposure visits and exchanges have been arranged to promote peacebuilding and networks, and cooperative members, local government and members of the business community are able to collectively articulate their role in contributing to peace and promotion of gender specific issues.

Materials, progress reports and monitoring findings will be shared with the PBSO, the project steering committee and other in-country peacebuilding partners. Endorsement and feedback from the steering committee will be submitted as a basis for requesting the release of the second tranche of funding.

Table 3: Project budget by UN categories

CATEGORIES	ILO		WFP		TOTAL (\$)
	Tranche 1 (\$)	Tranche 2 (\$)	Tranche 1 (\$)	Tranche 2 (\$)	
1. Staff and other personnel	75,000	41,000	48,900	23,500	188,400
2. Supplies, Commodities, Materials	2,500	1,250	185,714	51,299	240,763
3. Equipment, Vehicles, and Furniture (including Depreciation)	5,000	-	2,205	2,205	9,410
4. Contractual services	220,510	145,689	69,889	37,181	473,269

5.Travel	18,000	9,000	6,030	6,030	39,060
6. Transfers and Grants to Counterparts	600,000	200,000	0	0	800,000
7. General Operating and other Direct Costs	50,485	19,416	24,178	24,177	118,257
Sub-Total Project Costs	971,495	416,355	336,916	144,392	1,869,159
8. Indirect Support Costs*	68,005	29,145	23,584	10,108	130,841
TOTAL	1,039,500	445,500	360,500	154,500	2,000,000

* The rate shall not exceed 7% of the total of categories 1-7, as specified in the PBI MOU and should follow the rules and guidelines of each recipient organization. Note that Agency-incurred direct project implementation costs should be charged to the relevant budget line, according to the Agency's regulations, rules and procedures.

c) **Capacity of RUNO(s) and implementing partners:**

ILO: The ILO is a specialized UN agency with 187 member states, possessing almost a century of experience in the promotion of social justice and internationally-recognized human and labour rights. ILO has recently adopted Recommendation 205, the 'Employment and Decent Work for peace and resilience', which provides guidance on "[...] the measures to be taken to generate employment and decent work for the purposes of prevention, recovery peace and resilience [...]."²⁶ This aligns very closely with the ILO's strong support of decent work, and ensuring its implementation in a post-conflict and disaster prone country such as Sri Lanka. Sri Lanka became an ILO member state in 1948, with the ILO playing a pivotal role in the post-conflict reconstruction process.

ILO's Colombo office was established in 1984 and has executed projects across the country on peace and reconciliation, gender equality, employment promotion, skills training, and rural economic development for over two decades. The current and pipeline programme portfolio stands at over USD 7 million, with funding support from Australia, the EU, Norway, Switzerland, and the UN.

WFP: WFP is the largest humanitarian organization in the world, addressing the challenges of global hunger and nutrition. While WFP's mandate clearly articulates humanitarian and development responsibilities, the organization's comparative advantage and long experience are in emergencies and recovery operations, livelihoods support, including in conflict and post-conflict environments in Sri Lanka, where it's work targets the poorest and most marginal people, including women, children, the elderly, and people with disabilities.

WFP's presence in Sri Lanka began in 1968, with the formal invitation of Government of Sri Lanka. It currently works in close collaboration with the Government on a range of programmes to build resilience and achieve zero hunger amongst vulnerable populations. Key partners include the Ministry of National Policies and Economic Affairs, Ministry of Agriculture, Ministry of Health, Nutrition and Indigenous Medicine (MoH), and the Ministry of Social Welfare and Environment.

	RUNO	Key Source of Funding (government, donor etc)	Annual Regular Budget in \$	Annual emergency budget (e.g. CAP)
2016	ILO	Regular Budget	3,250,000	70,000

²⁶ Source:

http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_INSTRUMENT_ID:3330503

		and Donors		
2017	ILO	Regular Budget and Donors	4,000,000	100,000
2016	WFP	Donor funds	9,270,865	2,277,257
2017	WFP	Donor funds	10,247,147	5,725,672

Peacebuilding expertise of the RUNOs

ILO: Peace building and gender mainstreaming are two key pillars of several of the ILO's projects. As noted in Recommendation 205, the ILO has expertise in guiding peacebuilding efforts by ensuring the marginalized, conflict-affected population's access to employment, while addressing the particularly complex nature of civil conflict, gender, and psychosocial well-being. Currently, the ILO is implementing a UN Joint Programme on EU Support to Reconstruction and Development in Selected Districts in Sri Lanka, funded by the European Union (2012 – 2017). The project implements vocational training for conflict-affected youths and women as an effort of post conflict relief and reconstruction. Yet another ongoing project is Local Empowerment through Economic Development (2010 – 2017), funded by the Australian Agency for International Development (AusAID), which focuses on North-South supply chain development, vocational training on cooperative management and organic cultivation, value addition, and the economic empowerment of small-scale fishermen and farmers (this include female-headed households, ex-combatants). Previously, the ILO had a UN Joint Programme on Prevention of and Response to Gender-based Violence in Sri Lanka (2011-2013), in which the ILO sensitized the tripartite constituents on sexual harassment and gender equality in workplaces through the promotion of operational guidelines, development of policies, and training of management-level staff. Furthermore, the ILO, in partnership with United Nations Children's Fund (UNICEF), United Nations Development Programme (UNDP), and United Nations High Commissioner for Refugees (UNHCR) implemented the Repatriation, Reintegration, Rehabilitation and Reconstruction Project (4R) (2004 - 2007) in the Northern and Eastern Provinces to protect human rights, generate income, and ensure access to social services among the war-affected population including ex-combatants.

WFP: WFP Sri Lanka has been helping to address food insecurity amongst the vulnerable communities and war-affected people in the Northern and Eastern Provinces since the beginning of the conflict, and including district of the target community over a 15-year period. More recently, WFP's Food Assistance for Assets (FFA) programmes have significantly contributed to resilience building and the establishment of peace and harmony among different ethnic and economic groups living in the war affected districts in particular in the Northern Province.

Currently, WFP Sri Lanka mainly supports the government in major four areas: 1) climate adaptation and resilience building activities through productive asset creation and livelihood diversification for vulnerable populations; 2) reduction of malnutrition amongst children under 5 years of age, as well as pregnant and nursing women; 3) support the national home-grown school feeding programme; and 4) assisting disaster-prone populations through social protection and social safety net programmes. Under this project, WFP will contribute its expertise in resilience building, improving agricultural productivity, livelihoods development and sustainable water management.

Previous experience with joint programming and strengths/value added

The ILO and WFP, as members of the UNCT, are committed to the system-wide operational framework of Delivering as One. The ILO Country Office for Sri Lanka and the Maldives has experience in implementing joint programming in the area of reconciliation, reintegration, gender; employment creation, capacity building and fundamental principles and rights in the world of work. Likewise, WFP has an on-going joint programme under the Sustainable Development Goals Fund in

partnership with FAO, with the aim of scaling-up nutrition by improving the efficiency of government investments and achieving attitudinal behavior change through nutrition education.

Under the Decent Work Agenda, the technical expertise of the ILO lies in rural economic development, creating and extending social protection floors, and creating decent work to realize inclusive economic growth. ILO possesses an extensive technical support network that can be accessed through its regional office as well as the headquarters. Furthermore, the unique tripartite structure of the organization (the government, trade unions, and the employer's federation) ensures social dialogue and solid partnership with the constituents.

WFP's strong experience in resilience building, including agriculture and water management, as well as nutrition and social protection for the most vulnerable, which protect against life-cycle shocks and promote gender equality and conflict prevention.

In all areas of ILO and WFP interventions, gender equality and non-discrimination are mainstreamed across all levels of work, including policy making to grass-root level work. With the extensive in-country experience, both organizations also have well-established relationships with the Government of Sri Lanka, ministries, and national, provincial, and district administrations.

M&E capacity of the RUNOs

ILO: ILO has an established internal M&E system and the Country Office has an experienced national, M&E officer managing other existing projects and programmes. *(For further information, please refer to section on Monitoring and Evaluation.)*

WFP: WFP has robust corporate guidelines for M&E which are applied in Sri Lanka, along with a field office close to the project area in the north of the country and five staff that monitor all of the Country Office's operations. In addition, WFP has a leading role in vulnerability analysis and mapping that works closely with the government and regularly collects data on food security, market stability and nutrition indicators amongst vulnerable of disaster-affected communities. Monitoring frameworks and activities are conflict and gender sensitive.

Description of additional implementing partners, their role and experience

The Puthukkudiyiruppu (PTK) Women Entrepreneurs' Cooperative Society is an all-female association of women entrepreneurs in Sri Lanka's Northern Mullaitivu district. The cooperative stands uniquely placed as the sole all-female cooperative in the district, having been formed in 2016 via the facilitation and guidance of the ILO-implemented 'Local Empowerment through Economic Development' (LEED) project. Currently, the cooperative has 350 members, of which 170 members are female-headed households who were also ex-combatants during the conflict. In addition, two of the district's departments- the Department of Agriculture and the Department of Cooperative Development, have both continuously coordinated efforts with the PTK cooperative. The focus of these coordinated efforts has been to strengthen women's participation and empowerment, as well as service delivery capacity. The PTK cooperative has an active board of directors, some of whom have demonstrated strong leadership potentials. Some members of the board have received training through the LEED project's gender mainstreaming workshops, and entrepreneurship and cooperative management trainings. However, given that the cooperative was only recently formed, technical inputs, monitoring, guidance and quality assurance support is required from both RUNOs.

Quality assurance

As a part of the monitoring, site visits will be frequently made by the field staff of RUNO to closely monitor the implementation progress of the cooperative. Overall project oversight will be managed by the Country Directors of each RUNO, and all project operations, materials, reports and outputs will technically reviewed, guided and screened by technical managerial staff in the respective RUNO offices. All procurement processes under the project will be compliant with UN procedures.

III. Management and coordination

a) Project management:

The Peacebuilding Board, which consists of the UN Resident Coordinator Office (UN RCO) and Secretariat for Coordinating Reconciliation Mechanisms (SCRM), will have oversight of the proposed project and ensure that the project is implemented in line with other PBF-funded projects and the PPP.

In addition to the Board, the proposed project will set up a taskforce that consists of representatives from ILO, WFP, PTK Women's Cooperative, PBF Secretariat and the UN RCO. The main function of this taskforce is to plan, implement, monitor, report and coordinate the project activities. The taskforce will be chaired by ILO and meetings will take place at least every quarter in order to ensure the timely delivery of the project, identify any pressing issues, and make necessary strategic amendments. As the UNRCO has the oversight of other ongoing PBF-funded projects that are led by other UN agencies, participation of the UN RCO is crucial in this taskforce to draw on lessons and guidance from other projects. Furthermore, the project will consult with EFC and local trade unions for any further advice on project implementation.

ILO will hire three new dedicated staff, which include two field staff, who will be stationed at the existing ILO field office in Kilinochchi. At the ILO Colombo office, one national staff will be hired to manage central level coordination and reporting for the project and another administrative/finance assistant officer. WFP will hire one field staff to oversee respective activities of the project, and will receive technical support from existing staff in the country office as well as monitoring support from existing field monitors in the WFP Kilinochchi office. The field staff from ILO and WFP will work closely together with the focal point from the PTK Women's Cooperative in implementing, monitoring, and coordinating the planned activities.

b) Risk management:

Table 5 – Risk management matrix

Risks to the achievement of PBF outcomes	Likelihood of occurrence (high, medium, low)	Severity of risk impact (high, medium, low)	Mitigating strategy Mitigating Strategy (and Person/Unit responsible)
Disputes among the PTK women cooperative members, especially between war-affected women and former combatants	Medium	Medium	The ILO and WFP as politically neutral UN agencies will closely monitor the consultation process of the PTK women's cooperative in designing and implementing activities so as to ensure that both war-affected women and former combatants are represented and their voices and needs are reflected. Furthermore, the ILO and WFP will develop and follow dispute settlement procedures, drawing on the lessons of other UN-led PBF projects.
Public discontent from the general community for targeting female-headed households from marginalized groups	Medium	Medium	The project (ILO/WFP) will follow an inclusive development approach following Accountability to Affected Populations principals, in which all vulnerable communities will be included. The project will take also consider the views of all key stakeholders during project cycle management. (See "Implementation Approaches")
"Spoilers" of Sri Lanka's peace process protesting the involvement of Tamil ex-combatants in peacebuilding activities	Medium	Medium	The project will develop a stakeholder /conflict analysis and conflict mitigation and risk strategies in collaboration with the collective members as part of their peacebuilding strategy development. This will include the identification of key influencers/thought leaders who can support the initiative and act as counter measures to any adverse attention.

Political interference in project implementation such as selection of beneficiaries, geographical location and similar.	Low	Low	Having widely worked in the province, both the ILO and WFP possess strong credibility amongst local political representatives. Briefing meetings with the respective politicians in the districts will be arranged to explain the rationale, objectives and goal of the project interventions.
Lack of consistency and momentum in national peace building initiatives coupled with the policy uncertainties of the National Unity Government	Low	Medium	The ILO and WFP will ensure continuous high level dialogue between the UN and key political representatives takes place to reassure their commitment towards peacebuilding.
Failure of the National Reconciliation Policy	Low	Medium	In collaboration with the UN, the taskforce will coordinate discussions with key government bodies and stakeholders, and providing advice on how to move forward with reconciliation, to get the process back on track.
Fruit and vegetable production is affected due to natural disasters (floods, drought) and or disease, wild animals	Medium	Medium	WFP and ILO will liaise with the District Department of Agriculture: <ul style="list-style-type: none"> • To introduce drought-resistant crop varieties and train the beneficiaries on improved and efficient usage of water. • Introduce better irrigation technologies such as micro irrigation. • Train on water saving measures such as mulching, intercropping, seasonal production planning, and also crop diversification whenever necessary. The ILO and WFP will see the possibilities of linking the beneficiaries with crop insurance schemes in consultation with government and private insurance service providers.
Exploitation of private companies due to vulnerability of beneficiaries: not receiving a fair price	Medium	Medium	The ILO will ensure that the joint venture agreements are negotiated based on current market price. Joint ventures will be established through the National Chamber of Exporters and with the presence of relevant government authorities. It will be a tripartite agreement between private company, Divisional secretariat and the cooperative.

c) Monitoring & evaluation:

Both ILO and WFP established procedures for program planning, monitoring, reporting, data security and evaluation will be used throughout the cycle of the project. The Monitoring and Evaluation (M&E) Plan incorporates indicators for all the project's main activities, in order to measure the progress made at both the output and outcome levels. It includes, for each indicator, baselines, end-lines, targets and data sources, disaggregation (by sex, ethnic, and geographical group) and the frequency of collection (end of event, quarterly, end of project). In addition, an internal *mid-term review* and *independent final evaluation* will be conducted to assess the project's performance and impact. The nature of these exercises (purpose, timing, issues to be addressed, approach and methodology) will be decided in consultation with PBF.

Project implementation: Implementation will be guided by the project's timeline and work plans, which shall be regularly updated. ILO will provide bi-annual technical reports to PBSO on the progress achieved, problems faced and proposed corrective action. The quality of technical documents will be cleared by ILO and WFP experts, and all sources of information will follow ILO and WFP regulations.

Monitoring: ILO will set up an internal performance monitoring database to track the project progress. While performance indicators will be used to track the progress, alternative monitoring

approaches will be used to (e.g. case studies) verify project outcomes.²⁷ The project will look to the taskforce to seek guidance on the implementation of the project and steer its progress, on quarterly basis. The objectives, strategy, activities and expected impact of the project will be presented to the taskforce for their inputs and advice. The taskforce will be fully involved on the final development of the project's monitoring system and the sustainability plan and strategies. Additionally, the taskforce will review the project work plans on a six month basis.

Roles and Responsibility: The focal points of ILO, WFP, and PTK cooperative will be responsible for monitoring their respective and joint project's activities, assessing both quality and results. ILO and WFP will conduct periodic onsite monitoring to track the progress of the project and follow up with recommendations.

Data security: The project will follow the ILO and WFP regulations and procedures. By considering the sensitivity of the intervention, the access to the primary data collected will be restricted only for authorized ILO/WFP officials, both on- and offline. The privacy and security of beneficiaries and partners will be considered before any sensitive data is collected.

Baseline, end-line and target: At the proposal stage, the baseline information for research components will not be available for all indicators. The baseline values for protection improvement will be assessed prior to the capacity development intervention. Pre-training capacity assessments and pre-assistance baselines will be conducted before any actual training component takes place, and the results will be considered as the baseline. The immediate outcomes will be assessed through a post training assessment. End-line data will be collected prior to the final evaluation. In addition to the outcome monitoring, process monitoring will be conducted on regular intervals in order to guarantee the project outputs are timely delivered.

Midterm review and Final independent evaluation²⁸: ~~An internal midterm review and an independent final evaluation will be conducted in accordance with ILO and WFP evaluation policies. The project evaluation will assess the relevance, efficiency, effectiveness and sustainability of proposed outcomes, and test underlying assumptions about contributions to broader peacebuilding impacts and organizational learning, thereby contributing to the PBF overall meta-evaluation. In addition, project evaluations will also assess the effectiveness of planning and managing for future impacts during the project cycle. The project evaluation will also serve accountability purposes by feeding lessons learned into the decision-making process of project stakeholders, including PBF and national partners. An internal mid-term review will also be undertaken by the ILO and WFP in consultation with the implementation partners (hence, no associated costs), to assess the progress and to identify any intervention areas that would require further modification. Final independent evaluation will focus on the outcome of the project, and the likelihood that it will achieve impact. The ILO Evaluation Unit, headquartered in Geneva, has oversight responsibility for the independent final evaluation. A regional evaluation officers based in ILO and WFP Regional Offices in Bangkok will have the responsibility for hands-on supervision.~~

Budget allocation for monitoring and evaluation has been included under Table 3. Project budget by UN categories, category 4 on 'contractual services.' The allocated budget totals 2% of the budget allocated for the ILO. The allocated budget for WFP's monitoring and evaluation will amount to 6.4% of the total WFP budget. For detailed budget allocation for baseline/endline, monitoring and final evaluation, please refer to Template 4.1 M&E plan.

d) **Administrative arrangements** (This section uses standard wording – please do not remove)

²⁷ The Monitoring and Evaluation (M&E) Plan incorporates indicators for all the project's main activities, in order to measure the progress made at both the output and outcome levels. Verification methods are also elaborated.

²⁸ Further information is available in the Template 4.1 M&E Plan.

The UNDP MPTF Office serves as the Administrative Agent (AA) of the PBF and is responsible for the receipt of donor contributions, the transfer of funds to Recipient UN Organizations, the consolidation of narrative and financial reports and the submission of these to the PBSO and the PBF donors. As the Administrative Agent of the PBF, MPTF Office transfers funds to RUNOS on the basis of the signed Memorandum of Understanding between each RUNO and the MPTF Office.

AA Functions

On behalf of the Recipient Organizations, and in accordance with the UNDG-approved "Protocol on the Administrative Agent for Multi Donor Trust Funds and Joint Programmes, and One UN funds" (2008), the MPTF Office as the AA of the PBF will:

- Disburse funds to each of the RUNO in accordance with instructions from the PBSO. The AA will normally make each disbursement within three (3) to five (5) business days after having received instructions from the PBSO along with the relevant Submission form and Project document signed by all participants concerned;
- Consolidate narrative reports and financial statements (Annual and Final), based on submissions provided to the AA by RUNOS and provide the PBF consolidated progress reports to the donors and the PBSO;
- Proceed with the operational and financial closure of the project in the MPTF Office system once the completion is notified by the RUNO (accompanied by the final narrative report, the final certified financial statement and the balance refund);
- Disburse funds to any RUNO for any costs extension that the PBSO may decide in accordance with the PBF rules & regulations.

Accountability, transparency and reporting of the Recipient United Nations Organizations

Recipient United Nations Organizations will assume full programmatic and financial accountability for the funds disbursed to them by the Administrative Agent. Such funds will be administered by each RUNO in accordance with its own regulations, rules, directives and procedures.

Each RUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent from the PBF account. This separate ledger account shall be administered by each RUNO in accordance with its own regulations, rules, directives and procedures, including those relating to interest. The separate ledger account shall be subject exclusively to the internal and external auditing procedures laid down in the financial regulations, rules, directives and procedures applicable to the RUNO.

Each RUNO will provide the Administrative Agent and the PBSO (for narrative reports only) with:

- Bi-annual progress reports to be provided no later than 15 June;
- Annual progress reports to be provided no later than 15 November;
- Final (end of project) narrative reports, to be provided no later than three months after the operational closure of the project;
- Annual financial statements as of 31 December with respect to the funds disbursed to it from the PBF, to be provided no later than four months (30 April) after the end of the calendar year;
- Certified final financial statements after the completion of the activities in the approved programmatic document, to be provided no later than six months (30 June) of the year following the completion of the activities.

- Unspent Balance at the closure of the project would have to be refunded and a notification sent to the MPTF Office, no later than six months (30 June) of the year following the completion of the activities.

Ownership of Equipment, Supplies and Other Property

Ownership of equipment, supplies and other property financed from the PBF shall vest in the RUNO undertaking the activities. Matters relating to the transfer of ownership by the RUNO shall be determined in accordance with its own applicable policies and procedures.

Public Disclosure

The PBSO and Administrative Agent will ensure that operations of the PBF are publicly disclosed on the PBF website (<http://unpbf.org>) and the Administrative Agent's website (<http://mptf.undp.org>).

Project Summary (to be submitted as a word document to MPTF-Office)



United Nations
Peacebuilding
Peacebuilding Fund

**PEACEBUILDING FUND
PROJECT SUMMARY**

Project Number & Title:	PBF/ EMPOWER: Building peace through the economic empowerment of women in Northern Sri Lanka	
Recipient UN Organization:	International Labour Organization World Food Programme	
Implementing Partner(s):	Puthukkudiyiruppu (PTK) Women Entrepreneurs' Cooperative Society of Mullaitivu District	
Location:	Mullaitivu District, Northern Province, Sri Lanka	
Approved Project Budget:	2,000,000.00 USD	
Duration:	Planned Start Date: January 2018	Planned Completion: June 2019
Project Description:	<p>This project aims to increase access to economic empowerment, social integration, resilience and peacebuilding participation for female former combatants and other disadvantaged and conflict affected women members of the Puthukkudiyiruppu Women's Entrepreneurs' Cooperative Society (PTK) in one of the most isolated and war-affected Northern district of Sri Lanka through cooperative enterprise engagement with new markets, networks and opportunities that have opened up as a result of a improved post-conflict environment.</p> <p>The project seeks to connect them with the country's peacebuilding and reconciliation process by first enabling them through a cooperative enterprise the opportunity to share in the tangible socio-economic peace related dividends that provide the foundations for security, stability and sustainable peace. It then supports these women to use their enhanced economic empowerment and business sector integration to play a leading role for women in local and regional level peacebuilding advocacy.</p>	
PBF Focus Area:	The project EMPOWER focuses on the Priority Area 3, "Employment - Supporting efforts to revitalize the economy and generate immediate peace dividends for the population at large".	
Project Outcome:	<p>OUTCOME 1: Female former combatants and other conflict-affected women increase their economic contribution through effectively accessing new market opportunities, resources and information that have opened as a result of the more peaceful environment.</p> <p>OUTCOME 2: Female former combatants and other conflict affected women leverage their increased social status (derived from enhanced economic empowerment under Outcome 1) to be a leading voice in the region's private sector's contribution to peacebuilding.</p>	

Key Project Activities	<ul style="list-style-type: none">• Developing analytical, social networking and business strategy skills• Improving social and business Sinhala and English language skills• Improving business start-up management and technical skills• Improving peace awareness and skills• Building peace related networks• Strengthening / supporting peace related actions

Annex B: IRF Results Framework

Country name: Sri Lanka										
Project Effective Dates: January, 2018 to June, 2019 (18 months)										
PBF Focus Area: The project EMPOWER focuses on the Priority Area 3, "Employment - Supporting efforts to revitalize the economy and generate immediate peace dividends for the population at large".										
IRF Theory of Change: IF war affected women and female headed households are engaged in income generating activities in the agricultural sector, participate in management of cooperatives, and develop business with partners beyond their own ethnic group, THEN they are more likely to gain greater decision making role in local communities and have direct influence on risk mitigation and reconciliation, BECAUSE they will be able to make visible and economically independent contributions and benefits to their immediate society.										
Outcomes	Outputs	Indicators	Means of Verification	Year 1 (2018)			Year 2 (2019)			Milestones
OUTCOME 1: Female former combatants and other conflict-affected women increase their economic contribution through effectively accessing new market opportunities, resources and information that have opened as a result of the more peaceful environment.		Outcome Indicator 1a: Percentage increase in annual income of the cooperative. Baseline: Annual income (120,000 Sri Lankan Rupees/ \$780) of the existing cooperative members Target: 5% increase in annual income	Data collected by cooperative. This data can be supplemented with the data collected by the Department of Cooperatives.			x			5% increase in annual income achieved in the first 12 months	
		Outcome Indicator 1b: PTK establishes a network with other cooperatives in Mullativu district to enhance the economic enterprise. Target: TBC Baseline: TBC	PTK reports Monitoring reports Evaluation		x				By the second quarter of 2018 the cooperative has a clear written strategy on how to engage with other cooperatives and the new markets, opportunities, resources and information that have arisen as a result of the more peaceful environment.	
		Outcome Indicator 1c: Increase in the proportion of cooperative members engaged in strategy planning, production, and marketing. Target: TBC Baseline: TBC	PTK women's cooperative records		x	x	x		By the end of 2018, 25% of the cooperative members are engaged in strategy planning, production, and marketing	

<p>Output 1.1: <i>The women's cooperative gains the knowledge, skills, insights and networks required to better integrate in society to position themselves to access to new markets</i></p>	<p>Output Indicator 1.1.1 The cooperative develops a viable business strategy with networking plan and SMART milestones/objectives.</p> <p>Baseline: TBC Target: TBC.</p>	Review of strategy plan document			x	x	x	x			The cooperative develops a strategy plan by end of 2 nd quarter and achieves its quarterly milestones / objectives as set out in the strategy plan.
	<p>Output Indicator 1.1.2: A minimum of 50 cooperative members participate in Sinhala and English classes and attain B1 language level competency by the end of the project.</p> <p>Baseline: TBC Target: 50 at B1 level</p>	Language tests			x	x	x	x			The participants attain levels A1 and A2 language competencies at agreed realistic milestones
	<p>Output Indicator 1.1.3: All collective members are competent in at least 1 new skills area relevant to the strategy plan by the end of project</p> <p>Baseline: TBC Target: TBC</p>										TBC

<p>OUTCOME 2: Female former combatants and other conflict affected women leverage their increased social status (derived from enhanced economic empowerment under Outcome 1) to be a leading voice in the region's private sector's contribution to peacebuilding.</p>		<p>Outcome Indicator 2a By the end of the project period, PTK women's cooperative has participated in planning, implementation, and execution of peacebuilding initiatives together with other women's groups, ex-combatants, and conflict-affected women in the region.</p> <p>Baseline: TBC Target: TBC</p> <p>By the end of the project period PTK has established or is actively involved in peacebuilding with a network of other female former combatant and conflict-affected women cooperatives in the district/region.</p> <p>Baseline: TBC Target: TBC</p>	<p>PTK reports Media coverage Monitoring reports Evaluation</p>			x	x	x	x				TBC
		<p>Outcome Indicator 2b Positive change in attitudes and perceptions of ex-combatants toward society at large (defined as, conflict-affected women, other cooperatives, and local authorities).</p> <p>Baseline: TBC Target: TBC</p>	<p>Perception surveys among PTK cooperative members</p>	x									

		<p>Outcome Indicator 2c New business partnerships developed between PTK cooperative with partners from different ethnic groups</p> <p>Positive change in attitudes, behaviour and perceptions among new business partners (who have developed partnerships with PTK women's cooperative), business clients, chamber of commerce, toward ex-combatants and conflict affected women</p> <p>Baseline: TBC Target: TBC</p>	<p>Database managed by the cooperative for information on business partnerships developed</p> <p>Perception surveys among business partners, business clients, chamber of commerce</p>						x	x		TBC
	<p>Output 2.1 <i>The women's cooperative gains the knowledge and insights on peacebuilding; together with the access and opportunity to share lessons and experiences with other peacebuilding and women's empowerment networks throughout Sri Lanka in order to enhance their own role in building sustainable peace.</i></p>	<p>Output Indicator 2.1.1 By the end of the project PTK are recognized local / regional champions/advocates of a relevant peace related issue (such as GBV or female former combatant rights)</p> <p>Baseline: TBC Target: TBC</p>	<p>Perception survey of external partners and local agencies</p>	x	x							The cooperative develops a peacebuilding strategy plan by end of 3 rd quarter and achieves its quarterly milestones / objectives as set out in the strategy plan.
		<p>Output Indicator 2.1.2 By the end of the project at least 50% of PTK's members can articulate an accurate understanding of, and coherent views on, local, regional and national peace related issues and mechanisms.</p> <p>Baseline: 0 Target: 50% Target: TBC</p>	<p>Focus Group Discussions during evaluation</p>			x	x					TBC