


















Ministry of Foreign Affairs of Denmark
F2 2020 - 19670

Final DRAFT
Programme Document
Support to inclusive refugee responses in Kenya, 2022-25

July 21st 2022

Support to Inclusive Refugee Responses in Kenya, 2022-25

<p>Key results:</p> <ul style="list-style-type: none"> - Improved resilience and long-term stability for refugees and host communities in Turkana County, specifically and in Kenya, generally. - Alliance of partners in support of inclusive refugee responses has ensured better and wider impact on resilience of refugees and host communities - Capacity of GOK to further operationalise its commitment to inclusive responses to forced displacement improved. - Burden sharing with Turkana County Government through support to delivery of inclusive social services in refugee hosting areas. - 2nd phase of KISED P is implemented and has improved social services for refugees and hosts within health, education, water - Improved self-reliance, expanded economic opportunities, and strengthened resilience/climate adaptation for refugees and hosts. <p>Justification for support:</p> <p>There is a major need for strengthened resilience of refugees and hosts in refugee hosting areas of Kenya and a specific need for having a new and more development-focused approach to address inclusive refugee responses within the HDP nexus. Programme supports Kenyan priorities in the new Refugee Act and the CRRF and Danish priorities of addressing resilience in fragile areas integrated with nexus, localisation, gender and climate transformation approaches.</p> <p>Major risks and challenges:</p> <ul style="list-style-type: none"> - Discontinued political support for implementation of new Refugee Act – risk will be managed partly by the programme activities. - Increased droughts and insecurity – focus on resilience building will partly address this risk. 	File No.	F2 2020-19670					
	Country	Kenya					
	Responsible	Danish Embassy Nairobi/HCE					
	Sector						
		<i>DKK million</i>	2022	2023	2024	2025	Total
	Commitment	50					50
	Projected		50	100			150
	Duration	36 months					
	Finance Act	06.32.10					
	Head of unit	Ole Thonke					
	Desk officer	Mette Voetmann Melson					
	Reviewed by	Charlotte Rosen					
	Relevant SDGs						
 No Poverty	 No Hunger	 Good Health, Wellbeing	 Quality Education	 Gender Equality	 Clean Water, Sanitation		
 Affordable Clean Energy	 Decent Jobs, Econ. Growth	 Industry, Innovation, Infrastructure	 Reduced Inequalities	 Sustainable Cities, Communities	 Responsible Consumption & Production		
 Climate Action	 Life below Water	 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals			

Objectives for stand-alone programme:

Improved resilience and long-term stability for refugees and host communities by supporting Kenya's pro-active role and locally led development efforts to improve access to inclusive basic social services and enhance self-reliance, specifically in Turkana County, and more generally, in Kenya

Environment and climate targeting - Principal objective (100%); Significant objective (50%)

	Climate adaptation	Climate mitigation	Biodiversity	Other green/environment
Indicate 0, 50% or 100%				
Project 1	50%		0	0
Project 2	50%		0	50%
Project 3	50%		0	50%
Project 4	100%		0	50%
Total green budget (DKK)	110 million		0	40 million

Project	Partner	Budget: million DKK
1. Strengthening GOK institutional capacity	GOK, CSO/TA Consortium	27
2. Financial support, Turkana County Gov.	GOK, Turkana County	38
3. Support to 2 nd phase of KISED P	UNHCR	50
4. Self-reliance/resilience support	CSO/TA Consortium	50
TA, Monitoring, Review, Audit		10
Unallocated		25
Total programme support		200

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List of Acronyms

ASALs	Arid and Semi-Arid Lands
CIDP	County Integrated Development Plan
CRRF	Comprehensive Refugee Response Framework
CSO	Civil Society Organization
DAC	Development Assistance Committee
DKK	Danish Kroner
DPs	Development Partners
DRDIP	Development Response to Displacement Impacts Project
DRS	Department of Refugee Services
EDE-CPF	Ending Drought Emergencies Common Programme Framework
ELK	Evaluation, Learning, and Quality (department)
GRF	Global Refugee Forum
GOK	Government of Kenya
HCE	Humanitarian, Civil Society, and Engagement (department)
HDP	Humanitarian-Development-Peace
HRBA	Human Rights Based Approach
IFC	International Finance Cooperation
IFU	Investment Fund for Developing Countries
KISEDIP	Kalobeyei Integrated Socio-Economic Development Plan
LNOB	Leaving No One Behind
MEAL	Monitoring, Evaluation, Accountability and Learning
MFA	Ministry of Foreign Affairs
MOV	Means of Verification
MTF	Medium-Term Plans
NGO	Non-Governmental Organisations
ODA	Official Development Assistance
PROSPECTS	Improving prospects for refugees and migration cooperation
ReDSS	Regional Durable Solutions Secretariat
SDGs	Sustainable Development Goals
SPA	Strategic Partnership Agreement
TA	Technical Assistance
TOC	Theory of Change
TOR	Terms of Reference
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
WASH	Water, Sanitation, and Hygiene
WB	World Bank
WFP	World Food Programme

1. Introduction

The present Programme document outlines the background, rationale and justification, objectives and management arrangements for development cooperation concerning the Programme: “Support to inclusive refugee responses in Kenya 2022-25”, as agreed between the parties: The Government of Kenya (GOK) and the Embassy of Denmark, Nairobi. The projects under the Programme will further need to be agreed between the selected partners and the Embassy of Denmark, Nairobi. The Programme document is an annex to the legal bilateral agreements with the implementing partners and constitutes an integral part hereof together with the documentation specified below. “The Documentation” refers to the Programme document and the project documentation for the different supported project interventions.

The Programme responds to the protracted situation of forced displacement in Kenya and specifically in Turkana County by seeking to address the challenges experienced by people living in the refugee hosting areas in a GOK-led and more development-oriented way. It is at the same time a direct support to the implementation of the new Kenyan Refugee Act, which amongst others is calling for integration, settlement, and provision of GOK-led inclusive social services in the refugee hosting areas.

The Programme is also part of and supportive of a new way of collaborating between the public and private sector. The Programme is contributing towards building of an alliance of partners, including MFA and three major Danish philanthropic foundations, which through a framework of cooperation will join efforts in supporting inclusive refugee responses specifically in Turkana County and more generally in Kenya. This framework of cooperation will formulate a common vision of the alliance, outline programmatic focus and synergies between the involved partners and selected interventions. By that, the framework of cooperation seeks to ensure collaboration and a holistic and common approach towards an inclusive refugee response. Further, the Programme is building on synergies with the existing Denmark-Kenya Partnership Programme 2021-25.

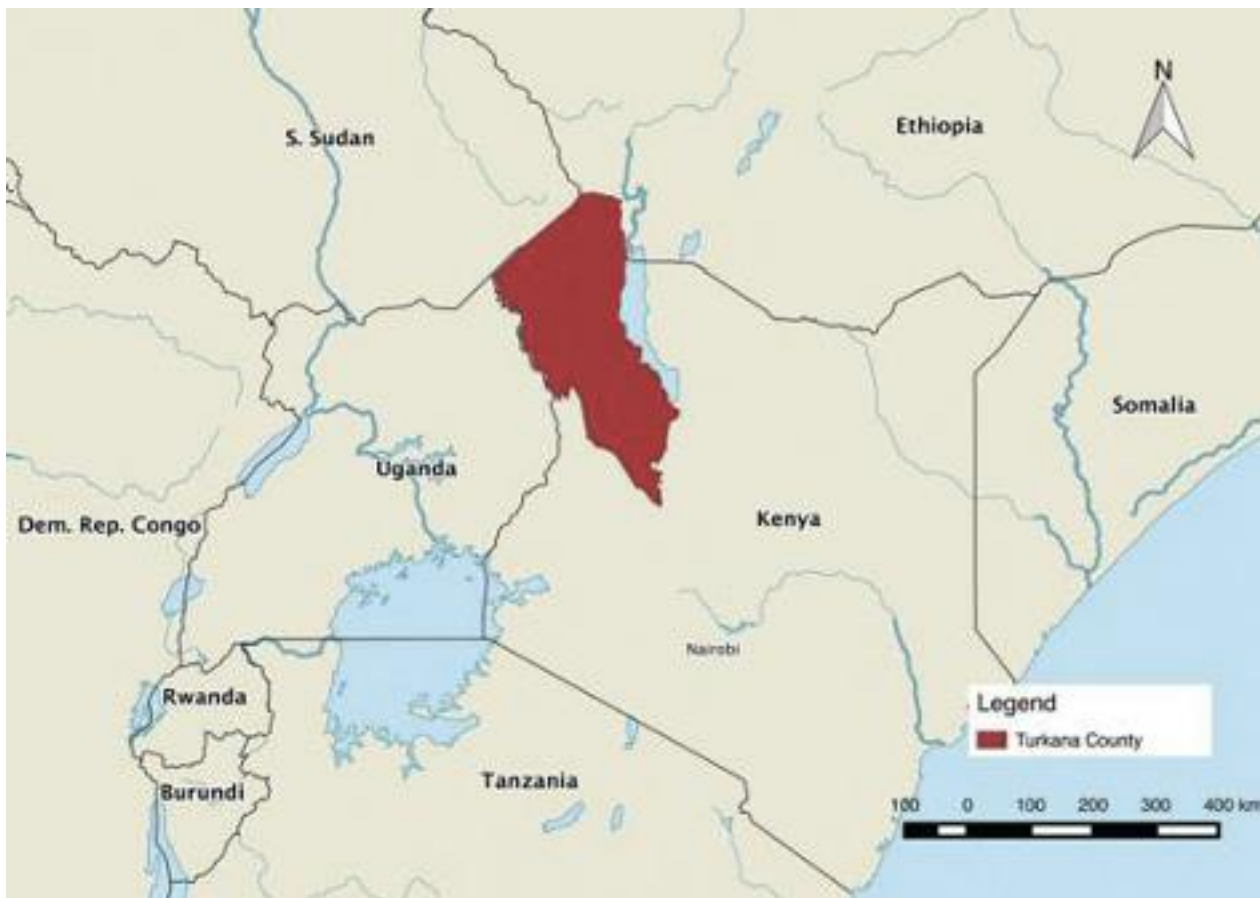
Refugees and host communities continue to face numerous challenges in their bid to build and sustain **resilience**. This Programme represents an attempt at addressing these challenges in a Humanitarian, Development and Peace (HDP) nexus approach. Refugee integration in the region can best be achieved through greater emphasis on sustained longer-term development solutions. This includes working toward a transition to a government led provision of inclusive social services in collaboration with private sector actors. This way of working is, in the given context, a relatively new approach to addressing refugee/host community development and integration. Adjusting to a development approach is also needed in light of the challenges faced in continuing the dominating humanitarian support modalities given the protracted nature of the crisis in this context. The Programme has a focus on provision of support in key sectors that are deemed essential in creating resilience, namely in health, education, and water. It will, moreover focus on strengthening self-reliance, livelihood development and job creation in refugee and host communities.

Resilience is a key word in this Programme and therefore important to define. Hence, in this context, resilience is defined as the ability of people (refugees and hosts) to withstand and overcome shocks and difficult circumstances and to either ensure survival or to bounce back on a positive development trajectory. Resilience is a fundamental ability of people in order for them to achieve positive development outcomes.

The Programme has been developed during March-July 2022, while leaving room for further detailing and flexibility. Hence, its constituent projects will, in partnership with the envisaged partners and the before mentioned alliance, need to be detailed further during the latter part of 2022. In addition, the first six months of the Programme will be viewed as an inception period, where further detailing and development of the various projects will be undertaken. Moreover, there will be a portion of unallocated funds, which will, based on lessons learnt, be used to scale up or make new allocations during the latter part of the implementation of the programme.

2. Context, strategic considerations, rationale, and justification

2.1 Context



Map of Kenya with Turkana County marked in red. Refugee hosting area of Turkana is in northwest of the County (in Turkana West Subcounty)

The geographic focus of this Programme will be Turkana County, and with emphasis on the refugee hosting areas of Kakuma and Kalobeyi in Turkana West Subcounty. The Programme will, in addition, have support-activities at national level.

Located in the Northwest of Kenya, Turkana County borders Uganda to the west, South Sudan to the north and Ethiopia to the northeast. With an area of 71,597.6 sq.km, it is second largest of the 47 counties and accounts for 13.5 per cent of the total land area of Kenya. Its topography consists of arid and semi-arid landscapes, making it one of the arid and semi-arid (ASAL) counties of Kenya.

The 2019 Population and Housing Census puts the population of Turkana County at 926,976, and that of Turkana West Subcounty at 239,627. These figures do not include refugees, who are estimated at around 230,000 and accounting for 40% of refugee population in Kenya. The refugees reside in Kakuma camp and Kalobeyi Settlement within Turkana West Subcounty and constitute close to 50% of the population of the Subcounty. Kakuma Camp was established in 1992 and is the second largest refugee camp in Kenya after Dadaab, a refugee camp in Garissa County. The protracted humanitarian crisis situation in the Horn of Africa and the Great Lakes Region has ensured a continuous flow of refugees to Kakuma for the past three decades, and the situation is unlikely to change in the foreseeable future.

Turkana County is a particularly difficult and challenging context for livelihoods security and socio-economic development for both host communities and refugees. Climate change is experienced first-hand through increased climate variability with higher chances of droughts and sometimes floods. People living in the

County are seeing their resilience being undermined. 80% of the county is categorized as arid or very arid, rain patterns and distribution are erratic and unreliable, and it is considered the poorest among the 47 counties in Kenya, with nearly 92 percent of the population living below the poverty line, earning less than two US dollars per day. As a consequence, the County has received humanitarian assistance over an extensive period of time.

Historically, nomadic pastoralism was the main land use, livelihood and production system for the population of Turkana County. In recent years, however, this livelihood system has come under immense pressure. As the population of the County has grown, the natural resource base has become stressed, resulting in the degradation of the natural resources upon which pastoralism depends. A combination of population growth, climate change, drought and environmental degradation has greatly undermined the potential of pastoralism as a basis for sustainable livelihoods. Increasingly, a significant proportion of households in Turkana County are reported to be sourcing most of their food from market purchases rather than from livestock products. In addition, very few viable livelihood alternatives exist due to the arid environment and the marginal location of the County within Kenya. As a result, there are high levels of poverty and food insecurity among the population. These constraints apply to both host communities and refugees.

Humanitarian agencies are currently the main actors providing basic health services in the refugee hosting areas to both refugees and to some extent the host community. Administration of these services is partly aligned with GOK procedures, but has limited involvement of the mandated GOK authorities. Long term sustainability of the health services is at stake. Education services are considered to be relatively well delivered and covered in the refugee hosting areas. Again, delivery is fully done by humanitarian agencies, and although government systems to a large extent is followed, the delivery of education services in the refugee hosting areas is provided in a parallel system with limited direct involvement of GOK authorities. For water, the situation in the refugee hosting areas is that water provision is relatively better than in the rest of Turkana County and that water is largely delivered by humanitarian agencies with limited application of GOK procedures, and for most interventions, with limited involvement of the mandated government authorities.

Concerned about the impact of the protracted humanitarian aid delivery model on relations between refugee and host communities, the County Government of Turkana partnered with UNHCR and the World Bank to host the Turkana Roundtable on the Integration of Refugees and Host Community Economies in November 2014. Participants at the Roundtable agreed on the need for a different approach to programming for delivery of assistance to refugees. In particular, they called for an integrated approach to delivery of social services and other forms of support to ensure that both refugees and host communities share in the benefits of such assistance. In June 2015, the continued influx of refugee resulted in the Turkana County Government, at the request of the National Government, allocating a site about 40km northwest of Kakuma for the Kalobeyi settlement.

The County Government partnered with UNHCR and other agencies to develop Kalobeyi Integrated Social and Economic Development Programme (KISED) as a multi-agency collaboration that brings together the government, UN agencies, development actors, NGOs, private sector and civil society to build sustainable services and economic opportunities in Kalobeyi for the benefit of both refugees and the host community. KISED aimed at transforming the humanitarian assistance model to a more development-oriented approach in order to enhance the self-reliance of refugees and host communities through improved livelihood opportunities and inclusive government-led service delivery. It is implemented in three phases over the period 2018 to 2030 and is aligned to the timeframes of the County Integrated Development Plan (CIDP) as well as the Medium-Term Plans (MTPs) for Kenya Vision 2030.

Opportunities for implementation of KISED and the approach to integrated service delivery for refugees and host communities, which it promotes, have been strengthened by policy and legislative reforms at the national level. This includes the adoption of Kenya's Comprehensive Refugee Response Framework (CRRF) in October 2020 and the enactment of the Refugees Act, 2021. The new Act, which came into force on 23rd February 2022, repealed the Refugees Act of 2006. It creates an elaborate administrative framework for refugee affairs headed by the Department of Refugee Services (DRS) directed by the Commissioner for

Refugee Affairs. DRS has the overall responsibility for administration of all matters relating to asylum seekers and refugees, including coordination of related activities and programmes. The Act mandates the DRS to promote durable solutions for refugees granted asylum in Kenya; manage refugee designated areas and facilities; and initiate, in collaboration with the development partners, projects that promote peaceful and harmonious co-existence between the host communities and refugees.

The formulation of this Programme has been motivated in particular by the provisions of section 34 of the new Refugees Act, which provides for integration of refugees into communities in the areas designated as refugee hosting areas by ensuring shared use of public institutions, facilities and spaces and sensitizing host communities about the presence of refugees. To facilitate such integration, the Act mandates the Commissioner for Refugee Affairs to liaise with the national and county governments to ensure that development and environmental management plans take the interests of refugees into account. The new Refugees Act makes the framework for integrated development for refugees and host communities more relevant and gives the GOK further mandate and obligations for provision of inclusive social services in refugee hosting areas. The new Act provides further and more sustainable opportunities for delivering better GOK mainstreamed development interventions in refugee hosting areas. This Programme will contribute to the implementation of the Act by providing support to enable the County Government to play its rightful role in providing the integrated services to refugees and host communities in Turkana County.

The design of the Programme has been informed by lessons learnt from implementation of refugee responses in Kakuma and elsewhere in Kenya. A major lesson, which is underscored in the Global Compact on Refugees (GCR) and the CRRF is that humanitarian approaches, while important for responding to immediate needs, do not offer longer-term sustainable solutions and have the potential of alienating host communities and engendering conflict.¹ A further lesson learnt is that, responses that do not integrate refugees and host communities are not sustainable. Additional lessons include the fact that interventions that are not mainstreamed into local government structures cannot be sustained and are likely to fail in the longer term. Coordination of plans and initiatives is critical given the diversity of actors and interventions. Effective partnerships among state and non-state actors at all levels including a focus on the localisation agenda is essential for the success of inclusive refugee responses

A further lesson learned is that it is imperative that there is a balanced support within the HDP nexus in contexts like Turkana, where humanitarian, development and peace issues are intermingled and where climate change is further adding to the erosion of local resilience. This also implies that that climate transformation as well as gender transformation should be effectively integrated into as many aspects of the Programme as feasible.

2.2 Actors and key stakeholders

The main actors in the Programme are the County Government of Turkana, relevant agencies of the National Government, particularly the Department of Refugee Services (DRS) and sector ministries responsible for delivery of relevant services including health, water and education, UNHCR and other relevant UN agencies, the World Bank, bilateral donors active in Turkana County and/or on refugee issues, local and international civil society and the private sector active in refugee hosting areas and in refugee/host community inclusion. Key stakeholders for the Programme will be primarily members of the refugee and host communities in Kakuma and Kalobeyei in Turkana West, and the wider community of Turkana County. There are many different actors active in the refugee hosting area of Turkana. This is typical of a HDP nexus, and it calls for strong work on coordination and alignment to avoid to the extent possible duplication and directly opposing efforts and approaches.

The County Government of Turkana is the focus of attention in the process, both as implementer and beneficiary of the interventions. Essentially the entire County Executive shall be involved, encompassing the

¹ An important reference for these lessons in the Turkana context is the Joint Evaluation of the integrated solutions model in and around Kalobeyei, Turkana, Kenya. 2019 MFA Denmark and UNHCR. The study clearly describes the need for longer-term development approaches being further emphasised in KISED implementation.

Office of the Governor, and the County Executive Committee Departments of Finance and Economic Planning; Agriculture, Pastoral Economy and Fisheries; Education, Sports and Social Protection; Health and Sanitation; Water, Environment and Mineral Resources; Infrastructure, Transport and Public Works; Lands, Energy, Housing and Urban Areas Development; Tourism, Culture and Natural Resources; Trade, Gender and Youth Affairs; and Public Service and Disaster Management. With regards to the development of policy and legislative frameworks in order to enable the application of the Refugees Act 2021, the County Legislative Assembly needs to also be engaged.

UNHCR and other UN agencies actively engaged in Kakuma and Kalobeyei will be engaged with a view to ensuring synergy and leveraging on comparative advantages to scale up interventions supported by the Programme, while also building on Danish funding through the country programme and through strategic partnership agreements with Danish organisations. Similarly, the Programme will support the building of alliances to attract and leverage additional funding from the World Bank as well as other development partners active in Turkana County and/or on inclusive refugee responses.

Of particular importance in terms of actors and stakeholders is the emerging alliance between MFA and three private Danish philanthropic foundations. The alliance seeks to agree on a common vision for the joint initiative/programme in Kenya. The three Danish foundations have indicated their interest in providing support in education, health, and water sectors within the cooperation framework of the alliance and have expressed their desire to support programme in order to provide integrated services to refugees and host communities.

The Programme will engage local and international civil society organizations working in Turkana West/Turkana and/or with inclusive refugee responses in Kenya with a view to leveraging on existing knowledge and support to relevant sectors. The potential support to civil society organizations will be launched through a call for proposals or other competitive award process to civil society organisations. This will be structured around the defined project areas under the Programme. Localization as a means of ensuring emergence of local civil society frameworks is as central aspect in the programme that will effectively advocate for inclusive refugee responses through sustained interactions with the County Government and other actors.

2.3 Development problems to be addressed

The programme aims to improve resilience for refugees and host communities in Turkana County through enhanced opportunities for self-reliance and increased development options. The County, which has played host to refugees for a long period of time, faces many challenges in ensuring access to services, livelihoods security and development opportunities for both the refugees and host communities.

As stated earlier, the context of Turkana is extremely challenging, with an arid and semi-arid terrain that is generally hot and dry for most of the year and recurrent droughts that force communities to move long distances with their animals in search of food and water, triggering violent with the neighboring Pokot and other pastoralist communities across the border in Uganda, Ethiopia, and South Sudan. Further, high evaporation and low agricultural productivity have created high levels of poverty, food insecurity and malnutrition.

At the height of a drought, up to three quarters of the population of Turkana County depend on humanitarian and food aid in order to survive². Recurrent periods of drought in Turkana County has contributed to fostering a preponderance of humanitarian interventions at the expense of long-term development support, despite attempts like KISEDPA at creating more durable solutions for refugees and hosts.

The combination of poor infrastructure and the expansive landscape makes it difficult for both state and non-state development actors to reach the majority of the people living in rural areas and to impact on their livelihoods. Lack of “access to basic services, poverty, inequality, recurring droughts, inadequate water, and

² Food Security Master Plan for Turkana County, 2012

lack of infrastructure continue to affect the population”³. These factors have direct bearing on livelihoods security and access to development opportunities for refugees and host communities alike. However, because they receive free shelter, food, firewood, and health care, refugees are on average relatively better off than host communities.

Turkana West Subcounty, hosting the majority of the refugees, has been described as “an impoverished, and semiarid location”⁴, and whose health and development indicators are reported to be “among the worst globally”⁵. Turkana County has, as a whole, a Human Development Index (HDI), which is among the lowest in Kenya at 0.37 against a national average of 0.59. Refugees and their host communities share many of the challenges to resilience, which result from a combination of a complex ecological reality, inappropriate development policies, and equally inappropriate programmes and projects that fail to build on and valorise local and traditional productive practices. Both refugees and host communities live in a context where climatic variability constitutes a key challenge to resilience, alternating between increasingly frequent and ever more severe dry spells and flooding when the rains fall.

The overall development problem closely relates to the interlinkage of humanitarian, development and peace/stability problems found in the refugee hosting areas. The Programme will be implemented through a HDP nexus approach and will have a specific focus on interventions that are more oriented to long-term development. In order to ensure the sustainability of successful integration efforts of refugees into the host communities an emphasis on longer-term development will be important.

The Programme will address the general development problem of limited resilience in the refugee hosting areas from different angles and using different modalities. The overall development problem can be understood through a number of associated problems, including:

- limited capacities, institutional mechanisms, and resources, especially among GOK stakeholders, to implement the various aspects of the new Refugee Act,
- the limited funding directed/available from GOK to implement inclusive refugee responses,
- the lack of effective support to the County Government of Turkana for them to increasingly take over responsibilities for inclusive basic social service delivery amongst others within health, education and water, including the limited link between desired GOK-functions and access to funding under some form of burden sharing regime,
- the limited progress of localisation and therefore limited local capacities for implementing longer-term solutions,
- the continued difficulties of adjusting the humanitarian modes of delivery in refugee hosting areas,
- the lack of future options for sustaining basic social service delivery in refugee hosting areas,
- the lack of prioritised and agreed activities in support of self-reliance
- the limited gender equality experienced by many women in the area
- and the lack of sufficient responses, where climate adaptation is effectively integrated.

The Programme and its constituent projects will address these different problems. A key aspect of the Programme is the recognition of the opportunities that the new Refugee Act will provide to change the mode of operation in refugee hosting areas and to increasingly rely on a transition towards GOK-led integration of service provision to refugee and host communities. In order to address these problems there is a need to ensure the creation of further opportunities for refugees and host communities to become self-reliant and contribute to socio-economic development in the refugee hosting areas.

To this end, the constituent parts of the programme will support strengthening of the institutional capacity of the County Government of Turkana and the GOK to implement the new Refugee Act, including through

³ KISED Progress Report, July 2019 – June 2021, p.6

⁴ Understanding the Socioeconomic Conditions of Refugees in Kenya, Volume B: Kakuma Camp: Results from the 2019 Kakuma: Socioeconomic Survey, p.3

⁵ Kenya Demographic and Health Survey 2008/2009

improved provision of government-led integrated services to refugees and host communities. It will also provide sector specific support targeting education, health, water, and self-reliance/livelihoods, which are critical to enhance resilience and livelihoods security and for spurring socio-economic development.

Development problems related to education sector. Education is prioritized in the Kenya Vision 2030 as one of the foundations for socio-economic transformation. Substantial investments have been made in education in Turkana County since 2013, resulting in important improvements in education indicators over the following five years, including increase in number of primary schools (from 315 to 389), secondary schools (from 32 to 56) primary teachers (from 1324 to 1701), secondary teachers (from 110 to 392) and enrollment (pupils up 50.000). Literacy levels in the county have increased from 22.2% to 42%. These commendable achievements notwithstanding, challenges persist. Refugees' and hosts' educational attainment and secondary school attendance rates are still low compared to national averages, although lower for hosts and girls of both communities. Generally speaking, refugees tend to have better access to education, and constitute 70 per cent of school enrolment in Turkana West Subcounty. Most refugees of school-going age are enrolled in primary schools, as compared to less than half of the host communities. Integration of education services provision to refugees and host communities, will pose additional challenges in terms of human resources, infrastructure and equipment, creating need for increased support. Schools in refugee hosting areas are still largely being managed by humanitarian agencies, staffed with teachers outside the GOK system and are as such not integrated with the GOK system. The above signifies serious development problems.

Development problems related to the health sector. Although significant progress has been recorded in health services provision in Turkana County over the past decade, there are still many challenges, which will increase when service provision to host communities and refugees are integrated. The doctor-population ratio stands at 1:20 000, the nurse-population ratio is 1:2310, and the average distance to the nearest health facility was 35 km in 2017. All these fall below national averages. This in a context where up to 81.7% of the population depend on public health service provision. Going forward, Turkana County Government, UNHCR and other stakeholders are working on modalities to integrate refugee and host communities' health service provision by bringing services currently provided by UNHCR and other humanitarian partners in refugee hosting areas within the County health system. The County Government and UNHCR are also planning to introduce Universal Health Care in the county including Kakuma camps and Kalobeyei. These processes will require substantial support.

Development problems in the water sector. Although refugees report persistent water shortages, they have nearly universal access to improved drinking water, which can be attributed to NGO interventions on water services provision in the refugee camps. In comparison only 63 per cent of residents of Turkana County have access to improved water sources. An evaluation in 2019 found that 99.9 percent of Kakuma camp residents collect water from protected or treated sources, although the quantities of water available may not be sufficient⁶. As provision of water services is a devolved function, Turkana County Government needs substantial support to effectively deliver on this mandate to serve host communities and refugees alike.

2.4 Strategic framework, alignment, and cross-cutting priorities

The key strategic framework that the Programme relates and responds to is the new Refugee Act 2021, which is promoting settlement and integration of refugees as well as a stronger role for GOK in provision of social services to refugees and host communities. Specifically, the new Refugee Act is introducing changes towards integration and moving away from refugee encampment to integrated settlement, changes towards provision of inclusive services for refugee and host communities, and changes towards promoting improved rights for refugees to work and settle in designated refugee hosting counties.

⁶ UNHCR, NRC, and European Commission. 2019. "Knowledge Attitude and Practice—KAP Survey and a Mini Evaluation of the Wash Project in Kakuma Refugee Camp and Kalobeyei."

Further, the Programme is responding to Kenya's Comprehensive Refugee Response Framework (CRRF), which was adopted in October 2020 in line with the pledge made by Kenya at the Global Refugee Forum in December 2019. Through the CRRF, GOK commits to a proactive role in promoting inclusive responses to refugees including support to refugee and host communities' social services, integration of refugees in CIDPs and area-based approaches, and strengthening of institutions and structures that manage asylum, deliver services and provide security in refugee-hosting areas. The Programme also responds to the newly formulated Comprehensive Refugee Response Programme and the so-called "Marshall Plan", which both propose concrete plans and necessary actions and suggested burden sharing with the international community in support of the roll out of the CRRF and new Refugee Act. These strategic documents are all in support of inclusive refugee responses and as such signify a departure from previous GOK approaches to refugees, which had focus on encampment and had less focus on development.

The Programme objective highlights improved resilience and long-term stability for refugees and host communities and stresses the support to GOK-led role in delivery of social services as well as the importance of improving self-reliance of refugees and host communities. This means, that the Programme directly relates to a number of key objectives within the overall purpose of Danish development cooperation as expressed in "The World We Share", namely the objectives, "Prevent poverty, fragility, conflicts and violence and create sustainable alternatives to irregular migration and displacement" and "Strengthen action to support climate change adaptation, nature, the environment and resilience in the poorest and most vulnerable countries". The Programme fully complies with ODA eligibility and is fully in line with the DAC recommendations on the humanitarian-development-peace nexus.

The strategic objectives of the Denmark-Kenya Partnership Programme 2021-25 are directly supported by the Programme and this is especially so for the strategic objective related to promotion of resilience, peace and stability and the strategic objective of promoting green, sustainable and inclusive economic growth. Further, the Programme is directly supporting the priority of assisting Kenya in implementing its important policy of devolution and moving development towards the county government level as expressed in the Constitution of Kenya 2010.

The Programme is linked or aligned with other initiatives addressing refugees and host communities in Kenya and specifically in Turkana. In short, it is, amongst others, aligned with efforts in support of Kalobeyei Integrated Socio-Economic Development Plan (KISEDIP), and it is linked with WB- supported "Development Response to Displacement Impacts Project" (DRDIP), and with the Dutch-supported "Improving prospects for refugees and migration cooperation" (PROSPECTS). It is linked with the work that is being done Turkana County through some of the key DK-supported CSOs.

Importantly, the Programme is closely aligned and coordinated within an overall alliance/framework of cooperation with the support in health, education and water sectors that is expected from some of the large Danish philanthropic foundations in the same target areas and following the same key approaches as the Programme.

Although, the Programme is linked or aligned with a range of ongoing initiatives, the Programme is also a new way of supporting solutions in the HDP nexus and of addressing development in situations of prolonged displacement. It is new due to the focus on longer-term development solutions combined with the focus on transition towards GOK-led service delivery and due to its direct support to implementation of the new Refugee Act and its associated call for financial burden sharing. Working together in provision of support through an alliance of public-private partners is also contributing towards a new way of providing support in refugee hosting areas.

Hence, the Programme is directly taking up the challenges associated with the implementation of the new Refugees Act by providing institutional support to the County Government and by organising its support generally with a focus on the role of GOK and localisation, and by adding further focus in the programme support on development modalities that are relevant in the refugee/host community setting in the Arid and Semi- Arid Lands (ASALs) of Kenya.

The Programme will provide strong support to several of the SDGs including SDG 1 (No Poverty); SDG 2 (Zero hunger), SDG 3 (Good Health/Wellbeing); SDG 4 (Quality Education); SDG 6 (Clean water and sanitation); SDG 8 (Decent work and economic growth); SDG 10 (Reduced inequalities); SDG 13 (Climate Action); SDG 16 (Peace, justice and strong institutions); and SDG 17 (Strengthened partnership).

Several cross-cutting and key strategic issues will be directly relevant for the Programme and will be addressed.

A Nexus approach is considered central in the Programme. In recognition of the combined humanitarian, development and peace/stability situation in refugee hosting area, the Programme will work strategically with all these aspects, but will, given the specific needs related to longer-term development assistance within this nexus, prioritise strategic development activities that are supportive of solving the key development problems in refugee hosting areas. Supporting development activities that are linked with transition towards more sustainable GOK-led service delivery is contributing to a comparatively new approach of addressing refugees and host communities especially in the Kenyan context.

A gender transformative approach will be implemented throughout the Programme. Within the concrete interventions activities will be designed with due attention to meaningfully enabling and enhancing gender equality. In addition, all relevant interventions will contribute to the transformation of gender roles in areas deemed important by the actual target group. In practise, the projects under the Programme will ensure that selection of outputs, activities and approaches for implementation will be based on a participatory assessment, where potential for transforming gender roles, will be considered and where approaches to implementation is being selected so that they contribute most effectively to improving the situation for women.

A Human Rights Based Approach (HRBA) will be ensured across the Programme meaning that access to services and opportunities as well as the way such services are delivered will be based on what is considered the basic rights of the target groups and programme elements will be designed to target both duty bearers and rights holders. The projects under the Programme will ensure that modalities for ensuring human rights are part and parcel of the implementation of the activities. Furthermore, people-centred/ participatory approaches will be followed in designing of programme supported interventions to ensure best possible fit between activities and needs of target groups.

Reaching out to youth will have a special focus relevant for a range of the different activities in the education, health and economic empowerment sectors. Providing opportunities for youth are central for many of the activities.

Leaving No One Behind (LNOB) will be pursued in the design of interventions, so that the most marginalised in the various communities are also considered, while still ensuring that interventions are supportive of building effective self-reliance and longer-term development. The inclusion in the Programme of social protection activities under one of the projects will promote solutions that are addressing some of the most marginalised whom might not be able to participate in the other project activities. Promotion of social protection activities will have a strong focus on LNOB.

Climate change and environmental considerations will be directly addressed and integrated in the project interventions under the Programme. The Programme has a sector focus (health, education, water, self-reliance/resilience building). Improvement in performance within these sectors constitute important contributions to building key aspects of resilience and climate adaptation capacity of the target groups in refugee hosting areas. Supporting resilience building provides the target group with the ability to adapt to climate change. Integration of climate aspects will be undertaken in all relevant interventions in the Programme mainly in the form of building climate adaptive capacities in order to safeguard key aspects of landscape and range sustainability/productivity.

In all parts of the Programme, the involved partners will seek to support the localisation agenda. This translates into the strengthening of capacity and involvement of, not only County Government, but also local

civil society organisations as well as local private sector companies to the extent possible. Something, which will increase the prospect of longer-term sustainability of development interventions.

2.5 Synergies, linkages, and aid effectiveness

The Programme is structured around four mutually reinforcing projects: (1) Strengthening GOK institutional capacity; (2) Financial support to Turkana County Government; (3) Support to 2nd phase of KISED P; and (4) Self-reliance/resilience support and will effectively contribute to the programme resilience and stability objective. In order to ensure that the programme obtains its objective, the projects target different challenges such as a weak capacity, poor service delivery, and vulnerable livelihoods.

Specifically, the four projects are linked in the following way:

- Project 1 supports the important capacity development at county and national level for implementing inclusive refugee responses, which is creating supportive conditions for implementation of the three other projects.
- Project 2 is supporting the Turkana County Government in financing its prioritised investments/service provision in inclusive refugee responses and is dependent on the capacity development in project 1. Part of Project 2 is also linked to inputs to KISED P, which are also supported through project 3, but with the important difference that Project 2 is being financed and implemented directly through the mandated authority (the County Government) for the future implementation of inclusive refugee responses including the transition towards GOK-led provision of inclusive social services.
- Project 3 is a means of ensuring immediate support to and service provision in 2nd phase of KISED P as it is implemented through the current proven set-up with UNHCR as lead. It is linked to Project 1 and should be seen as complementary with support in Project 2, but also a faster way of ensuring direct support to KISED P. Project 3 is linked with Project 4 in the sense that project 3 is a direct support to KISED P, whereas Project 4 also, as part of its activities, will be supportive of KISED P.
- Project 4 will target self-reliance and resilience building more directly but will be linked to progress in terms of capacity strengthening and financing related to inclusive refugee responses in Turkana County Government (Project 1+2) and to progress in implementation of 2nd phase of KISED P (Project 3).

An important objective of this Programme is to implement strategic support that strengthens the capacity of the County Government of Turkana and other actors to attract and leverage resources and capacities from other sources and development partners to effectively implement inclusive and sustainable refugee responses. In this connection, synergies and linkages between the interventions supported by the Programme and other interventions supported by the Danish Government as well as other development partners in Kakuma, Kalobeyi and the wider Turkana County will be critical. The Programme will through systematic lessons learning and interaction with relevant stakeholders seek to leverage on existing Danish support to UNHCR and other UN agencies, as well as to Danish strategic civil society partners active in Turkana County. Also of particular relevance, is the Danish support to health, water and livelihood sectors under the Denmark-Kenya Partnership Programme, and the Danish support to the World Bank's "Financing Locally-led Climate Action" and "Global Programme on Forced Displacement". Further, linking with the work of International Finance Corporation (IFC) and with WFP's innovation work will be of importance. Although there are important linkages, it should be recognised, that the refugee hosting areas are dominated by a largely parallel humanitarian support system and that there are relatively few longer-term development-oriented programmes/projects that are implemented with active and sustainable involvement of the mandated GOK authorities. However, learning from other actors engaged with development activities in the areas will, to the extent possible, be integrated in the Programme.

The Programme will seek to create effective synergy and linkages with relevant interventions planned by the national government under Kenya Vision 2030 MTP IV that will run from 2023-2027 and those of the County Government of Turkana under the 3rd CIDP covering the same period. The MTP IV Sector Plan for Drought and Disaster Risk Management is particularly relevant in this regard. Kenya Vision 2030 and the CIDP are the key frameworks for mainstreaming interventions into national and county government planning respectively, and thereby ensuring sustainability.

In providing support to strengthen institutional and implementation capacity of the County Government and to DRS, the Programme addresses a major gap in existing interventions, namely, the failure of many interventions to address the capacity of particularly the County Government and DRS to effectively implement, coordinate and oversee the transition towards inclusive refugee responses. Hence, the Programme addresses the capacity and financing challenges, which are expressed in Kenya's Comprehensive Refugee Response Programme and the "Marshall Plan". In the first KISED (2019-2021), this gap was not sufficiently addressed, with the result that coordination and monitoring functions of the County Government were effectively outsourced to UNHCR, which ultimately undermines sustainability.

Synergies and linkages with philanthropic foundations and other partners. The Programme will leverage on and benefit from being coordinated with the expected support from three Danish philanthropic foundations to the education, water, and health sectors. The synergies between the Programme and the foundation support will potentially be strong and will be promoted through various means of coordination and exchange mechanisms among the partners. It is expected that support from the three foundations shall be coordinated in a way that it will contribute to the objectives of this Programme in strengthening the transition to government-supported integrated services to refugees and host communities, and with the County Government as the principal actor. It is envisaged that in the medium to long term, the support provided under the Programme aims to create an enabling environment and conditions for attracting other partners to support inclusive refugee responses in Turkana County.

2.6 Contribution to framework for cooperation and alliance building

As stated earlier, the Programme has been designed in close dialogue with other partners also intending to support inclusive refugee responses in Kenya in general, and in Turkana County in particular. Hence, the Programme will be part of an expected broader framework of cooperation, and the Programme will also actively support the framework of cooperation through building of enabling conditions, which include supporting county institutional strengthening and supporting coordination activities, which promote the cooperation within the framework. The partners in the framework of cooperation are initially expected to include three larger Danish philanthropic foundations, the County Government of Turkana, the Danish Embassy in Nairobi and the partners involved in the implementation of the various projects under the Programme. Inclusion of other new partners will be welcomed.

The donor partners of MFA and the three Danish philanthropic foundations have established an initial alliance and have agreed to a common mission for the cooperation and a common vision for the joint framework programme in Kenya. The objective of working within an alliance and a broader framework of cooperation is to have a more effective modality of cooperation that can influence experience exchange, lessons learning and model development, policy and information work, complementarity of work and funding, and resource mobilisation towards the same goal of improving inclusive refugee responses and promoting more durable and longer-term development solutions in refugee hosting areas of Turkana and in Kenya, in general. Specifically, the framework of cooperation and the alliance building will have a focus on provision of support that will include contribution to the 2nd phase of KISED and other relevant Turkana County Government priorities for implementation of inclusive approaches. Within the framework of cooperation, there will be a thematic focus on health, education, water, and self-reliance/resilience, as well as synergies between these sectors. To the extent possible, existing coordination mechanisms, like the Refugee Donor Group (RDG), will also be utilised.

The framework of cooperation and its guiding approaches is a new way of addressing responses in situations of protracted displacement, as such, it is supportive of SDG goal 17 on partnerships. This way of working together and the advantages of having an alliance are likely to have a direct positive influence on effectiveness of support to the target groups and therefore on the building of longer-term resilience of the refugees and host communities in Turkana. This building of resilience will be ensured by better and more sustainable access to education and health services delivered through GOK-led service provision that are likely to be sustained in the future situation of refugee/host community integration. Further, it will ensure that emphasis is put on prioritised efforts within the essential sectors of water and livelihood/self-reliance in an integrated way addressing key livelihoods/economic development problems in the refugee hosting areas.

As possible inputs to the framework of cooperation, options for directing unallocated funds from the DK-Kenya Country Programme towards supporting health and water in Turkana will be investigated and likewise, options for targeting existing MFA multilateral funding in education towards supporting refugee/host inclusion in education in Kenya will also be investigated.

2.7 Rationale and justification

Overall, the Programme has been designed to promote inclusive refugee responses in Kenya. Behind the Programme design is a recognition that to address problems in areas of prolonged displacement in Kenya, there is need for a new approach that is increasingly focussing on sustainable and longer-term development with further emphasis on GOK-led provision of social services and further focus on proven interventions in support of self-reliance and resilience. In support of this, the country's new Refugees Act 2021 is of central importance as setting the direction towards settlement, integration of refugees in refugee hosting areas, and GOK-led inclusive service provision in the areas.

The relevance of the Programme design is founded on its provision of support to key development solutions across the humanitarian, development, peace/stability nexus and its insistence on supporting the devolved County Government of Turkana as the main future development actor in refugee hosting areas. As stated earlier, it is a strong support to Danish development priorities as expressed in the overall strategy for Danish development cooperation "The World We Share" and to the commitment of Kenya in terms of its future addressing of refugees and host communities as expressed in the CRRF and the new Refugee Act. The modalities selected, which include design of projects in support of the County Government and other strategic partners are relevant as a means to develop donor modalities for supporting development solutions and burden sharing with the GOK in the given refugee hosting areas. The Programme sector focus in health, education, water and self-reliance/resilience is relevant as they are key sectors in support of inclusive refugee responses and in creation of resilience among refugees and host communities.

The impact of the Programme is expected to be very directly on improving the immediate situation for refugees and host communities in the refugee hosting areas through improved access to health, education, water, to opportunities for economic development and financial inclusion, and to other interventions in support of resilience building. By building resilience for refugees and host communities, incentives for refugees to stay in the current refugee hosting area are increased and therefore there is less pressure on moving towards other areas in Kenya or abroad. But also crucial for justifying the impact of the Programme is that the modalities for delivery used in the Programme will support the transition towards more sustainable GOK-led provision of inclusive social services. Capacity development, technical assistance and institutional strengthening implemented as part of the Programme will establish a strong foundation for sustained implementation of inclusive refugee responses.

The Programme is considered to have a good degree of effectiveness and efficiency because it is focused, it will work with solutions that are proven with good prospects of being scaled up, and because it directly addresses several of the root causes of vulnerability and host communities in the target areas. Most importantly, effectiveness and efficiency are ensured because the objectives of the Programme are supported through modalities that create impact here and now, while those institutional structures, which are deemed to increase future effectiveness, are being supported at the same time.

The Programme has been designed in coherence with GOK policies and emerging GOK efforts in addressing the needs of refugees and host communities. It coheres well with the GOK call for burden sharing in the process of integrating refugees in the Kenyan society. Several of the potential partners in the Programme and in the framework of cooperation are planned to be involved in ways, which are coherent with their ongoing activities. There is a significant level of coherence between the Programme and the ongoing Denmark-Kenya Partnership Programme 2021-2025. The coherence between the Programme and the Danish support to multilateral efforts related to refugees and stability in the region is also significant.

A fundamental aspect of Programme design has been the wish to create interventions that in a more sustainable way promote longer-term development impacts in the refugee hosting areas. The type of activities supported within the Programme are all activities that contribute to longer-term development efforts. Selection of partners will be based on those that either, themselves are integrated into local

structures such as at the County level or are going to work in ways that are supportive of local capacity development. Through the provision of effective institutional support to the County Government of Turkana (i.e increasingly take over responsibilities for basic social services delivery, and the provision of support to the local civil society organizations) the programme design ensures a strong element of sustainability.

3. Programme Objective

The development objective of the development intervention is “Improved resilience and long-term stability for refugees and host communities by supporting Kenya’s pro-active role and locally-led development efforts to improve access to inclusive basic social services and enhance self-reliance, specifically in Turkana County, and more generally, in Kenya”.

The Programme is, as previously stated, part of an alliance and framework of cooperation between MFA and three Danish philanthropic foundations which have agreed to a common mission, namely: “By joining forces and leveraging each partners comparative advantages the alliance will seek to pioneer new ways of working together in public-private partnership to achieve equitable and inclusive change to vulnerable populations” and to a common vision for the cooperation in Kenya, namely: “Refugees and host communities access inclusive sustainable quality services in areas of health, water and education and are resilient and self-reliant in Turkana County, Kenya”.

The Programme has three thematic focus areas, namely (1) Strengthening of GOK institutional capacity; (2) Thematic focused support for inclusive refugee responses in Turkana County including in 2nd phase of KISED; and (3) Promotion of climate adapted self-reliance and resilience. The thematic focus areas are supported primarily through support to the specific area within health, education, water, self-reliance/economic empowerment, and social protection. The Programme is implemented through four different projects with one project under thematic focus area 1, two projects under focus area 2, and one project under focus area 3. The projects of the Programme are interlinked and will together effectively contribute to the programme objective by addressing different aspects such a capacity development, services delivery by different key organisations, and resilience/self-reliance building, which together make it more likely to obtain the programme objective. Specifically, the project in focus area 1 will have strong capacity development linkages to the other focus areas, and the two projects in focus area 2 will contribute with different modalities and different financing avenues to addressing inclusive refugee responses in Turkana County including in the 2nd phase of KISED. The overall framework of cooperation will, through other alliance partners, implement other projects, which are not directly under this Programme.

The Programme objective specifically supports two strategic objectives in the Strategic Framework for the Denmark-Kenya Partnership 2021-25, namely (3) Promote resilience, peace, and stability in Kenya by curbing violent extremism, preventing man-made and natural crises, and strengthening Kenya’s pro-active role in regional peace and security and as a host-community for refugees. And 4) Promote green, sustainable, and inclusive economic growth and decent jobs with an emphasis on youth as well as market opportunities for Danish companies and investors with relevant solutions.

4. Theory of change, key assumptions and key programme approaches

4.1 Theory of change, assumptions and risks

The overall Theory of Change (TOC) for the Programme is: **IF** social services and support to economic empowerment in refugee hosting areas of Kenya is being delivered with a strong focus on strengthening sustainable longer-term development capacities among the actors and target groups **THEN** a more inclusive refugee response is obtained and **THEN** resilience and long-term stability for refugees and host communities is likely to be improved and sustained and hence, will contribute to solving the fundamental problem of lack of future development options in refugee hosting areas and the lack of refugee/host inclusion. For this to happen, the most central assumption is that key actors (GOK incl. County Governments, DPs and CSOs) will be supportive of the implementation of the new Refugee Act and supportive of prioritised development

actions. The associated risk is that support to implementation of the new Refugee Act is caught up in political differences that is hindering its implementation and, further, that it is not possible to ensure sufficient agreement on prioritised development actions in the refugee hosting areas.

Contributing to the overall TOC, the Programme also has four different more specific ToCs that are directly associated with the four different projects which together contribute to the overall objective of the Programme. They are:

TOC for Project 1 on GOK institutional strengthening: **IF** provision of adequate capacity strengthening is provided, and **IF** institutional capacity of GOK to address inclusive refugee responses is improved, **THEN** it will be possible for GOK to further operationalise its commitment to inclusive responses to forced displacement and improve delivery of inclusive social services in refugee hosting areas. Eventually, this will contribute to the overall goal of building resilience and stability in refugee hosting areas. For the operationalisation of GOK commitments to happen, the key assumption is that GOK agencies and institutions (county government, DRS, Ministry of the interior, sector ministries) are interested and willing to strengthen capacities and mechanisms in support of implementation of the inclusive responses in the new Refugee Act. Related to this assumption, the risk of institutional complexities, competing imperatives, and various departmental incentive structures putting a hindrance to the strengthening of capacities and mechanisms, should be recognised.

TOC for Project 2 on assistance and financial facilitation to Turkana County Government: **IF** Turkana County Government is supported and facilitated to direct its resources towards provision of inclusive GOK-led social services to refugees and host communities **THEN** Burden sharing between donors and GOK in terms of refugee hosting in line with the new Refugee Act will be effectively implemented and Turkana County Government will have improved its ability to manage and support the transition towards GOK led and inclusive social services in refugee hosting area. This will eventually contribute towards building resilience of refugee and host communities. The key assumption for this to happen is that ways of supporting and facilitating the role of Turkana County Government, including provision of funding to this through the GOK system, are found and supported by key stakeholders. The risk is that system hindrances, lack of political will to channel funds to the area, and system procedures in GOK system related to provision of earmarked support to the Turkana County Government cannot be navigated.

TOC for Project 3 on earmarked thematic support within health, education and water to 2nd phase of KISED: **IF** Support to 2nd phase of KISED within the key sectors of health, education and water, which are central to resilience building and refugee/host community inclusion, is provided and is addressing the key aspects of inclusion, and **IF** this support is also supportive of transition towards GOK-led basic social services **THEN** 2nd phase of KISED is likely to constitute an effective support to resilience building within health, education and water in the short-term as well as supporting the transition of services towards GOK-led services. This will form an important part of the building of resilience of the refugee and host target group in the refugee hosting areas of Turkana. For this to take place it is assumed that the 2nd phase of KISED is developed positively and that approach of transition towards GOK-led services is integrated in KISED. The risk associated with this is that 2nd phase of KISED is not widely supported by the incoming County Government and other stakeholders, and that funding of it is not sufficient to become active.

TOC for Project 4 on promotion of climate adapted self-reliance and resilience: **IF** self-reliance and resilience is integrated with sound climate adaptation measures and **IF** refugee hosting areas are supported through economic development, financial inclusion, and social protection activities **THEN** improved climate adapted self-reliance, expanding economic opportunities, and strengthened resilience for refugee and host communities are made increasingly possible. An important assumption in this respect is that enough key stakeholders are supportive of prioritised activities and approaches within economic development, financial inclusion, and social protection, so that the Programme can support scalability of the activities. An associated risk is that proliferation of different and non-supportive activities continues, and that introduction of development modes of operation is in practise resisted in favour of entrenched modalities of humanitarian delivery.

4.2 Programme approaches

The Programme implementation will be guided by a range of approaches and strategies. They are relevant for the implementation of the Programme, including for the four different projects under the Programme. The approaches are linked, and they should generally guide the various steps in project implementation although different projects/activities will have a different emphasis on different approaches. Broadly speaking, they are all supportive of inclusive refugee responses. They include the below mentioned approaches and strategies.

Ensuring that interventions apply a gender transformative approach. Gender equality will be implemented throughout the Programme and in each of the projects and their concrete interventions to ensure that activities are designed with due attention to meaningfully enabling and enhancing gender equality and that all relevant interventions contribute to transformation of gender roles in areas deemed important by the actual target group. In practise, the projects under the Programme will ensure that selection of outputs, activities and approaches for implementation will be based on a participatory assessment, where potential for transforming gender roles, will be considered and where approaches to implementation is being selected so that they contribute most effectively to improving the situation for women.

Providing strategic support within the HDP nexus. In recognition of the combined humanitarian, development and peace/stability situation in refugee hosting area, the Programme will work strategically with all these aspects, but will, given the specific needs related to longer-term development assistance within this nexus, prioritise strategic development activities that are supportive of solving the problems in the nexus. Supporting development activities linked with emphasis on transition towards GOK-led services within the nexus is contributing to a comparatively new approach of addressing refugees and host communities, since most support so far in the refugee hosting areas has been humanitarian and short term and with limited linkages to GOK provision of services.

Supporting transition towards GOK-led inclusive delivery of social services to refugees and host communities. The Programme will support activities that facilitate a transition towards GOK-led provision of inclusive services to refugee and host communities. Hence, interventions that are supporting improvements here and now, will also be done in ways that are supportive of the longer-term goal of moving towards GOK-led inclusive social service delivery.

Ensuring a central role of Turkana County Government. The Programme will ensure that the County Government of Turkana is given a central role in coordination, management and implementation, and it will contribute to and provide effective institutional support to the County Government. This is recognising the fact that the County Government is the main responsible agent for delivery of development activities in the refugee hosting areas and is a fundamental aspect of moving towards sustainable, longer-term development solutions in the refugee hosting areas. It is supporting the devolution as spelled out in the Constitution and it is recognising the importance of linking desired functions in the implementation of the regulations of the new Refugee Act to actual ways that funding and support are being provided through the systems.

Strategic focus on sectors and opportunities for integration of climate adaptation. The Programme will have a focus on certain sectors more than others. This means that the sector of health, education, water, self-reliance and resilience building will be prioritized, although at different scales, within the respective projects under the Programme. Further, there will within each of the sectors be a focus on how climate adaption measures can be integrated in the respective sector interventions.

Focusing programme support to 2nd phase of KISED P and to other Turkana County Government priorities supportive of inclusive refugee responses. KISED P is an important part of the implementation of integrated approaches to addressing development for refugees and host communities in Turkana. The Programme will support the implementation of 2nd phase of KISED P. In addition, the Government of Turkana County also has other important priorities in terms of how to implement the new Refugee Act and the inclusive refugee responses. Hence, the Programme strategy will be to focus its support to activities related to the 2nd phase of KISED P as well as to other relevant priorities as expressed by the Turkana County Government.

Supporting prioritised and proven interventions promoting self-reliance and resilience building. Within the Programme, there will be a focus on supporting what has proven to be working in terms of economic empowerment and financial inclusion. Likewise, supporting social protection systems, that have proven their value, will also be pursued. Hence, intervention in support of self-reliance and resilience will be focused and work specifically at expanding and enlarging impact of those development intervention with highest prospects of long-term sustainability.

Emphasising the localisation agenda. In all parts of the Programme the involved partners will seek to support the localisation agenda. This translates into further stressing the strengthening of capacity and involvement of, not only County Government, but also local civil society organisations as well as local private sector companies to the extent possible. Something, which will increase the prospect of longer-term sustainability of development interventions.

Utilising people-centred and participatory approaches and application of HRBA. The Programme will strive towards using people-centred and participatory approaches, meaning that proper involvement of target populations in decision making around Programme activities should be aimed at during detailed design and implementation, and that participatory approaches should be implemented to the greatest extent possible within the projects of the Programme. Utilisation of participatory approaches will also support that the Programme address access to services and opportunities so that it, to the extent possible, is based on what is considered the basic human rights of the target groups.

Addressing inclusion in ways, which effectively support longer-term development. The Programme will have a strong focus on inclusion in terms of addressing development for refugees and host communities alike. Inclusion can be joint refugee/host activities, but more importantly, it means supporting activities among refugees and host communities in ways that make the most sense in terms of contribution to longer-term development sustainability. Hence, it might be different services/support offered to refugees and host communities if this most effectively supports longer-term development.

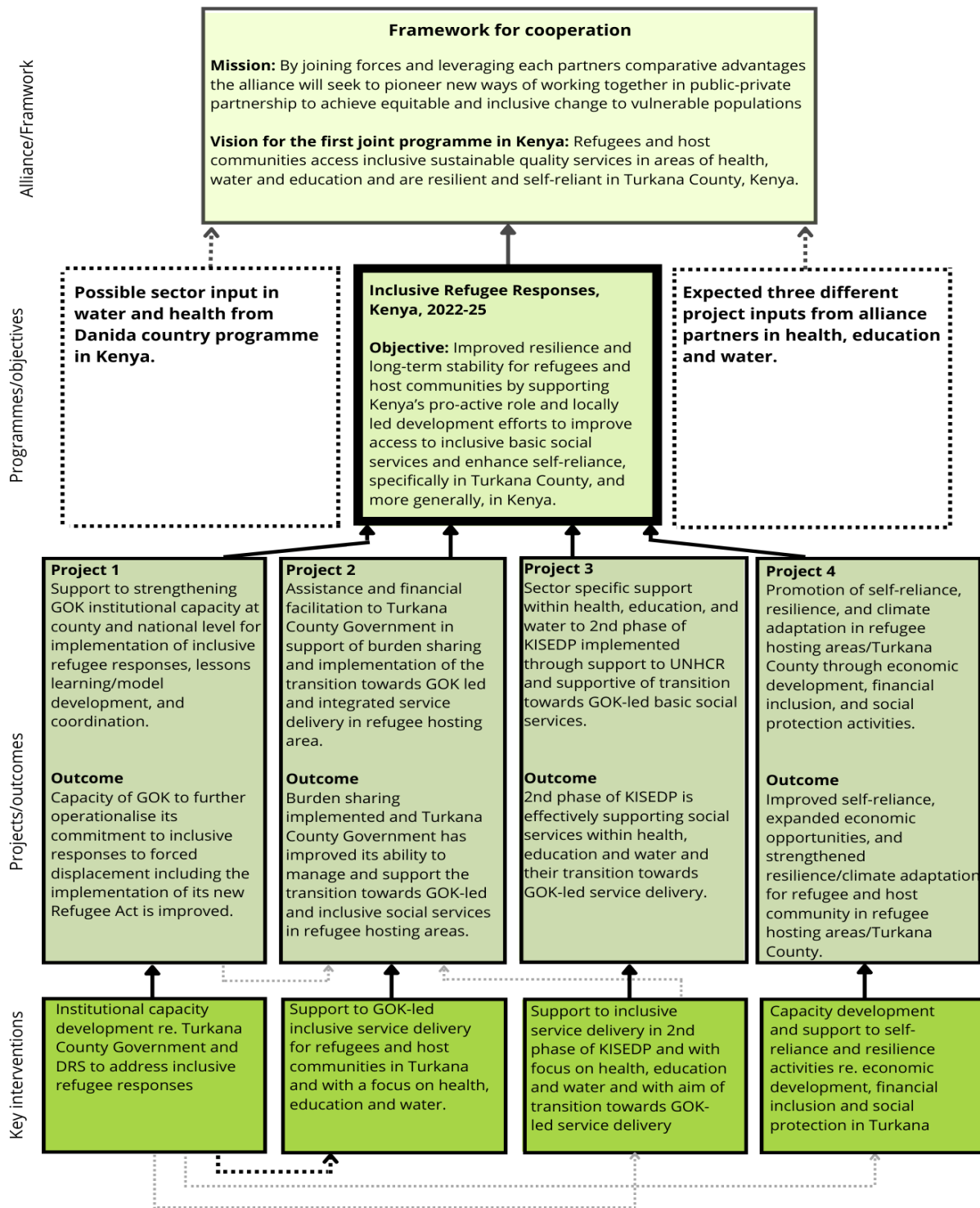
Integrating climate adaptation into programme activities. The refugee hosting areas of Kenya, including in Turkana, are areas, where climate change is experienced first-hand through increased climate variability with higher chances of droughts and sometimes floods. People living in these areas are seeing their resilience being undermined and supporting resilience building among the people of the areas is a strong contribution to climate adaptation. The Programme has selected a sector focus (health, education, water, self-reliance/resilience building). Improvement in performance within these sectors constitute important contributions to building key aspects of resilience and climate adaptation capacity of the target groups in refugee hosting areas. Integrating of climate aspects mainly in the form of building climate adaptive capacities will be undertaken in all relevant interventions in the Programme.

Use existing coordination mechanisms for interventions whenever possible. Given the complex situation around refugees, integration, host communities and the existence of both humanitarian, development and peace/stability needs, the Programme will ensure utilisation of the Refugee Donor Group (RDG) and the various existing coordination mechanisms at national, county, and local level are being utilised whenever relevant and possible.

Research, lessons learned, pilots, and development of models. The context around refugees and host communities in Kakuma-Kalobeyei is that numerous pilots have been implemented by numerous organisations and addressing very many different issues. Likewise, research has been quite plentiful in the area. Translation into workable models and action in terms of inclusive refugee responses has proven to be a challenge in many cases. The Programme approach will be to support applied research/lessons learning processes related to implementation of inclusive refugee responses while seeking to ensure that research/lessons learning is providing input to management of the Programme during its implementation.

5. Summary of the results framework

Below is a visual presentation of the programme/project linkages and objective/outcome relationships, which is supportive for the implementation of the results framework. Project 1 is at national and Turkana County level, whereas projects 2,3, and 4 are at Turkana County level only. Project timeframes are the same as the Programme (3 years), but with possible follow-up in later programme phases.



For results-based management, learning and reporting purposes, Denmark will base the actual support on progress attained in the implementation of the Programme as described in the documentation. Progress will be measured through the different selected partner's (including Turkana County, UNHCR and selected CSO's/Companies) results monitoring framework focusing on a limited number of key outcomes and corresponding outputs and their associated indicators.

Overall, the Programme results framework is organised in three thematic focus areas implemented through four different projects, namely:

Thematic focus area 1. Supporting GOK institutional capacity to organise and implement inclusive refugee responses. Under this focus area one project (Project 1) is implemented, namely: "Support to strengthening GOK institutional capacity at county (Turkana County government) and national level (DRS) for implementation of inclusive refugee responses, lessons learning/model development, and coordination". Total budget of the focus area is DKK 27 million. This project will play a crucial role in coordinating with other projects under the Programme and ensures lessons learning and experience exchange within the Programme and within the broader framework of cooperation. It develops capacities and supports development of mechanisms, and it forms the basis for the financial support to be provided under Project 2.

Thematic focus area 2. Implementation support to inclusive refugee responses undertaken by Turkana County government and to 2nd phase of KISEDIP in support of transition towards GOK led basic social service. The thematic focus area will promote inputs that are supportive of transition towards GOK-led basic social services and have a sector focus on health, education, and water. Two projects (Projects 2 and 3) will be implemented under this focus area, namely: "Assistance and financial facilitation to Turkana County Government in support of burden sharing and implementation of the transition towards GOK-led and integrated service delivery in refugee hosting area" and "Earmarked sector specific support within health, education, and water to 2nd phase of KISEDIP implemented through support to UNHCR and supportive of transition towards GOK-led basic social services". The two projects are linked, and both contribute to 2nd phase of KISEDIP, but with the important difference that project 2 is building the future support modalities for inclusive refugee responses in Turkana County including in KISEDIP, whereas Project 3 is a more immediate support to 2nd phase of KISEDIP. The budget for the focus area is DKK 88 million. The interventions will be directly coordinated with Turkana County Government and will draw on the activities for strengthening institutional capacity of Turkana County Government under the thematic focus area 1.

Thematic focus area 3. Support to sector specific development interventions by key CSO partners to promote climate adapted self-reliance and resilience. One project (project 4) will be supported under this focus area, namely: "Promotion of climate adapted self-reliance and resilience in refugee hosting areas/Turkana County through economic development, financial inclusion, and social protection activities". The budget is DKK 50 million. The intervention will, when relevant, be coordinated with Turkana County Government actions in the respective sectors and will draw on the activities for strengthening institutional capacity of the county under the thematic focus area 1.

In addition, the Programme has unallocated budget of DKK 25 million, which will be used, based on lessons learned, to strengthen or to add interventions that are deemed most important and showing best performance. Further an allocation of DKK 10 for general programme technical assistance, review/monitoring and audits is set aside in a specific budget line.

The summary below presents the key aspects of the Programme results framework.

Result framework for the Programme “Support to inclusive refugee responses in Kenya, 2022-25”

Programme	Support to inclusive refugee responses in Kenya, 2022-25
Programme Objective	Improved resilience and long-term stability for refugees and host communities by supporting Kenya’s pro-active role and locally led development efforts to improve access to inclusive basic social services and enhance self-reliance, specifically in Turkana County, and more generally, in Kenya
Impact Indicator	Number of refugees and host community members in Turkana County refugee hosting areas experiencing improved resilience as consequence of implemented programme activities (target minimum 150.000 refugees and hosts). MOV will be based on MOV for project outcome indicators and will add the findings of these indicators.
Baseline	Baseline is 0 as impact is related to increased resilience from programme activities

Project Title 1	Support to strengthening GOK institutional capacity at county and national level for implementation of inclusive refugee responses, lessons learning/model development, and coordination
Outcome	Capacity of GOK to further operationalise its commitment to inclusive responses to forced displacement including the implementation of its new Refugee Act is improved
Outcome indicator	Key GOK actors at county and national level demonstrate improved ability to address inclusive refugee responses. MOV include interviews with key government staff and institutions to be conducted by the implementing project partners towards end of project
Baseline	Year 2022 Institutional capacity to address inclusive refugee responses limited, but baseline is set a 0 as improvement are measured from impact of programme activities
Target	Year 2025 National and county level institutions have developed capacity and structures to effectively implement inclusive refugee responses (min. 50% of targeted key actors report improved ability or capacity resulting from project activities)

Project Title 2	Assistance and financial facilitation to Turkana County Government in support of burden sharing and implementation of the transition towards GOK led and integrated service delivery in refugee hosting area
Outcome	Burden sharing implemented and Turkana County Government has improved its ability to manage and support the transition towards GOK-led and inclusive social services in refugee hosting areas
Outcome indicator	Financial mechanism to support County led service delivery in place and County-led inclusive service delivery operational in refugee hosting areas of Turkana. MOV will be progress reports from Turkana County
Baseline	Year 2022 No financial mechanism for donor support to County role in inclusive refugee responses in place and funding from County to inclusive service delivery very limited. Progress measured against programme impacts so baseline is 0.
Target	Year 2025 A functional financial mechanism for burden sharing established and direct financing towards effective GOK-led inclusive service delivery in refugee hosting areas undertaken reaching a target of minimum 50.000 people (refugee and host)

Project Title 3	Sector specific support within health, education, and water to 2 nd phase of KISEDIP implemented through support to UNHCR and supportive of transition towards GOK-led basic social services
Outcome	2 nd phase of KISEDIP is effectively supporting social services within health, education and water and their transition towards GOK-led service delivery
Outcome indicator	Supported social services in 2 nd phase of KISEDIP is benefitting a minimum of 50.000 people (host and refugee). MOV will be UNHCR progress reporting
Baseline	Year 2022 0, since outcome focus on impact of project-supported activities
Target	Year 2025 A minimum of 50.000 people (host and refugee) is benefitting from one or several of the provided social services

Project Title 4	Promotion of climate adapted self-reliance and resilience in refugee hosting areas/Turkana County through economic development, financial inclusion, and social protection activities
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Outcome	Improved self-reliance, expanded economic opportunities, and strengthened resilience/climate adaptation for refugee and host community in refugee hosting areas/Turkana County		
Outcome indicator	A minimum of 50.000 people (refugees and hosts) improve self-reliance and resilience through prioritised project activities in support of economic development, financial inclusion, or social protection. MOV will be direct monitoring/reporting from partners to be involved in project implementation.		
Baseline	Year	2022	0, since the project report on outcome of project-supported activities
Target	Year	2025	Min 50.000 (refugee and host) supported and benefitting from economic development, financial inclusion or social protection activities of the project

6. Inputs/budget

Below the programme budget is presented. DK commitments are made in 2022, 2023, and 2024. Programme spending will be in 2023, 2024 and 2025. The programme budget is presented with only the MFA contribution.

Programme Budget

Programme:					
Support to inclusive refugee responses in Kenya, 2022-25					
Outcomes	Budget in DKK million (based on years disbursed)				
	2022	2023	2024	2025	Total
Outcome 1: Capacity of GOK to further operationalise its commitment to inclusive responses to forced displacement including the implementation of its new Refugee Act is improved		10.0	9.0	8.0	27.0
Outcome 2: Burden sharing implemented, and Turkana County Government has improved its ability to manage and support the transition towards GOK-led and inclusive social services in refugee hosting areas		0.0	14.0	24.0	38.0
Outcome 3: 2 nd phase of KISEDIP is effectively supporting social services within health, education and water and their transition towards GOK-led services		23.0	14.0	13.0	50.0
Outcome 4: Improved self-reliance, expanded economic opportunities, and strengthened resilience/climate adaptation for refugee and host community in refugee hosting areas/Turkana County		17.0	17.0	16.0	50.0
Technical assistance, monitoring, reviews, audits		3.0	4.0	3.0	10.0
Unallocated			10.0	15.0	25.0
Total		53	68	79	200.0
Commitments to be made by MFA	50	50	100		

Partner inputs to the budget is not reflected at this stage, but will be developed as part of the more detailed development of the individual projects under the Programme.

Annual output-based budgets for the respective projects will link up to the multi-year budget to ensure oversight of planned spending on the outcome and outputs for projects. The budget will include clear budget notes, including notes on the specific expenditure categories included, ensuring that the budget is self-explanatory, and the transaction costs involved with implementation is clearly identifiable.

Spending in excess of the allocated budget for the specific projects – even when such excess spending has been caused by an increase in costs – cannot be covered by the Danish grant, unless provisions for this have been explicitly agreed upon in advance.

Budget re-allocation between outcomes and outputs and use of unallocated funds will have to be agreed between the respective programme partners and the Danish Embassy in Nairobi. The funds allocated for technical assistance, monitoring, reviews and audits will be managed by the Danish Embassy in accordance with the Danida procurement rules and in close consultation with relevant programme partners.

7. Institutional and Management arrangement

7.1 Programme Partners

The Programme will be implemented through a number of implementing programme partners who will implement their respective projects under the Programme. Only some of these Programme partners are identified at this stage. The identified implementing partners at this stage are the County Government of Turkana for project 2 and UNHCR for project 3. Project 1 and 4 will be implemented by partners procured through either a NGO call for proposals or other form of award process to civil society organisations or recruitment of specialised technical assistance to the county government in areas of capacity development and coordination. It is foreseen that consortiums of CSOs/technical assistance organisations, Danish SPA partners and others will be among the possible candidates for implementing partner for projects 1 and 4. Common for them, will be that they have to be present in Kenya and have the capacity and experience for addressing different aspects of inclusive refugee responses including, amongst others, capacity development and building of self-reliance/resilience in Kenya, generally, and in Turkana, specifically.

As mentioned in previous chapters, the programme will fall within the emerging alliance with three Danish philanthropic foundations and under the associated overall framework for cooperation. Thereby, concrete synergies within the alliance will be identified during implementation, and options for adapting to program interventions by other members of the alliance will be assessed and implemented as relevant.

7.2 Organisational set-up

Overall, the Programme has been designed in ways that allow for adaptive management responses. Adaptive management is especially relevant in a context for implementation of inclusive refugee responses that is relatively fluid and where unexpected changes or developments are likely. Programme design for adaptive management is reflected in the outlines developed for the four projects. This provides for further detailing of the partnership with the various involved stakeholders and in the amount set aside as unallocated. This gives the various management bodies involved, the mandate for adjusting approaches and activities based on learning, needs and performance. In addition, the first six months of the Programme is considered an inception phase, where further detailing and development of the projects will be possible.

Projects within the Programme are linked. Specific conditions apply to project 1 and 2, where project 1 is supporting the creation of the enabling conditions for the conditional grant to Turkana County Government for inclusive refugee responses to be allocated within project 2. The conditional grant in project 2 will be provided when the Turkana County Government has developed plans, procedures and capacities for the effective utilisation of the funding towards inclusive refugee responses and government-led services in the refugee hosting area.

The Programme is part of an emerging alliance between MFA and three Danish philanthropic foundations with a common mission and vision and a developing framework of cooperation. This means that the Programme management set-up will be linked to and coordinated with the framework of cooperation of this alliance. The management of this framework of cooperation will be undertaken partly by HCE in Copenhagen and partly by the Danish Embassy in Nairobi. The organisational set-up for the alliance/framework of cooperation will be further established in the process of developing the framework of cooperation, and hence, the Programme organisational set-up will be further detailed to accommodate outcomes of this process. This Programme Document described the organisational set-up for the Programme.

The Programme will be managed by the Danish Embassy in Nairobi, and they will oversee programme implementation, monitoring, disbursement of project funds according to terms to be agreed with the various

implementing partners, progress reporting and follow-up. Further, to ensure ownership and effective implementation of the Programme, a Programme Steering Committee to serve as a governance and management framework will be established. The Programme Steering Committee shall integrate key partners in line with the Programme's participatory and institutional capacity strengthening imperatives. The Committee will ensure effective coordination and linkages with key partners, specifically government, development partners, UN agencies and CSOs.

The Programme Steering Committee will comprise of the following members:

1. Representative of Turkana County Government (who shall be the chair)
2. Representative of the Danish Embassy in Nairobi (who shall be co-chair)
3. Representative (s) of DRS and/or Ministry of Interior
4. Representative of UNHCR
5. Representatives of implementing partners of project 1 or 4 (Secretary, if feasible)

The Steering Committee shall meet at programme commencement and then at least twice in every year to monitor progress of implementation and delivery of outputs; address any issues arising from implementation, draw lessons and ensure dissemination of learning; provide advice on any changes and/or adaptations to the Programme approach that may be necessary for more effective achievement of outcomes. The secretary to the Steering Committee will prepare the Steering Committee meetings and ensure that they are undertaken duly. Budgets for steering committee meetings will be drawn from the programme budget line set aside for monitoring, review, technical assistance etc. The Steering Committee shall receive and review reports on each of the projects and make appropriate recommendations to the national government represented by the Ministry of Interior and to the Turkana County Government as well as the Danish Embassy on achievements, emerging lessons, and challenges. Specifically, the Committee shall receive, review and provide feedback on narrative progress reports and the final report for each of the projects funded under the Programme. It shall also review mid-term review report and possible final evaluation report.

In reviewing programme and project reports, the Steering Committee shall endeavour to ensure that activities are aligned to the CIDP, mainstreamed into county development processes, and contribute to the development of capacities for delivery of integrated services to refugees and host communities. The Committee shall also advise on the synergies between interventions supported under the Programme and other development initiatives implemented in Turkana West to support self-reliance and resilience building. In this connection, the Committee shall engage the County Steering Group to promote interactions between the Programme and other relevant initiatives in Turkana.

The Steering Committee shall be responsible for ensuring that the Programme and all projects it supports are implemented in accordance with the highest standards of accountability and transparency, and in compliance with applicable ethical standards of both the Danish and Kenya Governments. In particular, it shall ensure that partners act in accordance with the Danish guidelines on SEAH, anti-terrorism, child labour, gender and environmental sustainability.

The daily management of the projects will be undertaken by the implementing partners as part of their established management structures and through a dedicated management team to be appointed by the implementing partners. The management of the projects will aim to ensure adequate dialogue, reporting, learning and timely decision-making regarding the project and its development, including possible adaptations to ensure achievement of agreed outcomes. Project agreements are signed between the implementing partners for the respective projects and the Danish Embassy. Reporting lines from projects are to the Danish Embassy in copy to the Steering Committee.

As part of the management of the Programme, the Danish Embassy and the Programme Steering Committee will ensure that the Programme and its approaches are to the extent possible coordinated with other relevant stakeholders and also include sharing of relevant information. This will be done using existing coordination mechanisms relevant for promotion of inclusive refugee responses. Such coordination and information sharing mechanisms could include: The Refugee Donor Group, ASAL Development Partners Group, and

Agriculture Rural Development Partners Group at the national level and County Steering Group at the county level.

Further, as the Programme is part of an alliance/framework of cooperation, the Programme will make specific efforts to promote effective coordination and synergy with this alliance. Part of this, will be undertaken semi-annual or annual alliance partner meetings, which will bring on board the three foundations, the County Government of Turkana, DRS, and all implementing partners in the Programme for the purpose of reporting on progress, exchanging experience and coordinating approaches. The alliance partner meetings shall showcase progress under the Programme, identify opportunities for new partnerships and disseminate lessons of good (and bad) practice generated through projects supported by the Programme. This will be done under the auspices of the Steering Committee, but with the lessons learning/coordination team under project 1 being responsible for the actual arrangement.

7.3 Monitoring, Evaluation, Accountability and Learning (MEAL)

The Programme will be monitored through its constituent projects, so that each of the project partners are responsible for project monitoring. The projects will report to the Programme and the overall programme level monitoring will be done by collecting and combining the project monitoring reports into a programme monitoring report. This is part of the work to be undertaken by the lessons learning/coordination team assigned in Project 1. Existing partner monitoring systems will be utilised or further developed. Each project partner will also be responsible for operating a MEAL system in the four projects. Project partners will gather evidence and organisational learnings and ensure that this information is used in regular management reflection sessions with the aim of assessing and adjusting implementation of the project whenever relevant. Learnings from project implementation will be made available for regular management meetings and opportunities for adapting management arrangements based on learnings will be part of such meetings.

At the level of the Programme, there will, in addition to sharing of project monitoring information, also be established a set-up, where experience is shared, lessons developed and dialogues among implementing partners undertaken. Communication of results will be undertaken with a point of departure in the lesson learning and coordination function operated by the lessons learning/coordination function in Project 1, which will also actively share experience and lessons learned with institutions relevant for inclusive refugee responses and stakeholders involved with the Danish-Kenyan Country Programme. Regular updated information on progress from the Programme to relevant stakeholders might be one of the ways to ensure communication.

A mid-term review is planned for the Programme in month 18-24 of the Programme. The MTR will assess the implementation of the programme and individual projects. A possible programme evaluation will be planned at a later stage, but could be combined with a possible formulation of a follow up phase to the Programme towards the end of the Programme. Technical assistance and on-going QA/monitoring support will be made available to the projects and to the Programme through a specific Programme budget line managed by the Danish Embassy in Nairobi.

The embassy of Denmark in Nairobi shall have the right to carry out any technical or financial supervision mission that is considered necessary to monitor the implementation of the project/programme. After the termination of the project/programme support, the embassy of Denmark in Nairobi reserves the right to carry out evaluations in accordance with this article.

8. Financial Management, planning and reporting

8.1 Financial management procedures

Partners in the Programme will strive for full alignment of the Danish support to the implementing partner's rules and procedures, while respecting sound international principles for financial management and reporting. All selected implementing partners will operate a designated project bank accounts as part of

accountability procedures. For the project in support of financing to Turkana County Government, financial management procedures will be developed that are in line with GOK requirements for on-budget donor funding to GOK/County level institutions in accordance with Public Finance Management Act, 2012 and Public Finance (County Governments) Regulations, 2015. All programme partners will only pay allowances to staff if it is absolutely unavoidable, only following the partners rules and regulations for allowances, and only limited to directly participating staff in activities. Sub-granting to other partners, can only be undertaken if it is part of the approved workplan and budget. First disbursements will be made after the contract has been signed and the partner's financial management capacity has been assessed. Subsequent disbursements are released against achievement of set milestones and once the partner has accounted for previous funding.

8.2 Disbursements

In the Programme, the general procedures and requirement for disbursement will be that first disbursement from Danida to the implementing partner will cover foreseen expenditures for up to six months in accordance with year one approved work plan and budget once the agreement has been signed. Subsequent disbursements will be released against accompanying evidence of spending. Disbursements from the Danish Embassy will be based on a transfer request from the implementing partner, which amongst others should include an output- based budget for the period in accordance with the approved work plan and budget, proof of satisfactory use of prior transfers and satisfactory programmatic and financial reporting has been submitted on previous periods. Disbursements are expected to be made on a semi-annual basis. In the respective projects under the Programme, more detailed procedures and requirements will be developed.

8.3 Procurement

The Programme will strive to use the procurement procedures of the various selected implementing partners. However, the specific procurement procedures of implementing partners will be assessed and if found satisfactory, the procurement under the Programme will follow the implementing partners' procedures.

8.4 Work planning

The respective projects under the Programme will do their individual work planning. An initial overall plan for the three years of the project will be developed at project start. Based on this and developments within the project, annual workplan and budgets will be developed. Overall and annual workplan and budgets will have to be agreed with the programme steering committee and with the Danish Embassy in Nairobi. Overall work plans will be sufficiently flexible and broadly formulated to allow for adaptive management. Yearly workplan and budgets will always take into account needed adjustments based on context and progress and they will be sufficiently detailed to allow for effective allocation of resources and effective implementation of activities.

8.5 Narrative progress reports and financial reports

The project partners will per project produce a semi-annual narrative technical progress report, which will contain as a minimum: An assessment of developments in the contextual framework during the past year; Implementation of the work plan and budget based on output targets for the reporting period, including brief explanations of challenges encountered and deviations from targets/milestones and how these have been assessed and handled; Progress to date compared to output and outcome targets for the entire project period as stipulated in the results framework; An analysis of risks, including both reflection on the reporting period and the upcoming reporting period; Challenges encountered and specification of recommended changes and adjustments (including budget re-allocations) for approval by the relevant authorities; Update on implementation of decisions, follow up on recommendations from reviews, audits, monitoring visits etc.

The implementing partners are responsible for delivering proper financial reporting to Danida. Semi-annual financial reporting from projects will be expected. Financial reporting shall be based on the operating formats developed by the implementing partner. Financial reporting shall as a minimum include: The financial reporting shall be drawn up to the same level of detail as the approved detailed and output based budget;

Include budget figures, actual spending and variance for the period under reporting and for the entire engagement period; Funds received during the period and accumulated; Deviations should be explained and any budget reallocations within the period should be noted and include details on the written approval of the reallocation/adjustment.

8.6 Accounting and auditing

Implementing partners' procedures regarding cash handling, approval of expenditures, reporting, budget control and other internal controls shall be based on sound financial management procedures and International Accepted Accounting Standards ensuring that: The partner maintains an appropriate accounting and double-entry-bookkeeping system; The Danish grant is entered into the accounts as income when received and committed; Expenditures is entered into the accounts in alignment with the annual output based approved budget, All expenditures are documented by original vouchers, original invoices and original, signed receipts, Receivables (including any unaccounted for advances) and payables are registered in the accounting system, Adequate control procedures are put in place and accounts are signed by the responsible institution's management; An accounting manual is maintained including policy for clear segregation of duties; Administration adheres to established written procedures.

All implementing partners will comply with *Danida's Financial Management Guidelines*. Accounts should be output based and at least at the same level as the projects' budgets.

Projects implemented by programme partners will be audited on an annual basis and the audited financial statements and the management reports should as a minimum include: Expenditure statement in accordance with the approved budget; Show the budget figures in a separate column to ease "actual vs budget" analysis; Report on opening and closing balances (itemized into cash and bank) for funds carried forward ensuring that all funds available for activities are included in the income statement; Report on unrepresented cheques, unaccounted for advances, receivables and payables; A verified (by the auditors) asset register with details on location, date of purchase, ownership (RDE or partner), identification number (if applicable), condition, and when relevant date of disposal. Any disposals should be included in the register; and a Physical inspection of some randomly selected works/activities to provide the auditors view on, in a cost effectiveness perspective, quality and quantity of activities carried out by the partner and sub-partners

The partner shall ensure that any material issues raised in the auditor's report is appropriately and timely followed up and appropriate actions taken. The Danish Embassy reserves the right to claim full reimbursement of expenditure regarded ineligible according to the agreement between the parties. Accounting records shall be available for review and use by the Danish Embassy, by a representative appointed by the Embassy, or by the Danish Auditor General.

8.7 Anticorruption

All partners in the Programme will strive to prevent corruption, including by actively working with risk management, sound financial management, transparency, and value for money while spending and procuring. Any partner will be committed to the highest standards of transparency, probity, and accountability, and will not tolerate fraud, bribery, or corruption. Partner policies in this regard will be assessed and if satisfactory be followed.

Upon suspicion or awareness of specific cases of corruption involving staff members and/or implementing partners in programmes and projects, the implementing partner is obliged to immediately notify the Embassy of Denmark Nairobi in accordance with the Anti-Corruption Policy of the Danish Ministry for Foreign Affairs ("Zero tolerance"). No offer, payment, consideration or benefit of any kind, which could be regarded as an illegal or corrupt practice, shall be made, promised, sought or accepted – neither directly nor indirectly – as an inducement or reward in relation to activities funded under this agreement, including tendering, award or execution of contracts. Any such practice will be grounds for the immediate cancellation of entered agreements and for such additional action, civil and/or criminal, as may be appropriate. At the discretion of

the Royal Danish Ministry of Foreign Affairs, a further consequence of any such practice can be the definite exclusion from any other engagements funded by the Danish Ministry of Foreign Affairs.

9. Risk Management

The main risks to the achievement of the expected outputs and outcomes within the implementation period are related to contextual risk (security and conflict, droughts, policies and stakeholder actions), programmatic risks (system hindrances, and persistence of delivery modes) and institutional risks (institutional complexities, incentives and funding). The identified risks are related to the risks as seen from the various partner perspectives, but the identified risks need to be further developed as part of the detailed development of the projects and in line with the various partners' risk management systems. The assessment of development in risks will be an integrated part of the implementing partners annual reports. And all project partners will actively assess risks and their developments and take regular management decisions with regards to navigation of the risks. Below is matrix showing the identified key risks. Most of the risks are also being mentioned in the Theory of Change. In Annex 4 a further and more descriptive presentation of the risks is presented.

Contextual risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
The current level of droughts is increasing significantly making any production impossible in the areas	Unlikely	Significant	Programme work with resilience and climate adaptive solutions	Major	Droughts are frequent now and is a part of the ASAL. Future not known
In-security and conflicts are increasing in the area and in the region, resulting in sharp increase in refugee arrivals	Likely	Major	Continue to focus on development issues while being supportive of protection actions	Minor	Currently relative high refugee arrivals, but sharp increase will redirect funding to protection
Implementing of new Refugee Act is caught up in serious political differences hindering its implementation and progress in refugee integration	Unlikely	Significant	The Programme support includes facilitation of new Act implementation	Major	The new Refugee Act is being widely supported but also remains a political battleground
It is not possible to ensure sufficient agreement on prioritised development actions in the refugee hosting areas	Likely	Major	The Programme will work specifically on establishing agreements on prioritised activities	Minor	Proliferation of different pilot activities is a problem for many organisations

Programmatic risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
System hindrances and system procedures in GOK system related to provision of earmarked support to the Turkana County Government cannot be navigated	Likely	Significant	Strong programme work on adapting to the GOK system and ensuring funding to County	Minor	Direct financing to County for inclusive refugee responses not tested, but should have good prospects
Proliferation of different, non-supportive activities continues and introducing development modes of operation is in practise	Likely	Major	Strong programme advocacy for adjusting towards development solutions	Minor	Changing of delivery modalities in HDP nexus can be challenging but there is wide

resisted in favour of entrenched modalities of humanitarian delivery					recognition of the need to do it
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Institutional risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
GOK institutional complexities, competing imperatives, and various departmental incentive structures hinders the strengthening of capacities and mechanisms	Likely	Major	Programme has built its assistance in a flexible way, which increases option for positive outcome in the capacity strengthening	Minor	It is recognised that strengthening GOK institutions needs to take many complex institutional features into account
2 nd phase of KISED P is not widely supported by incoming County Government and other stakeholders and funding of it is not sufficient for the 2 nd phase to become active	Unlikely	Major	Programme is itself a strong support to KISED P 2 nd phase and can possibly attract other funding	Minor	KISED P is seen as a key process for integrating refugees, but funding available is still not clear

10. Closure

The Programme is designed so that it can contribute significantly to implementation of inclusive refugee responses in Kenya within its three years of operation. That said, given the longer-term nature of the objectives of promoting inclusive refugee responses, the Programme would also benefit for being supported by a 2nd phase following the first three year.

The Programme will support activities that are supportive of trying to secure a building of an alliance around the support to inclusive refugee responses, which also would include possible additional funding from various other partners that ultimately also might ensure additional funding for further phases of the Programme.

All programme activities are designed so as leading to sustainability in the longer-term development efforts and most of the activities will be able to continue although continued need for support from donor partners to the Turkana County Government must be expected.

The formal closure of the Programme will consist of implementing partners final reports (from the projects) to be delivered at latest 4 months after closure, which is expected to be end of 2025. The Danish Embassy in Nairobi will deliver a final results-report on the Programme at latest by June 2026. Final audits and closure of accounts should be undertaken within the first six months of 2026.

11. Summary of projects

11.1 Project 1 – Support to strengthening of GOK institutional capacity at county and national level for implementation of inclusive refugee responses, lessons learning/model development, and coordination.

Project objective

Capacity of Kenyan actors to further operationalise its commitment to inclusive responses to forced displacement including the implementation of its new Refugee Act is improved.

Theory of Change

IF provision of adequate capacity strengthening is provided, and **IF** institutional capacity of GOK to address inclusive refugee responses is improved, **THEN** it will be possible for GOK to further operationalise its commitment to inclusive responses to forced displacement and improve delivery of inclusive social services in refugee hosting areas. Eventually, this will contribute to the overall goal of building resilience and stability in refugee hosting areas. For the operationalisation of GOK commitments to happen, the key assumption is that GOK agencies and institutions (county government, DRS, Ministry of the interior, sector ministries) are interested and willing to strengthen capacities and mechanisms in support of implementation of the inclusive responses in the new Refugee Act. Related to this assumption, the risk of institutional complexities, competing imperatives, and various departmental incentive structures putting a hindrance to the strengthening of capacities and mechanisms, should be recognised.

Summary of project content

The project will support strengthening of the institutional capacity of GOK at county level and at national level within DRS/Ministry of Interior for implementation of inclusive refugee responses, enhance coordination within the Programme, and promote lessons learning/model development within the Programme. Lead agencies in GOK will be County Government of Turkana, DRS, and Ministry of Interior, with further detailing of their relative roles needed in the forthcoming project development process. The project will focus on strengthening the institutional capacity of the County Government of Turkana to more effectively implement inclusive refugee responses. The project will provide direct technical assistance to Turkana County Government to enhance its ability to plan and implement the transition towards GOK led and integrated service provision in the target areas. Specific capacity building support shall be provided to prepare the County Government for applying and implementing the funding to be made available in the associated project on financial assistance to the County Government of Turkana. The project will also support DRS to strengthen its capacity to coordinate and support the roll out of the Refugees Act 2021.

The project will support the development of structures, procedures, and interactions between key actors at county and national government levels for effective implementation of inclusive refugee responses. It will support the development of policy and legal frameworks at the county level to assist the application of the Refugees Act 2021, establishment of coordination frameworks and mechanisms and the strengthening of technical capacity through training and peer-to-peer exchanges. The institutional development support to the County Government will also aim to equip it with the skills and capacities needed to make optimal use of the financial assistance to be provided under project 2 as detailed below. At the national level, it will support the development of Regulations to implement the Refugees Act, 2021 and provide resources to facilitate participation of DRS in activities supported by the Programme.

The project will also support applied research and lessons learning regarding inclusive refugee responses for the Programme and within the framework of cooperation. It will seek to build future models for implementation of inclusive refugee responses. The project will also ensure that some of the programme coordination, exchange and joint planning activities are being facilitated and supported within the Programme and within the expected framework of cooperation. It is also hoped that this part of the project will be able to pave the way for further leveraging of other funding sources in support of host and refugee integration in Turkana County. The main part of the project expenses will be used on technical assistance and human resources that can support GOK implementation of inclusive refugee responses.

The project will have strong synergies with other projects under the programme and especially, through supporting the GOK capacity for inclusive refugee responses, with project 2 on financial assistance to Turkana County government. The project will through capacity strengthening of key GOK agencies contribute significantly towards the programme objective of improved resilience and long-term stability for refugees and host communities.

Results framework and outcome indicators

The results framework of the project includes an outcome: “Capacity of Kenyan actors to further operationalise its commitment to inclusive responses to forced displacement including the implementation of its new Refugee Act is improved” and an outcome indicator of “Key GOK actors at county and national

level experience improved ability to address inclusive refugee responses”. Kenyan actors are in this context primarily the County Government of Turkana and DRS at the national level. It has a target stating: “National and county level institutions have developed capacity and structures to effectively implement inclusive refugee responses (min. 50% of targeted key actors report improved ability or capacity resulting from project activities)”. The indicator will be verified through interviews with key government staff and institutions. Selected outputs under the project are: Implementation of inclusive refugee responses better supported by Turkana County Government staff; Mechanism for donor support to inclusive refugee responses in Turkana County developed; DRS better able to coordinate and support implementation of new Refugee Act; Research, lessons learning and model development for inclusive refugee responses are developed and communicated; Coordination of Programme and framework of cooperation for inclusive refugee responses supported.

Choice of implementing partner, aid modalities, capacity building and TA

The project is targeted at the GOK at county and national level, but since it will be consisting of TA and capacity and institutional strengthening activities, the project is going to be implemented by CSOs and/or technical assistance in specialised areas that are able to give the best possible institutional strengthening support to the Turkana County and to DRS at national level. Hence, the project partner(s) will be identified either through a tender process or recruitment of specialised technical assistance by the Danish Embassy for implementation by relevant and capable technical assistance actors within Kenya. It is the assessment that such qualified actors are to be found within Kenya. Further, options for allocating specific technical assistance to the County Government of Turkana and to DRS as part of the initial implementation of this project will be decided upon during the further development of this project.

Management arrangements, including monitoring framework

The project will be managed by the successful tenderer of the project and this management will be in close dialogue with the relevant actors at Turkana County level and at national level of DRS. Since the project will be implemented under a contract with the Danish Embassy in Nairobi reporting will be towards the Embassy in copy to the Steering Committee. In addition to the agreement between the successful tenderer or technical advisor and the Embassy, it is likely that an agreement re. the project between the Embassy, the successful tenderer and the GOK represented by the Turkana County Government and the DRS, be developed. The successful tenderer will select a management team to be in charge of the project implementation as representatives of the successful tenderer organisations. Monitoring of the project will be undertaken in accordance with a monitoring framework to be developed specifically for the project.

Financial modalities, financial management, planning and reporting

The project will be financed directly from the Danish Embassy in Nairobi to the successful tenderer. Financing will be in accordance with a financing plan with three tranches of DKK 10, 9 and 8 million each over the three years. Financial management of the project will be in accordance with agreed financial management procedures of the implementing partner, which will respect sound international principles for financial management, accounting and reporting and be in line with Danida’s guidelines for financial management. First disbursements will be made after the contract has been signed and the implementers financial management capacity has been assessed. Subsequent disbursements are released against achievement of set milestones and once the implementer has accounted for previous funding. The specific procurement procedures of the project partner will be assessed and if found satisfactory, the procurement under the Programme will follow the implementing partner’s procedures. The project partner will, at project start develop an initial overall plan for the three years of the project. Based on this and developments within the project, annual workplan and budgets will be developed. The project will provide a yearly narrative technical progress report. Semi-annual financial reports will be developed.

Budget at outcome level

The budget allocated to the project outcome is set at DKK 27 million for three years of implementation and allocated in three tranches of DKK 10, 9 and 8 million per year to the project.

Summary of risk analysis and risk response for programmatic and institutional risk factors

One of the key programmatic risks for the project is that system hindrances and system procedures in GOK system related to provision of earmarked support to the Turkana County Government cannot be navigated, which will complicate the further step in the institutional strengthening for inclusive refugee responses of the County. The risks response will include focused project work on adapting to the GOK system and ensuring development of mechanism. A key institutional risk relates to the institutional complexities and various departmental incentive structures putting a hindrance to the strengthening of capacities and mechanisms at county and national level should be recognised. The risk response includes that the project has built its assistance in a flexible way, which increases option for navigating towards a positive outcome of the capacity strengthening.

Closure

The project is designed so that it will achieve its capacity/institutional strengthening outcome within the three years. It is not foreseen that a follow up project phase will be needed at least not in the same format and with the same content. A good level of sustainability is foreseen. The formal closure of the project will consist of the final report of the project partner to be delivered at latest 4 months after closure, which is expected to be end of 2025. Final audits and closure of accounts should be undertaken within the first six months of 2026.

11.2 Project 2 – Assistance and financial facilitation to Turkana County Government in support of burden sharing and implementation of the transition towards GOK-led and integrated service delivery in refugee hosting area

Project objective

Burden sharing implemented and Turkana County Government has improved its ability to manage and support the transition towards GOK led and inclusive social services in refugee hosting areas.

Theory of Change

TOC for Project 2 on assistance and financial facilitation to Turkana County Government: **IF** Turkana County Government is supported and facilitated to direct its resources towards provision of inclusive GOK-led social services to refugees and host communities **THEN** Burden sharing between donors and GOK in terms of refugee hosting in line with the new Refugee Act will be effectively implemented and Turkana County Government will have improved its ability to manage and support the transition towards GOK led and inclusive social services in refugee hosting area. This will eventually contribute towards building resilience of refugee and host communities. The key assumption for this to happen is that ways of supporting and facilitating the role of Turkana County Government, including provision of funding to this through the GOK system, are found and supported by key stakeholders. The risk is that system hindrances, lack of political will to channel funds to the area, and system procedures in GOK system related to provision of earmarked support to the Turkana County Government cannot be navigated.

Summary of project content

The project will provide financial assistance to Turkana County government in support of burden sharing and implementation of the transition towards GOK led and integrated service delivery in refugee hosting area. The project will consist of a conditional grant, which will be provided when the Turkana County Government has achieved agreed benchmarks (developed plans, procedures and capacities) for the effectively utilisation of the funding towards inclusive refugee responses and government-led provision of services in the refugee hosting area. This process of building institutional capacities will be supported through project 1 and its associated capacity strengthening/technical assistance efforts.

In order to access the financial assistance, the County Government will be expected to mainstream inclusive refugee responses in the County Integrated Development Plan and annual plans; develop a county legislative framework to domesticate the provisions of the Refugees Act 2021; establish a coordination framework that includes a functional financial management mechanism to facilitate burden sharing and direct financing for inclusive service delivery in refugee hosting areas; and appoint a focal person for coordination of the

Programme. Apart from enabling the County Government to access the financial assistance under this project, these steps will place the County Government in a good position to attract additional resources from other development partners to support service delivery in refugee hosting areas.

The County Government shall provide an update to the Programme Steering Committee on progress on these benchmarks at the first biannual meeting of the Steering Committee. The release of the financial assistance to the County Government expected in Yr. 2 of the Programme shall be conditional on a resolution of the Steering Committee confirming that the County Government has met the conditions for such release.

The funding provided under the project will facilitate GOK input to health, education and water inclusive services provision in the 2nd phase of KISED P and in other areas deemed relevant by County Government, but the spending of the funds will have to be prioritised during a county-led process. These sectors are closely related to the resilience building of refugees and host communities and are central to the transition towards GOK-led services in refugee hosting areas. The project will contribute to the Programme by ensuring the central role of Turkana County Government in the longer-term development efforts related to inclusive refugee responses. The project will therefore be contributing directly towards burden sharing in context of development solutions in protracted refugee situations.

The strong emphasis on inclusive service delivery in key sectors of education, health and water will contribute to important development impacts that support the programme objective of improved resilience and long-term stability for refugees and host communities. Synergies are strong with all other projects in the Programme, and especially with Project 1 on capacity strengthening and Project 4 on supporting 2nd phase of KISED P.

Fundamentally, the funding provided under this project will be supportive of the transition towards a stronger role of the Turkana County Government in implementing inclusive refugee responses and it is recognising the need for funding through the mandated authorities in order to create sustainable delivery of longer-term development support.

Results framework and outcome indicators

The results framework of the project includes an outcome: “Burden sharing implemented and Turkana County Government has improved its ability to manage and support the transition towards GOK-led and inclusive social services in refugee hosting areas” and an outcome indicator of “Financial mechanism to support County led service delivery in place and County-led inclusive service delivery operational in refugee hosting areas of Turkana”. It has a target stating: “A functional financial mechanism for burden sharing established and direct financing towards effective GOK-led inclusive service delivery in refugee hosting areas undertaken reaching a target of minimum 50.000 people (refugee and host)”. The indicator will be verified through progress reports from Turkana County Government. Selected outputs under the project are: A functional financial mechanism in place, through which donor partners can contribute towards burden sharing for inclusive refugee responses; Turkana County able and directing support to inclusive health services in refugee hosting areas; Turkana County able and directing support to inclusive services within water in refugee hosting areas; Turkana County in conjunction with respective line ministry able and directing support to inclusive education services in refugee hosting areas.

Choice of implementing partner, aid modalities, capacity building and TA

The project is targeted at the GOK at Turkana County level as this is the most central actor in the transition towards GOK-led services. The implementing partner choice is crucial if more sustainability is to be introduced in terms of service delivery in the refugee hosting areas, and to increasingly let funding and functions follow each other. It is, however, also not an implementing partner that many donors have financed directly and therefore significant work is needed to have the conditional grant to the Turkana County Government work efficiently and within the intended functions of supporting GOK-led service delivery. Capacity strengthening and technical assistance to make the project work will be provided through Project 1, which will have key role in making the financial mechanism feasible under this project.

Management arrangements, including monitoring framework

The project will be implemented and managed by Turkana County Government through an agreement with the National Treasury of Kenya, the Turkana County Government and the Danish Embassy in Nairobi.

Reporting from the project will be towards the Steering Committee of the Programme and the Danish Embassy. The County Government will select a management team to be in charge of the project implementation. Monitoring of the project will be undertaken in accordance with a monitoring framework to be developed by project management but will to the extent possible be based on existing monitoring framework operational within the County Government.

Financial modalities, financial management, planning and reporting

The project will be financed directly from the Danish Embassy in Nairobi to the Turkana County Government. Financing will be in accordance with a financing plan with two tranches of DKK 14 million for the first and DKK 24 million for the second. Financial management of the project will be in accordance with agreed financial management procedures under the Public Finance Management Act 2012 and the Finance Management (County Governments) Regulations 2015, and will respect sound international principles for financial management, accounting and reporting. First disbursements will be made, when mechanism and procedures for management of the grant are in place (expected to be in year two of programme implementation), and when the developed mechanisms and financial management capacity has been assessed. Subsequent disbursements shall be released against achievement of set milestones and once the implementer has accounted for previous funding. The specific procurement procedures of the project partner will be assessed and if found satisfactory, the procurement under the Programme will follow the implementing partner's procedures. The project partner will, at project start develop an initial overall plan for the three years of the project. Based on this and developments within the project, annual workplan and budgets will be developed. The project will provide a yearly narrative technical progress report. Semi-annual financial reports will be developed.

Budget at outcome level

The budget allocated to the project outcome is set at DKK 38 million for three years of implementation and allocated in two tranches of suggested DKK 14 million for the first in year 2 and DKK 24 for the second tranche in year 3.

Summary of risk analysis and risk response for programmatic and institutional risk factors

One of the key programmatic risks for the project is that "System hindrances and system procedures in GOK system related to provision of earmarked support to the Turkana County Government cannot be navigated". The risks response will include strong programme work on adapting to the GOK system and ensuring funding to County. A key institutional risk relates to GOK institutional complexities, competing imperatives, and various departmental incentive structures hinders the strengthening of capacities and mechanisms. The risk response includes that the project has built its assistance in a flexible way, which increases option for positive outcome in the capacity strengthening.

Closure

The project is designed so that it will achieve its outcome within the three years. It is however, foreseen that a follow up project phase will be needed to sustain and continue the burden sharing for inclusive refugee responses. A good level of sustainability is foreseen. The formal closure of the project will consist of the final report of the project partner to be delivered at latest 4 months after closure, which is expected to be end of 2025. Final audits and closure of accounts should be undertaken within the first six months of 2026.

11.3 Project 3 –Support to 2nd phase of KISED P within health, education, and water

Project objective

2nd phase of KISED P is effectively supporting social services within health, education and water and their transition towards GOK-led service delivery.

Theory of Change

IF Support to 2nd phase of KISED P within the key sectors of health, education and water, which are central to resilience building and refugee/host community inclusion, is provided and is addressing the key aspects of inclusion, and **IF** this support is also supportive of transition towards GOK-led basic social services **THEN** 2nd phase of KISED P is likely to constitute an effective support to resilience building within health, education and water in the short-term as well as supporting the transition of services towards GOK-led services. This will form an important part of the building of resilience of the refugee and host target group in the refugee hosting areas of Turkana. For this to take place it is assumed that the 2nd phase of KISED P is developed positively and that approach of transition towards GOK-led services is integrated in KISED P. The risk associated with this is that 2nd phase of KISED P is not widely supported by the incoming County Government and other stakeholders, and that funding of it is not sufficient to become active.

Summary of project content

The project will provide earmarked support to the implementation of the 2nd phase of KISED P to support the transition towards GOK led basic social services. It will aim at better and more inclusive approaches to integrate refugee and host communities in government led basic social services in 2nd phase of KISED P. Focus will be on the sectors of health, education, and water. 2nd phase of KISED P will have an expected start in 2023 and is expected to include many partners. KISED P is an important framework for implementation of the transition to longer term development-oriented solutions to refugee/host community integration and the Danish funding will be aligned with and contribute to ensuring the successful implementation of its 2nd phase. UNHCR together with the country government in Turkana plays an important role in supporting implementation of KISED P, and the focus of the support through UNHCR recognises the important role of UNHCR in the implementation of the 2nd phases of KISED P. The support also further seeks to focus the inputs of UNHCR towards a transition to more government led provision of social services. The support will have focus on the specific sectors of health, education and water, which are all central for development-oriented solutions in 2nd phase of KISED P. The project will support UNHCR, and other actors engaged in implementation of 2nd phase of KISED P, with a specific focus on strengthening the actors' capacities and commitment to making the transition to longer term development-oriented solutions to integration of host communities and refugees through government led service provision.

The sector target of health, education, and water are all central for development-oriented solutions under KISED P. The approach will promote refugee-host community integration, which is a central aspect of KISED P, but which also require that different participating agencies are clear in terms of mandate and ability to deliver for different target groups (host and refugees). The project will also allow UNHCR and other actors to prioritise their interventions within these sectors, while contributing to further building of capacities for county-led coordination of the implementation of KISED P.

The detailed contents of the project will developed over the course of the second half of 2022 together with relevant stakeholders and will be further aligned with the expected inputs from the three Danish philanthropic foundations participating in the forthcoming alliance.

The project interventions will be predominantly support to service delivery in support of improvements for refugees and host communities. As such it will contribute significantly to the objective of resilience building for refugees and host communities in refugee hosting areas of Turkana. There are important synergies with all the other projects under the Programme. Specifically, the project is linked with project 2 on financial support to Turkana County Government, as it represents a more immediate avenue for supporting KISED P and because KISED P is a part of what the Turkana County Government is going to support in its process of promoting inclusive refugee responses in Turkana County.

Results framework and outcome indicators

The results framework of the project includes an outcome: "2nd phase of KISED P is effectively supporting social services within health, education and water and their transition towards GOK-led service delivery" and an outcome indicator of "Supported social services in 2nd phase of KISED P is benefitting a minimum of 50.000 people (host and refugee)". It has a target stating: "A minimum of 50.000 people (host and refugee) is benefitting from one or several of the provided social services". The indicator will be verified through UNHCR progress reporting. Selected outputs under the project are: KISED P supported activities within health are benefitting refugees and hosts and supportive of transition towards GOK-led inclusive social services in the

area; KISED P supported activities within education are benefitting refugees and hosts and supportive of transition towards GOK-led inclusive social services in the area; KISED P supported activities within water are benefitting refugees and hosts and supportive of transition towards GOK-led inclusive social services in the area; County Government of Turkana is having an increasing central role in managing and supporting KISED P.

Choice of implementing partner, aid modalities, capacity building and TA

The project will be implemented by UNHCR as a contribution to the 2nd phase of KISED P and be based on an agreement between UNHCR and the Danish Embassy in Nairobi.

Management arrangements, including monitoring framework

The project will be managed by UNHCR through its Kenya office and its implementing structures in Kakuma/Kalobeyei, close coordination with Turkana County Government will be needed. Since the project will be implemented under an agreement between UNHCR and the Danish Embassy in Nairobi reporting will be towards the Embassy and the Programme Steering Committee. UNHCR will select a management team to be in charge of the project implementation. Monitoring of the project will be undertaken in accordance with KISED P/UNHCR monitoring framework.

Financial modalities, financial management, planning and reporting

The project will be financed directly from the Danish Embassy in Nairobi to UNHCR. Financing will be in accordance with a financing plan. Financial management of the project will be in accordance with agreed financial management procedures of UNHCR, which will respect sound international principles for financial management, accounting, and reporting. First disbursements will be made at agreement signing and after financial management procedures has been developed and agreed. Subsequent disbursements are released against achievement of set milestones and once UNHCR has accounted for previous funding. The specific procurement procedures of the project partner will be assessed and if found satisfactory, the procurement under the Programme will follow UNHCR procedures. UNHCR will, at project start develop an initial overall plan for the three years of the project. Based on this and developments within the project, annual workplan and budgets will be developed. The project will provide a yearly narrative technical progress report. Semi-annual financial reports will be developed.

Budget at outcome level

The budget allocated to the project outcome is set at DKK 50 million for three years of implementation and allocated in three tranches of suggested DKK 23 million for the first, DKK 14 million for the second tranche, and DKK 13 million for the third tranche.

Summary of risk analysis and risk response for programmatic and institutional risk factors

One of the key programmatic risks for the project is that “Proliferation of different, non-supportive activities continues and introducing development modes of operation is in practise resisted in favour of entrenched modalities of humanitarian delivery”. The risks response will include “Strong programme advocacy for adjusting towards development solutions”. A key institutional risk relates to “2nd phase of KISED P is not widely supported by incoming County Government and other stakeholders and funding of it is not sufficient for the 2nd phase to become active”. The risk response includes that the “Programme is itself a strong support to KISED P 2nd phase and can possibly attract other funding”.

Closure

The project is designed so that it will achieve its outcome within the three years. It is however, foreseen that a follow up project phase will be needed in order to sustain and continuing the support to KISED P. A good level of sustainability is foreseen. The formal closure of the project will consist of the final report of the project partner to be delivered at latest 4 months after closure, which is expected to be end of 2025. Final audits and closure of accounts should be undertaken within the first six months of 2026.

11.4 Project 4 – Promotion of climate adapted self-reliance and resilience in refugee hosting areas/Turkana County through economic development, financial inclusion, and social protection activities

Project objective

Improved self-reliance, expanded economic opportunities, and strengthened resilience/climate adaptation for refugee and host community in refugee hosting areas/Turkana County

Theory of Change

IF self-reliance and resilience is integrated with sound climate adaptation measures and **IF** refugee hosting areas are supported through economic development, financial inclusion, and social protection activities **THEN** improved climate adapted self-reliance, expanding economic opportunities, and strengthened resilience for refugee and host communities are made increasingly possible. An important assumption in this respect is that enough key stakeholders are supportive of prioritised activities and approaches within economic development, financial inclusion, and social protection, so that the Programme can support scalability of the activities. An associated risk is that proliferation of different and non-supportive activities continues, and that introduction of development modes of operation is in practise resisted in favour of entrenched modalities of humanitarian delivery.

Summary of project content

The project will support sector specific development interventions by key CSO partners to promote resilience, climate adaptation and self-reliance while supporting relevant transition towards GOK-led services in refugee hosting areas/Turkana County. It will consist of sector focused support related to economic development, financial inclusion, and social protection in refugee hosting areas/Turkana County, with a particular focus on enabling transition towards locally/county-led and sustainable support services. The project will prioritize support to activities that contribute to economic development, skills and business skills development, the related aspects of financial inclusion, and key aspects of improving social protection in line with GOK systems. Focus will be on improving resilience and self-reliance of host communities and refugees and aspects of climate adaption will be integrated in the relevant activities. The project will leverage on the work of Danish strategic partners already implementing projects in the refugee hosting areas of Turkana County.

The project design will be informed by a comprehensive assessment of approaches that have worked so far and it will seek to scale up such approaches. Potential areas for support may include various business development initiatives in areas that have proven feasible for further economic development and also in supporting improved natural resource and range management within the mobile livestock sector, building on traditional approaches, systems and institutions. The project will mainstream sustainable and climate sensitive approaches in supporting livestock and agricultural development activities that are market driven and most effective in promoting inclusive and sustainable development. The support provided under the project will aim to improve production and productivity in the livestock and in the crop sectors, enhance market linkages and otherwise strengthen the livestock and agriculture value chains.

The interventions will be coordinated directly with relevant departments of the County Government of Turkana and will benefit from the institution building processes with the county government undertaken in project 1. The support under the project will be provided and activities implemented within the framework of the 2nd phase of KISED, targeting host communities and refugee in Turkana West Subcounty as well as reaching out to other relevant areas of Turkana County. Target communities for the project will be refugees and host communities within Turkana County.

This project will be crucial in the support of improved and climate adapted development of self-reliance and resilience and will through capacity development and direct support to self-reliance and resilience activities be contributing importantly to the overall objective of improved resilience and stability in the refugee hosting areas. It has important linkages to the other projects of the Programme and especially with the two projects (2 and 4) that are supporting service delivery in the refugee hosting areas.

Strong aspects of involvement of local civil society will be included in the project in order to support the localisation agenda. Making the transition to GOK led service provisions that integrates refugees and host communities will call for strong political will on the part of the political leadership in Turkana County, particularly the Members of the County Legislative Assembly, who are responsible for county legislation and policy making and oversight and approval of county budgets. It will also require goodwill from local communities. Local civil society organizations have a central advocacy role in building the requisite goodwill at the community level and political will at the level of the local leadership. Close cooperation with various private sector initiatives in Turkana County is also foreseen.

Results framework and outcome indicators

The results framework of the project includes an outcome: “Improved self-reliance, expanded economic opportunities, and strengthened resilience/climate adaptation for refugee and host community in refugee hosting areas/Turkana County” and an outcome indicator of “A minimum of 50.000 people (refugees and hosts) improve self-reliance and resilience through prioritised project activities in support of economic development, financial inclusion, or social protection”. It has a target stating: “Min 50.000 (refugee and host) supported and benefitting from economic development, financial inclusion or social protection activities of the project”. The indicator will be verified through direct monitoring/reporting from partners to be involved in project implementation. Selected outputs under the project are supportive of self-reliance and resilience in Turkana County and include: Target communities (refugees and hosts) are capacitated and benefitting from involvement in sustained economic development activities; Target communities (refugees and hosts) are capacitated and benefitting from involvement in sustained financial inclusion activities; GOK-led social protection systems are facilitated and further applied in refugee hosting areas to the benefit of refugees and host communities.

Choice of implementing partner, aid modalities, capacity building and TA

The project implementing partner will be selected through a call for proposal or relevant tender process undertaken by the Danish Embassy or other form of award process to strategic partnership organisations. The implementing partner is envisaged to be a consortium of CSOs/TA organisations capable of addressing the various aspects stated in project summary. The project will be implemented through an agreement between the Danish Embassy and the successful tenderer.

Management arrangements, including monitoring framework

The project will be managed by the selected implementing partner (the successful tenderer/organisations) and will be managed in coordination with the Turkana County Government. Since the project will be implemented under an agreement with the Danish Embassy in Nairobi reporting will be towards the Embassy as well as the Steering Committee of the Programme. The implementing partner will select a management team to be in charge of the project implementation on behalf of the successful tenderer. Monitoring of the project will be undertaken in accordance with a monitoring framework to be developed by the implementing partner and to the extent possible in line with existing monitoring framework(s) of the selected implementing partner.

Financial modalities, financial management, planning and reporting

The project will be financed directly from the Danish Embassy in Nairobi to the implementing partner. Financing will be in accordance with a financing plan with three tranches of DKK 17 million for the first, DKK 17 million for the second, and DKK 16 million for the third year. Financial management of the project will be in accordance with agreed financial management procedures of the implementing partner, which will respect sound international principles for financial management, accounting, and reporting, and be in line with Danida’s guidelines for financial management. First disbursements will be made after the contract has been signed and the implementers financial management capacity has been assessed. Subsequent disbursements shall be released against achievement of set milestones and once the implementer has accounted for previous funding. The specific procurement procedures of the project partner will be assessed and if found satisfactory, the procurement under the Programme will follow the implementing partner’s procedures. The project partner will, at project start develop an initial overall plan for the three years of the project. Based

on this and developments within the project, annual workplan and budgets will be developed. The project will provide a yearly narrative technical progress report. Semi-annual financial reports will be developed.

Budget at outcome level

The budget allocated to the project outcome is set at DKK 50 million for three years of implementation and allocated in three tranches of suggested DKK 17 million for the first, DKK 17 million for the second tranche, and DKK 16 million for the third tranche.

Summary of risk analysis and risk response for programmatic and institutional risk factors

One of the key programmatic risks for the project is that “Proliferation of different, non-supportive activities continues and introducing development modes of operation is in practise resisted in favour of entrenched modalities of humanitarian delivery”. The risks response will include “Strong programme advocacy for adjusting towards development solutions”. Key institutional risk related to the project have not been developed but are likely to include aspects of operation of CSOs and collaboration among CSO and other actors in promoting self-reliance and resilience.

Closure

The project is designed so that it will achieve its outcome within the three years. It is, however, foreseen that activities in support of self-reliance and resilience will still be needed as a follow up to the project. This is to sustain and scale up results. Still, a good level of sustainability is foreseen with the project. The formal closure of the project will consist of the final report of the project partner to be delivered at latest 4 months after closure, which is expected to be end of 2025. Final audits and closure of accounts should be undertaken within the first six months of 2026.

Annexes:

Annex 1: Context Analysis

Kenya has a long history of engagement with refugee issues as a host country. For three decades, it has hosted well over 500,000 refugees at a time in Kakuma and Dadaab refugee camps and in urban areas. The country's policy on refugees is founded on commitments deriving from international and regional instruments to which it is party, including the 1951 United Nations Convention relating to the Status of Refugees, and its 1967 Protocol, and the 1969 OAU Convention Governing the Specific Aspects of Refugee Problems in Africa.

The refugee situation in Kenya is protracted and is likely to continue for the foreseeable future, given the context of conflict and insecurity that prevails in the Horn of Africa. Ongoing governance crises in Ethiopia, South Sudan, and Somalia have the potential of increasing refugee flows into Kenya and specifically into Kakuma Refugee Camp. Thus, there exists in Kenya a clear humanitarian-development-peace nexus that calls for refugee responses that while responding to immediate needs also address root causes of forced displacement and create foundations for sustainable development and lasting peace. The Kenya Government has committed to respond to this protracted refugee situation through inclusive approaches to forced displacement in support of refugees and affected host communities.

The national policy framework for implementing inclusive refugee responses is defined principally by the Constitution of Kenya 2010 and the Refugees Act 2021. The Constitution articulates national values and principles of governance and sets out the framework and procedures for political governance and planning and implementation of socio-economic development. It introduces devolution that transfer crucial functions for service delivery and development planning to county governments. Importantly for refugees, the Constitution domesticates general rules of international law into Kenya and stipulates that any treaty or convention ratified by Kenya shall form part of the law of Kenya, thereby automatically entitling refugees in Kenya to the protection available to them under international law.

The Refugees Act 2021 is the legal framework through, which Kenya seeks to implement its Comprehensive Refugee Response Framework (CRRF), has been developed in line with the pledge it made at the Global Refugee Forum (GRF) held in Geneva in December 2019, to support refugee and host communities' social services, integration of refugees in CIDPs and area-based approaches, and strengthening of institutions and structures that manage asylum, deliver services and provide security in refugee-hosting areas. It provides for integration of refugees into host communities by ensuring that they have shared use of public institutions, facilities and spaces.

Through the CRRF and Action Plan published in October 2020, the GOK commits to work with humanitarian and development partners to ensure delivery of integrated services to refugees and host communities, with a focus on education; WASH; health and nutrition; housing land and property; livelihoods, self-reliance and social protection; environmental management and energy; and agriculture. In making these commitments, the Government is clear that it expects that its efforts shall be matched by support from the international community based on the principles of international cooperation as well as burden and responsibility sharing.

Kenya's policy framework for planning and implementation of development provides entry points for implementing socioeconomic integration of refugees and host communities and promotion of their self-reliance and resilience. Kenya Vision 2030 is the country's strategic roadmap for socioeconomic development to 2030. It is implemented through five-year Medium-Term Plans of which the fourth one is due to commence in 2023 and run to 2027. The Medium-Term Plan is organized around sectors that respond

to the priority areas for socioeconomic transformation of Kenya as defined by Vision 2030. There are further opportunities for socioeconomic integration of refugees and host communities in Ending Drought Emergencies Common Programme Framework (EDE-CPF), which implements interventions to strengthen resilience to drought and other climate-related disasters in the ASALs.

At the county level, County Integrated Development Plans (CIDPs) are the framework through which local service delivery and development priorities are identified and interventions to address them planned. CIDPs are implemented in five-year cycles that are aligned to the MTP framework of Kenya Vision 2030 and the country's electoral calendar. Already Turkana County has mainstreamed refugee issues into its CIDP, which speaks to refugee concerns in the relevant sectors. But as Kenya heads for national elections in August 2022, the current CIDPs are coming to an end, and new CIDPs for the period 2023-2027 will be developed by the new county governments after the elections. The process of developing the new CIDP for Turkana County will provide a unique opportunity for integrating partnership with this Programme into the CIDP to support implementation of inclusive refugee responses in Turkana County, generally, and in refugee hosting areas in Turkana West Subcounty, in particular.

Turkana County is also leading the way in piloting of socioeconomic integration of refugees and host communities through the Kalobeyei Integrated Socio-Economic Development Plan (KISEDIP), the first phase of which comes to an end in 2022. KISEDIP, which was developed through a partnership between the County Government, UNHCR and other development partners, aims to support a changed approach to providing assistance to refugees through the establishment of a settlement at Kalobeyei in Turkana West Subcounty. In the settlement both refugees and host populations will live together and access common services and support to strengthen their livelihoods and resilience. It is designed to be a multi-year, multi-agency plan that is fully mainstreamed into the CIDP for Turkana County.

A number of other donor-funded projects supportive of inclusive refugee responses are being implemented in Turkana County generally and in Turkana West Subcounty specifically. They include the World Bank - supported "Development Response to Displacement Impacts Project" (DRDIP), and the Dutch-supported "Improving prospects for refugees and migration cooperation" (PROSPECTS). Together with KISEDIP, these projects offer opportunities for partnership to leverage resources to achieve the objective of institutionalizing inclusive refugee responses in Turkana County, and thereby to offer lessons that may be replicated elsewhere in Kenya and beyond.

This Programme will contribute to these objectives by providing institutional capacity development support to the County Government of Turkana, DRS and other agencies to ensure effective implementation of integrated service delivery to refugees and host communities in line with commitments of the GOK in the CRRF and the provisions of the Refugees Act 2021. Its support is based on the recognition that although Kenya has made policy commitments to inclusive refugee responses, it faces significant capacity challenges that may undermine achievement of the commitments.

Annex 2: Partner Assessment

Some of the partners in the Programme (project 1 and 3) will be determined through recruitment, call for proposal or other tender process and can therefore only be established following this. It is, however, likely, given the type and content of project 1 and 4 that consortiums of CSOs and/or technical assistance organisations will be among the partner candidates for the respective projects. The partner for project 2 will be County Government of Turkana and the partner for project 3 will be UNHCR.

Below is an assessment of partners with a stake or a possible stake in the Programme, the organisations are not presented in any order of priority:

County Government of Turkana. The County Government of Turkana is the primary organisation responsible for the future delivery of inclusive services in the refugee hosting areas of Turkana. Currently, the County Government is providing such services in all areas of Turkana, but with a more limited presence in the refugee hosting areas. This will change as the government takes over provision of services. Although it has the policy, legal and institutional authority, and mandate for provision of services, the County Government has technical financial and institutional capacity limitations that limit its ability to effectively deliver on its mandate. Mechanisms for providing donor support to and through the County Government are still relatively poorly developed. Capacities and institutional strengths will have to be further developed for the County Government to delivery in terms of inclusive refugee responses.

Department of Refugee Services (DRS). Although the DRS has been in existence as the Department of Refugee Affairs, the Refugee Act 2021 has expanded its functions, including by introducing additional new responsibilities for management and oversight of designated areas. Moreover, it must oversee the new approach to management of refugee affairs that entail movement away from encampment to integration of refugees and host communities. This new approach calls for new skills on the part of the DRS and its staff. The DRS will need technical support to enable it to play its role effectively. At the time of formulating this Programme, the Regulations for implementation of the new Act were reportedly being developed. The Act stipulates that they must be in place within six months of the Act coming into force. Even when the Regulations are in place, DRS will also need support to create awareness about them among key stakeholders and for training on aspects of the new Act and the new approach.

UNHCR. UNHCR is the custodian of UN Conventions on refugee protection and holds the primary responsibility for implementation of the GCR and the CRRF. In this capacity, and with respect to Kalobeyei, as co-lead of KISEDIP with the County Government of Turkana, UNHCR is at the centre of the implementation of the new approach to managing refugee affairs. Furthermore, UNHCR has for more than half a century overseen the humanitarian approach. This means that as an institution, UNHCR will have to further adapt to development approach. In, UNHCR will need to reconcile its primarily humanitarian mandate with the development orientation of the programme and determine how it will interact with development agencies.

Danish CSO strategic partners active in the area. A number of Danish strategic partner CSOs are significantly involved in the refugee hosting areas of Turkana. They are implementing a range of initiatives that cut across sectors that touch on all the areas that will be supported under this Programme. The way the organizations work vary from one to the other and with different emphasis on activities within the humanitarian and development nexus. Capacities of the organisations are assessed as good, with good track record and presence in the area. They are directly involved in durable solutions and with activities addressing longer-term development efforts in the area. Different aspects of self-reliance and resilience are being addressed

by the different organisations and with some organisations being more aligned to addressing inclusive refugee responses and longer-term development than others.

Other CSO partners relevant for inclusive refugee responses. There are many actors working on different aspects of refugee support in Turkana West, the majority of which are international NGOs. This Programme seeks to support localization and will deliberately aim to partner with local CSOs. Among the CSOs in this category, with which the Programme could partner in Turkana West are the Kenya Red Cross, Refugee Consortium of Kenya (RCK), Africa Inland Church (AIC), and the Regional Durable Solutions Secretariat (ReDSS). Kenya Red Cross and African Inland Church are partners of UNHCR in delivery of health services. RCK is a national legal rights and advocacy NGO that provides legal aid and support to refugees and advocates for their protection. It was actively involved in advocating for the new Refugee Act and is currently supporting the development of its implementing Regulations. ReDSS is not a local NGO but is well placed to partner with the Programme by reason of its technical expertise on durable solutions. It is a consortium of 14 NGOs that supports stakeholder engagement towards durable solutions for displacement-affected communities in East Africa and the Horn of Africa. Otherwise, the formulation mission identified a need for support to localization of civil society engagement with refugee issues, in the context of transition to government-led services to refugees and host communities. A strong local civil society engagement will ensure the mobilization of political will needed especially at the county level for government resources to be allocated for the benefit of refugees.

Annex 3: Theory of Change, Scenario and Result Framework

Theory of Change

The overall Theory of Change (TOC) for the Programme is: **IF** social services and support to economic empowerment in refugee hosting areas of Kenya is being delivered with a strong focus on strengthening sustainable longer-term development capacities among the actors and target groups **THEN** a more inclusive refugee response is obtained and **THEN** resilience and long-term stability for refugees and host communities is likely to be improved and sustained and hence, will contribute to solving the fundamental problem of lack of future development options in refugee hosting areas and the lack of refugee/host inclusion. For this to happen, the most central assumption is that key actors (GOK incl. County Governments, DPs and CSOs) will be supportive of the implementation of the new Refugee Act and supportive of prioritised development actions. The associated risk is that support to implementation of the new Refugee Act is caught up in political differences that is hindering its implementation and, further, that it is not possible to ensure sufficient agreement on prioritised development actions in the refugee hosting areas.

Contributing to the overall TOC, the Programme also has four different more specific ToCs that are directly associated with the four different projects which together contribute to the overall objective of the Programme. They are:

TOC for Project 1 on GOK institutional strengthening: **IF** provision of adequate capacity strengthening is provided, and **IF** institutional capacity of GOK to address inclusive refugee responses is improved, **THEN** it will be possible for GOK to further operationalise its commitment to inclusive responses to forced displacement and improve delivery of inclusive social services in refugee hosting areas. Eventually, this will contribute to the overall goal of building resilience and stability in refugee hosting areas. For the operationalisation of GOK commitments to happen, the key assumption is that GOK agencies and institutions (county government, DRS, Ministry of the interior, sector ministries) are interested and willing to strengthen capacities and mechanisms in support of implementation of the inclusive responses in the new Refugee Act. Related to this assumption, the risk of institutional complexities, competing imperatives, and various departmental incentive structures putting a hindrance to the strengthening of capacities and mechanisms, should be recognised.

TOC for Project 2 on assistance and financial facilitation to Turkana County Government: **IF** Turkana County Government is supported and facilitated to direct its resources towards provision of inclusive GOK-led social services to refugees and host communities **THEN** Burden sharing between donors and GOK in terms of refugee hosting in line with the new Refugee Act will be effectively implemented and Turkana County Government will have improved its ability to manage and support the transition towards GOK led and inclusive social services in refugee hosting area. This will eventually contribute towards building resilience of refugee and host communities. The key assumption for this to happen is that ways of supporting and facilitating the role of Turkana County Government, including provision of funding to this through the GOK system, are found and supported by key stakeholders. The risk is that system hindrances, lack of political will to channel funds to the area, and system procedures in GOK system related to provision of earmarked support to the Turkana County Government cannot be navigated.

TOC for Project 3 on earmarked thematic support within health, education and water to 2nd phase of KISED: **IF** Support to 2nd phase of KISED within the key sectors of health, education and water, which are central to resilience building and refugee/host community inclusion, is provided and is addressing the key aspects of inclusion, and **IF** this support is also supportive of transition towards GOK-led basic social services **THEN** 2nd phase of KISED is likely to constitute an effective support to resilience building within health, education and water in the short-term as well as supporting the transition of services towards GOK-led services. This will form an important part of the building of resilience of the refugee and host target group in the refugee hosting areas of Turkana. For this to take place it is assumed that the 2nd phase of KISED is developed positively and that approach of transition towards GOK-led services is integrated in KISED. The risk

associated with this is that 2nd phase of KISED P is not widely supported by the incoming County Government and other stakeholders, and that funding of it is not sufficient to become active.

TOC for Project 4 on promotion of climate adapted self-reliance and resilience: **IF** self-reliance and resilience is integrated with sound climate adaptation measures and **IF** refugee hosting areas are supported through economic development, financial inclusion, and social protection activities **THEN** improved climate adapted self-reliance, expanding economic opportunities, and strengthened resilience for refugee and host communities are made increasingly possible. An important assumption in this respect is that enough key stakeholders are supportive of prioritised activities and approaches within economic development, financial inclusion, and social protection, so that the Programme can support scalability of the activities. An associated risk is that proliferation of different and non-supportive activities continues, and that introduction of development modes of operation is in practise resisted in favour of entrenched modalities of humanitarian delivery.

Scenario

The TOCs presented above would likely lead to the following scenario.

In Kenya in general and in Turkana specifically, there will be improved resilience and stability in the refugee hosting areas and a more balanced emphasis on humanitarian, development, and peace/stability interventions.

The added focus on longer-term development solutions as supported by this Programme will be an important contribution to improved resilience and better balance within the HDP nexus.

At end of the Programme, which is after all only three years, we will see a gradual transition towards GOK-led inclusive delivery of social services to refugees and host communities and the central role of Turkana County Government in the move towards inclusive refugee responses will have been boosted significantly.

Turkana County Government as well as DRS institutional capacities to support implementation of inclusive refugee responses will have improved in important ways making such implementation more sustainable.

Local civil society will also have been supported through the Programme and their capacity enhanced, which will also contribute to stronger local engagement and sustainability of the interventions of the Programme.

Specific improvements within in the sectors of health, education, water and self-reliance/resilience will have been experienced by the target group and the improvements have at the same time been supportive of the longer-term goal of transition towards GOK-led services.

The 2nd phase of KISED P will have progressed in satisfactory ways making sure that it is providing a strong support towards inclusive refugee responses in Turkana.

Other Turkana County Government priorities supportive of inclusive refugee responses will also have been supported and together with KISED P they form part of the future of refugee responses in Turkana.

Within the areas of self-reliance and resilience, the support has been able to prioritise the most important intervention in support of longer-term development and apart from the direct support to the target population that the activities have provided, they have also been able to scale up and provide options for replication of best practises.

The inclusive refugee responses addressed by the Programme will have followed best strategies for ensuring best possible adaptation to climate change in the area, which again will contribute to overall resilience of people in the area.

In general, the inclusion addressed by the Programme will have been boosted by utilising people-centred and participatory approaches, which has ensured the best fit of the activities with the realities for people in the areas. This will also have ensured that inclusion is done in ways most supportive of longer-term development in the area.

The Programme will have been able to learn lessons and to ensure development of solutions/models within inclusive refugee responses and have been able to communicate this.

Results framework

The programme has three thematic focus areas, namely, one GOK capacity and implementation of inclusive refugee responses, one on creating of self-reliance and resilience, and the last one on sector specific support to KISED. A more detailed results framework, than the one in the main report, is presented below. It is still to be further developed later in the process.

Result framework for the Programme “Support to inclusive refugee responses in Kenya, 2022-25”

(note: the outputs are tentative and will be adjusted during the more detailed project design process, where also indicators, MOVs, and baseline/targets will be developed)

Programme	Support to inclusive refugee responses in Kenya, 2022-25
Programme Objective	Improved resilience and long-term stability for refugees and host communities by supporting Kenya’s pro-active role and locally led development efforts to improve access to inclusive basic social services and enhance self-reliance, specifically in Turkana County, and more generally, in Kenya
Impact Indicator	Number of refugees and host community members in Turkana County refugee hosting areas experiencing improved resilience as consequence of implemented programme activities (target minimum 150.000 refugees and hosts)
Baseline	Baseline is 0 as impact is related to increased resilience from programme activities

Project Title 1		Support to strengthening GOK institutional capacity at county and national level for implementation of inclusive refugee responses and lessons learning/model development, and coordination	
Outcome		Capacity of GOK to further operationalise its commitment to inclusive responses to forced displacement including the implementation of its new Refugee Act is improved	
Outcome indicator		Key GOK actors at county and national level demonstrate improved ability to address inclusive refugee responses. MOV include interviews with key government staff and institutions.	
Baseline	Year	2022	Institutional capacity to address inclusive refugee responses limited, but baseline is set a 0 as improvement are measured from impact of programme activities
Target	Year	2025	National and county level institutions have developed capacity and structures to effectively implement inclusive refugee responses (min. 50% of targeted key actors report improved ability or capacity resulting from project activities)
Output 1.1		Implementation of inclusive refugee responses better supported by Turkana County Government staff	
Output indicators			
Baseline	Year	2022	
Target	Year	1	
Target	Year	2	
Target	Year	3	
Output 1.2		Mechanism for donor support to inclusive refugee responses in Turkana County developed	
Output indicators			
Baseline	Year	2022	
Target	Year	1	

Target	Year 2	
Target	Year 3	
1.3 Output		DRS better able to coordinate and support implementation of new Refugee Act
Output indicators		
Baseline	Year 2022	
Target	Year 1	
Target	Year 2	
Target	Year 3	
1.4 Output		Research, lessons learning and model development for inclusive refugee responses are developed and communicated
Output indicators		
Baseline	Year 2022	
Target	Year 1	
Target	Year 2	
Target	Year 3	
1.5 Output		Coordination of Programme and framework of cooperation for inclusive refugee responses supported
Output indicators		
Baseline	Year 2022	
Target	Year 1	
Target	Year 2	
Target	Year 3	

Project Title 2		Assistance and financial facilitation to Turkana County Government in support of burden sharing and implementation of the transition towards GOK led and integrated service delivery in refugee hosting area	
Outcome		Burden sharing implemented and Turkana County Government has improved its ability to manage and support the transition towards GOK-led and inclusive social services in refugee hosting areas	
Outcome indicator		Financial mechanism to support County led service delivery in place and County-led inclusive service delivery operational in refugee hosting areas of Turkana. MOV will be progress reports from Turkana County	
Baseline	Year	2022	No financial mechanism for donor support to County role in inclusive refugee responses in place and funding from County to inclusive service delivery very limited. Progress measured against programme impacts so baseline is 0.
Target	Year	2025	A functional financial mechanism for burden sharing established and direct financing towards effective GOK-led inclusive service delivery in refugee hosting areas undertaken reaching a target of minimum 50.000 people (refugee and host)
Output 2.1		A functional financial mechanism in place, through which donor partners can contribute towards burden sharing for inclusive refugee responses	
Output indicators			
Baseline	Year 2022		
Target	Year 1		

Target	Year 2	
Target	Year 3	
Output 2.2		Turkana County able and directing support to inclusive health services in refugee hosting areas
Output indicators		
Baseline	Year 2022	
Target	Year 1	
Target	Year 2	
Target	Year 3	
Output 2.3		Turkana County in conjunction with respective line ministry able and directing support to inclusive education services in refugee hosting areas
Output indicators		
Baseline	Year 2022	
Target	Year 1	
Target	Year 2	
Target	Year 3	
Output 2.4		Turkana County able and directing support to inclusive services within water in refugee hosting areas
Output indicators		
Baseline	Year 2022	
Target	Year 1	
Target	Year 2	
Target	Year 3	

Project Title 3		Sector specific support within health, education, and water to 2 nd phase of KISED P implemented through support to UNHCR and supportive of transition towards GOK-led basic social services	
Outcome		2 nd phase of KISED P is effectively supporting social services within health, education and water and their transition towards GOK-led service delivery	
Outcome indicator		Supported social services in 2 nd phase of KISED P is benefitting a minimum of 50.000 people (host and refugee). MOV will be UNHCR progress reporting [other ways to measure?]	
Baseline	Year	2022	0, since outcome focus on impact of project-supported activities
Target	Year	2025	A minimum of 50.000 people (host and refugee) is benefitting from one or several of the provided social services
Output 4.1		KISED P supported activities within health are benefitting refugees and hosts and supportive of transition towards GOK-led inclusive social services in the area	
Output indicators			
Baseline	Year 2022		
Target	Year 1		
Target	Year 2		
Target	Year 3		
Output 4.2		KISED P supported activities within education are benefitting refugees and hosts and supportive of transition towards GOK-led inclusive social services in the area	

Output indicators		
Baseline	Year 2022	
Target	Year 1	
Target	Year 2	
Target	Year 3	
Output 4.3		KISED DP supported activities within water are benefitting refugees and hosts and supportive of transition towards GOK-led inclusive social services in the area
Output indicators		
Baseline	Year 2022	
Target	Year 1	
Target	Year 2	
Target	Year 3	
Output 4.4		County Government of Turkana is having an increasing central role in managing and supporting KISED DP
Output indicators		
Baseline	Year 2022	
Target	Year 1	
Target	Year 2	
Target	Year 3	

Project Title 4		Promotion of climate adapted self-reliance and resilience in refugee hosting areas/Turkana County through economic development, financial inclusion, and social protection activities	
Outcome		Improved self-reliance, expanded economic opportunities, and strengthened resilience/climate adaptation for refugee and host community in refugee hosting areas/Turkana County	
Outcome indicator		A minimum of 50.000 people (refugees and hosts) improve self-reliance and resilience through prioritised project activities in support of economic development, financial inclusion, or social protection. MOV will be direct monitoring/reporting from partners to be involved in project implementation.	
Baseline	Year	2022	0, since the project report on outcome of project-supported activities
Target	Year	2025	Min 50.000 (refugee and host) supported and benefitting from economic development, financial inclusion or social protection activities of the project
Output 3.1		Target communities (refugees and hosts) are capacitated and benefitting from involvement in sustained economic development activities	
Output indicators			
Baseline	Year 2022		
Target	Year 1		
Target	Year 2		
Target	Year 3		
Output 3.2		Target communities (refugees and hosts) are capacitated and benefitting from involvement in sustained financial inclusion activities	
Output indicators			

Baseline	Year 2022	
Target	Year 1	
Target	Year 2	
Target	Year 3	
Output 3.3	GOK-led social protection systems are facilitated and further applied in refugee hosting areas to the benefit of refugees and host communities	
Output indicators		
Baseline	Year 2022	
Target	Year 1	
Target	Year 2	
Target	Year 3	

Annex 4: Risk Management

The main risks to the achievement of the expected outputs and outcomes within the implementation period are related to contextual risk (security and conflict, droughts, policies and stakeholder actions), programmatic risks (system hindrances, and persistence of delivery modes) and institutional risks (institutional complexities, incentives and funding).

The stock-take and mitigation of potential emerging risks will be carried out on an annual basis as an integrated part of the implementing partners annual reporting. Below the identified risks and their associated management responses are presented.

- “The current level of droughts is increasing significantly making any production impossible in the areas”. The management response includes a continued focus on creating resilience and climate adaptive solutions that will also work in situations of droughts. This includes designing activities in the projects, where drought response mechanisms are integrated. Even with this severe continues to be a major risk. It is, however, important to recognise that there are no alternatives to developing the best possible resilience for people in the area (refugees and hosts).
- “In-security and conflicts are increasing in the region resulting in a sharp increase in refugee arrivals”. The management response to this risk includes continuation of the focus on development issues while being supportive of protection actions. This means that the Programme should continue to direct its funding towards longer-term development issues, as this will continue to be needed for solving the problems in the area. The programme should be supportive of immediate protection needs - but let other humanitarian partners try to cover the financing of the needs.
- “Implementing of new Refugee Act is caught up in serious political differences hindering its implementation and progress in refugee integration”. The political differences include political issues coming up as part of the election process in Kenya. The risk management includes activities that are supporting and facilitating the implementation of the new Act. Such activities will include directly supporting aspects of implementation that are in support of the new Act but could also include more information and advocacy activities in support of the implementation of the new Act.
- “It is not possible to ensure sufficient agreement on prioritised development actions in the refugee hosting areas”. The risk management includes that the Programme will work specifically on establishing agreements on prioritised activities. Such agreements can be in many forms, but the fundamental aspect is the Programme partners seek to influence as many other stakeholders as possible for agreeing of what is working best and most needed and should therefore be prioritised.
- “System hindrances and system procedures in GOK system related to provision of earmarked support to the Turkana County Government cannot be navigated”. The risk management includes adapting of activities of the Programme to GOK systems and, when needed, seeking to change aspects of the systems to be able to channel donor funding to inclusive refugee responses to the County Government.
- “Proliferation of different, non-supportive activities continues and introducing development modes of operation is in practise resisted in favour of entrenched modalities of humanitarian delivery”. The risk management includes strong advocacy done by the Programme and directed at stakeholders involved with refugee/host community responses in Turkana and Kenya for adjusting towards development solutions.
- “GOK institutional complexities, competing imperatives, and various departmental incentive structures hinders the strengthening of capacities and mechanisms”. The risk management includes building the assistance of the Programme, including the capacity and institutional development efforts, in a flexible

way, which ensures possibilities of adapting to challenges developed, and increases option for positive outcome in the capacity strengthening.

- “2nd phase of KISED P is not widely supported by the incoming County Government and other stakeholders and funding is not sufficient for the 2nd phase to become active”. The risk management response includes ensuring that the Programme in itself provides a strong support to KISED P 2nd phase and that opportunities for attracting other interested funding partners are pursued.

Annex 5: Budget Details

Programme Budget

(Budgets under outputs are tentative and put in brackets – they are not totalled)

Programme:					
Support to inclusive refugee responses in Kenya, 2022-25					
Outcomes	Budget in DKK million (based on years spent – commitments made year before)				
	2022	2023	2024	2025	Total
Outcome 1: Capacity of GOK to further operationalise its commitment to inclusive responses to forced displacement including the implementation of its new Refugee Act is improved		10.0	9.0	8.0	27.0
Output 1.1 Turkana County – institutional strengthening		(4.0)	(4.0)	(3.0)	
Output 1.2 Turkana County – funding mechanism development		(1.0)	(1.0)	(1.0)	
Output 1.3 DRS – institutional strengthening		(3.0)	(2.0)	(2.0)	
Output 1.4 Lessons learning – model development		(1.0)	(1.0)	(1.0)	
Output 1.5 Coordination Programme/Framework of cooperation		(1.0)	(1.0)	(1.0)	
Outcome 2: Burden sharing implemented, and Turkana County Government has improved its ability to manage and support the transition towards GOK led and inclusive social services in refugee hosting areas		0.0	14.0	24.0	38.0
Output 2.1 Functional financial mechanism			(0.5)		
Output 2.2 Support in health			(4.5)	(7.0)	
Output 2.3 Support in education			(4.5)	(7.0)	
Output 2.4 Support in water			(4.5)	(10.0)	
Outcome 3: 2 nd phase of KISED P is effectively supporting social services within health, education and water and their transition towards GOK-led services		23.0	14.0	13.0	50.0
Output 3.1 KISED P support in health		(8.0)	(4.0)	(4.0)	
Output 3.2 KISED P support in education		(7.0)	(4.0)	(4.0)	
Output 3.3 KISED P support in water		(7.0)	(5.0)	(4.0)	
Output 3.4 KISED P/County Gov. management/coordination/involvement		(1.0)	(1.0)	(1.0)	
Outcome 4: Improved self-reliance, expanded economic opportunities, and strengthened resilience/climate adaptation for refugee and host community in refugee hosting areas/Turkana County		17.0	17.0	16.0	50.0
Output 4.1 Sustained economic development		(7.0)	(7.0)	(6.0)	
Output 4.2 Financial inclusion		(5.0)	(5.0)	(5.0)	
Output 4.3 Social protection systems		(5.0)	(5.0)	(5.0)	
Technical assistance, monitoring, reviews, audits		3.0	4.0	3.0	10.0
Unallocated			10	15.0	25.0
Total		53	68	79	200.0
Commitments to be made by MFA	50	50	100		

Annex 6: List of Supplementary Materials

A more comprehensive list of supplementary materials will be developed as part of the final programme document.

- [Joint evaluation of the integrated solutions model in and around Kalobeyei, Turkana, Kenya](#) (October 2019)
- [Global Compact on Refugees](#), December 2018
- [Denmark – Kenya Partnership Policy 2021-2025](#)
- [Guidelines for Country Strategic Frameworks, Programmes & Projects](#) and relevant annexes [here](#)
- [THE KALOBYEI INTEGRATED SOCIO-ECONOMIC DEVELOPMENT PROGRAMME](#)
- [KALOBYEI INTEGRATED SOCIO-ECONOMIC DEVELOPMENT PLAN IN TURKANA WEST, strategic overview](#)
- [Turkana Country Integrated Development Plan, CIDPII 2018-2022](#)
- [Understanding the Socioeconomic Conditions of Refugees in Kalobeyei, Kenya, results from the 2018 Kalobeyei Socioeconomic Profiling Survey](#)
- [Second Garissa County Integrated Development Plan 2018-2022](#)
- [WBG DR DIP programme docs.](#)
- [An Overview of the Borderlands of the Horn of Africa](#)
- [IFC analyses](#)
- The DK-funded report from 2010 on the [Socio-economic impact of refugees in Dadaab](#) – although old, still relevant as the only such analysis in Dadaab
- RSC studies ([complete list](#))
- [ReDSS documents](#)
- Programme documents for DK bilateral development programme 2021-2025 (water/health)

Annex 7: Plan for Communication of Results

Results of the programme will be communicated in the following ways:

- The selected partner for Project 1 will have the responsibility for the coordinating, reporting on results, dissemination and knowledge sharing role for the overall programme. Each of the four project partners maintains individual responsibility for providing annual progress reports to Project Partner 1.
- Lessons learned will be disseminated on an annual basis to all relevant partners, at the broader community of practice and eventually to the wider public in Kenya and in Denmark
- Information about emerging experience and model development related to how to address inclusive refugee responses in protracted situations of displacement will be gathered, analysed and summarised actively by the those responsible for lessons learning in project 1. Models/ lessons learned will be communicated actively by Project 1 and directed at the broader community of practise re. inclusive refugee responses and eventually to the wider public in Kenya and in Denmark through specific stories of what models are working re. inclusive refugee responses. Responsible will be those responsible for lessons learning in Project 1 and eventually MFA at DK level or Nairobi level. Timing will be once during the last year of the project.
- Information from final reports from the different projects will be gathered, analysed, and processed after the project has ended. Focus will be on results, experiences, lessons learned and emerging models. The results of this process will be communicated to partners that have been involved, to the wider community of practise and involved organisations re. inclusive refugee responses in Kenya and other countries with protracted refugee situations, and through developed stories to the wider public in Kenya and Denmark Since, this is after formal project closure, it is foreseen that this will be done under a technical assistance contract with qualified consultants. Timing will be once and following immediately after final reports have been delivered in mid 2026.

Annex 8: Process Action Plan

Below is the process action plan for finalisation of the process towards. A process action plan for the implementation of the Programme will be developed later on in the process

Action/product	Deadlines	Responsible/involved Person and unit	Comment/status
First draft programme document	June 2022	HCE/Nairobi	
Draft TOR for internal appraisal	June 2022	HCE/Nairobi	
Presentation to the internal Programme Committee of (early) draft programme document	18 August 2022	HCE/Nairobi	
Field appraisal	29 August- 9 September 2022	ELK	
Draft appraisal report including summary of conclusions and recommendations	15 September 2022	ELK	
Finalisation of programme documentation including process with partners	20 September 2022	HCE/Nairobi	
Final Programme Document + annexes forwarded to ELK	26 September 2022	HCE/Nairobi	
Initiation of tender process for selected projects under the programme	September-October 2022	Nairobi	
Presentation to the Council for Development Policy	13 October 2022	HCE/Nairobi	
The minister approves the programme	After meeting in the Council for Development Policy		
Signing of partner agreement (-s)	November-December 2022	Nairobi	
Registration of commitment	December 2022	Nairobi	
Selection of successful tenderer for selected projects under the programme	January 2023		
Start of programme	January 2023		

Annex 9: Quality Assurance Checklist or signed table of appraisal recommendations and follow-up actions taken, depending on whether the appraisal has been conducted by a development specialist

To be inserted later