Government of Kenya and Ministry of Foreign Affairs of Denmark

Kenya Governance Support Programme 2010-2015

Component 3
Peace and Security for Development

Date: November 2010

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Abbreviations

CBO	Community Based Organisation
CICC	Coast Interfaith Council of Clerics
CPIK	Council of Imams and Preachers of Kenya
CSO	Civil Society Organisation
DKK	Danish kroner
EoD	Embassy of Denmark
GoK	Government of Kenya
KGSP	Kenya Governance Support Programme
LFA	Logical Framework Approach
LICODEP	Likoni Community Development Programme
MUHURI	Muslims for Human Rights
MS	Mellemfolkeligt Samvirke
NCCK	National Council of Churches in Kenya
NSC	National Steering Committee on Peace Building and Conflict Management
NGO	Non-Governmental Organisation
OP	Office of the President
PA	Provincial Administration
PEV	Post Election Violence
PSD	Peace and Security for Development
SUPKEM	Supreme Council of Muslims in Kenya

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Country:	Kenya
Component title:	Peace and Security for Development in the Coast Province
National partners:	Civil Society Organizations
Starting date:	2010
Duration:	5 years
Overall budget:	DKK 30.6 million

This component document describes Danish support in the area of peace and security at the Coast Province of Kenya over the period 2010-2015. The budget amounts to DKK 30.6 million over a five-year period.

The component is part of the larger Danish support in the area of governance – the Kenya Governance Support Programme (KGSP) – with another two components addressing demand-side and oversight organizations that can hold the Government of Kenya to account, and supporting Public Financial Management respectively

PSD therefore falls under KGSP's immediate objective III which provides:

Peace and security promoted as the basis for democratic development at the coastal areas of Kenya

Under the component, support will be provided to CSOs working on peace and security issues on the Coast. This will take previous support by Denmark through EoD's Local Authority Grant to a more programmatic level with emphasis on network strengthening, joint activities and mechanisms for enhanced dialogue with Government of Kenya and key stakeholders.

CSOs receiving support under this component specifically target local communities for training and education on conflict management; engage GoK institutions including the police and provincial administration; and intervene in flashpoint areas.

The support provides 15% of the funds for capacity building of the participating CSOs to strengthen each of them institutionally as well as building their network.

Support will be provided through dedicated accounts whilst prospects for future core funding are explored further.

1 National Sector Context

Background

Kenya has enjoyed relative peace for the most part of its independent history. This general profile is occasionally punctured by violence in northern Kenya based on competition for resources and political marginalization. In other parts of the country, tension heightens and breaks out into occasional violence during the period leading to general elections. Following the disputed presidential elections held in December 2007, the country witnessed unprecedented violence and widespread breakdown in law and order.[1] The Coast Province[2] was a significant theatre of this violence which closely mirrored similar violence that occurred in the same province in August 1997.

The violence brought out the suppressed ethnic tensions deeply embedded in most Kenyan communities and presented underlying issues that have remained unaddressed for many decades.[3] With regard to the Coast Province some of these underlying issues or 'root-causes' include land grievances, economic marginalization, discrimination of Muslims and ecological pressure in the drier pastoralist areas of the province. These underlying factors have been exacerbated by severe unemployment especially within the youth cohort of the population, substance abuse, and the attendant stress to social institutions[4].

There are external dimensions to the peace and security issues in the province. The province falls within the arc of the Indian Ocean seaboard affected by terror and counter-terror activities. To the north, the province borders the North Eastern Province of Kenya which forms the border with Somalia. The Somalia crisis sips into the Coast Province and this is expected to increase due to the decision by the Government of Kenya (GoK) to try pirates arrested off the Somalia coast at the port of Mombasa in the Coast province. Historically, the Coast Province has had long commercial, political and social ties with the Middle East and issues affecting the Middle East do reverberate on the Coast. Overall, there are economic, religious, political as well as external factors that provide an environment for conflict at the Coast Province.

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[1] Kenya National Commission on Human; Rights On the Brink of The Precipice: A Human Rights Account of Kenya's Post-2007 Election Violence 15th August 2008
Government of Kenya; Report of the Judicial Commission Appointed to Inquire into Tribal Clashes in Kenya

[2] Kenya is divided into eight administrative provinces. The Coast Province has its administrative centre at the port town of Mombasa

[3] Interviewees with the 5 organizations conducted by the formulation team between 23rd -27th October 2009

[4] Interview with Permanent Secretary, Ministry of Children, Gender and Social Welfare (GoK), conducted by the formulation team on 22nd October 2009

GoK Policies and Reforms

GoK recognizes that insecurity undermines good governance, the well-being of individuals, and economic development.[5] The widespread violence in 2007/8 and the violence at the Coast province in 1997 provide empirical evidence that conflict negatively affects key sectors of the economy such as tourism and agriculture, business thereby undermining economic growth and GoK's efforts in meeting MDGs and fighting poverty and promote democratic processes.

GoK's strategies and institutions for dealing with peace and security issues are generally weak and are especially poor in managing and containing conflict. The inability of these institutions to effectively and efficiently deal with outbreaks of violence tends to escalate such violence. In recent years however, GoK has increased its reliance on participatory approaches to peace and security encouraging and facilitating partnerships between the police and communities as well provincial administration structures and community peace committees.

GoK's Vision 2030 sets out the broad objective of achieving "security of all persons and property throughout the Republic" under its political pillar. The Vision makes a commitment to "*the adoption of policy, legal and institutional framework in security, peace building and conflict management, which will advance that ideal*". According to the Vision, this will involve:
- Promoting public-private cooperation and community involvement in ensuring improved safety and security;
- Deepening the policy, legal and institutional reform for improved enforcement of law and order;
- Institutionalizing national and inter-community dialogue in order to build harmony among ethnic, racial and other interest groups;
- Promoting peace building and reconciliation in order to improve conflict management and ensure sustained peace within the country; and Inculcating a culture of respect for the sanctity of human life that restrains people from the use of violence as an instrument of resolving personal and community disputes.

The First Medium Term Plan (2008-2012) of the Vision 2030 builds on these broad objectives by setting out to realize *a nation of peace and stability; a society free from danger and fear.* This goal is to be realized through multi-year increment of the number of police officers but critically also, through enhancing peace building and conflict resolution programmes, and complemented by political efforts to build inter-communal trust and harmony and to promote better relations between security forces and local communities.

In the policy arena of the peace and security sector, the GoK has formulated a National Policy on Peace Building and Conflict Management, which is about to be presented to the Cabinet and Parliament[6]. The policy formulation is being

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[5] Government of Kenya; Medium Term Plan (2008-2012) p45
[6] Interview with the NSC National Co-ordinator conducted by the formulation team on 28th October 2009

spearheaded by the National Steering Committee on Peace Building and Conflict Management (NSC) which is created by the Office of the President (OP). It consists of relevant Ministries, security forces, representatives of civil society, media and development partners.

Both the British High Commission and the American Embassy in Kenya are supporting related activities on peace and security at the Coast but through short term (6-12months) project funding. Donor co-ordination is particularly weak since donor involvement is limited in the first place and peace and security tends to be carried out by political sections of the Embassies rather than the development sections or agencies. It is for this reason that Danish support under the PSD shall continue to be provided on a bilateral basis whilst endeavouring to optimise harmonisation and coordination by building on initial EoD contacts with like-minded Nairobi-based donors in order to exchange experience on supporting peace efforts on the Coast.

Donor coordination is primarily done through the Donor Group on Conflict Prevention and Management that is currently co-chaired by UNDP and DFID. This group meets monthly to discuss and assess conflict issues nationally and invites experts on topical issues to discuss and make presentations. The group is under the Donor Group on democratic Governance.

Successes, Challenges and Lessons Learnt
Three external reviews were carried out on the previous phase of PSD and a number of lessons learnt were identified.[7]

Across the five organizations, the conceptual linkages between peace, security and development are clear. The groups understand vulnerability to be the basis for radicalism and extremism among the youth. For all the groups, PSD funds form a significant percentage of their institutional budget.

The idea of a PSD network is accepted as important by the five organizations. The groups meet monthly, largely to share information on what each of the groups is doing and to see areas of possible cooperation. Conceptually, the PSD network is important in underlining the fact that whatever change that has taken place is attributable to the initiatives of multiple actors.

There is however need to reshape the PSD network so that it can be a forum for self critique and mutual learning for the PSD network members.

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[7] Adili Condulting Group Report on the Study on Peace, Security and Development of the Royal Danish Embassy for the Period 2005-2008, April 2009, Nairobi, Kenya.

South Consult, The DANIDA Peace, Security and Development Programme: Review of Partner Activities and Options for Future Interventions and Design, September 2006, Nairobi, Kenya.

Westman, Katarina, External Review of the Peace, Security and Development Project in Kenya Funded by the Royal Danish Embassy for the Period 2005-2007, March 2008, Nairobi, Kenya.

The PSD projects have helped revitalize the civil society in the Coast Province. The network of groups represents a healthy diversity of civil society: faith-based groups, a human rights group, a youth-focused group , an inter-faith dialogue group and a group based at the bedrock of political violence at the Coast Province . These groups could be the basis for strengthening the civil society in the region.

Across the network, the partnership with the Provincial Administration (PA) on PSD issues is impressive. Clearly, the PA recognizes and appreciates the contribution of the PSD network. On the other hand, the police force is yet to get on board and cooperation often depends on individual police officers. As a result the success of initiatives that require police cooperation is uncertain. In this regard, the Embassy plans to have the PSD organizations facilitate the civil society organizations in the Coast Province to interact with the Police Force and the Police Reforms Committee at the beginning of the implementation of the KGSP.

The post-election violence (PEV) in December 2007 to January 2008 demonstrated the relevance of the PSD work. All the groups have stated that the PSD work explains why the violence was not widespread or prolonged at the Coast. It is likely that this is so, although ascertaining causation is not possible. What was plausibly concluded is that the PSD work contributed to stemming the tide of violence especially in those areas where the PSD partner organizations have intensified their activities.

For all the organizations, the PSD Programme has provided the opportunity to promote the idea of interfaith dialogue and the idea of tolerance of diversity. This work has the potential for generating important insights that can be replicated in other parts of the country that experience conflict such as the North Eastern province (bordering Somalia) and the Rift Valley Province (that bore the brunt of the post – election violence).

Whereas some of the activities under the PSD are very different from those undertaken in traditional governance programmes, there is a case to be argued for the uniqueness of the PSD project. The target groups and the geographical area have unique elements. The recent history of emerging radicalism in the Coast Province (*escalated by the instability in the neighbouring Somalia*), its unique cultural and religious mix and the vulnerabilities addressed by the PSD Programme are all an argument for uniqueness.

The need for enhanced capacities in project design and management so as to be able to deliver against project objectives by partner organizations was singled out as one of the most pressing challenges to PSD. While some capacity building was provided, this was ad hoc and weakly structured. In addition, the review identified some unnecessary overlaps in activities carried across by the different organizations that were receiving support from EoD and hence the need for better co-ordination between the partner organizations. Finally, the need to address gender issues was raised as an on-going challenge.

The current design of the programme component builds capacity building throughout the cycle of the programme. 15% of the funds will be set aside for network strengthening and capacity building of PSD partners. Part of the capacity building interventions will be targeted at building the skills of the organizations to structure their internal and external networks more effectively so as to enhance their impact.

PSD partners were gathered at a validation workshop in March 2010 in order to review plans for more programmatic PSD support and identify TA priorities for 2010-15. It was suggested by participants to consider earmarking of ten percent of PSD support for joint network activities. Partners agreed on the need to formalize aspects of the PSD network such as representation at meetings and procedures for decision-making in order to allow for more efficient cooperation and enhanced impact of joint activities.

TA capacity building priorities in financial management, programme management and advocacy were confirmed by participants adding that localized sourcing of TA where possible would be of particular importance.

Mainstreaming of gender in the strategic plans of partners was discussed in depth and was recognized by participants to be an important if challenging priority. More specifically, it was agreed that baseline data was needed in order to measure progress against PSD objectives to redress gender imbalances.

In October 2010, the PSD partners will be taken through the Draft National Policy on Peace building and Conflict Management by a member of the National Steering Committee.

2 Objectives

The PSD is one of the three components of the broader Kenya Governance Support Programme (KGSP) and it falls under KGSP's third immediate objective which states:

Peace and security promoted as the basis of democratic development at the Coast Province of Kenya

The PSD component will seek to deliver the following output: *Enhanced engagement with government agencies and other stakeholders to address issues of peace and security.*

During the inception phase of PSD, an important challenge for the provider of TA will be to assist each CSO in identifying relevant baseline data in support of the programme indicators (see also Annex 1). In cases such a representation of women and youth in peace committees, the present level of representation is not documented. Baseline data will help refine interventions and will allow CSOs to measure progress against PSD objectives.

The objectives of this component are measured against the CSOs stated plans and GoKs *National Reporting Framework of Indicators: The Vision 2030 First Medium Term Plan*) and as outlined in the table below.

Table 1 Key indicator for immediate objective III

Objective	Indicator	Source	Notes
Peace and security promoted as the basis for democratic development at the coastal areas of Kenya	% annual decrease in number of citizens engaged in violent conflicts compared to 2010	Project reports	Stated target of 25% reduction by 2015.
	% annual decrease in reported cases of violence at the community level in areas with peace agreements	Project reports	Stated target of 30% reduction by 2015.
Enhanced engagement with government agencies and other stakeholders to address issues of peace and security	% representation of women and youth on all peace committees at the coast	Project reports	Stated target of one third women representation and one third youth representation by 2012.
	Number of constituencies with peace committees	National Reporting Framework for Vision 2030, p53	Stated baseline 2007; stated targets for the next 5 years; data source specified as 'constituency M&E

Objective	Indicator	Source	Notes
			reports'.
	Number of CSOs, religious groups, private sector and members of the public participating in reforms dissemination and information sharing and feedback forums	Police Reforms Programme 2010-2013 Police Reforms Implementation Committee Report (Logframe) July 2010	

3 Strategy and outputs

The component builds on previous support to Coast based civil society organisations, which have been supported by the EoD since 2005. The previous support was provided through EoD's Local Grant Authority but will now be made through the KGSP programme allowing for overall coherence and long-term planning.

The overall strategic focus of the support is to strengthen these organizations so as to: (1) promote inter-community tolerance and inter-religious understanding, (2) provide conflict mitigation activities and conflict resolution in potential hotspots in the Province, and (3) engage proactively with GoK established provincial and district peace structures to mutually plan for and respond to emerging crises.

Taking PSD to a level of more joint programming is recognized by participating CSOs to require a new measure of formalisation of network aspects such as representation at meeting, complementarity of roles and decision-making procedures. First steps were taken at the PSD validation workshop in March 2010 and ambitions of synergy and joint impact should be expected to require attention to agreeing on rules of engagement and divison of labour throughout the five-year programme period.

The organizations chosen all have comparative advantage either as key faith-based (or inter-faith based) member organizations, youth focused organizations or organizations working specifically on human rights issues. They have been selected based on their adherence to four or more of the following criteria:

1) Makes a difference in the area of peace and security in the Coast Province
2) Undertakes peace and security work at a scale where the intervention has an impact.
3) Is constituted as a membership organization whether the members are other organizations or individuals
4) Provides special attention to the participation of marginalized groups (especially women and youth) in peace and security efforts.
5) Has a track record of performance from the past with Danida or other like-minded donors.
6) Has some capacity and systems in place to receive funding and is committed to building this capacity.

Role of CSOs

The role of CSOs in peace and security at the Coast province revolves around five interrelated themes as follows:
- **Training** and education of community leaders on conflict management and resolution using simplified materials and participatory methodologies.
- **Mobilization** of communities to participate in peace committees

- **Advocacy** at regional and national levels on peace and security issues concerning local communities.
- **Engagement** with Government ministries, agencies, provincial administration and the police.
- **Intervening** in flashpoint areas where conflict threatens to break out or has broken out.

Danish support to the peace and security sector will complement stated GoK objectives and on-going activities. Importantly, the support is targeted at CSOs. The GoK does not provide budgetary support to CSOs and hence the Danish support will provide a useful balance between activities supported by the GoK through its structures on the one hand and activities undertaken by CSOs and communities on the other, so as to meet the objectives of the Vision 2030, those of the Medium Term Plan (2008-2012) and engage with the multiple reform initiatives that are critical to peace and security.

3.1 Expected outputs and activities

The outputs and indicators are derived from from CSO plans and, wherever possible, from the GoK Medium Term Plan (2008-2010). In a number of instances, baseline data for the indicators identified will need to be made a priority during the inception phase in order for PSD partners to be able to ascertain the extent to which objectives are reached successfully.

The PSD component will seek to deliver the following output: *Enhanced engagement with government agencies and other stakeholders to address issues of peace and security.*

To achieve this the component will focus on four streams of work: (1) institutional capacity development for planning, budgeting and execution of strategic plans through technical assistance; (2) dialogue and upstream advocacy through interaction with government agencies especially the provincial administration and police; (3) capacity development for and execution of early response to conflict mitigation as well as conflict resolution including working with established local peace committees to enhance their capacity to engage in dialogue on peace and security at community level and act upon early warnings;; and (4) development of stronger internal and external organisational networks for early warning and response, and joint advocacy work.

Indicative activities
- Capacity of PSD partners assessed and capacity building programme developed to address identified needs

- Training of partners in PSD network in the core areas of organizational development such as strategic planning, programme cycle management, financial management, and fund raising strategies.

- Revamping PSD network structures with shared roles on 1)training in conflict mitigation, 2) rapid response, 3) research and conflict monitoring,

4)advocacy and media relations, 5) relations with PA and community policing and 6) relations to private sector

- Development of analytical, documentation and advocacy skills for PSD partners in order to base communication interventions and advocacy on evidence and research

- Advocacy for and monitoring of Peace committees in districts to ensure they become inclusive and open up to representation by both youth and women

- Strategy for engaging other stakeholders such as private sector associations is developed and executed

- Establishing early warning mechanisms.

- Rapid reaction mechanisms covering all districts in Coast which can enter into conflict resolution and prevention are established

- Training of community leaders in mediation and conflict management skills

- Documentation of CSO success stories used effectively in targeted communication efforts

- Educating local communities on roles of various peace and security agencies (police, administration police, provincial administration, community policing committees, peace committees, etc)

- Community policing model tested and implemented in all districts

- Working relations with police established at provincial and district levels

3.2 Organisations chosen

Based on the criteria outlined above, the following organizations have been chosen, see table 3.3.

Table 3.3 Organisations supported under the PSD component

Name	Description	Target group
CICC	CICC is a member organization composed of the various faith-based organizations, SUPKEM, CPIK, Catholic Church, NCCK, Evangelical Churches Alliance, Organization of African Instituted Churches, The Hindu Council, and Traditional Religious leaders (Kaya Elders). It was established as a forum for inter-faith dialogue and has as its mandate the promotion of	Clergy of the mainstream and traditional faiths

	inter-faith understanding and tolerance..	
	CICC network covers all the districts of the Coast Province. CICC has a board of 12 members and a staff of 6	
	It has received funding from Denmark since 2005	
CIPK	CIPK was established as a forum for Muslim clerics, to train the clerics in peace building; and to strengthen collaboration between the clerics and other stakeholders.	Islamic clerics
	CIPK has established branches country-wide. It is a membership organisation presence in 450 mosques	
	CIPK has a staff complement of 4 and 24 field co-ordinators. It has received funding from Denmark since 2005	
LICODEP	LICODEP was founded to support income generating activities for the youth in the Likoni area of the Coast. It is made up of youth associations located at Likoni.	Youth in Likoni area of the Coast
	LICODEP has moved to issues of conflict resolution as it works in one of the flashpoints for conflict at the Coast and also deals with a cohort – the youth- that is critical in resolving conflicts.	
	LICODEP has a board of 12 members and six members of staff. It has received funding from Denmark since 2005	
MUHURI	MUHURI is a well established human rights CSO which assists individuals and communities in defending their rights. Specifically related to peace and security, "MUHURI promotes community safety and security through enhanced partnership between the community, the police and all stakeholders (community policing) while at the same time influencing policy at the constituency, district and regional level to incorporate peace and security issues in the development agendas"[8].	Policy actors at the Coast
	MUHURI is working in all 13 districts of the Coast Province. It has a staff of 8 and 33 field co-ordinators. MUHURI has received funds from Denmark since 2005.	

[8] www.muhuri.org

| KMYA | KMYA is a new organization with 150 CBOs affiliated to it. It provides a forum for young Muslims to participate in public affairs. It has experience working with development partners such as the British High Commission, American Embassy and the Catholic development agency Cordaid. | Islamic women and youth |

Peace and security issues are historically and socially viewed as male domains. This is politically manifested by the assignment of peace and security roles in government to male appointees. Hence provincial administration and the police force at the Coast Province is male dominated. Clerical organizations, whether Islamic, Christian or Traditional, are also historically masculine in their constitution and operation. Owing to these institutional and cultural challenges presented to the PSD gender mainstreaming will be a priority element in the strategy to implement PSD.

PSD partners are already involved in a wide variety of gender interventions such as efforts to prevent gender-based violence and female genital mutilation (FGM). PSD will aim at taking these efforts to a higher and more joint-up programmatic level. For example, all the organizations will mainstream gender issues in their strategic plans. Mainstreaming will include carrying out gender analyses, incorporating gender perspectives in the project cycle (design, implementation, monitoring and evaluation) and reporting with specific focus on gender disaggregated data. As part of the Technical Assistance, the participating organizations will receive appropriate training on gender mainstreaming based on specific needs of each CSO.

3.3 Technical assistance for capacity building

15% of the budget will be reserved for the procurement of technical assistance to the organization to improve the institutional capacity where this is needed. The amount is deducted from the direct CSO disbursements and deposited into a dedicated bank account managed by the TA provider in such a manner that TA entitlements of each CSO is accounted for separately (see Annex 1 for ToR on TA provider). This was negotiated with each organisation as part of the formulation process and was a key agenda item during the PSD validation workshop in March 2010.

TA is likely to include various elements of organizational development (strategic planning, work plan development and implementation, enhanced financial management systems) and building of skills in advocacy, conflict prevention, management and mitigation, and importantly gender mainstreaming including gender analysis and inclusion of gender perspectives in the project cycle.

Given the diversity of the CSOs involved in PSD, TA of three principal categories will be required:

A: Support aimed at strengthening the PSD network in itself (charged equally to all TA account of all CSOs)

B: Crosscutting support of equal relevance to all CSOs supported (charged equally to all CSOs)

C: Individualised support in response to capacity assessments during inception (charged against TA budget of CSO benefitting from individualised support)

The provider of TA will be identified on the basis of an open tendering process. The TA will be a resource for the organizations and will report to the organizations. The funds earmarked for TA capacity building will be disbursed to the TA directly under the signed contract. Each organization will be entitled to the value of 15% of its budget for capacity building by the TA.

The identification of a TA provider is based on the following:

Neutrality. The contractor should be capable of dealing with all the CSOs without any appearance of bias or favour on the many socio-political issues that characterize the local context of peace and security sector.

Track Record. The contractor should have a track record in carrying out similar tasks with a record of good performance.

Context. The contractor should understand the thematic and national context within which the programme component is being implemented. In particular it should have experience in working in an environment which requires political, cultural and religious sensitivity.

TA is envisaged in four main areas:

1) Capacity assessment of the CSOs supported, including:
    a) Financial management, including:
        - Experience with and ability to undertake annual and strategic budgeting.
        - Ability to link budgets to plans.
        - Accounting procedures and systems.
        - Auditing and checks and balances related to financial management.
        - Support the identification of human and other resources.
        - Resource mobilization abilities and tracked record.

    b) Programme management, including:
        - Legal and statutory documents.
        - Functioning of Board and Executive Management level.
        - Staffing functions compared to plans.
        - Human resource management.

- Ability to undertake quarterly, annual and strategic planning based on a clear vision, measurable indicators and a realistic budget.
- Procurement procedures and capacity to implement this.
- Contract management.
- Monitoring, evaluation and reporting downwards to membership base, and upwards to steering committees and donors.
- Accountability vis-à-vis constituency.

c) The organisation's ability to network and undertake advocacy, including:
- Networking capacity vis-à-vis sister organisations in the region.
- Documentation of success stories and promotion through organisational communication strategy
- Means and utilization of advocacy in the areas of support.
- Membership and utilisation of CSO fora as well as Government committees and fora.

2) Based on the capacity assessment and dialogue on partner priorities, provide TA for institutional development in accordance with the needs identified and upon request from the CSOs supported.
3) Assist CSOs in developing relevant data baselines for progress measurement, analysing operational achievements and challenges of the organisations and providing progress and financial reporting to donors.
4) Provide TA on areas of substance relevant to the CSOs, including:
- Conflict mediation.
- Early warning monitoring.
- Community policing.
- Training and education in PSD.

To ensure ownership of interventions, provision of TA is always provided on the basis of demand from the CSOs. TA may be provided through the use of in-house expertise of the PSD network in the areas identified, or through the identification and fielding of short-term external consultants with preference given to local sourcing of TA as stressed by CSO partners at PSD stakeholder workshop in March 2010.

3.4 Exit strategy

CSOs in Kenya are heavily reliant on donor support for their operations. This reality challenges conventional exit strategies. Measures are however introduced to ensure that CSOs do not become dependent on Danish support and to assist the CSOs to operate more independently in the future. These measures include:

Funding cap. None of the organizations will be fully dependent on Danish funding. A commitment to progressively reduce the ratio of **EoD:Other Donors**

be include in the contract and assessment of this reduction commence in year 3 when the benefits of capacity building will hopefully begin to be realized.

Technical assistance. Provision of technical assistance to improve the capacity of the organization for enhanced self-management. This will include the development of business plans and strategies for fund-raising and sustainable project implementation. Such strategies will include options for linking up with GoK resources such as the devolved funds; working with the private sector especially in the tourism industry; and broadening donor-support base.

4 Cross-cutting Issues and Priority Themes

The intervention will have special focus on four cross-cutting issues and priority themes:

Gender. PSD partners are already involved in a wide variety of gender interventions such as efforts to prevent gender-based violence and female genital mutilation (FGM). PSD will aim at taking these efforts to a higher and more joint-up programmatic level. All the organisations have been training both men and women at the grassroots. To enhance the interventions of these organizations with regard to gender, each organization will be expected to mainstream gender in its strategic plan and work plans. Technical Assistance will in part support training of the participating organizations in gender mainstreaming strategies.

There is however a pressing need to ensure that women are not just beneficiaries but also actors in the implementation of the overall programme and gender issues are integrated in the project cycle of the implementing organizations..

Environment. Support to peace and security will in part address issues of conflict over resources and access to land which have been identified as some of the underlying causes of conflict at the Coast Province. This focus will have consequential benefits to sustainable management of land and water resources.

Children and Youth. Enhanced participation of youth in peace committees is a key objective of the PSD. Furthermore, one of the supported organizations, LICODEP, specifically works with youth and children of school going age thereby providing a forum for children and youth to articulate their voice on issues concerning them. While there is no provincial youth network, it is hoped that LICODEP could be the inspiration for gradually building a youth network which could be included in the programme.

Human Rights. While all the organisations involved work on human rights aspects, the involvement of a mainstream human rights organisation i.e. MUHURI in the programme should ensure that human rights issues are pursued vigorously. The support to CIPK and MUHURI will strengthen the profile of the Muslim community by profiling their concerns. In addition, the reduction in incidences of violence due to interventions under this component, will improve the overall environment under which individuals and communities can enjoy their rights and freedoms.

5 Budget

The budget allocation is based on: (a) previous support (b) the need for making sufficient contribution to make a difference, and (c) not overloading the individual CSO with funds that they are unable to absorb.

Table 5.1: Component budget in 1,000 DKK including TA support to organisations

Organisation	2010	2011	2012	2013	2014	2015	Total
CICC	620	1000	1,090	1,195	1,055	1020	5980
CIPK	620	1000	1090	1,195	1,055	1020	5980
MUHURI	620	1000	1090	1,195	1,055	1020	5980
LICODEP	620	1000	1090	1,195	1,055	1020	5980
KMYA	620	1000	1090	1,195	1,055	1020	5980
Reviews			350		350		700
Total	**3100**	**5000**	**5800**	**5975**	**5625**	**5100**	**30600**

As activities are expected to be at the height prior and just immediately after the planned elections late 2012 this is reflected in the budget. The unallocated funds may be used to finance as yet unplanned activities e.g. in relation to TA, strategic communication initiatives or possibly to an extension of youth involvement outside of Likoni. Expenditure from unallocated funds would be based on a written justification from the network and assessed by the TA provider.

15% of the budget for the activities of the five organisations is reserved for capacity building through the capacity building service provider in the first two years, while 10% will be reserved for this for the remaining three years. Consequently, the budget of each supported CSO over the programme period will be as follows (see Table 5.2 below)

Table 5.2 Budgets of Institutions Supported in DKK 1,000

Organisation	2010	2011	2012	2013	2014	2015	Total
CICC							
Grant	450	850	926	1003	959	948	5136
TA	170	150	164	192	96	72	844
CIPK							
Grant	450	850	926	1003	959	948	5136
TA	170	150	164	192	96	72	844
MUHURI							
Grant	450	850	926	1003	959	948	5136
TA	170	150	164	192	96	72	844
LICODEP							
Grant	450	850	926	1003	959	948	5136
TA	170	150	164	192	96	72	844
KMYA							
Grant	450	850	926	1003	959	948	5136
TA	170	150	164	192	96	72	844

6 Management and Organization

There are three key actors with different management roles. EoD will have the overall responsibility for the programme, while day-to-day management will be undertaken by the institutions supported. TA is managed by an independent contractor on the basis of the TOR developed (see Annex 1).

Role of EoD
Each of the organisations will have a contract with the EoD. In addition to contracting the organizations the EoD will have the following roles:
- Policy dialogue with CSOs supported
- To provide feedback to CSOs by reviewing progress, annual reports and annual audit
- To endorse annual and strategic targets approved by the CSOs
- To field mid-term reviews after two and four years
- Communicating relevant issues to other donors and GoK arising from the dialogue with CSOs

Role of CSOs
- Discussing issues arising within the sector
- Planning and executing network activities
- Day to day management of CSO operations
- Development of substantive and financial progress reports
- Development of annual reports
- Hiring external audit company to undertake yearly audit

Role of TA
- Perform a structured capacity assessment of the CSOs at the start of the programme and after two years, including organizational development areas such as strategic planning, project cycle management, financial management and reporting , report writing, monitoring & evaluation, research and advocacy, gender mainstreaming, member and board functions, conflict resolution and prevention, and fund-raising.
- Based on the capacity assessments develop a biannual capacity building plan for the CSOs
- Assist the CSOs in developing capacity to effectively co-ordinate and improve their networks
- Train the organizations in preparing and presenting their reports to EoD and quality assure these reports
- Provide the organisations with a support and accompaniment role as they build sustainable institutions

7 Financial Management

Daily financial management will be undertaken by the individual CSOs using project accounting in accordance with Danida guidelines. If the capacity of CSOs are improved options for core funding in the future may be considered. A final endorsement of any such decision will be made on the basis of recommendation from the mid-term review of the KGSP.

The CSOs will apply best financial management practices and may utilize the TA provider to assist in this process (see Annex 1). This includes keeping proper books of accounts and controls in accordance with Kenyan legislation. The overall principle will be:

CSOs will hold financial and management responsibility of accounts.
Annual work plans and budgets will be in Kenyan Shillings broken down on quarters.

Disbursements will be made semi-annually in accordance with work plans and budgets approved by the CSO Steering Committee and the EoD, based on an assessment of the TA provider.

Each CSO will prepare quarterly financial progress reports and annual reports to be submitted to EoD through the TA provider. This should not be specifically for the EoD but generally for donors, constituency and members.

Each institution will deliver an external annual audit report to EoD no later than two months after the end of the financial year of the CSO.

Procurement will follow the individual CSO procedures provided these procedures adhere to international standards. The initial capacity assessment of the CSOs will determine the extent to which this requirement is met. If not, the assessment may recommend additional temporary safeguards be put in place until capacity is assessed to be sufficient.

Funds will be disbursed from EoD directly to a dedicated project account of the individual CSOs. The 15 and 10 per cent earmarked for TA will be disbursed through the TA provider as stipulated in the TOR for TA provision (see Annex 1). EoD can at any time during implementation decide to undertake an external review or audit of the CSO accounts.

8 Monitoring and Reporting

Monitoring will to extent feasible use existing monitoring mechanisms of the CSOs supported, supplemented by two external reviews. Collection of data for the indicators will be undertaken by the CSOs themselves and verified by the reviews. In cases where monitoring systems are inadequate such system may be developed using the TA allocation from the budget.

Monitoring from EoD will be based on:
- Information provided at meetings with partners (at least six-monthly)
- Quarterly financial reports from CBOs
- Progress reports
- Annual reports
- Audit reports from external auditor
- Review reports from review team

Two local level reviews are foreseen during the programme period. The objective of the reviews will be to guide the EoD on component progress and provide inputs to the CSOs and the TA provider. More specifically the two reviews will be mandated to:
- Assess progress against targets for the programme , the network and each CSO
- Assess benefit and use of TA
- Assess challenges and opportunities from using project funding versus notionally earmarked funds
- Provide recommendations for the way forward

The reviews will take place prior to and feed into the overall KGSP reviews.

The TA provider will undertake initial screening of reports prior to CSO submission of these to the embassy.

9 Key Assumptions and Risks

The key assumption and risks may be divided into political risks and programme risks.

Political stability. It is assumed that the Government will maintain an adequate level of peace and security in the country as a whole and in the Coast Province in particular. There is a medium to high risk that political tensions over the new constitution, proposed land reforms, and proposed review of boundaries could spill into political violence especially as the country moves to the next general election which is scheduled for late 2012.

Clarity of roles. It is assumed that all relevant parties and stakeholders are clear about their roles and responsibilities in supporting peace and security, and are committed to fulfilling these responsibilities. In particular it is assumed that GoK peace and security agencies are open to the joint participation of CSOs on relevant issues of peace and security. With regard to CSOs it is assumed that they will be willing to collaborate and work together to enhance the impact of their work.

Adequate resources. It is assumed that adequate resources – staff, materials and funds – will be available to implement peace and security measures, particularly in dealing with operations of Peace Committees.

Re-inforcing interventions. It is assumed that attitudes and behaviour of communities in regard to peace and security can be influenced by education, training and advocacy. It is considered that some impact can be achieved but these interventions need to be reinforced by effective enforcement of the rule of law and addressing root-causes to conflicts at the Coast.

Annex 1: Terms of Reference for TA Provider

Terms of Reference
Kenya Governance Support Programme
Component III: Peace and Security for Development in the Coast Province
Technical Assistance to CSOs

<u>Background</u>

The component comprises Denmark's support to CSOs working for Peace and Security for Development (PSD) in the Coast Province in Kenya. These Terms of Reference (ToR) outline the Technical Assistance (TA) to be provided to the organizations supported. TA will be provided by an NGO or a private contractor identified through an open tendering process.

The component aims to address the causes of conflict in the coast province, i.e. land grievances and economic marginalization, and the effects of escalations of violence that hit the area in the post-2007/2008 election crisis, and which have occurred previously in the same region. The component builds on the experience from previous Danish support to CSOs in the area that work with PSD. The organisations chosen all have comparative advantages either as key faith-based (or inter-faith based) member organisations, youth focused organisations, or organisations working specifically on human rights issues. At the same time, they operate in politically challenging areas of religious and regional sensitivities.

All five organisations will receive projectized funding against the PSD elements of the CSOs' strategic plans, i.e. funding of the bulk of the organisations' strategic plans according to the objectives of the component. It is envisaged that through the Danish support, the organisations will be in a position to increase their capacity to: (1) represent religious minority rights, (2) provide conflict mitigation activities and conflict resolution in potential hotspots in the Province, and (3) engage proactively with GoK established provincial and district peace structures to mutually plan for and respond to emerging crises.

The component objective is: *Peace and security promoted as the basis for democratic development at the coastal areas of Kenya.* The objective is supported by two immediate objectives:

1. *Civil society organisations and networks strengthened and have capacity to engage with governmental agencies and other stakeholders to address issues of peace and security that affect the Coast Province.*

   To achieve this the component will focus on four streams of work: (1) organisational capacity development for planning, budgeting and execution of strategic plans; (2) advocacy and upstream advocacy through interaction with GoK; (3) capacity development for and execution

of early response to conflict mitigation as well as conflict resolution; and (4) development of stronger internal and external organisational networks for early warning and response, and joint advocacy work.

2. *Human security improved by enhanced cooperation between communities and police.*

   Outputs and activities for this component will focus on: (a) the establishment of local peace committees aimed at engaging in dialogue on peace and security at community level and act upon early warnings; and (b) enhancing cooperation with the Provincial administration and the police to mitigate and tackle conflict as they arise.

The contractor will undertake capacity assessments of the organisations and based on this provide technical assistance on a demand-basis.

Fifteen per cent of total PSD funding is earmarked for TA support. This amount is deducted from the direct CSO disbursements and deposited into a dedicated bank account managed by the TA provider in such a manner that TA entitlements of each CSO is accounted for separately.

Objective

To provide long-term technical assistance to the CSOs supported under the component to build their capacity and strengthen their network to enable the CSOs to fulfill their mandate.

Scope of Work

The scope of work falls within four main areas:

1) Capacity assessment of the CSOs supported, including:
   a) Financial management, including:
      - Experience with and ability to undertake annual and strategic budgeting.
      - Ability to link budgets to plans.
      - Accounting procedures and systems.
      - Auditing and checks and balances related to financial management.
      - Support the identification of human and other resources.
      - Resource mobilization abilities and tracked record.

   b) Programme management, including:
      - Legal and statutory documents.
      - Functioning of Board and Executive Management level.
      - Staffing functions compared to plans.
      - Human resource management.
      - Ability to undertake quarterly, annual and strategic planning based on a clear vision, measurable indicators and a realistic budget.

- Procurement procedures and capacity to implement this.
- Contract management.
- Monitoring, evaluation and reporting downwards to membership base, and upwards to steering committees and donors.
- Accountability vis-à-vis constituency.

c) The organisation's ability to network and undertake advocacy, including:
- Networking capacity vis-à-vis sister organisations in the region.
- Means and utilization of advocacy in the areas of support.
- Membership and utilisation of CSO fora as well as Government committees and fora.

2) Based on the capacity assessment and dialogue on partner priorities, provide TA for institutional development in accordance with the needs identified and upon request from the CSOs supported.
3) Assist CSOs in developing relevant data baselines for progress measurement, analysing operational achievements and challenges of the organisations and providing progress and financial reporting to donors.
4) Provide TA on areas of substance relevant to the CSOs, including:
- Conflict mediation.
- Early warning monitoring.
- Community policing.
- Training and education in PSD.

To ensure ownership of interventions, provision of TA is always provided on the basis of demand from the CSOs. TA may be provided through the use of in-house expertise of the PSD network in the areas identified, or through the identification and fielding of short-term external consultants with preference given to local sourcing of TA as stressed by CSO partners at PSD stakeholder workshop in March 2010.

Given the diversity of the CSOs involved in PSD, TA of three principal categories will be required:

A: Support aimed at strengthening the PSD network in itself (charged equally to all CSOs)

B: Crosscutting support of equal relevance to all CSOs supported (charged equally to all CSOs)

C: Individualised support in response to capacity assessments during inception (charged against TA budget of CSO benefitting from individualised support)

Outputs

The contractor will deliver the following outputs:

1) A full capacity assessment report of all CSOs supported, as well as a synthesis report summarising key findings in the assessments.
2) Provision of short-term TA to the organisations in accordance with identified needs and CSO demand.
3) Quality assurance of progress and financial reports to be provided to the donors.
4) Management of funds for TA:
   - Open and manage a dedicated basket/bank account for all payments.
   - Maintain the necessary financial management, accounting, and reporting systems for the funds.
   - Manage dedicated bank account and monitor expenditure against TA budget of each CSO
   - Provide a bank guarantee for any funds advanced.
   - Prepare and submit work plans, budgets, and financial reports to the Embassy of Denmark.
   - Refund to the funding donors any amounts spent contrary to the agreement with the funding donors.
   - Provision of administrative capacity development support to CSOs.

5) Contracting of Short Term Assistance:
   - Sourcing of short-term assistance when required.
   - Contracting of short-term assistance in accordance with Danida guidelines.
   - Administration of contracts, including payments as well as follow-up on reporting requirements and accounting for contracted short term assistance.

Organisation and Implementation

The TA will be provided in accordance with the needs identified, based on the plans of the CSOs supported and in accordance with their demand. It is up to the contractor to make services available for demand. The services rendered to the CSOs will be reviewed by the CSOs, and the outcome of this included in the progress report of the contractor.

Following the capacity assessment the contractor and each CSO will discuss the needs identified and areas of possible support. Based on this discussion the CSO, with the assistance of the contractor, will draft relevant ToRs outlining the desired support. Once agreed upon the contractor will field the relevant TA with localised TA sourcing as the default option.

The key functions of the CSOs will be:
- To assist with the facilitation of the capacity assessments.
- To discuss and request assistance of the contractor.

- To review and communicate quality of service to contractor and the Embassy of Denmark.

The key functions of the Embassy of Denmark will be to:
- Approve annual work plans and budgets, including procurement plans and capacity development plans.
- Assess proposed activities against programme themes expressed by the log frame.
- Approve the release of funds against progress and financial reports.
- Decide on recommendations made by programme reviews.
- Review, comment and/or adopt audit reports.

Reporting

In addition to the quarterly financial and progress reports submitted to the Embassy of Denmark, the contractor will prepare and submit the following reports:

(a) **Inception Report** to be submitted in the fourth month after the commencement date. It should cover inconsistencies in the Terms of References, CSO deficiencies, if any, and/or staffing problems that have become apparent during the inception period and provide significant bottlenecks to meeting the objective and scope of work of these Terms of References.

(b) **Semi-annual Progress Reports** to keep the Embassy of Denmark and the CSOs informed about the progress of the assignment. The progress report should include a follow-up on the last six-month period and provide a tentative work plan and priorities for the coming six months period.

(c) **Final Report** to be submitted in draft three months before the end of the contract and cross-referenced to these Terms of Reference and, where applicable, all previous reports. The Embassy of Denmark and the CSOs should discuss the report before it is finalized.

Evaluation/Assessments

Assessment of the contrator will be based on:

a) Embassy of Denmark monitoring through field visits and assessment of progress reports.
b) Annual external audits.
c) Assessment of services delivered by CSOs supported.
d) Bi-annual local level reviews.
e) The overall KGSP and PSD mid-term and end-of-programme reviews.

The reviews will evaluate/assess the capacity of the contractor and recommend a possible continuation of the contract, the phasing out of services, or revision of the scope of services and input.

Inputs

The contractor is expected to provide the following inputs:
- One full time <u>Programme Manager</u>.
- One part time <u>Financial Management Specialist/Accountant</u>.
- Short-term TA in accordance with identified needs of CSOs that cannot be covered by the above positions. Expected input will be around 1,000 persondays (600 in the first two years and possibly 400 in the following two years if the contract is extended).

Contractor Qualifications

The contractor will:
- Be a recognized professional NGO or company with documented experience in capacity development of civil society organisations.
- Have in-depth understanding of the challenges of the CSO sector in Kenya.
- Have a track record in institutional development related to financial management and programme management.
- Preferably, have previous experience with peace-building and development in Kenya.
- Have a proven track record in monitoring and reporting.

The Programme Manager will:
- Have a background in political science.
- At least ten years of relevant professional experience.
- Have work experience with programme management.
- Have management training or experience, including strategic planning and financial aspects.
- Preferably, have experience in policy analysis and advocacy from an interest group perspective.
- Preferably, have work experience in international cooperation (policies, ToR, TA management).
- Knowledge of Kenyan society and preferably the coastal CSOs.
- Experience from international cooperation, including development cooperation.
- Fluency in English and Swahili.

The Financial Management Specialist/Accountant will:
- Have financial management and accounting background.
- At least five years of relevant professional experience and registered with a relevant professional body.
- Have experience from the management and administration of donor funding projects and programme.
- Have capacity development experience in the fields of administration, and/or accounting, and/or financial management.
- Fluency in English and Swahili.

Duration

The contract will have a two-year duration from the date of signing the contract. The contract will have provision for a two-year extension for the technical assistance should the CSOs and the Embassy of Denmark decide so. The contractor will provide an indicative figure for the optional extension.

The Embassy of Denmark, representatives of the CSOs and the bi-annual review will assess the TA as well as the CSO capacity and recommend whether the set-up should be revised, continued as per the contractual option, or phased out.

Background documents
The Tenderer should make use of the following documents:
- Kenya Governance Support Programme document.
- CSO charters and strategic plans.