Decentralisation and Climate Change

Programme 2018 - 2019

SustainableEnergy

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Abbreviations and acronyms

ADEL	Local Economic Development Agency of Sofala, Beira based CSO
CISU	Civilsamfund i Udvikling (Civil Society in Development, network of Danish CSOs. Administrating a funding mechanism for Danida)
CSO	Civil Society Organisation
CREPP	Community Rehabilitation &Environmental Protection Programme (CSO)
COP	Conference of the Parties, UN Framework Convention on Climate Change
DANIDA	Danish International Development Agency
DKK	Danish Kroner
EU	European Union
GiZ	German International Cooperation
HRB	Human Right Based
IPAJ	Institute for Legal Assistance and Representation
INGO	International NGOs
LFA	Logical Framework Analysis
Livaningo	Maputo based environmental CSO,
MFA	Ministry of Foreign Affairs, Denmark
Muleide	Women's Association for Law and Development
NDC	National Determined Contributions
NGO	Non-Governmental organisations
NNV	Naturvernforbundet/ Friends of the Earth Norway
NRM	Natural Resource Management
NRMC	Natural Resource Management Committees
ODA	Official Development Assistance
Osienala	Friends of Lake Victoria (NGO)
PANT	Participation Accountability Non-discrimination and Transparency
PPA	Programme and Project Activities
PRO	Program Oplysningsmidler
SE	SustainableEnergy
SDG	Sustainable Development Goals
SusWatch	Sustainable Watch (CSO)
ToC	Theory of Change
Umande Trust	New Dawn (CSO)
URAIA Trust	Citizenship (CSO)
VIRED International	Victoria Institute for Research on Environment and Development, independent research institute
WWF	World Wildlife Fund

Executive Summary

The programme 'Decentralisation and Climate Change' is managed by SustainableEnergy (sustainableenergy.dk). It comprises of two individual country programmes in Central Mozambique and Western Kenya. In common for the country programmes are that they operate on issues around decentralised natural resource management and climate change impacts in rural areas. The strategic orientation of the programme is on the mobilization of vulnerable groups affected one way or the other by ongoing climate changes. Frequently the same groups are caught in-between ambitious but failing local government structures, local environmental conditions under stress and lately warmer and more unpredictable weather systems.

The programme is implemented by two sets of consortiums having 4 to 5 small or medium sized civil society organisations as members, matching each other with sets of complementary skills, experience and talents. The consortiums will work at different levels of both local communities and government. Donor funds administered by SustainableEnergy are used as strategic investments designed to attract existing decentralised government funds and 'green' private sector companies. This will happen through evidence based advocacy campaigns, examples created from climate smart livelihood/natural resources projects, effective transparent community planning and general capacity building of both duty bearers and right holders.

By working in consortiums, the civil society partners are expected to gain sufficient capacity, insights and strength to advocate for and uphold basic human rights around a focused pro-poor agenda – locally and nationally when relevant. Apart from providing inspiration to decision makers at province and district levels and attracting further decentralised government revenues the programme is expected to directly influence the drafting of local climate change policies and strategies towards greater citizen transparency and accountability.

Over a two year period an estimated 55,000 people will be reached, 25 community plans made and forwarded for further decentralised funding and 6 solid advocacy campaigns carried out contributing to documented structural changes at district and province levels.

The Climate Change agenda provides for a unique opportunity for smaller CSOs to meet across borders to discuss effective ways and means to advocate for both local and global climate action. To cater for this a programmatic communication platform will be facilitated. The platform will comprise of members from partners' communication departments – including the one of SustainableEnergy - and as such contribute to important aspects of the general capacity building of participating partners. The platform will have the potential to further deepen and strengthen the interconnections between SustainableEnergy's work in Denmark and in international fora.

SustainableEnergy is in a strong position to successfully implement the ambitions of the programme. SustainableEnergy has been present in Kenya since 2005 and in Mozambique since 2004 and is therefore well-connected. Decentralisation has always been at the core of SustainableEnergy's approaches and values whether concerning a sustainable energy supply or environmental issues in Denmark or internationally. The global Climate Change agenda fits naturally into more traditional SustainableEnergy working areas linking our work, staff, volunteers and members in Denmark to the international development work.

1 BACKGROUND

This programme builds on the experiences of SustainableEnergy's (SE) first frame programme 'Energy, Environment and Democratic Development', 2014 – 2017, funded by Danida. It is a response to the changing aid modalities of the Ministry of Foreign Affairs (MFA), Denmark, and is guided by the Information note from CISU entitled 'How Framework organisations can apply for a Program in a Strengthened CSF Program modality', April 2017.

The document starts with brief history of the current programme. This is succeeded by a chapter looking at various key-lessons generated over the past 3 years and how these lessons have influenced the design of the new programme being applied for here. Chapter 3 gives an overall outline of the strategic orientation including the earmarking of which sustainable development goals the programme navigate around, its geographical focus and a short description of how deliverables are made through close collaborations within partner consortiums. Chapter 4 is a further breakdown of the programme approach with the theory of change and result framework being presented. The chapter ends with a description of the management set-up behind the programme as well as a brief on how it will work with popular engagement and development education of the Danish public. Chapter 5 is dedicated to the introduction of the monitoring framework guiding the set-up. A final budget overview completes the document.

The document is accompanied by a comprehensive set of annexes providing further details and backgrounds to the underlying strategies as well as detailed country programme documents.

1.1 The existing programme

Initially the current programme 'Energy, Environment and Democratic Development' operated in three countries: Mali, Mozambique and Kenya. It relied on 'old' and tested companionships with four well established civil society organisations (CSO) and built further on the experiences gained with four long-term classic project interventions. The annual budget of the programme was set at DKK 10 mil and formulated around a result framework with the following objectives:

Development objective	*Energy and Environmental conditions have improved in low-income communities in the target countries.*
Immediate objective 1	*In the target areas policies and planning efforts are increasingly reflecting the energy and basic environmental needs of low-income communities.*
Immediate objective 2	*In the target areas, tangible improvements regarding sustainable energy production and consumption, NRM, basic facilities like clean drinking water, sanitation and proper waste management are implemented by the communities.*

The objectives were supported with outputs within 1) Empowerment and capacity building of communities; 2) Capacity building of local authorities within participatory development; 3) Gender mainstreaming; 4) National networking and 5) Long-term partners' advocacy work

The first 3 years of the programme (2014 – 2016) built on detailed individual contracts with partners committing the organisations to deliver within well-defined indicator areas supporting or delivering into the joint result areas of the overall frame programme.

Aiming at transferring increased decision making powers to partners and wishing to pursue a clearer mutuality agenda, partner organisations were encouraged and supported to operate within two stipulated budget facilities:

Firstly, a core funding facility was earmarked to each partner directly. The core funding comprised of activities within output 4 and 5 and concerned national networking and advocacy activities. Within a flexible contractual frame-work it gave partners (with facilitating support) an opportunity to formulate and pursue relevant local networking and advocacy agendas. The core funding modality furthermore included salaries to key staff members, administration (7 % of the total budget) and local auditing costs. Results generated by the Core funding regime was evaluated and adjusted once every year.

Secondly, a more rigid project funding facility was designed to cater for contractual deliverables within programme output 1 (Empowerment of communities), 2 (Local authorities) and 3 (Gender). Within the guiding principles of the programme and a set of manuals, partners were 'set free' to formulate and implement shorter more dynamic interventions. Whilst respecting emerging local opportunities requiring attention and funding, project designs and ambition levels had to be passed first by a project approval committee sitting within SE.

While the approach in at least two of the countries yielded interesting results, and led to new and sharper capacity building conversations and relationships between partners and SE, the model (with the available partner composition) also had its flaws and problems. Please refer to chapter 2 for a further analysis of this.

In 2015 in connection with the general cut-back and restructuring of the Danish ODA the frame programme was reduced with 25% down to a total DKK 7.4 mil. Instead of spreading the reduced funding over 3 countries and thereby increasing the transition costs and likely having smaller impacts it was decided to phase out one of the frame programme countries, Mali, and concentrate the programme funding on Kenya and Mozambique. The main arguments for phasing out Mali included the fact that SE's one and only partner in the country, Mali Folkecenter, was in a strong position to operate independently from SE. Nearly 10 years of intensive support had propelled the organisation into becoming one of the most respected environmental CSOs in Mali and gradually reduced the dependency on SE funding from over 50% to only about 8%. Also, unlike in Kenya and Mozambique SE had not yet started a process of expanding the number of partners, leaving it less complicated to phase out remaining support. Although SE programme funding to Mali ceased in in December 2016 collaboration with Mali Folkecenter is still on-going (June 2017) through a smaller climate fund facility as well as through a continuous scanning of EU project possibilities.

A thematic review in early 2016 recommended that to better reflect the new funding realities of the frame and the subsequent phase out of Mali as well as the slimmer and reformulated country programmes, the original outputs and indicators of the 2014 programme needed to be revisited to better reflect the new realities. Subsequently during the remaining part of 2016 a new international strategy and a revised results framework overarching the more detailed country programmes were drafted with partners and finally approved by Danida in January 2017. As part of the preparation of the transition to CISU's programme facility some further changes have been effectuated to the previous results framework.

A current rather heavy outcome framework with two objectives in combination with outcome challenges and indicators have been abandoned in this new programme. The old structure was well suited to capture the above-mentioned modality with core funding combined with a multitude of minor projects but less suited to the new programme structure comprising of two pre-defined country programmes. As can be seen from chapter 4.3 the objectives of the two country programmes are now reflected as outcomes in the overarching results framework.

2 RESULTS, LEARNINGS AND REFLECTIONS

This chapter first provides a brief overview of the results the programme has been able to bring about at outcome level during its 3 years of implementation. For a fuller and more detailed account of progress registered in relation to the programme at outcome level please refer to annex 8.

A major part of the chapter is dedicated to reflecting upon five major learnings of the past three years including how they have influenced early adjustments to the on-going programme as well as the design of this new programme. At a more detailed level the learnings are incorporated into the country programmes, attached as annex 1 and 2.

2.1 Key results and outcomes

Three years down the line the current frame agreement has managed to deliver substantial results. In all three participating countries, the community environmental planning combined with a sustained pressure on local authorities delivered co-funding from public funds as well as succeeded in attracting other donors into existing projects and programmes. Ability of partners' programmes to attract especially further national funds generated from scarce local revenue resources are interesting to keep an eye on in terms of judging the sustainability prospects and local perceived quality of supported interventions. In Kenya, approximately DKK 170,000 were raised from public coffers for a number of neighbourhood associations and youth groups; in Mali and Mozambique, both countries with very limited provincial and district level public funds available, programmes were combined capable of attracting more that DKK 600,000.

As the individual country programmes started to deliver at outcome levels it also more lately started to attract co-funding from a number of other donors and business entities: In Kenya, the presence of a coherent country programme comprising of a network of CSOs sparked the interest of Vestas and the Danish Technical University to invite SE into a collaboration around the development of a new mini-grid windmill prototype. The project was in spring 2017 approved by Danida under the market development partnership platform. Also under the same programme Merkur cooperative bank found it in late 2016 worthwhile to support the collaboration between a private Kenyan company selling solar home systems and the CSOs organised in a consortium under the programme.

In Mozambique, the programme was in 2016 capable of attracting the interest of EU by funding a value chain project. The project is today fully integrated into the current country programme. Other donors like GIZ, WWF and NNV from Norway have likewise been attracted to the efforts of the consortium playing a secondary yet important channel of further complementary funding to programme activities.

Another indirect result of the two country programmes worthwhile mentioning is its ability to generate inspiration to the Danish climate campaign spearheaded by the Volunteer wing of SE. An outline of the campaign is attached as annex 9.

Having finalized the third year of programme implementation (2016) annex 8 presents early signs of achievements of planned outcomes[1].

[1] Following the thematic review of the programme in February 2016 the outcome matrix was slightly revised. The matrix shown in the annex is the revised version.

2.2 Key learnings and action taken

Regardless of the substantial results achieved during the first three years of programme implementation several key learnings and reflections emerged during the first three years of implementation, all pointing towards a need to adjust the implementation modalities and overall strategy. The main consequences of the learnings have been to design a new implementation framework; increase the number of partners while simultaneously moving towards working with and through partner consortiums and finally to shift focus from capital cities to remoter provinces.

The first learning appeared gradually during the first year of implementation: *Old and trusted partners' capacity to formulate projects fitting to programme ambitions had been overrated*. Having drafted detailed contracts with partners in late 2013 outlining the expected levels of deliverables based on clear indicators, projects forwarded for approval were delayed with 4 to 5 months and of a surprising low quality. The proposals were weak in adhering to PANT / HRB principles and as project portfolios lacked in being interconnected and supportive of each other. The strategy of leaving about 50% of individual partner budgets to core funding schemes meant to cover basic operating costs of the organisations and giving them an opportunity to react quickly on emerging advocacy possibilities without having to go through a lengthy project or campaign approval procedure did, with a few notable exceptions, not work convincingly. In other words, where budgets for salaries and transport were spent meticulously every month the ability or desire to formulate and implement innovative campaigns and projects were less impressive. This, combined with an increasing donor pressure to deliver faster and more tangible results led to the conclusion that the core funding modality would have to be rethought.

The second learning appeared towards the end of 2014*: A larger robustness towards varying partner performances was needed.* The collective capacities of available partners were not enough to deliver the planned results with sufficient quality into the frame agreement. This was further accentuated by the fact that the frame agreement, unlike the old project agreements, did not allow for annual budgeting with limited possibilities to carry un-spend funds forward to the following year. A temporary lack of performance and underspending of one partner in country A would now negatively affect other partners in country B and C quickly undermining the financial base of the programme.

Starting with the Kenya programme a decision was taken to expand the number of closer programme partners. An advantage of this would provide for a greater variety of partners' experiences and backgrounds and if handled correctly offer a richer internal learning environment. With a programme focus on the abilities of partners to work with difficult advocacy and governance issues the philosophy of working for an inspirational environment in which partners can exchange thoughts and discuss examples of best and worst practices had become more important.

In late 2014 and early 2015 efforts were therefore made to 1) expand the number of operational partners from 4 to 9 and 2) with the new and old partners initiate the planning and formulation of more coherent country programmes within decentralisation, climate change and natural resource management sector support. The inception period of the Kenyan programme started in late 2015. Due to the general cut-backs in the Danish ODA and a persistent violent conflict in Mozambique the formulation of the new country programme was only finalised in late 2016. Section 4.4 provides a summary of the programmes. The two full country programme descriptions are attached as annex 1 and 2.

The third learning *considered geographical presence and the balance between the modest size of programme and participating partners and its combined ability to have an impact on decision makers and the environment in general*. In 2015, simultaneously with fresh country programme formulations a move

began of phasing out all activities in capital cities seeking out into remoter districts and provinces. Duty bearers are easier influenced here and smaller organisations can with the right support gain greater impact and a clearer say at lower administrative levels of government. Also, seen from a right holders' perspective there is a disproportionate large number of NGOs and INGOs operating within the safe perimeters of capital ring roads.

The transition was completed in the beginning of 2017 and all programme activities are now concentrated in two distinct counties along Lake Victoria in Kenya and within the Sofala Province in Mozambique.

The fourth learning *concerned the partnership modality and our way of engaging partners.* An assessment of the results that a one to one model had yielded, i.e. SE as a northern organisation supporting a likeminded organisation in the south with capacity building instruments showed only limited evidence pointing towards that such collaboration modalities could be attributed to the creation of sustainable independent organisations – with the notable exception of the collaborations with Mali Folkecenter. The core funding model was partly designed to now capitalize on this heavy capacity investment but looking at the returns they were disappointingly meagre. Often, it turned out, after many years of intensive and perhaps with too much 'SE hands on support' in larger stand-alone projects, were the organisations still centred around a few individuals that had difficulties recruiting and especially retaining talented individuals. 'Capacity ceilings' within such organisations are reached fairly quickly making monitoring of impact and dissemination of successes difficult.

Furthermore, and emphasizing the urgency for organizations like SE to find new ways of collaborating to maintain relevance, was the fact that many southern CSOs in general during the last 5 to 10 years have become increasingly better connected and better informed about the challenges facing their local environments. The job therefore, in the eyes of SE, more becomes a matter of finding ways to unleash the knowledge and energy already present in many local settings by facilitating the collaborations of a multitude of individual talents, organisational promises and existing technical knowledge. This task is often best solved when combining complementary CSOs allowing them to jointly leverage their weight constructively towards the right level of local government whilst encouraging collaborations with the private sector to introduce appropriate technology into target communities.

Therefore, the current country programmes of both Kenya and Mozambique are designed around several existing and new CSO platforms. The programmes bind together partners that otherwise would either have been competing against each other around dwindling donor funds or for other reasons would not have found together into working relationships. In such constellations possessing thorough sectoral knowledge, a good global overview and being well founded in rights based approaches SE finds that it can add a critical value to the partnerships.

A fifth 'set of learnings' was facilitated by the external thematic review undertaken in February 2016. The review took its point of departure in the then barely 2 months old country programme in Kenya. The full set of recommendations with management responses are attached as annex 10. Key among the recommendations were to adjust the overall programme to new funding realities (referring to the 25% ODA cutback in October 2015) and to detail further the partnership approach used in a revised international strategy.

Other more secondary learnings that influenced the design of the presented programme has included:

Creation of a facility capable of generating synergies between the country programmes: As country programmes has taken shape and started to deliver it became apparent that a renewed focus on potential synergies between country programmes needed attention. Although context and abilities of partner

consortiums varies there are areas within for instance advocacy approaches and documentation of results where mutual inspiration can be meaningfully found.

Closer involvement of the Danish part of SustainableEnergy (volunteers, YoungEnergy and communication): There is an acknowledged need to further institutional linkages between the Danish part of the organisation and our southern partners. The new programme seeks to do this in several ways. One example is having a sharper focus on possibilities for elevating local climate change issues experienced at country levels into a programmatic communication strategy that involves a larger part of the organisation. An attempt to operationalize this is for instance the current national climate change campaign (ref to annex 9). The campaign is funded by the available development education funds (PRO) and runs over 3 years. It involves volunteers and employees of SE using country programme partners as resource people. Likewise there is a continued need to better market the financial and administrative capacities of SE towards the administrative units within partner organisations.

3 STRATEGIC ORIENTATION

This chapter briefly outlines the general strategic orientation of the programme including the geographical and thematic focus areas and the approach used when engaging with partners. The sustainable development goals the programme will deliver direct and indirect results under is mentioned. The complete international strategy is attached as annex 4.

3.1 The challenges addressed by the programme

The programme engages with poverty alleviation within the environment, natural resources and renewable energy sectors. Within these two sectors on-going climate changes and their impacts on already vulnerable communities and local authorities will form the back-drop of all country led activities and used as a leverage to work with local governance, evidence based advocacy campaigns and improved resource management.

The programme should be measured on its ability to combine national poverty reduction intentions with concrete and relevant environment protection and climate compatible development. Getting this balance right is a first prerequisite for long term impact and sustainability.

3.2 The Sustainable Development Goals

This programme and the international work of SE in general primarily orient itself towards 5 Sustainable Development Goals:

Goal 7 (Affordable and Clean Energy) and **goal 13** (Climate Action) are our first points of departure while carrying out programs and collaborations with partners. Our prime competences lie here. SE applies a rights-based approach to development and many of the principles for this are represented within our 2nd level SDG goals.

Goal 1 (No poverty) **goal 5** (gender equality) **goal 16** (peace, justice and strong institutions) and **goal 17** (Partnerships for the goals) are crosscutting goals in all our activities and ways of working with partners.

Other goals not mentioned in the matrix below are inherently also worked with as in-build value based approaches. For instance, goal 10 (reduced inequalities) expresses the mere reason for SE in the first place to engage in international development work. However, when supported they will contribute to achieving one or some of the mentioned primary goals.

1st level: Areas of work that distinguish the work of SE and where we strive to deliver tangible results. Prioritised equally by both national and international departments.				
	Goal 7: Affordable Energy		Goal 13: Climate Action	
2nd level: Areas of work that are important and hence crosscutting or mainstreamed in all activities or approaches				
	Goal 1. No Poverty	Goal 5: Gender Equality	Goal 16: Peace, Justice and strong institutions	Goal 17: Partnerships for the Goals

Examples of how we work with the individual SDGs are provided in the annexed international strategy.

3.3 Performing through partnerships

SE works with small to medium sized CSOs that already have a respected track record within their field of expertise and / or within their constituency. We collaborate with three main categories of partners: Operational partners, Strategic partners and Network partners.

Operational partners have long term agreements with SE and will always work under a set of mutual contractual obligations. They are crucial partners to SE and play a substantial role within our country programs. The operational partners in this programme includes the following organisations: CREP, Suswatch, Osienala and Umande Trust (all Kenya), ADEL and Livaningo (both Mozambique). The operational partners work within a human right based approach and are all well respected local advocacy organisations having their own technical areas of expertise.

Strategic partners are attached to programs in agreements with the operational partners and on a registered capacity building need basis. These are respected institutions/organisations possessing specific knowledge around e.g. devolution issues, advocacy or climate change issues. The collaboration with strategic partners is more fluid and exist on an agreed on/off basis. Knowledge based institutions, organisations acting as temporal external monitors and national professional networks are all examples of categories of strategic partners. Current (2017) strategic partners include Muleide (gender), IPAJ (Lawyers association), and a network of environmentally concerned journalists (all Mozambique) and VIRED International (CSO comprising of university lecturers in Western Kenya) and URAIA Trust (civic education including issues around decentralisation) both Kenya based.

This programme is designed around two country-based consortiums of CSOs comprising of national operational and strategic partners. Selected consortium partners are autonomous organisations and have the ability and willingness to supplement each other while collaborating around specific technical and advocacy issues. Local authorities are often handling CSOs on a one to one basis. When acting from the platform of a consortium in agreement with each other, consortium members will be able to leverage a larger influence towards decision makers. This happens when presenting joint positions to duty bearers and

when frequently appearing together in meetings with authorities. Also, when meeting around an agreed program document and plan the consortiums are expected to contribute with significant capacity building of each other as CSOs. This is systematically handled by frequently (in Kenya once a month, in Mozambique once every quarter) discussing best practices, most significant change stories and most effective ways of engaging local duty bearers at both community and provincial levels.

To gear our strategic investments into the consortiums, when feasible and in alignment with programme priorities, partners are encouraged to work closely with local private sector operators. Examples of this includes D.Light limited in Kenya (Solar Home Systems) and TCT Dalmann, Mozambique (timber products).

3.4 Geographical focus

The programme encompasses two country programmes based in Western Kenya and the middle part of Mozambique.

Kenya
SE has been present in Kenya since 2005 and has since 2016 focused its attention on counties situated along Lake Victoria. The Lake Victoria basin itself supports the livelihood of about 12 million Kenyans. Despite the region's high agricultural potential, recent soil degradation has led to incidences of abject poverty for 30 to 50% of the rural households and current natural resource management practices are no longer adequate to meet food needs or maintain the resource base in the region. Population densities are high in large parts of the adjacent counties to Lake Victoria and some rural areas can in parts best be described as peri-urban with the specific planning and resource challenge this entails.

Kenya has recently introduced a devolved governance system empowering the counties with decentralised budget structures and in many sectors a high degree of self-determination. This combined with a newly approved climate change bill and in some counties new departments dealing with the climate change agenda opens new opportunities and challenges for the civil society. Our program in Kenya (November 2015 to December 2019) engages a number of established and well respected NGOs in a consortium working with both the opportunities of the decentralisation act and the increasing focus on the climate change agenda.

The programme will receive inspiration from two other Kenyan based climate and energy projects both managed by SE: I) a regional engagement with larger national NGOs in Kenya, Tanzania and Uganda focusing on advocating for the implementation of the Nationally Determined Contributions (NDCs) under the UN framework on climate change[2]. And, II) in collaboration with the Danish windmill producer, Vestas, and the Danish Technical University (DTU) SE will during the programme period participate in the development of community based mini-grids[3]. Final approval of the mini-grid project is expected in September 2017.

Mozambique
SE has been present in Mozambique since 2004 and has over the years established good working relationships with a number of national CSO's and INGOs. About 51% of the land area is covered by open natural forests. Around 80% of the population depends heavily on natural resources – including especially

[2] 'Promoting Implementation of the Paris Agreement in East Africa with a focus on pro-poor low emission development' (PIPA), CISU klimapuljen 2016.
[3] 'Supporting sustainable mini-grid development and production of wind turbines in Kenya', Danida market development partnerships, 2017 - 2020.

forest resources for their livelihoods, forest based agriculture, timber harvesting, firewood, charcoal making and hunting. Exploitation of natural resources therefore contributes significantly to reducing food insecurity and poverty and plays a pivotal role in addressing climate change concerns. The country program (January 2017 to December 2019) is focused in the Sofala province in the two districts Gorongosa and Maringue. These districts were in 2015 to 2016 taken hostage in a political–military conflict between the Government and the Renamo[4] who managed to re-establish a military stronghold. Fortunately, a new peace process initiated in December 2016 has made it possible for programme partners to return to the area. The situation in the area is still fragile and the population deprived of much support from government. Following the leave-no-one-behind principle it is very relevant working areas to be present in.

The strategic orientation of the programme is directed towards several targeted natural resource management committees, advocating for their full and transparent access to national revenue based development funds and developing best practice cases demonstrating how these funds are being put most relevant into use at community levels. Despite its relative limited size, it is the expectation that the consortium of partners implementing the programme will be able to contribute significantly to getting the question of sustainable National Resource Management and consequences of climate change higher up on the provincial and national political agendas. To increase incomes and resilience of communities an EU funded project working with value chains in rural areas is an integral part of the program[5].

[4] The **Mozambican National Resistance** - **RENAMO** is a militant organization and political movement in Mozambique.

[5] Programa de desinvolvimento economico local (Prodel), 2016

4 PROGRAMMATIC APPROACH

Within the two big headings of decentralisation and climate change this chapter first describes the general approach that will be applied. A schematic ToC is then presented and coupled to the overall result based framework indicating the targets the programme plan to reach before the end of 2019. From the programme facility level the section then briefly introduces the content of the two country programmes including the profiles of the CSO partners participating in the realisation of the goals. A brief management outline is followed by two sections detailing the two main communication channels: One through a programmatic communication platform connecting participating CSOs across borders and the other explaining how the PRO funds are planned to be spend towards the Danish public.

4.1 General outline and approach

As already stated the programme comprises primarily of two individual country programmes based in Western Kenya and in the Sofala Province of Mozambique (annex 1 and 2). In common for the country programmes are that they operate on issues around decentralised natural resource management and climate change impacts and challenges in rural or peri-urban areas. Overall guidance, monitoring and collection and sharing of experiences are, however, catered for by the vision and objectives of this programme, (see Theory of Change and result framework, 4.2 and 4.3).

As briefly mentioned in section 3.3 the country programmes are build up around two consortiums having 4 to 5 CSOs as members, matching each other with sets of complementary skills, experience and talents. The consortiums are supported by several national strategic partners giving specialised inputs on e.g. monitoring methods, independent review advice or community approaches. Such strategic partners typically originate from the universities, from small specialized consulting firms or from stronger national climate change networks. In common for both programmes are also that they seek to tap into already available decentralised revenues generated by the state. Donor funds administered by SE are used as mere strategic investments designed to attract further interest from local authorities and / or the private sector.

Modern legislation on decentralised governance and slow but sure increasing efficiencies of governments to generate revenues are important handles of the programme. This can be from either direct natural resource exploitation (Mozambique) or as is the case in Kenya through a gradual budgetary and human resource mobilization at county and district levels. The programme will work through these new pieces of legislation taking advantage of the possibilities and challenges this brings with it.

Important catalysts for unlocking the best parts of the potentials of decentralised governance are CSOs and CBOs living and working within the vicinity of the target population. The consortiums of CSOs mentioned in section 3.3 are the crankshafts of both programmes to make this happen. By working from a consortium platform on selected advocacy issues, considerable leverage is generated towards local authorities to deliver meaningful support to communities and invite private actors with 'green products or methods' to take an interest in areas where they normally would not operate.

Our strategic orientation on the beneficiary level is on the mobilization of disadvantaged groups affected one way or the other by ongoing climate changes. Frequently the same groups are caught in-between ambitious but failing local government structures, local environmental conditions under stress and lately warmer and more unpredictable weather systems.

Both programmes have at their core a purpose of generating and using evidence based advocacy cases evolving around environmental challenges experienced by the target group, either directly induced by

climatic changes or indirectly further aggravated by such changes. Whereas the attention around the global climate change agenda mostly is centred on COP meetings and high level negotiations between governments, the attention of this programme is at a much lower level. It is based in provinces and districts where thousands of ordinary people on a daily basis are adapting and coping with new and old climatic challenges.

The programme takes advantage of the fact that experienced climate change is a global concern shared by most people. As such it provides for a unique opportunity for smaller CSOs to meet across borders to discuss effective ways and means to advocate for both local and global climate action. To cater for this a programmatic communication platform will be facilitated. The platform will comprise of members from partners' communication departments and as such contribute to important aspects of the general capacity building of participating partners. Please refer to section 4.6 for a further description of the platform. The communication platform is one of several means of generating synergies between the two country programmes. Others include an overall shared reporting and guidelines system including 'how to do' examples within for instance baseline collection in remote communities, making community mapping and profiling and miscellaneous training manuals of relevance to the programme. Physical exchange of CSO staff attached to the country programmes will when feasible happen in connection with the semi-annual review missions or in connection with specially designed effectiveness reviews where partners might lend staff out to assist with the review.

The human rights based approach is in-build in several PANT sensitive indicators and further enforced during semi-annual review visits discussing progress reports, consulting and supporting the continued propulsion of the country programmes.

The approach to sustainability includes 1) relationships to partners, 2) the nature of supported interventions, 3) focus on signs of lasting impacts and 4) clear contractual agreements with partners on how to phase in and how to phase out:

1. The relationship to partners are guided by SE's partnership approach (ref to annex 4, the international strategy) stipulating general principles for our collaborations. Being successful on creating strong bonds and working relationships between complementary local CSOs motivated to continue collaborating also after programme closure is an important part of the sustainability concerns. Partnerships are usually terminated in connection with the expiration of a contract. In such cases a planned phase-out period precedes the termination of the collaboration. Partnerships can also be terminated by either partner with a three months' notice in case of serious breaches of trust between the partners or if sudden changed access to sources of funding occurs.

2. The investments carried out by the programme are spend as seed money with an acceptable calculated risk of its ability to attract further funds from more sustainable sources, e.g. public allocated budgets generated from revenue collection mechanisms or investments from private businesses seeking to make a further profit.

3. As a measure of sustainability, the programme is more keen on registering for instance partners ability to work smarter together or partners desire and ability to undertake profound advocacy campaigns than registering whether partners individual actions in the field all cater for appropriate sustainability assessments.

4. National programs and regional climate change networking projects all start phasing out activities and documenting change 6 to 12 months prior to their planned termination. Partner contracts and program documents clearly mentions their expiry date. All current consortia partners are capable of sustaining themselves independently of the support and attention they receive from SE. A specific

indicator in the frame program agreement expresses the expectation of a gradual and increasing further independency of all organisations collaborating with SE.

4.2 Target groups

The target groups of the programme are divided into two categories of rights holders and duty bearers being citizens in different layers of society. Primary target groups[6] include 29 communities (Mozambique 15 + Kenya 14) based in rural settings within geographically well-defined areas. The target groups are frequently exposed to general economic marginalization, a lack of access to basic services, public budgets and opportunities for development of resources as well as social and political marginalization in terms of poor access to participation and decision-making.

In common for all communities engaged by the programme is that they are dependent on natural resources and own abilities of managing their resources in climate change affected areas. Any improvements or even maintenance of local livelihoods standards will thus depend on targeted communities' collective capacities to adapt to a changing climate. Furthermore, all targeted duty bearers have recently been subjected to new and complex national legislative instruments concerning redistribution of collected revenues from local natural resource exploitation as well as extensive decentralised decision making modalities carrying with it new responsibilities of a transparent allocation and use of regional development budgets.

Consortia partners is another primary target group that through capacity building and introduction to new civil society alliances will benefit from the programme in terms of becoming more robust and knowledgeable of climate change and decentralisation issues. The programme will engage directly with 9 CSOs. In Kenya, the programme will furthermore influence a number of local civil society platforms through participation in coordinating advocacy activities.

The secondary target group[7] at duty bearer levels will include relevant provincial governmental departments charged with e.g. strategy development and general district budget allocations and issuing of bye-laws. Through the good example and clear cases the program expects to be able to influence key decision makers up until provincial levels (ref to table below). Secondary target groups at community levels (neighbouring citizens and communities affected or inspired by the programme) will include a minimum number of 55,000 individuals.

The table below gives an overview of the various target groups. Further details are provided in the individual country programme documents.

[6] Primary target group is defined by being in direct touch with the programme through trainings and supportive pilot projects. The primary target group is in frequent touch with programme staff.

[7] Secondary target group includes the wider community that indirectly will be affected by the programme e.g. through national advocacy campaigns, the web, getting second hand inspiration from programme interventions and acting upon the new knowledge acquired.

	Primary target groups	Secondary target groups
Rights holders directly involved and benefitting (and local duty bearers in the case of the committee members)	**Mozambique** *Stakeholders worked directly with in programme activities:* • 370 committee members in 15 committees (22% women / 78% men) • 700 honey producers and association members (40% women / 60% men)	**Mozambique** *Stakeholders benefitting in variable degree from programme impact:* • Approximately 30.000 adult community members (50% women, 50% men) in 15 target communities • 1.300 members of ASCAs (60% women/ 40% men), in and outside the laboratory area
	Kenya • Community group members in: o Wang'Chieng ward o Ahero ward o Kogweno ward o Wawidhi ward o Kochogo ward o Chuowe Beach o Obaria Beach Group members working directly with the programme activities. They will receive training and are capacitated to disseminate their knowledge to the entire community. Each group has 2-300 members, where 60% are women.	**Kenya** • All community members in the 7 target wards Each community consists of approximately 2.000 inhabitants. 25.000 community members will indirectly be involved in the programme. • CSO networks in Western Kenya • Other CSO allies • Learning institutions
Duty bearers reached through advocacy and networking *(for institution behind abbreviation*	**Mozambique** *Stakeholders worked directly with in programme activities:* • Private companies and forest concessions (approximately 40)	**Mozambique** *Stakeholders worked least intensively with***:** • Provincial government: o DPASA • National Level:

refer to stakeholder analysis in the country programme documents)	• Local authorities:
	  ○ 4 SDAE offices *)
	  ○ 4 District Government *)
	• Provincial government:
	  ○ SPFFB;
	• National Level:
	  ○ MITADER
		○ MASA
		○ CAEA

	Kenya
	• Local authorities (sub counties):
	  ○ Nyando
	  ○ Rachuonyo South
	  ○ Rachuonyo North
	• Beach Management Units (BMUs)
	• Provincial authorities (counties):
	  ○ Kisumu
	  ○ Homa Bay
	• County executives for the department of Green Energy and Climate Change in Kisumu county and the Ministry of Water Services and Environment, Homa Bay County.
	• County executive committee members
	• Private companies (providers of Solar Home Systems)
		Kenya
		• National government:
		  ○ Ministry of Environment and Natural Resources
		• Public revenue and co-funding mechanisms:
		  ○ Community development Fund
		  ○ Womens Development Fund
		  ○ Youth Development Fund
		• Members County assemblies
		• Private sector
		• Local medias, radios, journalists and bloggers
		• Stakeholders, ministries, institutions, universities.

Consortia partners from the civil society	**Kenya**
	SusWatch
	CREPP
	Osienala
	Umande Trust
		CSO platforms in Kisumu:
		• Platform on Devolution in Kisumu County consisting of:
		  ○ Cordaid
		  ○ Concern worldwide
		  ○ The Civil Society Organization Network for Western and Nyanza Province (CSO Network)

		○ KMET • Cooperation on Devolution and Good Governance in Kisumu and Homa Bay counties: ○ Friderich Ebert Stiftung ○ Transparency International
	Mozambique Livaningo Adel Muleide Ipaj Journalists environmental network	

4.3 The Theory of Change

To reach the VISION in the programme, the ToC runs in two parallel lines:

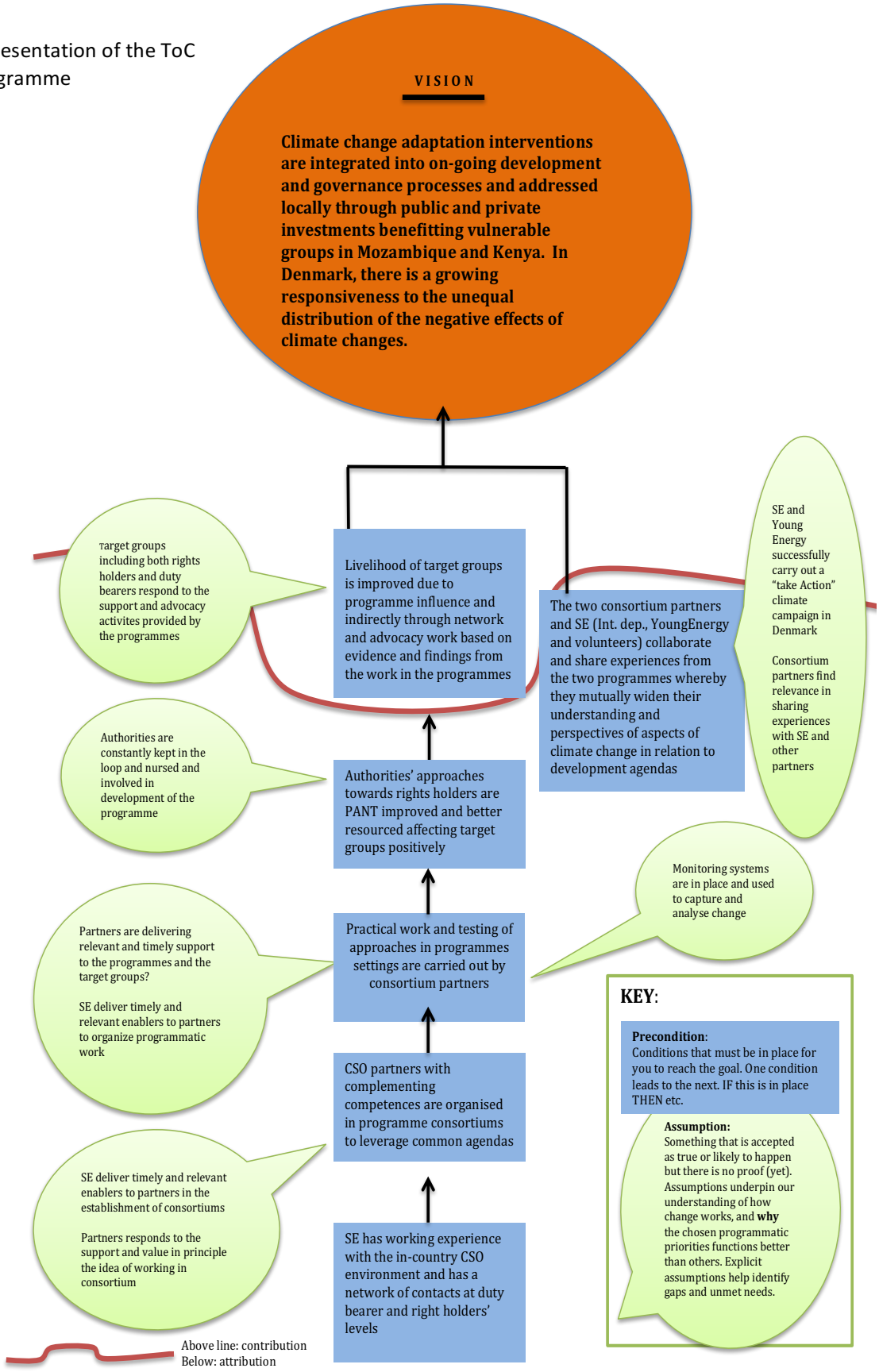
1. One concerns preconditions that are necessary to create within the two country programmes
2. The other line is concerned with preconditions necessary to create in order to establish a collaboration between the two country programmes and SE's Danish activities leading to a mutual understanding of climate change and its impact on the development agenda.

The preconditions are supported by several identified assumptions. The assumptions are subject to SE's regular monitoring and the ToC as such work as a continuous reality check on how collaborating partners perceive change to happen. Adjustment to the perception of how change happens will have an immediate impact on how the accompanying logical framework analysis (LFA) is put together.

The ToC and its assumptions are regularly debated with the consortiums in the programmes and 'darlings' are removed when monitoring and reviews provide us with new knowledge leading to new assumptions.

The ToC is thus a reflective and dynamic instrument, and as the programme progresses new assumptions and preconditions will appear and the ToC be revised accordingly. The use of the ToC into a larger monitoring frame is described in annex 5, Monitoring guidelines.

Graphic presentation of the ToC of the programme

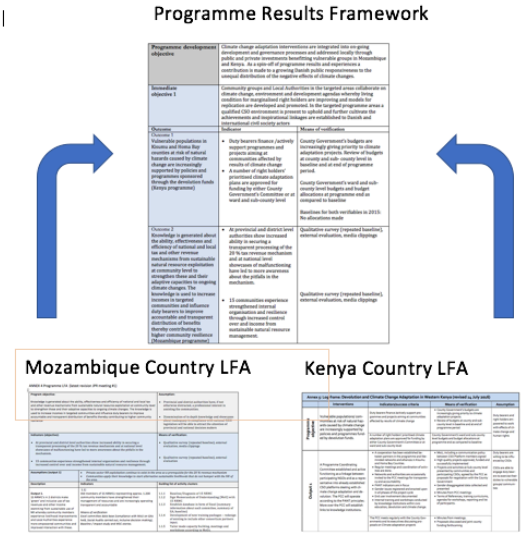


4.4 Results Framework

The results framework integrates the objectives of the two country programmes as outcome 1 and 2, both contributing to the immediate programme objective.

The general content of five generic outputs from the previous Danida frame agreement have been maintained. At the detailed level, they have been adjusted and updated with accompanying sets of indicators.

The outputs reflect priorities and approaches of the International Strategy. They are formulated within general areas of concern and capable of catching and retaining aggregated outcomes happening at output levels within the two country programmes. Annex 3 gives a further specification of how the country programme outputs are linked to the overall programme outputs.



Programme development objective	Climate change adaptation interventions are integrated into on-going development and governance processes and addressed locally through public and private investments benefitting vulnerable groups in Mozambique and Kenya. As a spin-off of programme results and experiences a contribution is made to a growing Danish public responsiveness to the unequal distribution of the negative effects of climate changes.	
Immediate objective 1	Community groups and Local Authorities in the targeted areas collaborate on climate change, environment and development agendas whereby living condition for marginalised right holders are improving and models for replication are developed and promoted. In the targeted programme areas, a qualified CSO environment is present to uphold and further cultivate the achievements and inspirational linkages are established to Danish and international civil society actors.	
Outcome	**Indicator**	**Means of verification**
Outcome 1 Vulnerable populations in Kisumu and Homa Bay counties at risk of natural hazards caused by climate change are increasingly supported by policies and programmes sponsored through the devolution funds (Kenya programme)	Duty bearers finance /actively support programmes and projects aiming at communities affected by results of climate change A number of right holders' prioritised climate adaptation plans are approved for funding by either County Government's Committee or at ward and sub-county level	County Government's budgets are increasingly giving priority to climate adaptation projects. Review of budgets at county and sub- county level in baseline and at end of programme period. County Government's ward and sub-county level budgets and budget allocations at programme end as compared to baseline

Outcome 2 Knowledge is generated about the ability, effectiveness and efficiency of national and local tax and other revenue mechanisms from sustainable natural resource exploitation at community level to strengthen these and their adaptive capacities to ongoing climate changes. The knowledge is used to increase incomes in targeted communities and influence duty bearers to improve accountable and transparent distribution of benefits thereby contributing to higher community resilience (Mozambique programme)	At provincial and district level authorities show increased ability in securing a transparent processing of the 20 % tax revenue mechanism and at national level showcases of malfunctioning have led to more awareness about the pitfalls in the mechanism. 15 communities experience strengthened internal organisation and resilience through increased control over and income from sustainable natural resource management.	Qualitative survey (repeated baseline), external evaluation, media clippings Qualitative survey (repeated baseline), external evaluation, media clippings

Output 1: ***Target groups and local CSOs are empowered through capacity building, technically as well as organisational, via trainings and participation in projects within governance, environment and climate adaptation to act as 'agents for change' in the civil society.***	
Program indicators	
1) Economic actor: Disaggregated number of households / people that are benefiting from the program.	55.000 people are indirectly involved in or benefitting from the programme activities – 50 % are women.
2) Social and Economic actor: Disaggregated numbers of groups / households / people that practice participatory natural resource management / urban environmental improvement projects in the target areas.	4.550 persons of which 45 % are women are actively using skills and trainings provided, either to improve sustainable income generation or as elected community representatives.
3) Civic actor: Number of simple participatory local environment and development plans (LEDP) / community plans designed and discussed with Local Authorities.	25 community plans ranging from formal documents to associative business plans or community actions plans developed and used in planning and fundraising.

Output 2: ***Local authorities show increasing inclinations to support participatory development processes. This is made visible through engagement, official plans and budget allocations to environmental and climate change adaptation interventions at community levels.***	
Program indicators	
4) SE local partners support local authorities in formulating plans and strategies that support a participatory and transparent planning processes.	Local Authorities are increasingly willing to apply participatory and transparent planning processes.
5) Local administrations and CSOs / CBOs in the target areas have established collaboration forms on environment and climate change issues building on clauses in existing laws and regulations.	Local Authorities are increasingly aware of and following existing laws and regulations guiding their role and responsibilities in relation to communities.

6) Co-funding has been successfully established between target communities and private sector and / or local authorities based on the PANT principles	Public revenues and co-funding successful received by communities in at least 10 well documented cases. At least two collaborations established with private sector companies.

Output 3: ***Gender concerns are mainstreamed in all activities***	
Program indicators	
7) Adequate capacity, procedures and systems in place among partners to promote and make use of non-discriminatory and gender sensitive planning, implementation, and monitoring and evaluation.	Gender sensitive planning and monitoring methodologies based on disaggregated data collection are in use as a cross-cutting instrument in all programme supported interventions.
8) Women have gained more decision-making power in all project activities in the project areas.	Minimum 40 % increased representation of women participating and promoting issues with increasing success in decision making bodies supported by the programmes.

Output 4: ***National, regional, and international fora and networks on environmental issues relevant for the objectives of the program are established or joined and supported and SE's long term partners demonstrate increasing ability to perform advocacy work.***	
Program indicators	
9) Relevant concrete professional contacts, seminars, workshops, general cooperation or joint projects where SE partner organisations have participated and delivered professional input.	Documented contributions to policy and strategy briefs, public participation bill and energy bill. Main partners recognized amongst peers within environment and climate change issues as advocates for guiding PANT principles.
10) Focussed and evidence based advocacy efforts targeting local and national duty bearers are carried out in both country programmes.	A total of 6 advocacy campaigns (topics under identification) of which 4 are successful in contributing to some documented structural changes.
11) A global programme communication platform creates professional connections between the participating partners in relation to climate change agendas	Monthly skype meetings and one annual physical meeting between participating communication staff (SE & partner organisations) Visible communication products capable of engaging a global community and contributing to identified advocacy campaigns

Output 5: ***SE and partners establish innovative and constructive relationship leading to increased capacity, legitimacy and autonomy based on PANT principles.***	
Program indicators	
12) Partners working in consortiums offer an inspirational learning environment and the possibility to reach out with "one voice".	Participating partners find it worthwhile to remain within consortiums and the opinions and advice offered by the consortiums are in demand by both local authorities, communities and a wider CSO environment.

13) SE partners have gradually diversified their support base.	Several partners of the consortiums have been successful in obtaining new funding opportunities due to their involvement in the programme.
14) Partners demonstrate increasing and sustained transparency and accountability towards the beneficiaries and donors.	Identified PANT shortcomings addressed and incorporated into the implementation strategies.

Key assumptions related to the programme strategy (outcome level)

Immediate objective	Key assumptions
Community groups and Local Authorities in the targeted areas collaborate on climate change, environment and development agendas whereby living condition for marginalised right holders are improving and models for replication are developed and promoted. In the targeted programme areas a qualified CSO environment is present to uphold and further cultivate the achievements and inspirational linkages are established to Danish and international civil society actors.	• Duty bearers have established an administration and department with qualified officers dealing with devolution and climate change policies in Kisumu and Homa Bay counties. (Kenya) • Dissemination of in depth knowledge and showcases about inadequacy in compliance with national NRM legislation will be able to attract the attention of provincial and national decision makers (Moz) • Provincial and district authorities have, if not otherwise distracted, a professional interest in assisting the communities (Moz)

4.5 Summaries of country programmes

Country program: KENYA
The DaCCA program was originally set to run from November 2015 to December 2018. Based on a planned review/evaluation in mid 2018 the programme would be adjusted and further extended. However, in connection with this new 2-year programme formulation and in order to synchronise implementation and funding periods, DaCCA is here presented as running up until end 2019. Budget figures for 2019 are indicative and will be finally decided upon after the result of the planned 2018 evaluation is known.

DaCCA seeks to take advantage of the possibilities appearing in Kenya's new constitution (2010) introducing devolved governance at both political and administrative levels. Under the devolution act 15 % of central government revenues are planned to be transferred to the county governments with an intention of institutionalizing public participation in planning and decision making processes.

Although the pitfalls are many there is a general agreement amongst civil society in Kenya that over time the act gives a real opportunity of bringing democratic decisions closer to the grass roots prioritizing local needs whilst addressing the challenges of inequality and poverty.

The other piece of legislation that the DaCCA program will lean up against is the newly approved Climate Change Act. The bill establishes a Climate Change Fund that will be sourced from the Consolidated Fund (national budget), donations, endowments, grants and gifts specifically designated for the Fund. The financial resources made available through the Fund may be raised by the County Councils for the

execution of climate change activities of the Councils. The DaCCA program will test and facilitate the willingness of authorities to carry out the intentions of the Devolution Act and the Climate Change Act.

The vision of the program is to get an increasingly qualified CSO sector to work closely with the most disadvantaged groups and local authorities on climate change adaptation interventions, e.g. provision of renewable energy systems like Solar Home Systems, construction of efficient stoves, introduction of draught resistant crops, addressing food security by introducing solar driven irrigation systems for 'all-year' agriculture and horticulture activities, establishment of nurseries and tree planting projects, a.o.

By empowering communities, CSOs and duty bearers with relevant skills and good practices on climate change adaptation projects, the program will through advocacy activities influence the climate policy and budgets of the counties, so that they are more effectively channelled towards the people and communities living in the areas most affected by climate change.

DaCCA has been designed in a participatory process with 4 Kenyan CSOs: CREPP, Osienala, Umande Trust and SusWatch. The program is managed by a Program Coordinating Committee (PCC), and local climate change projects are implemented in Kisumu and Homa Bay counties. The PCC will ensure coherence, synergy and linkages to local government officials, and likeminded programs and networks. The PCC has thus established strong linkages to existing CSO platforms working with the devolution agenda in Kisumu and Homa Bay counties.

For a full description of the DaCCA program see annex 2.

Overview of partners in the consortium

Partner	Type of organisation and complementary capacities	Specific roles and tasks in the program
SusWatch Program coordination and member of the Program Coordinating Committee	**Facts:** • Based in Nairobi, but with office in Kisumu • Regional network composed of Civil Society Organizations engaged in varied thematic issues contributing towards sustainable development. • Member of the East Africa Sustainability Watch (EA SusWatch) formed in 2005 and comprises of networks of NGOs from Kenya, Uganda and Tanzania. **Core value to the program:** • Strong national and regional advocacy organisation • Experience from large monitoring and evaluation assignments within climate change and environment	• Heading the program coordinating committee • Coordination of work plans • Close coordination with SE's country coordinator • Advocacy and networking primarily at local, district and provincial levels • Liaison with stakeholders, local authorities • Documentation of progress, facts and findings, track of changes, monitoring from the field. • Collaboration with external knowledge institution to boost analytical capacity of the consortium
Umande Trust Member of the Program Coordinating Committee	**Facts:** • Based in Kibera, Nairobi with offices in Kisumu and Nakuru • Established in 1998 and has 34 employees. • Is regarded as one of the leading urban WATSAN organisations **Core Value to the program:** • Strong advocacy and fund raising organisation. • Respected in unplanned settlements	• Training of communities and committees in water and sanitation issues in relation to climate change adaptation • Support communities in planning and prioritization of interventions • Plan and coordinate advocacy efforts • Collaboration with stakeholders and local authorities

CREPP Member of the Program Coordinating Committee	**Facts:** • Registered as Non-Governmental Organization in March 1997. **Core Value to the program:** • Very experienced in issues related to food security, HIV & AIDS, Water and sanitation, Micro-Enterprise and development, Gender equality and equity, floods disaster mitigation and Policy advocacy.	• Training of communities and committees in agriculture skills and related to food security, e.g. draught resistant crops, nurseries, tree planting • Support communities in planning and prioritization of interventions • Plan and coordinate advocacy efforts • Collaboration with stakeholders and local authorities
Osienala Member of the Program Coordinating Committee	**Facts:** • Established in 1993 as a national NGO with its head office in Kisumu • Created awareness locally and internationally about the problems facing Lake Victoria **Core Value to the program:** • Established as a well-known organisation in the Lake Basin Region with • Has a strong technical and business oriented know how and experience	• Training and organising communities in technical issues like, Solar Home Systems, renewable energy, improved stoves, saving groups. • Support communities in planning and prioritization of interventions • Plan and coordinate advocacy efforts • Collaboration with stakeholders and local authorities.
VIRED International Research and development organisation and institute	**Facts:** • Registered in 2000, based in Kisumu • Leading research institute in dissemination of information and support of projects that integrate Environmental Conservation and Development. **Core Value to the program:** • Broad knowledge of the climate change and adaptation agenda • Research and academic support capacity • "A third eye" on the programmes strategies and implementation.	• Assist the programme with reviews, monitoring of assumptions and changes within the ToC and indicators • Support partners in strategic choices and focus on advocacy issues.

Country programme: MOZAMBIQUE

The programme in Mozambique runs from January 2017 to December 2019 and takes its point of departure in 15 Natural Resource Management Committees (NRMC's) in the Sofala Province. The committees represent the best organized and potentially most democratic representatives of marginalized people of rural Mozambique. The existence of the committees relates to a specific set of national legislation that ensures communities a share of the tax revenues the government collects from the concession of natural resources e.g. to timber companies. The Ministerial Diploma 93/2005 outlines the so-called 20% channelling mechanism, whereby communities are entitled to a 20% share of the government licensing fees collected.

However, the implementation process of this legislation is confronted with some bottlenecks, including lack of knowledge of the legislation by main stakeholders; systematic violations; lack of access to information regarding contracts between the State and the concessionaires; lack of transparency in the channelling of 20% revenues and practice of corruption just to mention a few. On communities' side, apart from the weak capacity of the NRMC's, there are recurring problems of mismanagement, lack of transparency and accountability, and poor inclusion of community members including women in the management and decision making processes.

A group of partners work directly with building the capacity of the committees and the local authorities in the two targeted districts as well as at provincial level. This work is understood as taking place in a "laboratory" or workroom where findings from the 15 communities are analysed and scrutinised for reasons of malfunction or well-function. Results from the laboratory feeds into the overall objective establishing knowledge which will be used to influence duty bearers at various levels to improve the practices within natural resource exploitation and management in relation to existing legislation. One partner is specifically responsible for a system of registration and dissemination of effects, constraints and opportunities with the ambition to contribute to structural changes.

Alongside the focus on natural resource management the programme focuses on gender aspects and the effects of climate change and local adaptation possibilities.

Overview of partners in the consortium

Partner	Type of organisation and complementary capacities	Specific roles and tasks in the program[8]
Adel Sofala *(A-partner)*	**Facts:** • Based in Beira and one of the most influential environmental CSO's in Sofala • ADEL is implementing projects in eight of the twelve Districts in Sofala. • ADEL was established in 1999 and has 25 employees. • Member base consisting of local CSO's. **Core value to the program:** • High legitimacy in the communities all over Sofala and with authorities at provincial and district levels. Networker organisation with skilled community and development workers.	• Training of communities and committees in topics like internal governance of committees (accountability, transparency), NRM, associativism, community development plans, ASCA groups. Trainings to be carried out together with other consortium members or alone. • Follow up meetings, coaching of committees in their operations. • Dissemination and networking primarily at local, district and provincial levels • Documentation of progress, facts and findings, track of changes, monitoring from the field • Facilitation of legalization of NRMC's • Carry out the ProDEL honey value chain project Specific administrative role in consortium: To secure coordination among consortium partners
Muleide – *Women's Association for Law and Development* *(B-partner)*	**Facts:** • Provincial chapter of national women's organisation • Founded in 1991 and consists of 172 individual members • Provides assistance to disadvantaged women **Core Value to the program:** • Focus on gender mainstreaming in all aspects of the program. • Potential address national agendas through national branch in Maputo	• Training of communities and committees in gender aspects (both women and men) – together with other consortium members or alone. • Empowerment of women in decisions making in the committees through coaching and follow up meetings. • Take part in research on gender in communities. • Link up to provincial or national gender organisations and agendas • Participate in Joint Partner Review meetings

[8] The A partners' specific roles and tasks are stipulated in a contract with VE and the B and C partners in ToR/MoU with ADEL

Ipaj ***Institute for Legal Assistance and Representation*** *(C-partner)*	**Facts:** • Semi-public institution • Was created in 1994 to provide the constitutional right to legal assistance and legal aid to economically disadvantaged. **Core Value to the program:** • Secure expertise on relevant legal matters, laws and regulations in the consortium and the communities	• Train paralegals in laws and regulation concerning NRM • Follow up meetings in communities and coaching committees in their challenges • Participate in Joint Partner Review meetings • Follow-up through regular monitoring visits to NRMC's
Journalist Network *(C-partner)*	**Facts:** • Established approx. 10 years ago, worked with ADEL since 2014 • Constituted by public and private sector journalists, involving written press, TV and Radio • Search and disseminate evidence on sustainable or unsustainable exploitation of natural resources on the local level to national **Core Value to the program:** • Ability to reach provincial and national agendas through mass medias	• To document and disseminate problems that the natural resource sector face through medias that individual members work for • Can be brought into focussed advocacy efforts • Promote community environmental education through the publication of articles and debates in the information agencies • Participate in Joint Partner Review meetings when deemed relevant
Livaningo *(A-partner)*	**Facts:** • Based in Maputo but engaged in various initiatives in other provinces. • Is regarded as one of the leading environmental watchdogs in Mozambique. • Livaningo was established in 1998 and has 28 employees. **Core Value to the program:** • Ability to target national networks and agendas through communication and advocacy	• Responsible for registration and dissemination of effects, constraints and opportunities from community level • Dissemination at national level through forums and networks • Carry out thematic investigations to gain knowledge on specific topics • Plan and coordinate national advocacy efforts • To collaborate with external knowledge institution to boost analytical capacity of consortium Specific administrative role in consortium: Responsible for joint reporting to SustainableEnergy
Knowledge Institution *(C-partner)*	**Facts:** The partner is still to be attached	• To bring extra analytical capacity into the consortium • To secure contextual relevance by having up-to date sector knowledge

Making use of each of their core competences, the members of the consortium collaborate in the field guided by specific MoUs with each of the 15 communities. Twice a year joint monitoring and decision making is taking place during a programme partner review meeting where SE is present as well.

For a full description of the programme see annex 1.

4.6 Management set-up including financial management

SE will be the contract holder and will as such be responsible to MFA. The local partners in the consortiums in the two country programs will in conjunction with the target group implement the country programmes. In the programmes the local partners will be the executive agencies, responsible for all the activities on the ground including reporting and financial accountability, whereas SE vis-à-vis MFA's requirements will be

responsible for applying its regular programmatic and administrative management systems and procedures.

SE's international department will be managing the programme and be overall responsible for coordination, monitoring and evaluation, quality assurance of the programme and its programmatic and budgetary implementation. Direct technical advice will primarily take place within organizational development, strategy development, design of coherent advocacy campaigns as well as necessary programme adjustments.

The country programmes have their own individual programme and financial management set-up referring into the overall programme management set-up. Once a year SE's chief accountant visits the programmes as 'controller', and audit the annual financial statements. Financial statements are submitted to SE quarterly. Apart from auditing, the chief accountant provides technical training on grant management, software for book keeping and financial reporting.

The management of the programme is guided by a partner manual. For an overview of content please refer to annex 6. The partner manual is made accessible through a shared Dropbox.

Each partner of the consortiums has signed individual contracts with SE outlining their particular role under the programme umbrella. All partner contracts detail minimum requirements around management, reporting, dispute resolution and termination of contracts. Reporting of progress at country levels including financial reporting are made in pre-designed templates tailored to each country programme. Reports are written bi-annually and submitted to SE's country coordinator prior to his/her review visits.

4.7 Programmatic communication platform - "Take climate action"

The communication challenges accompanying ongoing global climate changes have a potential for binding CSOs across borders closer together. The programme will therefore facilitate a climate change communication platform where experiences with methods and medias can be discussed. The platform will comprise of members from partners' communication departments[9] and as such contribute to important aspects of the general capacity building of participating partners.

The main objective of the communication platform is *through collaboration, sharing of experiences and production of various communication products to strengthen advocacy for both local and global climate action and to raise awareness on the consequences of climate change and the need for adaptation and mitigation*. As such the communication platform will contribute to a varied global and local discourse on climate change and development inspiring citizens, civil society actors and decision makers to take climate action.

The platform will be based on the following principles:

- **Testimonials about experienced climate change can raise global awareness** about its consequences - and encourage to climate action. There is a potential for producing and sharing testimonials from ordinary people about how they experience climate change and cope with the new realities. By collecting and distributing testimonials from different countries and regions we can visualize climate

[9] Both communication staff from SE, programme partners and temporary project partners from e.g. ongoing independent climate projects in Western and Eastern Africa will be invited to participate. Partners outside of the programme will participate with their own project funds. Expenses for communication directed solely towards the Danish public will be sourced from the PRO funds and be part of the on-going climate campaign (annex 9).

change impacts and give varied insights into how climate change - if not tackled and adapted to - reinforces poverty and adds to environmental degradation and poor governance. Production, sharing and distribution of testimonials will thereby have the potential of increasing the awareness around the consequences of climate change for all involved partners, including SE.

- **Stories focusing on people who take climate action in both North and South** are capable of connecting people around a shared concern. The power of the example will supplement ongoing evidence based advocacy campaigns. Examples and inspirations of different ways to adapt and mitigate will be illustrated. The products will be distributed on for example partners' social media platforms, websites, a shared YouTube channel and newsletters targeting other CSO´s and stakeholders[10]. In the beginning the focus will be on producing stories about local climate action and testimonials about experienced change, but the participants will periodically evaluate, monitor and develop approaches to better advocate for local and global climate change action.

- **Partners have different communication skills** and talents. If facilitated skilfully this diversity can be used to serve a capacity building purpose both within programmes and within SE itself. Some partners are very skilled in awareness raising activities, while others are in strategic communication or social medias. With a programmatic communication platform, it will be possible for members from partners' communication departments to share knowledge and experience - and through collaboration, meetings and conferences get their different skills into play. As such the platform will be as concerned with communicating horizontally between partners as vertically to donors, local authorities and communities.

The platform will be managed by the programme management team but facilitated and lifted by SE's communication department in a close and intertwined collaboration with partners' respective communication officers. Regular cyberspace meetings will be the main method to facilitate collaboration. An annual joint physical meeting between communication responsible officers outlining methods and goals of the platform will supplement this.

4.8 Popular support and development education

Detailed background figures and text regarding SE's 'Popular support' is provided for in annex 12.

Funds available for 'Development education' to the Danish public from 'program oplysningsmidler' (PRO) amounts annually to approximately DKK 130.000. In order to provide for scale and vision SE in 2015 designed a 3-year climate change campaign plan covering 2016 to 2018 having a total budget of DKK 390.000. The plan was approved by Danida in late 2015 and implementation started in early 2016.

Design of the campaign has taken full advantage of the experiences gained with the climate campaigns undertaken by YoungEnergy in 2015. In 2015, the priority was *to increase the involvement of young volunteers from YoungEnergy – SE's youth department in the communication of SE's international engagement*.

Progress and results have so far been very satisfactory and PRO funds generated by this programme will continue in the same track. During the latter half of 2018 the campaign will be reviewed and based on the findings a new plan for 2019 and onwards developed. The following provides for a brief outline of the

[10] SE gained valuable experiences in a similar approach during the implementation of a Panafrican youth project, Youth Baton, granted in 2014 by Danida's" Innovation fund".

climate change campaign. Annex 9 gives a more detailed description (in Danish) of the campaign's intentions.

The main objective of the use of the PRO funds is *to increase public awareness on and support to SE's international engagement and the consequences of global climate changes for the world's poorest*.

The expected outcome is that: *By the end of 2018, SE has managed to reach out directly to a minimum of 25.000 people in 10 of Denmark's larger cities informing and debating the consequences of ongoing climate change challenges in the south. Indirectly, it is expected that at least 50.000 people will have been in touch with the activities.*

The outcome will be reached by

- Working with and through the volunteer wing of SE. The volunteers have access to many different segments of the Danish public and many are professionally engaged in the environment and communication sectors. The volunteers comprise both young and old and are already well organized and motivated in several parts of the country. Approximately 100 volunteers will be actively involved in developing and implementing the climate campaigns.
- Developing a number of effective campaign materials and / or campaign methods capable of communicating and visualizing the consequences of climate change in both north and south. The exact content of the campaign methods will be planned and decided upon by the volunteers. These could be the development of face to face arrangements, smart use of social media as a mobilization tool, street theater events, finding effective ways of organizing people around the climate agenda and organizing south to north visits by influential campaigners active within the programme area.

The campaign consists of both national and local campaign activities: press and social media that create visibility and puts climate change impacts on the political agenda nationally. Simultaneously the volunteers will implement local events. All campaign activities lead to a campaign website.

During the autumn of 2017 possibilities of gearing the campaign by making use of CISU's potential new EU funded development education facility will be investigated.

5 MONITORING FRAMEWORK

This section briefly outlines the monitoring framework of the country programmes and the general programme. It first describes events driven by SE that generate monitoring data showing the annual cycle of repetitive events. It then looks at three different levels of monitoring and introduces three different key monitoring tools that are applied during the various monitoring events. Monitoring of risks is an inherent part of a monitoring framework and the section therefore concludes with a look at identified risks at the country programme levels.

5.1 SE driven monitoring events

Program progress is recorded in several tempi and moments:

1) Program partners are required to submit **biannual reports** reflecting on progress and/or regress around the various outputs of the LFA. A template guiding the progress reporting is annexed to the partner manual.

2) SE conduct **2 annual review visits** to programs. The purpose of the reviews is to take stock of the individual partnership contracts, scrutinize the indicators for progress and adjust goals and budgets according to actual achievements and plans. A good review manages to establish a shared picture of the actual situation amongst the team members and agrees on the right level of ambition for the coming year.

The main participants in the reviews are: The director, the program manager and the chief accountant from the partner organisation and one (when feasible two) program coordinator(s) from SE. The head of the international department and the chief accountant of SE will when necessary participate in parts of the reviews.

The reviews are divided in a technical and a financial part both comprising of data collection and joint interpretation phases. It is the responsibility of the partner organisation to collate financial and technical data presenting first comparisons against the progress indicators and budgets of the country program. The data is shared with the program coordinator from SE via the biannual progress reports – using a pre-designed format - at least 1 week prior to the start of the mission.

During the review, it is a joint responsibility of the partner organisation and the program coordinator from SE to reflect on and create knowledge from the data and within a predefined ceiling, agree on next year's level of ambitions.

Detailed Terms of References and a standard reporting template guide the annual review. A first draft report is finalised and agreed upon between the partner and SE before the departure of the program coordinator. A final report is submitted to the program partners not later than 2 weeks after completion of the mission. Templates for the review reporting and the Terms for the review are attached to the partner manual.

3) **Regular mail correspondences and skype calls** constitute an important part of the general monitoring of country programs. Such contacts of either a general operational nature or on more specific strategic issues provides for a good opportunity to gauge movements within planned and unplanned processes as well as gradual capacity building of partner organisations. A log-book, recording own and partners' reflections during the implementation and relating to process indicators and ToC assumptions can be used to keep track of more subtle changes.

4) Budget is set aside in country programs to provide for an **independent local learning evaluation/monitoring** every two to three years. Likewise, resources are available to conduct additional SE support missions focusing on a capacity building subject or a specific effectiveness review. Both exercises take place with full involvement and participation of partner organisation.

The table below is an overview of the annual cycle of review visits and collection and compilation of progress documentation. External evaluations are held towards end of program periods.

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
PARTNER: Technical deadlines		Deadline 1/2 year reporting prior to SE						Deadline 1/2 year reporting prior to SE				
PARTNER: Financial deadlines	15/1 Q 4 accounts		15/3 Draft Audit report	15/3 Q 1 accounts. 1/4 final audit report			15/7 Q 2 accounts			15/10 Q 3 accounts		
SE: Deadlines and visits	TOR to partner	SE project / program monitoring visit	Mission report shared with team and partner	Newsletter	1/5 SE organisation annual report		closed 2-3 weeks due to summer holiday	TOR to partner	Late sep: SE Partnership Agreement visit	Mission report shared with team and partner	Annual negotiations with Danida	Newsletter

5.2 Levels of Monitoring

To the extent possible SE will follow partners own established monitoring systems. This means that where existing systems for collection and analysis is available we will contribute positively to these and seek to develop them further.

The programme operates with three levels of monitoring each applying their own sets of tools to generate data and knowledge.

Monitoring of single projects and interventions within formulated country programs constitute **level one monitoring**. This is usually done by the partners and their associates themselves. The interpretation of the data and its transformation into actual knowledge should whenever possible happen in a close collaboration between the partner/consortium and SE.

Level two monitoring concerns the logical framework and the theory of change of the **country programs**. Context relevant procedures to level two monitoring is described in the country programs and expectations to participating partner organisations in individual partner contracts. Partners collaborating within the country programs participate closely in the separate ToC monitoring but the process itself is spearheaded by SE and the local programme coordinator or by an external organisation charged especially with keeping an eye on the theory of change. Any necessary changes to the ToC should when necessary be reflected in changes to the LFA.

Level three monitoring concerns the logical framework and the theory of change of **the overall frame program** comprising of two (pre-2017 three) country programs. SE is primarily responsible for level three monitoring but depends on both qualitative and quantitative data and interpretations from the country programs.

Financial management and monitoring at level one and two is described in separate specific country procedures manuals. Financial management and monitoring at level three follows Danida procedures and formats. Reporting on this is attached to the annual program reports to Danida.

5.3 Key monitoring tools

Logical frameworks, theory of change models, the monitoring wheel and the risk matrix all constitute important tools to generate progress information:

The logical frameworks of country programmes and overall programme are monitored with sets of qualitative and quantitative indicators at output and immediate objective levels. An example of the level of detail is provided in the table below:

MALI: Programme Log-Frame, Status December

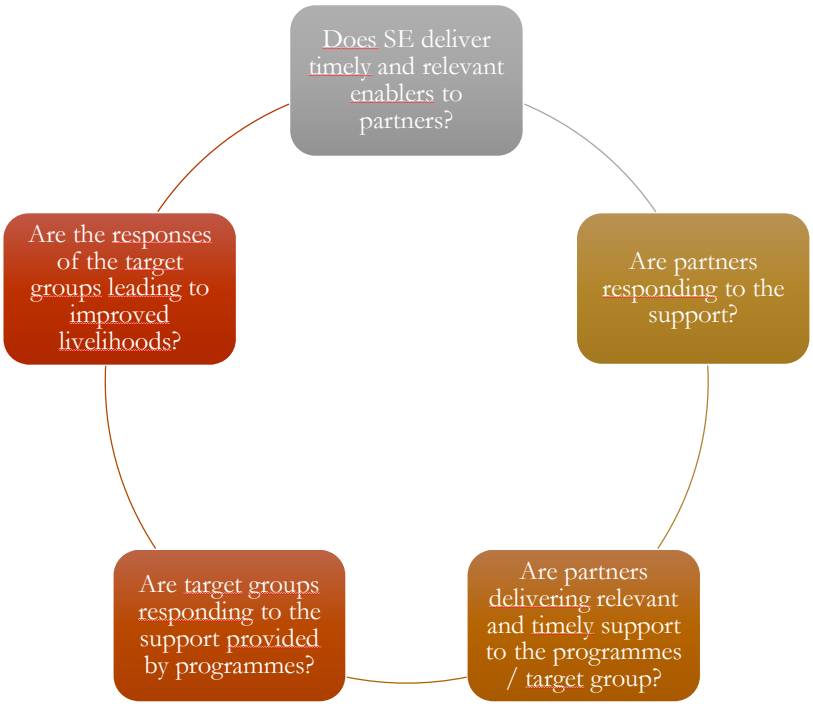
Output 1: Empowerment and capacity building of communities
Target groups and local CSOs are empowered through capacity building, technically as well as organisational, via trainings and participation in demonstration projects within governance and energy to act as 'agents for change' in the civil society.

Indicators	Mali Indicators	Mali Status December 2015	Verifiable Envidence
Economic actor: Number of households / people that have participated in local environmental trainings.	50 % of h/hs have participated.	The activities carried out during this period helped to further the objective of the program with a participation of 70 370 people – 99% of the total population: • Trainings, directly: 1,400 people (members of the GEC-GEL & Beneficiaries, municipalities, facilitators in former villages), • Indirectly: 68 9700 people (from networking, advocacy, statistics source of Nyetaa Finance and Radio Benbakan) This number of people affected 10 053 households is 95% of the total household in the three municipalities.	In the three municipalities of the SUDEP, from the Statistics Source 2009 RGPH: Total Population: 70,977: (Bougoula 10,781; Dialakoroba 22,835 and Sanankoroba 37,361) Total Households is 10,573: Bougoula (1564 - 6.9 persons/household, 11 villages); Sanankoroba (5755- 6.5 persons/household, 26 villages) and Dialakoroba (3254 -7 persons/household, 23 villages-). Progress reports: Sudep model for consolidation and extension project, 2015 & Gender and Leadership project, 2015. E-mail exchanges.

Early outcome monitoring based on the intentions of the immediate objectives is made in a narrative form in annual programme progress reports and inspired by evidence harvested through the logical framework analysis and the process guiding reflections around the monitoring wheel.

A monitoring wheel supplements the LFA monitoring with subtler process monitoring. Used in combination with the LFA it not only informs about process movements but also informs about the robustness of the ToC and its implicit assumptions.

For instance, the program LFA does not question the additional value provided by SE nor does it question an underlying assumption within the ToC that posits that partnerships are mutual, relevant and have the capacity of further development. The questions asked within the focus areas of the monitoring wheel address these by probing them further to assess processes and progress more adequately. Although some of the questions and indicators used in the monitoring wheel are identical to those of the LFA, completing a full circle with reflective questioning encourages partners and program planners to adjust and correct at appropriate levels.



The wheel is divided into five sections investigating:

1. the registered and perceived appropriateness of the delivery of "enablers" from SE to its partners,
2. partners' ability or desire to respond to the support,
3. partners' ability to transform the support into meaningful and relevant programme interventions / target group support,
4. the target groups ability or desire to adopt, replicate or refine the programme interventions, onto finally
5. the registration of the real and perceived livelihood changes at the level of the target group.

Data for the monitoring wheel is collected primarily during review visits, evaluations and during the year in e.g. log-book formats when events or signs occur that change in relationships or at field levels gradually happens. Annex 5 gives a full overview of how each section of the monitoring wheel is investigated through a combination of qualitative and quantitative indicators picked from the programme LFA as well as further inspirational areas of questioning. Some of the general assumptions of the Theory of Change behind the frame program and how they are linked to each part of the monitoring wheel is shown towards the end of each section.

Considerations around attribution versus contribution are handled outside this monitoring scheme in specific programme progress reports.

The individual Theory of Changes of the country programmes are looked at in detail twice a year during the review visits from SE. Unlike the Logical Frameworks of the programmes the ToCs attempts to situate programme efforts in a bigger picture of change. SE use the outlined ToCs to encourage joint critical thinking and reflection about pathways of change and links between changes. An effort is made to illustrate the links between expected changes to articulate and make visible the assumptions held by individual partners from different backgrounds of how we expect change to happen. Knowledge or revelations generated during such ToC debates can have an immediate influence on the activities, output and budgets of the LFA.

5.4 Risk management framework

Monitoring of and management around identified risks that are outside the influence of the programme will be done by both programme partners and SE in a close collaboration. Reporting upon the risks will be part of the annual progress reporting to CISU.

The risk management framework is divided into three main categories

- contextual
- programmatic
- institutional

The risks will be monitored closely and reported upon in relation to the annual progress reporting to CISU.

Risk	Risk factor	Mitigation measures
Contextual risk The political stability is fragile in both countries, Kenya and Mozambique. Kenya will hold its general election in August 2017 and former election campaigns have been unpredictable, some being stable some being very violent with adverse consequences.	M	SE and the program partners have no means to influence the national political stability in either countries. However, the civil society is alert and numerous CSOs and government projects work on making the current relative stability more robust. SE and the partners in the program will actively work for the stability by bringing the political and administrative system and the civil society together.
In Mozambique the political and military tensions in Sofala during 2016 has reduced the number of districts where CSO's can work freely. The potential risk is that the tensions will spread to areas so far not affected.	M	In Mozambique, it is expected that the peace negotiation process with a group of international mediators will yield a positive 2017. The program areas are not necessarily the number one priority but have been chosen in insurance that implementation in fact can take place, and the "laboratory" function of the programme is not dependent of being in specific districts.

Programmatic risk The technical capacity at the County levels in Kenya may continue to be low, both technically and in terms of staffing resulting in low willingness to develop ideas, making devolved funds available to communities and support for climate adaptation projects. This will make the aim of the program difficult to reach. Moreover, the innovative management set up in both country programs may cause a risk as it is the first time that organisations are bound together in a consortium responsible for managing a program.	L L	The program includes activities and budgets that will address this constraint through meetings, capacity building, seminars, workshops and actively participating in networks that are occupied with the same agenda. Considerable resources have been invested in the preparation of the country programmes with close involvement of the coalition partners including a pilot project headed by the most "new" partners. It is therefore expected that joint ownership is established and that the management meetings will help maintain this together with the practical collaboration in the field. MoU's and contracts are written between the partners and SE to guide where cases of doubt arise.
Institutional risk The legislative basis for both country programs are only recently endorsed by the two governments. The programs may be adversely affected if changes occur and slowing down of implementation will happen. Inefficient local government administration due to unclear administrative structures can distract expected cooperation between authorities and the programs.	M M	SE and the partners in the programs will actively work for bringing the political and administrative system and the civil society together. Though legislation plays an important role for the implementation of development and climate change adaptation interventions, other funding mechanisms are still in place and can be utilised. This will slow down the process, however, advocacy campaigns, public participation and hearings, joint training and capacity building of administrative staff will mitigate the risk.

Risk factor: L = Low, M = Medium, H = High

6 BUDGETS

A detailed budget is attached as annex 11.

The table below provides a summary of the overall programme budget, 2018 to 2019.

Amounts in 1000 kr.

Indtægter	Godkendt budget 2017	Budget 2018	Budget 2019	Note
Programmidler + likvide midler fra egenfinansiering	7.710	7.703	7.703	
Udgifter Program og projektstøtte	Godkendt budget 2017	Budget 2018	Budget 2019	
1. Program- og projekstøtte (PPA)	5.964	5.645	5.614	1, 2
2. Program- og projektrelateret oplysning	119	141	141	3
3. Øvrige aktiviteter (Forundersøgelser, Tilsyn & reviews, Eval.	1.091	1.385	1.417	
4. Revision i Danmark	75	48	48	
5. Administration	461	484	484	
I alt	7.710	7.703	7.703	

Note 1: The difference in totals between 2017 and 2018 of DKK 305,000 is due to a reduction in the total Danish salary level of DKK 305,000.

Note 2: 54% of the total PPA is dedicated to Kenya, 40% to Mozambique and 6% supporting regional activities.

Note 3: Expected extra expenses as compared to 2017 are primarily due to planned external evaluations of the country programmes in Kenya and Mozambique.

ANNEXES

1. Country Programme Mozambique
2. Country Programme Kenya
3 Result framework with country specific indicators
4. International strategy
5. Monitoring guidelines
6. Partner Manual overview
7. Fund raising strategy
8. Overview of outcomes 2014 - 2016
9. Climate Campaign – 'Tag Klimaansvar'
10. Review response matrix
11. Budget
12. Folkelig forankring