

## **Post Intervention Study**

# **An assessment of the long term impact of Plan's work in the Bura and Voi region, Kenya**

**A Study commissioned by Plan International**

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## List of Abbreviations

<b>B&amp;V</b>	-	<b>Bura and Voi</b>
<b>CBO</b>	-	<b>Community Based Organization</b>
<b>CCCD</b>	-	<b>Child Centred Community Development Approach</b>
<b>CDP</b>	-	<b>Community Development Plan</b>
<b>CDF</b>	-	<b>Constituency Development Fund</b>
<b>CHW</b>	-	<b>Community Health Workers</b>
<b>CPME</b>	-	<b>Corporate Planning Monitoring and Evaluation</b>
<b>CPO</b>	-	<b>Country Programme Outlines</b>
<b>CSP</b>	-	<b>Country Strategic Plan</b>
<b>CSR</b>	-	<b>Corporate Social Responsibility</b>
<b>DALEO</b>	-	<b>District Agricultural and Livestock Extension Officer</b>
<b>DANIDA</b>	-	<b>Danish International Development Agency</b>
<b>DC</b>	-	<b>District Commissioner</b>
<b>DDC</b>	-	<b>District Development Committee</b>
<b>DDO</b>	-	<b>District Development Officer</b>
<b>DDP</b>	-	<b>District Development Plan</b>
<b>DEO</b>	-	<b>District Education Officer</b>
<b>DWE</b>	-	<b>District Water Engineer</b>
<b>DMC</b>	-	<b>Dispensary Management Committee</b>
<b>ECCD</b>	-	<b>Early Childhood Care and Development</b>
<b>FGD</b>	-	<b>Focus Group Discussions</b>
<b>FP</b>	-	<b>Family Planning</b>
<b>FSA</b>	-	<b>Financial Services Association</b>
<b>GEP</b>	-	<b>Global Education Partnership</b>
<b>K – REP</b>	-	<b>Kenya Rural Enterprise Programme</b>
<b>KI</b>	-	<b>Key Informants</b>
<b>KPC</b>	-	<b>Kenya Population Census</b>

<b>MoE</b>	-	<b>Ministry of Education</b>
<b>MOH</b>	-	<b>Medical Officer for Health</b>
<b>MPHS</b>	-	<b>Ministry of Public Health and Sanitation</b>
<b>MOU</b>	-	<b>Memorandum of Understanding</b>
<b>MWI</b>	-	<b>Ministry of Water and Irrigation</b>
<b>MTR</b>	-	<b>Mid Term Review</b>
<b>PAD</b>	-	<b>Programme Area Director</b>
<b>PCR</b>	-	<b>Project Completion Records</b>
<b>PEF</b>	-	<b>Programme Effectiveness Framework</b>
<b>PHC</b>	-	<b>Primary Health Care</b>
<b>PLWA</b>	-	<b>People Living with Aids</b>
<b>PU</b>	-	<b>Programme Unit (although the acronym PU was also used for Planning Unit)</b>
<b>PU CBO</b>	-	<b>Planning Unit Community Based Organisation</b>
<b>ROC</b>	-	<b>Rights of the Child</b>
<b>T/T</b>	-	<b>Taita Taveta</b>
<b>UNCRC</b>	-	<b>United Nations Convention for the Rights of the Child</b>
<b>TBA</b>	-	<b>Traditional Birth Attendants</b>
<b>WAMASCO</b>	-	<b>Water Management Sub Committee (sub committee of the Community PU CBOs)</b>

## Executive Summary and structure of report

### Introduction:

**Purpose of the study:** This Post Intervention study is the first full study to be commissioned by Plan (following two pilot studies in 2010), and aims to understand the longer term impact of the programme that Plan implemented in the Bura and Voi region of Kenya during the period 1986 – 2004. Plan is interested in assessing its impact both in terms of longer term sustainability of the work it conducted over this period of 17 years, and in terms of its impact in promoting change in terms of child rights. Whilst Plan only adopted a child rights perspective towards the end of its programme in Bura and Voi, it is interested to understand how its ways of working impacted on local structures, attitudes and behaviours necessary for recognition of the importance of child rights.

The Bura and Voi regions of the Taita Taveta District of the Coast Province of Kenya consists of three main topographical zones: the upper zone located in the highlands of a very discrete outcrop of granite hills; the lower zone on the plains of the surrounding area; and the volcanic foothills. The population derives 95% of its income from agricultural activities and only 1.5% from non-agricultural. According to Danida, in 2004 38% of households in the District were female-headed, and 66% of households live in absolute poverty.

The study took place over a two week period in May 2011. The **itinerary** for the study was developed at an Inception Meeting held in Mombasa. There was limited information on the study area and the selection of villages depended on the knowledge of Plan staff who were familiar with both the area and Plan's programme there. Villages were selected to represent the different topographical areas within the study area, and to illustrate the different types of programmes undertaken by Plan. It was decided that it would not be useful to attempt to incorporate 'control' locations into the itinerary, due to lack of background data and uncertainty about the comparability of populations in intervention and nearby non-intervention areas.

A detailed **methodology** was developed by the Study Team. This was based on two-prong approach attempting to understand the programme and its long term impact through both a 'tracking forward' and a 'tracking back' approach: tracking forward aims to identify the extent to which a programme achieves its stated aims and objectives; tracking back looks at the current situation (in this case in terms of specific rights based dimensions) and then tries to identify the causal factors leading to the current situation. The team developed a rights-based analytical framework in order to assist with the latter approach. This framework was to be used as a guideline and prompt for the lines of discussion and sought to consider three different actors in the delivery of children's rights: duty bearers, rights holders and civil society. A variety of tools was developed for use in semi-structured interviews and focus group discussions with the various stakeholders identified in the different locations. The local consultant then made a pre-study visit to the region in order to meet with key stakeholders, especially at local government level, and develop a more detailed itinerary with them and with the contacts at Location and Sub-location (village) levels.

### Evolution of Plan's work in the area

Initially Plan worked from one office based in the District capital, Wundanyi, in the highlands. It focussed its intervention areas around Primary Schools, since it was through these that Plan could identify children for sponsorship. Plan Kenya now states that the initial approach to their work was to focus on sponsorship and a 'needs based approach' whereby the families of sponsored children were allocated specific types of input and supported by a

range of different projects. This is to be contrasted with Plan's current approach, which is rights based. An examination of the evolution of the work in Bura and Voi shows the gradual evolution of thinking, which is linked to developments within Head Office and the introduction of a more strategic way of working, the focus on working with community structures, the development of the Child Centred Community Development Approach and, ultimately, the introduction of the Rights Based Approach. In 1994, Plan Kenya re-organised its field offices and its work in this District now was administered by the new Bura and Voi Programme Units. At the same time, it designated the catchment areas of the schools where it was working as 'Planning Units' which were to be the basis for community planning in that area and Plan helped establish Community Based Organisations at this level. Thus, over the period that Plan was working in this area, its ways of working evolved from one based on individual families and their needs (1986-1998), to one more focussed on the need to achieve outcomes at community level (1998-2002/3), and ultimately to one focussed on child rights (2003 onwards – just at the time the Plan was withdrawing from this area).

### **Overview of Plan's different types of interventions**

Plan's work in this area can be categorised by type of intervention, the focus of which corresponds very roughly with the phases identified above.

- Direct inputs to communities and households: Plan had a package of possible inputs which could be allocated to families and communities which included:
  - improved latrines – according to the District Health Authority, before Plan was involved in the area, the latrine coverage in individual households in the District was 60%, and after it left it was 80%. This is regarded as an important legacy, and of the latrines that the team visited, both at household level and within institutions, most were clean and well maintained. It is reported that the VIP model of latrine has been copied by other households, who see the model as being a stronger and more hygienic structure. Some latrines without obvious ownership had been left to deteriorate.
  - Water tanks – as with the latrines, these were provided to both households and to institutions. Initially water tanks tended to be constructed of ferro-concrete, which was cheaper than the later plastic tanks which were provided. However, the plastic tanks need less maintenance and most of those visited by the team are still in use, whereas some of the ferro-concrete tanks have deteriorated and not been maintained. Water tank provision has been crucially important for schools and for those households which benefited.
  - Houses for the poorest families – each Planning Unit was asked to identify 'poor families' which would benefit from the construction of a new house. It seems that each PU could elect up to 4 families in their area. The houses we visited were still in use and in good states of repair.
  - Distribution of inputs to farmers' groups – Plan had been involved with different types of farmers' groups, and was involved in the establishment of some of these. It purchased seeds for distribution at times when seed was short. It was also involved in supporting Government projects which were introducing improved dairy cattle to the area, and was instrumental in assisting the replication of a modified model of such projects in some the Planning Units at village level. Some of these improved cattle projects continue to operate, although these tend to be the larger Government supported ones. It is thought that Plan would have benefited by thinking more about appropriate models for use with poorer households which desired to undertake animal husbandry, and from thinking about different types of model for ensuring equitable distribution of the dairy cows and support for their upkeep which proved difficult for poorer families. However,

it was also reported that some individuals within villages have elected to buy their own dairy cows after having seen the benefit that can accrue to family nutrition and income.

- Granaries – granary construction was one of the inputs for individual families offered by Plan. However, there was considerable criticism of this element of the programme, since the population in this part of Kenya does not tend to have sufficient grain to warrant storage in such a large granary, and culturally people prefer to keep their stores within the family home rather than in the compound. This reflects the lack of research undertaken by Plan to understand the local culture and traditions. None of the granaries seen was in use as a granary, and most had been left to deteriorate.
- Infrastructure within communities: Plan was involved in a great deal of construction of infrastructure at community level.
  - At one stage Plan was working in over 100 schools in Bura and Voi, and most of these would have had some infrastructure projects. These included construction of new class rooms, improving existing classrooms and walkways, building ECCD (nursery) centres. Some of the schools that Plan had worked in for only a short time before withdrawal had received water tanks and latrines only. Most of the structures are reasonably well maintained and in use, although some of the structures are no longer used for the purpose for which they were built. Thus the vocational centres are no longer used for teaching woodworking skills, since this is no longer a priority in the curriculum. In one school a new classroom was being used as a safe room for storage of grain for school dinners. One of the schools visited (Lushangonyi) was very grateful for the improvements to the structures provided by Plan, which included the installation of glass windows and proper floors, in addition to a sheltered walkway between classrooms – this school is located in the highlands and beneath a large outcrop of granite and gets very cold at certain times of year.
  - Plan was involved in the support to health services and, after being approached for support, undertook the construction of a Health Dispensary. This is a well-used Dispensary and has provided a significant service to the local population which previously had to travel long distances, using (very expensive) transportation, in order to consult health professionals. The team was told that the Dispensary is a source of local pride, giving the sub-location some status within the area as warranting its own Dispensary. The building and site are well maintained, and appear to be well managed. The original plans were to have on-site accommodation for the senior nurse, and to upgrade the facility to provide mid-wifery services. However, due to political changes in the area, funds for these were not forthcoming, and the staff house is only half built and money for the upgrade is not available. These developments were occurring at the time of Plan's withdrawal from the area.
  - Plan provided support for at least two Financial Services Associations (micro-credit banks) in the area. Both are operating well and provide a valuable service to the local populations. However, the FSA visited was unaware that Plan had had any role in its history, which indicates that Plan seems to have provided services such as construction of buildings for communities, when requested, but without other significant support or concern for visibility of its contribution.
  - Support for water supply – in addition to providing water tanks (largely for rainfed water collection), Plan worked with the water department and local water users groups to develop piped water supply within villages. User fees pay for the upkeep of these systems, which are largely continuing to operate, although maintenance of broken pipelines can be tardy.

- Resources for larger schemes: This category is linked to the fact that Plan seemed to be regarded as able and willing to provide resources for larger schemes which the government agencies, perhaps, could not fund (and the larger scale dairy projects, the Dispensary and FSAs, above, could be seen as part of this approach).
  - Large scale water projects, involving design and construction of considerable pipe line and storage facilities, were undertaken in two areas within Bura and Voi, (Kishushe and Mwakitau). Water is still being provided by the systems established by Plan in both these areas, although in both areas supply is not sufficient for the current population. Maintenance of the systems are problematic in Kishushe where the population has increased significantly – both these reasons meaning that several of the original distribution points have been closed in order to ensure adequate pressure and therefore supply to the main water points. Some families now have to travel several kilometres to collect water. In Mwakitau, there is the feeling that Plan left before the promised system was completed, and furthermore, that Plan took the survey results and plans for extension with them meaning that the community will have to undertake such work afresh. The District water department, whilst appreciative of much of the work undertaken by Plan, did state that Plan left some water projects ‘hanging’ and incomplete.
- Support/ capacity building for particular groups – as part of the projects undertaken in the areas of health, education and livelihood support, as outlined above, Plan provided capacity building support for individuals involved in providing services to the populations, including government workers. Thus in-service training was funded for health workers, teachers, nursery teachers, and water engineers. Training was also provided for those involved in farmers’ groups, dairy cow groups etc. In many cases Plan worked closely with local Government offices in running or providing funding for such training. Thus Plan was operating alongside the Duty Bearers, and seems to have been seen in large part as a Duty Bearer itself. It is not clear which elements of the training for local government workers would not have happened without the support from Plan, although Plan’s involvement in ECCD training does seem to have been crucial. Since the withdrawal of Plan, more government funds have been available for the education sector, and now there is greater provision of in-service training for teachers. Plan was one of the first agencies providing training for individuals and children in the Rights of the Child, although it is not remembered as being an agency involved in child rights.
- Development of community structures, both to manage work and to represent interests of rights holders – this way of working was adopted by Plan relatively late in the period when it was working in Bura and Voi. The model focused on the CBO at Planning Unit level, with sub-committees to deal with specific projects. Where sub-committees duplicated the role of other, existing. Committees (such as the School sub-committee and the statutory School management Committee), they struggled to find a role. Most of the CBOs and sub-committees were focused on distribution and management of Plan sponsored projects, and seemed less concerned about development at community level, or with issues of equity. The only committees which continue to operate seem to be the Water Users Committees, and this is probably because these structures are seen as part of the management chain for government provided water services and, as such, are recognised by the Water Department. In planning for its withdrawal, Plan made plans for the development of a Federation of CBOs, and constructed a new community centre attached to the Plan office in Mgange which was to be handed over to the Federation. Despite these good intentions, however, the Federation does not operate as a Federation and there is considerable

disquiet about the way the community buildings are being managed and for what purpose. This is a result of the rather rushed period of phase-out, without adequate capacity building for community groups, most of which continued to see their role, until the end, as managers of Plan projects for Plan sponsored families.

### **Changes in underlying structures and Plan's contribution**

- Roles and responsibilities: There have been enormous changes in the understanding of responsibilities of Duty Bearers in the period since Plan's withdrawal from this area. This is largely as a result of government policies following the election of the 'progressive' government in 2002. All government departments are now obliged to articulate their mission, aims and objectives, and thus the areas of service delivery for which they can be held to account. The fact that Plan worked closely with local level Duty Bearers during the period prior to this, undoubtedly paved the way for local level understanding of the wider roles and responsibilities of government departments in provision of services. However, Plan itself did not work strategically, at that time, with service providers to promote the accountability of different structures.
- Community ownership, empowerment and increased engagement with local government: as stated above, Plan worked with community structures in a rather instrumental way, focusing on the management of the various services and projects which were provided by Plan. This, in itself, resulted in greater capacities of groups in terms of self-management, ability to keep accounts etc. However, the philosophy behind the introduction of the community empowerment approach in the late 1990s, does not seem to have affected the ways of working in this region, possibly since the decision to withdraw had been taken by 2000. Where there was clear ownership of structures and projects, these have been well maintained and continue to function. Where ownership was unclear there is still the expectation that, since these are Plan structures, Plan should be interested in their maintenance. Local communities' engagement with local government structures continue to be mediated, on the whole, through particular individuals such as the Head Teacher and Chiefs and Assistant Chiefs. Water committees have a particular role and do engage with the water Department, since they are crucial players in the provision of water supplies at local level throughout the country.
- Greater awareness of rights: there is a marked increase in awareness of rights in general, and children's rights in particular, largely as a result of Government policy. Child rights now forms part of the school curriculum from the age of six years, and children are very well versed in their rights. Whilst Plan had conducted some training in Child Rights before withdrawal, this was largely unconnected to other areas of its work and was not part of its strategic approach in this area. However, it was significant that the current Children's Officer and an Assistant Chief in Mwakitau had both attended the Plan child rights training.
- Child protection, provision for the marginalised and gender equality: issues around child protection are well understood by those working in services relating to children and by children themselves, as are the procedures to be followed where necessary. Again, it is apparent that this is largely as a result of Government policy. Evidence to indicate that issues of gender equality and provision for the marginalised had been an important part of Plan programming is limited: each community was encouraged to identify poorer families which could benefit from a new house; most community structures except for water committees seem to have equal numbers of men and women, and there have always been equal numbers of boys and girls at school. However, there was little evidence to indicate that considerations of poverty or need had impacted on design of projects such as livelihood projects – for instance it was clearly stated poorer families

could not participate in the dairy-cow projects since they would be unable to provide for the cows or look after them when sick. On the other hand, water had not been cut off from households unable to pay the user fee, and most schools stated they would not prevent children from attending if parents could not afford the general contribution expected. However, there was no evidence to suggest that it was Plan which had insisted on consideration of issues of equality and provision for the poor.

## **Phase-out**

Whilst Plan had a strategy for phasing out of Sponsorship work, it does not appear to have had such a strategy for its Programme activities. It seems to have continued to operate in the usual way almost to the point of withdrawal, and many respondents spoke of their surprise on hearing that Plan was about to withdraw. While some of the background work to the first Strategic Plan suggested that CBO maturity might be a minimum requirement for phasing out of an area, this was not true of B&V whose CBOs were regarded as having low levels of capacity. However, work was done to establish a Federation of CBOs which would inherit the Plan office, and a new community centre was built next door. Unfortunately, the Federation does not operate in the manner envisaged, and sees its role as the manager of the buildings which it has inherited. Other programme work seems to have ceased rather abruptly in the period immediately before withdrawal, with some water projects incomplete. The Water Department spoke of some projects having been 'left hanging', and the community in Mwakitau expressed its disappointment that Plan had left the water project unfinished, and had taken the Survey for the extension of the system away with them when they left.

## **Conclusions**

The environment for children has changed considerably for the majority of children in the past two decades. At the time of the study most families were supporting their children to go to school, although in the lowland areas there is evidence of decline in attendance in the hungry period if there is no school feeding programme. Many families had been in receipt of inputs from Plan, (houses, toilets, grain stores, water storage) which had contributed to their increased resilience against shocks and disasters. However, the impact of Plan's work beyond individual family level have been more difficult to ascertain.

The rights environment came across as noticeably visible, people are more aware of their rights in general, and of the duty of the State and its institutions to deliver certain standards of services. People are encouraged to give feedback to service providers on the quality and relevance of services. In addition, the existence of the District Children's Officer, who can enforce a certain level of responsibility towards children, is a huge advance. These changes have come about as a result of government policy. Child participation and the institutionalisation of children's agency / voice into the decision making process is only now being introduced.

Many informants told us that, whilst Plan had undoubtedly contributed to the development of the region in terms of well-being of individual families, that the sense of community empowerment and community ownership of projects, was lacking. Most of the impact seems to have been either at individual household level (sanitation, water storage, school fees) or in support of the government service providers (water supply, school improvement programmes, support to education and health services etc.). The district health department saw that there had been impact in terms of reduction of water borne diseases and

improvement of general hygiene. The water projects and school building programmes are known to be Plan supported projects, as are some of the livelihood projects.

It has to be remembered that, for most of the period when Plan was working in the area, it does not seem to have been working to clearly articulated aims and objectives which seem to have been introduced with the advent of the first Strategic Plan in 2000. Whilst Plan now calls this previous approach a 'needs based approach', it was not articulated as such at the time. Rather, the approach was one which was focussed on arranging child sponsorship through the schools and then using the funds raised within the relevant areas for the variety of projects which constituted its remit at the relevant time period. It was only towards the end of this period of work in B&V that Plan began to think of working programmatically with articulated aims and objectives for each programme (CPO) area, and to think of working in a way which would lead to empowerment of communities. It seems that, whilst some of the new ways of working were introduced in the area, there was not clear commitment to such ways of working given that the decision had already been made to withdraw. The MTRs of the CPO programmes were conducted towards the end of Plan's time in B&V, and they clearly stated that there was going to be a problem with sustainability of Plan's work and several suggested the need for new approaches and greater liaison with local government.

Thus, whilst there are clear achievements which can be attributed to the work that Plan did in this area, it has been difficult to link much of the work with any increased ability at community level to negotiate with government service providers, or to advocate for child rights. Plan seems not to have had a strategy to guide its work with government departments or its work with community based structures, beyond the provision and management of particular services.

Very few people thought of Plan as an organisation that had been concerned with Child Rights, or even of empowerment of local communities. In addition, it has to be said, that Plan had not seemed to be very concerned about the 'visibility' of its work in B&V. We heard of projects, such as the FSA in Bughuta, where people did not know that Plan had been involved – even though, in the words of the chief, the fact that this FSA had its own building (constructed by Plan) had led to its greater success compared to other micro-credit groups.

One reason why the collection of projects that Plan was involved with did not promote the level of local capacity development envisaged by the strategic focus of Plan from 2000, was the fact that Plan staff were thinly spread on the ground, and each member of staff had a wide geographic area to cover and was responsible for both sponsorship and programme work. In addition, there was apparent lack of understanding of the time required to support community empowerment. Plan's work with community structures seems to have been rather instrumental rather than focussing on ways to ensure sustainability and ensure empowerment. Once Plan withdrew from B&V, it seems that all PU CBOs ceased to operate. Only the Wamascos (water committees) continue to operate, since they are built on a model used nation-wide. These committees are grateful to Plan for the training and operational support provided at their initial establishment.

Thus the impact of Plan's work in B&V is focused around the supply of resources to individual households and community structures, which has been considerable. This was Plan's traditional area of expertise. The Plan programme faced much more of a challenge when moving into capacity building and the development of community based organisations. It also failed to re-assess its strategy in working with local government, continuing to provide support to departments and, in some cases, to act as a duty bearer itself.

## **Recommendations.**

Whilst there is clearly a very significant difference between the type of programming undertaken by PLAN in Bura and Voi more than 10 years ago and PLAN's programming framework now, it is possible to make some recommendations that have value to PLAN's work elsewhere.

- Undertaking a **Situation Analysis** in prospective Programme areas before establishing a programme, in order to ascertain local context and needs. This should be regularly updated in order for programme workers to be sure of the relevance of the programme and its interventions
- **Objectives setting:** Align PLAN programme objectives with national commitments to children's rights. Adopt/develop/negotiate (as appropriate) indicators that can be aligned to national process (capacity of state and non-state duty bearers) and outcomes representing changes in the lives of children.
- **Phase Out:** Phase out needs to be regarded as a process which requires both time and context specific analysis and design of the process. Communities need to be involved in the process and preparations, and there needs to be community buy-in and ownership of post Plan structures. Plan should continue to provide support to past partners, even after withdrawal of project activities, for instance through some sort of mentoring or referral mechanism. One way of doing this might be to provide mentoring support through occasional visits by a dedicated Plan support officer, or clinic sessions at periodic (eg 6 monthly) meetings.
- Establish **on-going support** through creation of and support to networks meetings for local organisations to provide opportunities to share ideas and issues relating to working with children and promotion of their rights and ways to respond to local issues. Examples include: local monitoring; peer support between network member; co-training; opportunities to share and stimulate each other; Plan sharing materials on new developments, perhaps new training packages, new ideas from elsewhere in Kenya and beyond; stimulating the development of a local child rights monitoring network. The objective for the long term might be to help build a network which serves the members' interests in achieving improvements to the realisation of children's rights

## Structure of the report:

**Section 1** examines the nature and purpose of the post intervention study and documents the development of the methodology. It discusses the alternative ways of assessing impact, and documents what sort of background information was available to the team.

**Section 2** gives an overview of the history of Plan's involvement in Bura and Voi, which is crucial for understanding the framework within which the programme was developed and for understanding what was going to be possible in terms of the methodology for the study.

**Section 3** provides the findings from the qualitative research, which is presented according to the Programme Themes used by Plan in its work post 2000. Under each programmatic theme, we present the current situation as regards service provision and achievement of rights, the findings from our visits to the related projects, and a discussion as to Plan's contribution to the current situation.

**Section 4** brings together the findings from section 3, and discusses the current situation regarding child rights and community empowerment in the region, and the evidence relating to Plan's contribution to this situation. It highlights the issues relating to the fact that Plan's objectives at the time of the programme were not related to creating an environment which would strengthen achievement of child rights, and to the constraints facing programme officers.

The final section, **section 5**, provides conclusions and recommendations, relating both to programme planning and implementation and to future Post Intervention studies.

# 1. The nature and purpose of the Post Intervention study and development of the methodology

## 1.1 Introduction

As part of Plan's commitment to assess the effectiveness of its programmes at different levels of the organisation, the International NGO Training and Research Centre (INTRAC) was asked to conduct a Post Intervention Study<sup>1</sup> in the Bura and Voi area of Kenya. Plan's framework for assessing the effectiveness of its work is outlined by the Programme Effectiveness Framework (PEF), and the new Post Intervention studies form part of this package of approaches. This post-intervention study is the third<sup>2</sup> to be co-ordinated by the Programme Effectiveness Team (PET) and is a study of the impact of the work of Plan in the Bura and Voi (B&V) area of Kenya where Plan worked from 1986 – 2004.

Between 2003- 2006, Plan phased out of around 63 Programme Units (one of which is Bura and Voi). Whilst some programmes have conducted phase-out studies when withdrawing from an area, this has not been systematic practice across the whole organisation. It is hoped that this study will contribute to the planning process involved in scaling up such post intervention studies across the organisation. It is hoped that the findings from such studies will help strengthen future programme design and, in particular, Plan's sustainability agenda. It is thought that such studies should be carried out at least 5 years after Plan's departure.

### Purpose

Plan International sees this study as another building block in assisting it in the development of relevant and usable methodologies for the assessment of long term impact. As such it anticipates learning from the approaches used in the study, in addition to learning from the findings about the impact of Plan's work over a period of 17 years. Plan Kenya is similarly interested in learning from the study – identifying good practice and drawing out lessons about the resilience and sustainability of specific interventions.

### Objectives

The TOR for this study identify the following objectives of the study:

- To re-build and document the memories of Plan's interventions and those of the government and other NGOs' in the selected communities during these periods.
- To determine what were the main factors, processes and actors that impeded or contributed to success and sustainability
- To assess what kind of contribution Plan made (both positive and negative) to the long term changes in the phased-out communities

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<sup>1</sup> The TOR defines a post intervention study as: 'a study conducted after the departure of Plan from a community (ideally around 5 years after departure). Post-intervention studies aim to assess Plan's contribution to long term changes and document lessons learned. Whilst the studies will analyse the extent that programme outputs have been maintained after phase-out, the main focus of the studies is to document the contributing and impeding factors for sustaining (positive) programme outcomes (e.g. changes at outcome level such as the strength of community organisations, level of child friendliness of communities and families, etc).

<sup>2</sup> The first two studies were pilot initiatives in Bolivia and India in FY10.

- To analyse the sustainability of Plan's interventions (i.e. evidence and/or presence of processes, practices, procedures, systems, community organizations which can be linked to Plan)
- To document the lessons learned and good practices
- To know the communities thoughts/perspectives on the management of the phase-out (e.g. how prepared were the community, what could have been done differently, etc) and to put forward recommendations on future phase-out processes.
- To know the current situation of the community after Plan phased out vis-à-vis the programme's objectives and the CRC and MDGs

## 1.2 Development of Methodology:

The methodology suggested in the TOR, and the methodology developed for use in this study, necessarily reflect:

- current thinking about measurement of impact,
- the history of Plan's approach to its work in this geographic area (different approaches define the types of data collected about the programme),
- the nature, quantity and quality of data kept about this programme
- the current focus on the need to understand processes which lead to improved outcomes for the rights of children

**1.2.i) Current thinking about measurement of impact:** Crudely speaking, there are two approaches to the study of long term impact: the first assumes that there were clearly articulated aims and objectives of the work, with expected outcomes and impacts. It then examines the documentation, the monitoring and evaluation reports, supplemented by qualitative research to understand causal effects, and draws conclusions about the level of achievement of expected (and unexpected) outcomes and impact. The second approach identifies the current situation, in terms of conditions faced by the target population, and then looks for evidence about what sort of interventions, policies etc. have led to this final state of affairs. The two approaches, which represent rather different ends of a spectrum, are not necessarily mutually exclusive.

Plan itself has been through different stages of thinking about how to measure impact, with the introduction of its Corporate Monitoring and Evaluation system in 1999 (subsequently replaced by PALS), see below, and its current focus which recognises the fact that change is not a linear process, as articulated by the Programme Effectiveness Framework which defines outcomes and impact in the context of CCCD<sup>3</sup>.

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<sup>3</sup> The shift from a needs-based or service-delivery paradigm to a rights-based approach implies that the output-outcome-impact chain is no longer linear, but rather multi-dimensional. Outcome and impact are no longer expressed in terms of access to and the delivery of services as a direct result of Plan's programmes, but rather in terms of changes among rights holders, duty bearers and civil society organisations, and the synergies among these social actors (outcome), that contribute to the creation of a lasting, enabling environment in which children's rights are fulfilled and in which children and youth realise their full potential (impact). Assessing outcome and impact therefore requires a clear understanding of and view on the roles and responsibilities of the different social actors.

The TOR for this study suggest the use of a mixture of the two types of approach defined above:

*Ideally information will be available from three different points in time (e.g. pre intervention, phase out and the current situation). Some of this information may be available in baseline/endline data, but consultants should not assume that this level of data will always be available.*

The TOR had also requested the use of a 'rights based lens' in order to understand the underlying process of change in B&V, which essentially would mean an assessment of the current situation regarding a specific group of rights based dimensions, and then seeking evidence to ascertain the contribution of Plan and other relevant actors to this current situation. It suggests that this approach:

*requires a move away from focusing predominately on tracking indicators based on Plan's domains to focusing more on conducting primary research and utilising participatory data collection tools with actors in order to explore more 'intangible' issues such as empowerment, resilience, extent of community organisation*

It proved necessary to understand both the nature of Plan's approach to its work in B&V, which changed over time according to both the changes in structure of the country programme and the changes in strategic thinking at Headquarters level, in order to develop a workable methodology for this study.

**1.2 ii) The history of Plan's work in Bura and Voi:** Plan International, and then Plan Kenya worked in the Bura and Voi areas of the Taita Taveta District of Kenya from 1986 to 2004. During this period, various changes in the ways that Plan worked would have affected the programmes in Bura and Voi:

- The work was initially initiated and managed by an independent field office of Plan International, and was transferred to Plan Kenya when it was established in 1994.<sup>4</sup>
- Plan's ways of working evolved from a primarily needs based approach<sup>5</sup>, to the current approach based on the Rights of the Child.

As recognised in the TOR, this study, therefore, needs to take account of the fact that impacts expected from Plan's current philosophy and approaches (based on child rights programming, and specifically the child centred community development -CCCD- approach), were not the articulated objectives of work in Bura and Voi. Plan had been focused on provision of basic needs, through the sponsorship model, until the late 1990s, when it began to develop more strategic, output and outcome focussed, ways of working whilst at the same time moving towards the beginnings of rights based planning. The Child Centred Community Development Approach (CCCD) was introduced in 2003, one year before Plan's withdrawal from Bura and Voi. See annex 2 for the evolution of Plan's strategic approaches and supporting systems.

By the late 90s, Plan decided to move towards a more strategic 'Programming' approach to its work and identified 5 Domains for its work. Individual countries developed programme

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<sup>4</sup> This reorganisation involved other changes within Kenya, with the establishment of new Programme Units. In 2000, Plan Kenya had a Country office in Nairobi, 3 Programme Areas and 13 Programme Units, of which Bura and Voi were 2.

<sup>5</sup> It is with hindsight that Plan now calls its previous approaches to its work, 'needs based.' During the period up to the introduction of the CCCD approach, it did not describe its work in this way.

areas (known as Country Programme Outlines, CPOs) in order to achieve the outputs, outcomes and implied impact of these strategic areas of work. As part of this new direction, which included the aspiration to measure programme outputs (and some outcomes) using the new Corporate Planning, monitoring and Evaluation Framework (CPME)<sup>6</sup>, all country programmes conducted a Baseline Study to inform the new Country Strategy which was to be developed in each country in 2000. Thus, Plan Kenya carried out a baseline study in 1999, produced a Country Strategic Plan in 2000 with its 5 CPOs, and conducted five Mid Term Reviews (one for each of the CPOs) between 2003 and 2004. At the same time, Plan was moving towards a focus on community development, involving community based organisations (CBOs) as the main decision makers and interlocutors with the authorities on behalf of the communities.

The baseline studies, and the MTRs produced some data for Bura and Voi, which is a mixture of specific data relating to small scale studies and rather high level data collected from government statistics and relating to whole districts or divisions (rather than villages). Following this experience, Plan International realised that the very high level indicators selected to measure overall impact of the programmes, were not very useful since changes within individual villages and which may have arisen from particular interventions supported by Plan, might not be reflected by the overall indicator which might be only available at District Level.

**1.2 iii) The nature, quantity and quality of data kept about this programme:** as noted above, the TOR suggested that there may be information about the programme area from before the intervention, during the intervention and after the intervention.<sup>7</sup> After concluding the document review it was clear that there was no information about the area pre-intervention. There is no evidence that Plan at that time undertook such studies.<sup>8</sup> The only study available which gave any socio- economic data on the population was the 1999 study conducted at country level in order to identify areas of greatest need in Kenya, and which had some very general level data at T/T District level. In addition, there proved to be limited documentation about the programme in B&V, partly due to the fact that the offices dealing with these areas had closed and there does not seem to have been a policy about retaining programme documents. It also seems that even during the life time of the programme, documentation about the work was limited and, with the exception of specific studies undertaken, was focused largely on record keeping about sponsored children and budgets for project expenditures. One of the MTRs read by the team in preparation for this study spoke of the lack of data, poor systems for recording progress and the tendency for project data to focus on budget rather than development information.<sup>9</sup>

The only programme information about B&V available to the team prior to the Inception Meeting in Mombasa to discuss and develop the methodology, was a series of reports relating to the development of the first strategic plans in 2000, a series of MTRs about each

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<sup>6</sup> See annex ...for outline of CPME framework. This framework identified standardised high level indicators to show progress at output and some outcome levels. The Baseline Study was to provide the initial base-lines for these indicators, and the CPO plans indicated which of the indicators the particular CPO would be contributing to.

<sup>7</sup> Although the previous two Post Intervention studies had indicated that such data may not be available: We were warned in tor that data might not be available: the TOR stated, 'It was clear from the pilot studies that historical programme documentation and robust and comparable baseline and endline data will not always be available within Plan countries.'

<sup>8</sup> Most other INGOs would require a Situation Analysis of a potential programme area before any intervention. Such studies would generally include information on the geography of an area, the demography, the main areas of economic activity etc.

<sup>9</sup> MTR of CPO 1, 2003

of the new CPO areas of work, and some specific evaluations, particularly relating to specific grants made by Plan National offices. It was difficult to get data on numbers of planning units, actual schools worked in, lists of projects, phase-in dates etc. The nearest we got to a complete list was an annex, obviously taken from a working data base, listing individual budget lines for projects by village, which was included as an annex to the Neolink Evaluation of 2001. At the inception meeting we got additional valuable information about the Plan programme in B&V from Plan staff who had been part of that programme.

**1.2 iv) The current focus on the need to understand processes which lead to improved outcomes for the rights of children:** this approach focuses more on the second way of measuring impact, and the TOR specifically request that the team examines the current situation of the community through a rights based lens – in terms of empowerment, child centredness and the role of government. Having established the current situation regarding child rights and community empowerment, the line of enquiry would try to determine how this situation had changed over time, what were the main reasons for this change and what indications there are of Plan’s contribution to these changes.

The team thus developed a **rights based analytical framework** which would be used as a guideline and prompt for the lines of discussion and sought to consider three different actors in the delivery of children’s rights:

- **Duty bearers** ... and their capacity to fulfil responsibilities, including motivation, access and control over resources, authority to act (existence of appropriate policy and law)
- **Rights Holders** .. children’s and, as co-claimants on the rights of younger children, parents’ experience of the rights that have been established. How the right is understood; the opportunities children - children plus their parents - have to hold duty bearers to account
- **Civil Society** .. supporting rights holders in effecting claims, duty bearers, particularly at the family and community level to fulfil their responsibilities to children.

Insights into two main domains of rights were sought: - one constituted rights which had **cross cutting implication** in relation to the ways that state and society interacted with children as subjects of rights; the second consisted of a more **specific selection of rights** applicable directly to the programme areas.

**Cross cutting domains:** here the study would aim to collect evidence relating to the following systems and practices: **attitudes to children as subjects of rights** - particularly (article 3 of the CRC) children’s best interests are the primary consideration in all decision making and (article 6 of the CRC) allocation of resources to the maximum extent available **children’s participation** - particularly the examination of their rights to have their views taken into consideration and other linked rights (to association, to information, to freedom of expression); **protection rights** - particularly the availability of systems that can identify and deal with abuse and neglect of children and regulate exploitative practices; **discrimination** particularly systems that can identify and deal with the possibility of discrimination or non-inclusion, especially of children of poor parents, children with disabilities; **gender** – examination of ‘systems’ that are in place to ensure that gender is factored appropriately into decision making etc. how has the thinking about boy/girl/gender change over time; **accountability** – what systems are in place to identify and deal with the non-realisation of

rights, evidence of children/their parents raising complaints; **family environment** - particularly examination of families' capacity to provide an adequate safe environment and support their children, and so sustain this through shocks and disasters.

**Specific Rights applicable to programme areas:** **education** – examination of the capacity of system of education including its infrastructure, financing (particularly the nature of cost sharing), the nature of curriculum content and the way in which a child- friendly, rights and responsibility respecting environment is fostered; **health, nutrition, water and sanitation** - the capacity of the systems to deliver these services in a sustainable way, their ownership, financing, management; **ECCD** - especially the collaboration between different professionals and the management of a holistic range of inputs into early years development Annex 4 shows the matrix developed as a guide to our questioning and the analysis, highlighting the types of evidence sought. Secondary research would provide us with additional information on the current situation, and the tools developed for primary research would aim to identify the pattern of recent changes relating to child rights and the extent to which Plan's work in the area had contributed to these changes.

### 1.3 Selection of sites and development of Itinerary

An Inception Meeting was held in Mombasa, attended by the Team Leader, the National Consultant, the PET representative from IH (Evaluation Officer) , the M&E Manager from Plan Kenya, and two members of the Plan Kenya Kilifi office who used to work in the Plan Offices in Bura and Voi.

The development of the itinerary required:

- An overview of the data available to the team
- A rationale for selection of villages, planning units etc. for visits
- A consideration of the various stakeholders to be interviewed or invited for focus groups discussions

**1.3 i) Overview of data available to the team:** on request the team was sent various studies relating to Plan's work in B&V; a great deal of time was needed to understand the nature of the different studies sent and the relative importance of the different documents. No information was available on the work conducted prior to 1999.

- In 1999, Plan Kenya conducted a Baseline study in preparation for the development of its first Strategic Plan and this study had some data relating to B&V. This study was undertaken to provide the baselines for the CPME indicators. The Strategic Plan of 2000 described the five Programme areas (CPOs) around which Plan Kenya would henceforth plan its work, which gave the team an idea of the aims and objectives of work in specific thematic areas
- In 2001, there was an Evaluation of the work in B&V conducted by Neolink Consulting<sup>10</sup>, which consisted of a review and documentation of project information in phase out areas for the purpose of communicating to the stakeholders. The results of the review were presented for each CPO with limited data on actual Planning Units. However, it did include information from a working data-base on the types of

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<sup>10</sup> The title of this study is unknown. It was passed on to us as a series of separate files without an overall title page. We refer to it as the Neolink Study.

projects funded in different locations. This study had also undertaken Project Based Case Studies in 6 locations, which included at least one project from each CPO, and which provided more details on a particular project in a particular location.

- There were four Mid Term Reviews (MTRs) of the thematic programmes (CPOs) carried out, at country level, over the period 2003-2004 and which commented on progress within the thematic areas. Only two of them included data for Bura and Voi. These were CPO 3 which had data on the effectiveness of the WAMASCO at Bunguhule, and CPO 4 which has limited data on farmer trainings completed in 2002 and a comment on the Dairy Boards in Bura.
- In addition there was a Mid Term exercise in measuring the CPME indicators which, again, produced some limited data specifically for T/T district. No information is provided on the methodology of this study. There is incomplete data for Bura and Voi (probably because staff knew they were phasing out of these areas), and much of the data has been collected from District offices without any break down of data below District level. The data which relates to Bura and Voi are presented in Annex 3.

In addition to these studies, the team received background information on the changing frameworks for Plan policies

**1.3 ii) Rational for selection of villages:** as stated above, there was limited information about the villages and the list of primary schools where Plan had centred its work. The only information found was an appendix from the Neolink Evaluation of 2001<sup>11</sup>, based on a database which listed a mixture of villages and school-based Planning Units and the projects which had been funded for each of these over the period 1988 - 2001. Considerable time was taken by the team to reduce this data base to a workable list of villages with lists of activities carried out in each village, based on budget lines.<sup>12</sup> There was no such information about projects funded after 2001. Thus, the selection of villages to visit for this study could not be done in an ideal way due to lack of any data on populations, on village size, on ethnic groups or typical economic activity.<sup>13</sup>

At the inception meeting it was agreed to select villages which represented:

- the different Programme Units (Bura and Voi)
- different lengths of time that Plan had worked in the area
- the different geographic, and therefore topographical, locations (highlands and lowlands)
- the full range of programmatic interventions delivered by Plan (e.g. Health, Education, etc.)

The 2001 Neolink Evaluation, cited above, which provided information on names of villages where projects were funded, also included 6 Project Based Case Studies (detailed accounts of particular projects in Bura and Voi). At the inception meeting it was therefore decided to revisit some of the villages and projects which had been visited in 2001, since there was

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<sup>11</sup> An Evaluation of work in Bura and Voi conducted by Neolink Consulting in 2001

<sup>12</sup> A very abbreviated version of this list is included in Appendix 2

<sup>13</sup> The fact that Plan was primarily a sponsorship agency in 1986 meant that it selected its areas of work based on school catchment areas – each of which might include a number of different villages, but we could find no records of which schools had been involved and which villages were included in which school catchment areas.

data from 2001 which would be useful as a comparison. In addition, some other projects were selected on the basis of discussions with Plan staff who knew the area. The table below shows the rationale for selection of the visit sites. (However, in the event, the team found itself being invited to visit and talk to many more people about many more projects in each location visited. This was invaluable in providing a more detailed overview of Plan's approaches and achievements at different moments in time and in different locations).

Site selected	Location	Reason selected
<b>Bughuta:</b> Livelihoods - Financial Services Association	Lowlands: Voi PU	Example of Plan's work in the lowland area.  Example of Plan's work in establishing a FSA
<b>Kwamanangwe</b> Dispensary	Lowlands: Bura PU	Example of health project, which included the establishment of a health facility which was important for the area. At inception meeting, it was thought to be a useful example for discussion about effects of rather rapid withdrawal from the area
<b>Kishushe:</b> Water project	Lowlands: north of the Taita hills. Bura PU	Example of large scale water project. Included as Project Based Case Study in 2001 Evaluation
<b>Lyushangonyi:</b> Education -Primary School Improvement programme	Highlands: Bura PU	Example of school in small village in highlands area. At inception meeting, it was thought that this school had been completely reconstructed by Plan
<b>Mgange:</b> Capacity Building – CBO Federation	Highlands: Bura PU	This was an example of Plan's capacity building work, and had been part of Plan's withdrawal strategy and designed to ensure the sustainability of its work
<b>St John's:</b> Livelihood project – Dairy Cows	Highlands: Bura PU	Example of a livelihoods project. Included as Project Based Case Study in 2001 Evaluation
<b>YATTA (Youth and Aids, Taita &amp; Taveta)</b> Capacity Building	Lowlands: Bura PU	Example of Capacity Building work, and specifically of Plan's work with young people living with HIV/Aids

**Control villages:** Whilst the TOR had suggested that the team explore the usefulness of visiting some 'control villages', where Plan had not been working, in order to provide the counterfactual evidence, it was decided at the Inception meeting that this would not be appropriate. This was partly due to lack of secondary data on any villages, thus making selection of 'similar' control villages impossible. Also, Plan had worked in most of the villages (school catchment areas) in the areas around Bura and Voi towns, but had not worked in areas to the NW of this area, nor in villages to the East of the Mombasa Nairobi Road. Discussion was held about the possibility of selecting villages as controls from either of these two areas, but the fact that another INGO had been working in the area to the NW, and that the villages to the East of the main road were probably not comparable to the Plan

villages, led to the conclusion that it would not be useful to attempt to use villages as controls to compare final impact of the work of Plan. In addition, since the inclusion of control villages in the study would necessitate additional time and expense, this would only be worth doing if a clear benefit could be expected from so doing.

**1.3 iii) Identification of the stakeholders to be interviewed/ involved in focus group discussions:** this was done at the inception meeting, in discussion with the representatives from Plan Kenya who were involved in the programme. In order to set up the meetings the local consultant made a pre-study visit of several days to B&V prior to the main study period. She made courtesy calls to the District Commissioners in Wudanyi, Mwatate and Voi; visited the various local government offices to introduce them to the purpose and nature of this study<sup>14</sup>; collected available government data and/or requested that it be made available for the visit of the team; got the contact details for the Chiefs of the different locations to be visited and made contact with the same; visited the local Police Station to collect relevant Child Protection documents which the Police refer to when dealing with protection cases; organised accommodation and logistics; and finalised the itinerary based on discussions with the different stakeholders.

**1.3 iv) Development of tools:** Guidelines for specific tools for use in the Primary Research were developed and shared with the PET and the PK staff. These include the use of semi-structured interviews, focused group discussions, observation, a transect observation and larger group meetings. The full list of tools planned for use at each location are included in Annex 5. Please note that these were developed as guidelines; it is normal, with qualitative research, to have to modify tools once in the field, since initial assumptions about the nature of projects may prove to be inaccurate. This is doubly the case where there is such limited information about the various projects, and in this case where a rights based lens was being applied to work that had been designed in another programming methodology. In addition, the skill in conducting such qualitative research often lies in sensitivity to the types of questions to ask in different situations, and the ordering of the questions to be asked. In the event, it was necessary to adapt the prepared tools to fit the situation we met with in the field. A list of the various informants, stakeholders and other groups is presented in Annex 7.

## **2. History of Plan's involvement in B & V.**

### **2.1 Introduction and background to the area**

Taita Taveta is one of seven Districts in Coast Province, comprising six divisions.<sup>15</sup> It is one of the arid and semi-arid land (ASAL) districts, with 62 % of the District occupied by Tsavo

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<sup>14</sup> The departments visited included district offices of: Ministry of Education; Ministry of Medical Services; Ministry of Public Health & Sanitation; Ministry of Water & Irrigation; Ministry of Livestock Development; Ministry of Agriculture District; Ministry of Social Services; Ministry of Education; District Development Office.

<sup>15</sup> At the time when Plan was working in the area, the overall local government administrative unit was Taita Taveta District. However, during the re-organisation of local government units which took place 2005 – 2008, this was divided into four new districts: Voi, Mwatate, Taveta and Taita. The area where Plan was working now falls under Voi, Mwatate and Taita Districts.

East and West National Parks. The remaining land is 24 % rangeland and 12 % rainfed agriculture. There are three major topographical zones, the upper zone, the lower zone and the volcanic foothills. Five towns in the District have populations of between 2,000 and 10,000 people and out of 37,635 households, 38 % are female-headed and 66 % live in absolute poverty. Ninety-five % of income is from agriculture and only 1.5 % from non-agricultural activities. Those worst affected by poverty are the disabled, smallholders with less than 0.05 ha of land, the landless, squatters, children and female-headed households.<sup>16</sup> The area covered by the Plan programme consists of the Taita hills and the surrounding lower plain, the hills forming a discrete area of highland with high granite outcrops and steep valleys which rise dramatically from the lower lying areas on the plain. There is greater population density in the highland areas, and in recent years many families have been moving down to the lower lying areas, especially to the north of the hills, where there has been a surplus of land. However, the low lying areas to the west of the Taita hills are susceptible to crop damage from animals (especially elephants), and the recent droughts of the past few years have meant that the advantages of the lower lying areas are now less apparent.

PLAN started its activities in Taita Taveta District by opening Taita Field Office in 1986. The office was established at Wundanyi, in the uplands, to serve the, then, Mwatate and Wundanyi divisions - with a population of approximately 212,000 people representing around 45% of the district population. Plan focused its intervention areas around Primary Schools, since it was through these that Plan could identify children for sponsorship. Schools tended to have a high proportion of children who were to be sponsored, and from 1994 Plan designated the catchment areas for each of these schools as its own Planning Units which were to be the basis for community planning in that area.

In 1994 the Taita Field Office was abolished and among many other changes Bura and Voi Programme Units were established in Bura and Voi Centres respectively. The Bura Programme Unit had a total caseload of 4,900 sponsored children in 2001 and had 41 Planning Units within Mwatate and Wundanyi divisions. The office originally was in Bura at the foot of the Taita hills, but it later moved to Mgange Location in the uplands. Voi Programme Unit, in the lowlands to the east of the Taita hills, had a case load of 4,600 sponsored children in 2001 and operated in a total of 49 Planning Units in Mwatate, Tausa, Voi and Mwambirwa divisions.

## **2.2 Different ways of working over the period**

**2.2 i) Focus on sponsorship and a 'Needs based' approach:** Initially (1986 to around 1998) Plan worked on the model used in other field offices, centring its programmes on the areas served by Primary Schools. Plan introduced its work to the community through public meetings facilitated by the local public administration and the local leaders. Through such channels, families elected to join the sponsorship scheme, whereby some of the basic needs of sponsored children and their families could be met through use of funds from sponsors. According to a member of staff from Plan Kenya, the initial focus was on the larger schools in an area, as a means to provide greater numbers of children for sponsorship.

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<sup>16</sup> Data from Danida evaluation, 2004

Over the period when Plan was working in B&V, the ways of working evolved from one based on individual families and their needs (1986 – 1998), to one more focused on the need to achieve outcomes at community level (1998 – 2002/3), and ultimately to one focused on child rights (2003 onwards).

Plan Kenya states that, up until the preparation for its first Strategic Plan, from 1998, most of its work was based on a ‘needs based’ approach. With the introduction of the process leading to the development of the first Strategic Plans in 2000, the focus moved from providing support to individual families, to a more strategic approach focusing on desired outcomes at community level (known as the ‘Programme Approach’), and a move to identification of the poorest areas in the country for programme work. At the same time as the introduction of the Programme approach, Plan was moving towards more of a community development model which focussed attention on the empowerment of local communities as a means to build outcomes for children, based around the rights of the child. This was formalised with the introduction of the Child Centred Community Development (CCCD) approach adopted by Plan in 2003.

**2.2 ii) Introduction of the Programme Approach:** five thematic domains were defined at headquarters level<sup>17</sup>, and indicators for measuring progress of work in each of these domains were identified as part of the CPME system. Each country had to develop Programme Outlines which would describe aims and objectives for each programme, which would feed into achievement of outputs and outcomes at domain level. All Strategic Plans of 2000 focused on the delivery of the county programmes (known as CPOs – country programme outlines). Plans for each CPO were for a period of 3 years, after which there would be a MTR. The idea was to conduct a final summative evaluation after 9 years in Plan Kenya, in order to feed findings into the next Strategic Plan.

The following table shows the five thematic programme areas (known as CPOs) identified in Plan Kenya’s 2000 Strategic Plan, and the corresponding numbers of families which were included in the plans for each CPO in B&V.

<b>Country Programme Outline:</b>	<b>Number of families<sup>18</sup></b>		
	<b>Bura</b>	<b>Voi</b>	<b>Total</b>
<b>CPO 1: Healthy Family for Child Survival and Development</b>  Through this program, Plan seeks to reduce incidences of childhood mortality, increase the access to quality prenatal, delivery and post-natal care for women and improve the knowledge levels of mothers and positively influence change in sexual behaviour	41854	29855	71709
<b>CPO2: Friendly and Healthy Learning Environment</b>  Through this program Improve completion of primary education, particularly for the girl-child, increase access to post-primary, improve the quality of formal education, increase access to adolescent health information including Reproductive Health services	62200	12655	74855
<b>CPO 3: Family and Community Basic Services</b>	50251	15430	65681

<sup>17</sup> The Domains were defined as: Growing up Healthy; Learning; Habitat; Family Livelihoods; Building Relations.

<sup>18</sup> Data from Neolink Evaluation, 2001

Through this program Plan seeks to increase access to safe water, basic hygiene, sanitary facilities and essential services, construction and rehabilitation of water systems and environmental sanitation and home			
<b>CPO4: Family Livelihood</b>  Through this program Plan seeks to improve food security and to increase family incomes. The major focus is on sustainable agricultural production including environmental resource management, access to financial services and promotion of relevant vocational training for youths and adults	17325	12455	29780
<b>CPO 5: Social and Cultural Development of the Child</b>  Through this program Plan seeks to mobilize and organize Community Based Organizations in order to increase their participation in development activities. Under this program, Capacity building, Gender Equity, Children Participation and Rights of the Child and Building Relationships are covered.	34278	5984	40262

## 2.2 iii) Community empowerment

From the end of the 1990s, and as part of Plan's evolution towards more strategic ways of working and specifically focusing on CCD and ultimately child rights, Plan was electing to work with CBOs at PU level, encouraging a community development approach. Thus we met, in the field, people who spoke about Plan's work 'pre-PU' and after the introduction of working through PUs. Some areas spoke about the fact that in their area Plan had only worked through PUs, whereas in other areas Plan had been more involved in direct financing of projects. A measure for the level of capacity of CBOs was introduced as part of the CPME indicators, and in the 1999 Baseline study the capacity assessments undertaken with CBOs in B&V showed that these CBOs had low capacity.<sup>19</sup>

**2.2 iv) Plan decision to withdraw from Bura and Voi:** as part of the process of developing the first strategic plan, Plan Kenya commissioned a country poverty ranking study to identify the areas of greater need in Kenya. Data were collected on a variety of variables, and two indices were developed out of the data in order to facilitate the decision about which areas to work in and which areas to withdraw from. These were the Child Development Risk Index, which assisted in identifying the poorest areas, and the Operational Risk Index which indicated which areas might be difficult to work in or operate in compared to others. As a result of this exercise, the decision was made to phase-out of working in B&V and to phase in to work in other areas of Kenya. In theory, phase out areas were those areas where PLAN currently worked, but had a low CDRI, whereas phase in areas were those areas with high CDRI and low ORI categories.<sup>20</sup>

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<sup>19</sup> The 2000 Strategic Plan states that ' a recent assessment of the CBOs revealed that all the CBOs in PLAN Kenya areas are in the inception stage. This means that most of these CBOs require urgent attention if they are to be improved to acceptable levels where they can initiate, promote and maintain development programmes for the benefit of their communities. The idea is to move them from formative, developmental and then to maturity stages.'

<sup>20</sup> However, conversations with Plan Kenya staff indicates that decisions were made to phase out of areas which had been accustomed to a Needs Based Approach, in order to facilitate the move to a more Rights Based Approach which would be easier to establish in new areas

### **3. Findings: the current situation, identification of changes leading to this situation and Plan's contribution**

#### **3.1 Background on recent changes to National policies relating to children**

In 2002, a number of political parties came together to form the National Alliance of Rainbow Coalition (NARC). This coalition won the general election of 2002 and this was the beginning of the era of so called 'Progressive Government'. The many changes in government policy noted in this report, including the introduction of free Primary Education, the increasing focus on 'child friendly' school environments, the increased attention given to accountability of state structures and particularly the introduction of legislation and policies relating to Rights and specifically Child Rights, are related to the new directions introduced by this era of government. Children's right to education is now established by the 2010 Kenya Constitution.

The following section is structured according to the structure which Plan Kenya was using in its programmes; ie there are five sections each dealing with the findings according to the Plan Kenya CPOs.

#### **3.2 Health and ECCD**

**3.2 i) Current national coverage and policy framework**The Kenya Health Policy Framework (KHPF, 1994 – 2010) set out health policy for the period 1994 to 2010. The implementation of the first National Health Sector Strategic Plan (NHSSP I, 1999 - 2004) did not achieve the targeted improvements in health outcome and impact. There was a downward trend in health according to the Demographic and Health Survey of 2003.<sup>21</sup> The second National Health Sector Strategic Plan (NHSSP II 2005 to 2010) was designed with the aim of reducing health inequalities and reversing the downward trends in health-related outcome and impact indicators observed during the implementation of the NHSSP I. As seen at the Mid Term Review of the NHSSP II, the sector appeared to be reversing the downward trends in key indicators especially relating to incidence of disease and child mortality.

The MoH Strategic Plan for 2008–12 presented the investment plan for medical services in the country. It specified the specific outcomes, and outputs required for achievement of NHSSP II policy objectives, and the Government's first Medium Term Plan (MTP). Though a Ministry plan, it was developed with inputs from key stakeholders, to ensure the Ministry responded to their legitimate expectations. The priorities were defined based on the formal mandate of the Ministry in Government. The plan (2008) stated 'At present, conditions that we thought were under control are re-emerging. HIV prevalence has been steadily reducing, but current statistics show this reduction has stagnated. Tuberculosis has re-emerged as a major cause of ill health. Conditions like Rift Valley Fever, cholera, and other epidemics continue to plague our population. This is in the same situation where we are facing an increasing burden due to non-communicable conditions, and injuries. These are compounded by the difficult state many of the underlying health determinants are in the country. Poverty still remains a major factor affecting ability to maintain health, or seek

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<sup>21</sup> The country's Human Development Index in 2004 was 0.491, with a rank of 152. Life expectancy at birth for the same year was estimated at 47.5 years, and the Healthy Life expectancy (2002) was 44/45 for males and females, respectively.

health services. This has been made worse by the high inflation rate, and the economic slow-down occasioned by the global economic slow-down, accentuated by the negative events following the December 2007 elections that affected investor confidence. While the technology exists to manage most of the direct causes of ill health and death, we are not yet able to adequately mobilise, and utilize this.'

Health care financing in Kenya is characterized by the limited ability of public resources to finance health services. Whilst there was an increase in government allocations to the health sector from Kshs 15.3 billion in 2003/4 to Kshs 33.5 billion in 2007/08 ( \$0.2bn - \$0.5 bn at then current exchange rates), as a share of government expenditure the allocations to the sector decreased from 7.66% in 2004/05 to 7.3% in 2007/08.<sup>22</sup> Donor funding is important, especially in particular areas like treatment for malaria and TB.

Private health providers, including faith based health services are estimated to contribute approximately 40% of the national health delivery network, especially for the poor and the marginalised. The government supports them through secondment of staff and provision of equipment and drugs and antigens for immunisation.

Over the years, cost-sharing has become a major component of financing of the public health services. Due to the high levels of poverty, a system of waivers and exemptions has been designed to cover children under five, TB treatment, malaria drugs and HIV/AIDS treatment. The system is not well defined and complex to administer as there have been no clear criteria to determine the patients who qualify.

**3.2 iii) Current health provision in Taita Taveta District:** According to the District Statistical Office, the district has three hospitals, 8 Health Centres, 33 Dispensaries, 2 nursing homes, 23 private clinics and 4 mission/faith based health facilities. It was not possible to find evidence of levels of provision for the period when Plan was operational in the district. These health facilities are, however, inadequate, poorly equipped and understaffed as evidenced by the fact of a Doctor/ Patient ratio of 1:37,778 and an average distance to the health facility of 5kms. According to policy, the type of health facility provided depends on the levels of population in an area. In theory, Health Centres (with resident doctor and facilities for basic surgery and maternity delivery rooms) serve rural areas with large populations, and Dispensaries (without resident Doctor) for smaller populations. However, it is clear that the District has fewer Health Centres than are needed. As indicated above, the GoK is aware that it has insufficient resources for the provision of adequate health services in the country. Recent changes to the system include some cost recovery at facility levels (fees are charged for diagnostic tests etc.).

Occurrences of preventable diseases continue to provide challenge in the District, malaria being the leading diagnosed disease followed by Upper Respiratory Tract Infections (URTI), with 158,834 and 139,797 cases respectively in 2007.

Health facilities, in line with other government funded facilities, now have to declare their mission and vision statements and the standards of service that patients can expect, and have suggestion boxes placed on the walls outside the facility.

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<sup>22</sup> This is below the ERS target of 12% of total government spending to health and 15% commitment in the Abuja Declaration

**3.2 iv) Health Services in Bura and Voi, and Plan's Contribution.** It was not possible to get health data at levels below District level. The Public Health Department Officer interviewed in Wudanyi Division gave us an overview of Plan's contribution to the provision of health services in that Division:

*Plan trained and assisted with the training of outreach health workers in the area, and training courses on HIV/AIDS, Community based rehabilitation and Traditional Birth Attendants. However, the use of Traditional Community based Birth Attendants is no longer policy in Kenya, since during the time when they were being trained mother and infant mortality rates rose.*

*Plan also assisted with the rehabilitation of health facilities, including equipping them with ferro-cement water tanks. The Department of Health now replaces ferro cement tanks with plastic ones, where the former have broken down.*

*Plan also provided improved facilities at individual household level, such as improved latrines, water tanks and granaries for the families of some sponsored children. Before Plan was involved in the area, the latrine coverage in individual households was 60%, and after Plan left it was 80%, with many of the latrines of improved type. The Plan VIP latrine became the model of a good latrine, and many other households benefited by copying them.*

*However, some of the Plan latrines were poorly constructed and badly supervised and had collapsed by 1997.*

*According to an internal District Health Report, before Plan was involved in the area, diarrhoea was third in the list of most common diseases in the area, and intestinal worms was fourth. These diseases had been reduced in importance by the time Plan left, with diarrhoea being fourth and intestinal worms fifth in the list of common diseases.<sup>23</sup>*

*In the informant's view, 'Plan did a very good job, although community involvement was not 100%. Most Village Health Committees died when Plan left.'*

Thus the Ministry of Health and Sanitation, and the MoE were active partners (and the duty bearers) for the work conducted under CPO1, and their continued collaboration would be necessary for sustainability. The (country-wide) Mid-Term Review (MTR) of CPO1, conducted in 2003, stated that the MoH had given its mandate to the activities and benefited fully from CPO1. 'They were able to visit sites and carry out clinic, outreach and Health Action Days. In addition they received assistance from the Plan Health Advisors, designed courses and implemented them.'

Plan's strategic focus in the area of health and early childhood development was described for the first time by the work leading to the first Strategic Plan in 2000, and more specifically by the objectives set under CPO1: Healthy Family for Child Survival and Development. Plan set out to address high morbidity and mortality for both children and mothers; inappropriate reproductive health practices resulting in high levels of STI, HIV/AIDS; Poor Family Planning and Harmful Cultural Practices; Low Psychological Development of Children under 6 years and inappropriate care for children with special needs.

This MTR noted that more results were achieved in the area of reduction of high morbidity and mortality for both children and mothers, compared to other objectives. However, it went on to say that, 'if Plan withdraws it is unlikely the activities can sustain unless the government budget increases.' It noted that there were two issues relating to sustainability of the health programme: lack of government funding even for those activities which the MoH&S did regard as priority, such as the current bottlenecks and delays in the immunisation programme countrywide; and also continued funding for those areas of work which the government did not regard as priority, such as community based training. The MTR concluded:

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<sup>23</sup> Please note that this data came from an internal report drawn up by the local MOH for this study – such data is not generally easily available for the public and therefore we had no data to compare this with

... at this point CPO1 is not sustainable until various issues are addressed by Plan, the ministries and the CBOs with respect to the above issues related to the government policy and environment in which CPO1 activities take place, the issue of strengthening local institutions for better ownership and the mobilization of more local resources.

**3.2 vi) Visit to Kwamangwa Dispensary.** Our information about this facility suggested that this was a Health Centre (with implications of having a resident doctor and a maternity wing and provision for simple surgery). However, this facility is a Dispensary due to the fact that expected continuation of funding, at the construction phase, was not forthcoming – see below.

This is a very well maintained and presented dispensary on quite an extensive plot with a new building for the resident nurse almost completed. Efficient, conscientious staff who gave us time but were keen to get back to their patients. Apparently visitors used to be brought to see Kwamangwa as a showcase PLAN contribution. Water tanks are in good condition and the shamba well tended.

The first step in building health capacity was MOH providing a nurse to work in a room provided by the community in the village. Before the dispensary was built, serious cases would be taken, often by wheelbarrow, to Mwakitau (5 km). The construction of the dispensary apparently was the result of a good relationship between the local MP of the time and the Japanese Ambassador. PLAN was identified as an implementing partner. The original intent had been to build a Health Centre, but when the MP lost his seat the source of funding was lost. The construction of a staff house for the nurse in charge had been started at the same time as the dispensary, and was to have been the community's contribution. The staff house was only just being completed at the time of our visit (7/8 years later). Funds from the Constituency Development Fund have been secured to both complete this and to start the construction of a maternity wing.



The facility has 6 staff members – one senior nurse, two nurses, a lab technician and a cleaner and watchman. Salaries and core running costs paid for by the government, except for the lab technician whose salary comes from the fees paid for services.

Capacity: For the size of the community, and its distance from other health facilities, there should be a health centre in Kwamangwa, with maternity rooms. For complex births mothers have to travel to the nearest facility with maternity cover, 15+ km distant and subject to wild animal attacks. Outreach from the dispensary is done, but this depends on availability of funds. Malaria bed-nets are issued to all under 1s. There is a government directive for immunisation which means that they are required to do it. Although the dispensary nurse is trained to administer ARV drugs there is no provision of the drugs at the clinic and so PLWAs have to travel to Voi, at a cost of 600/-. This issue is apparently on the agenda of the DMC.

There is very clear information visible as to peoples' rights and entitlements, services on offer, costs, and times within which services should be delivered, however much of this was in English. The Consulting room had posters, listing rights in Kiswahili.

Child Protection: the dispensary staff were aware they had a role in providing an initial medical examination if there is a problem. The protection responsibilities they identified seemed to be more orientated to abuse, less to neglect.

Management and Accountability. The Dispensary Management Committee took over from the Building committee (initially set up in 1998/9) at a time when there was an outbreak of dysentery. The committee is presently working on a constitution. The MOH provides training,

how to reach out to patients with diseases, how to handle mentally disturbed, how to treat bed-nets. They have representation from 10 locations villages and have a feedback mechanism available and seek views in writing. However, to date nothing has been received. The village representatives represent the interests and issues arising in their villages. An example of an issue which did arise was how the absence of a laboratory technician impacted on villagers, who had to travel significant distances to have tests done. When the problem was raised at the Management Committee, it was dealt with through recruiting a new lab technician to be paid through fees. The DMC meets with 42 of the other health facility management committees in the Taita/Taveta district area to discuss issues, review objectives and challenges.

Outcomes: the staff at the Dispensary told us that before the dispensary was built people would wait until the illness got serious before seeking help. Now it is done promptly. There has been drop in children's diarrhoeal diseases, suggested as linked to the improved hygiene regimes. The main illnesses now are respiratory related, largely in the cold season. Dispensary users told us that the Dispensary has boosted dignity, and pride in the area. It's one of the things that act as a magnet bringing new people to the community.

**3.2. vi) ECCD<sup>24</sup>** In 2006, the National Early Childhood Development Policy Framework was introduced. The government is taking the provision of early childhood development seriously, and their current advice is that all children should attend pre-school classes. Most primary schools now have ECCD centres attached to the schools, and there are other similar facilities which feed into the different primary schools. As yet, the staff for these centres are not paid by government, although it is thought that the government will pick up these costs in the very near future since ECCD is one of the government's priorities. As part of this prioritization, new standards are being introduced for qualification requirements for the ECCD teachers. Currently teachers are funded by parental contributions. Government guidelines were introduced in 2006 which began to lay the foundation for universal provision of ECCD. The government is encouraging the training of ECCD teachers, and has prepared a degree level programme for their training, which it is thought that students will have to finance themselves. This is to be introduced and mandatory in the near future. Many existing teachers in ECCD centres have an ECD certificate, but this will not be adequate under the new regime, and current teachers are worried for their future. At present, parents have to pay for the teachers' salaries, but the informant from the MoE thought that 'sooner or later' the government would be paying these. The responsibility for ECCD lies with the ministry of education but they have cross linkages with other ministries.

**3.2 vii) ECCD provision in B&V and Plan's contribution.** The informant from the district office of the MoE<sup>25</sup> stated that 90% of all children in the District do attend pre-school classes – which indicates that 10% do not, perhaps because their parents cannot afford to pay.

He stated that Plan was not the only non-governmental organisation supporting the development and staffing of ECCD centers in B&V; various churches also supported such centres and many communities developed their own centres, copying what they saw. This

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<sup>24</sup> Since, after 2000, Plan included Early Childhood Development and provision for children with special needs under the same strategic programme as its work in the area of health, we include these topics here.

<sup>25</sup> This informant, the TAC tutor, was sought out because he had the most local knowledge of Plan's contribution to the Education sector in the District.

same informant stated that Plan's input (classrooms and support to training of teachers) was a good supplement to what was already happening, but that it was not sustained. He did not know whether Plan had played a role in increasing the awareness of the need to provide for children with special needs.

At the time of Plan's MTR (2004), universal ECCD provision was not a policy of GoK, although any provision did have to be licensed. Prior to 2006, there were no guidelines, no staff criteria, no security guidelines for ECCD centres. The MTR stated that ECCD needed a lot of attention, both by Plan and Government and stated that most parents did not take their children to pre-school since it was not free. It also stated that orphaned and vulnerable children (OVCs) had not been adequately catered for in providing access to Primary education or Plan support in school.

The District has provision for children with **special needs**. There are special Units in schools, and for more severely disabled children (both physical and mental) there are Units outside the District. There is a peripatetic government funded assessment unit which travels to different schools, to assess children with special needs, and then provides advice to teaching staff on how to manage these children in mainstream school. Incentives are provided for teachers who take training to teach groups of children with special needs. In 2009, there were 8 Special Needs Units in schools in the District.

### 3.2 viii) Visits to ECCD centres

The team visited two ECCD centres at Lushangonyi and Bughuta primary schools. These centres seemed vibrant and inviting with many pictures and learning aids on the walls and purpose made furniture for children of under 5. With the new government focus on ECCD provision, the training of teachers is about to be revised, and there will be a requirement for a degree or at least diploma level qualification. The existing ECCD teachers in the ECCD facilities feeding into Bughuta school expressed concern since they would not be able to afford to upgrade their qualifications.



The ECCD teachers interviewed thought that around 70% of under 5s attended preschool, which compares to the MoE estimate of 90% - the discrepancy may be to do with the locality. At Bughuta, parents contribute 600/- per annum per child for teachers' salaries. The ECCD centres attached to primary schools are better provided for, in that they get resources like chalk, from the school.

Plan was not the only organisation involved in assisting with provision of ECCD centres in the area, and of the ECCD centres feeding into Bughuta school, most were either associated with the churches, or were community run facilities. Many existed before Plan came to the area. Of the centre at Bughuta school itself, the teachers thought that the building should have been better maintained, and seemed to think that Plan was still responsible for its maintenance. They spoke of how an ECCD centre, provided by Plan in Sangenyi, had been taken over by the school which had converted it into an office and a staff room, building another mud structure for the ECCD provision. However, such things would not happen in the future, since ECCD provision would now become part of the primary school

responsibility. Some teachers thought that 'life was better when Plan was here', since they had children's welfare at the heart of their approach. There has not been much support for their work since Plan had left. Plan had sponsored the training of ECCD teachers when it worked in the area, and had equipped the Teachers' advice centres which exist in every zone.

### 3.3 Education

**3.3 i) Current national coverage and policy framework.** Children's right to education is now established by the 2010 Kenya Constitution. The Children's Act of 2001 established the basis for policy over the past ten years, and free Primary Education was introduced in 2003. There has been a corresponding increase in governmental support for schools, with teachers' salaries now providing a living wage<sup>26</sup>. Parents are used to having to provide financial support for their children's education, and although most teachers' salaries are now paid by the government, there are some instances where a school employs additional teachers (eg to provide maternity cover) and where the parents are required to make financial contributions to cover the additional expenditure. In addition, most schools will have funds such as Activity Funds, and Building Funds, which require parental contributions. Thus, although Primary Education is now seen as a right and to be available at no cost, the government contribution cannot cover all school expenses and running costs. Government provides text books, although there may only be one book between two children. The school curriculum has changed a lot recently, meaning that new books are always required since old books cannot be used. As from 2011 it has been decreed that all children with a certain score in their final exams at Primary School should have the right to continue to Secondary School. Tuition is now free in Secondary School but other fees have to be paid to cover other costs.

In 2006, the National Early Childhood Development Policy Framework was introduced, Safety standards Manuals for schools were introduced 2008, and the MoE adopted the National Special Needs Education Policy Framework in July 2009.

All schools must have a **School Management Committee**, which is a legal body established under an Act of parliament.<sup>27</sup> Its structural role is to identify and prioritize school based needs; manage and implement school development issues, mobilize resources for development projects and monitor school development and general performance. SMCs are composed of representatives of parents from each class, representatives from any school sponsors (such as the Church) and members responsible for liaising with the local administration. Training for SMC members is provided by the Department.

The government advises that each school draws up a **Strategic Plan**. However, we heard this tends to happen mainly in the urban areas, and tends not to have reached the rural areas.

There is **in-service training** for teachers on emerging diseases, such as **HIV/AIDS**. There was a National Programme which existed from 2004 – 2009 called Primary School Action for Better Health. All schools had to train members of the SMC and 2 teachers in this

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<sup>26</sup> In the 1990s teachers would have been poorly remunerated, may have needed to have several jobs, and probably been trying to get back to their home base for economic reasons. Now they receive a reasonable salary and the possibility of professional development.

<sup>27</sup> Education Act No.5 1968

programme. This promoted school health clubs, where children from the same peer group sit to discuss the challenges they face. According to one teacher, this programme has now ‘dropped off’ which is a pity since it was a good programme. This was due to the introduction of other priorities and programmes.

**3.3 ii) Child Rights.** It is important to note that the Kenya Social studies curriculum deals with child rights in considerable detail<sup>28</sup> and revisits the topic in greater detail over the years. In year one (age 6) children learn about the things that they have a right to, and who has responsibilities for these rights. They are also taught about the responsibilities that they have, to their communities, to their parents, to other children, and to the nation. The rights that are described to the children are largely in line with the rights in the UNCRC and the ACRWC. The noticeable diversion from these standards (p52 Our Lives Today, Social Studies Book 1) is that they are taught “Children should not be beaten too hard”. In year 2 the curriculum develops the basic themes to elaborate on the provisions children should be entitled to, and on things that they should be protected from, both within the school and in the home. They are told specifically who they should report to if there are problems: parents, teachers, the chief, and police. By the end of year 4 the curriculum has introduced principles and provisions of human rights and democracy. By the end of year 6 these have been covered in some detail, and with the introduction of explicit focus on the rights of persons with special needs. By the time children have completed Primary school they have covered: their own rights; human rights and democracy, in some depth; national and international institutions including the UN; the Kenyan Bill of Rights; the financing of rights and entitlements; and the responsibility of citizens to participate, to pay taxes and so on.

**3.3 iii) Child participation.** Until recently, children’s right to have their views sought and considered in decision making that affected them has been very limited. In January 2011, the MoE introduced a new policy whereby schools should establish student representative bodies with representation from each class in a school. This should replace the existing system of school prefects meeting together with Deputy Head Teachers to discuss school issues.

In April 2011 the GoK initiated a process of creating Assemblies of Children’s Representatives from Primary Schools at district level. Two divisions in the area have begun work to develop such Assemblies (at Mwatate and Wudanyi). Schools will elect representatives to the local Assembly, which in turn will elect representatives for higher level bodies (such as a Children’s Parliament).

**3.3 iv) Current situation in Bura and Voi.** The district as a whole has 292 pre-primary schools, 153 primary schools and 52 secondary schools. 40% of the District population of 225,636 are children of pre-school, primary and secondary age. The secondary enrolment of 10,857 compared to the primary school enrolment of 55,035 indicates a very low transition rate, a situation the district intends to tackle by expanding existing secondary schools and building a new one (to be financed by the CDF and other partners). It is expected that there will be an increase in demand for secondary education, following the new decree assuring a

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<sup>28</sup> In 2002, the curriculum was rationalized and revised and subsequently implemented in phases from 2003 to 2006.

right to secondary education for all those achieving the required grades. However, parents will still be required to pay costs at secondary school, (uniform, books etc) and this may be a deterrent. Plan used to support some children with bursaries for secondary education. The CDF now provides Bursaries for children in the District.

Prior to 2003 (introduction of free primary education in Kenya), parents had to support children's education through various funds, and they may have had to contribute as much as 3,000 shillings per year. According to the MoE informant, there was under-enrolment in most primary schools in the District prior to 2003, with around 70% of children in school. He stated that if parents did not contribute to the funds, it was often the case that the School Management Committee would exclude their children from school.<sup>29</sup>

There has always been an equal proportion of girls and boys in school in this area. An adult literacy rate of over 80% shows that basic education, at least, is valued in the area. The district has 80 adult education centres and 64 teachers. It also has Tertiary institutions such as Tsavo Institute, Coast Institute of Technology and a constituent College of Jomo Kenyatta University of Agriculture and Technology University

### **3.3 v) Changes in Bura and Voi and Plan's contribution to these changes.**

Historically, schools were built either by the church or similar institutions, or by community contribution. Thus, according to the informant from the MoE, the state of a school building would be 'representative of the nature of the community.' Some schools were in a bad state of repair before Plan came to the area.

When Plan first came to work in an area in the 1980s. it focused on local primary schools as a mechanism for identifying children for sponsorship. Assistance to existing schools, usually in the form of construction of new class rooms, upgrading of existing rooms, provision of furniture, books, water supply, toilets and/or storage, were typical projects funded by Plan. According to the lists of projects provided in the Annex to the 2001 Evaluation, Plan was, at that time, working in over 100 primary schools in B&V. The informant from the MoE identified two different approaches used by Plan ; initially the way of working was that Plan would put up the structures with the help of the community, Plan providing materials which could not be accessed locally (such as corrugate iron, timber for the furniture which was then made by local carpenters, ferro cement for water tanks, and then plastic tanks etc). This method provided greater quantity of structures at a reasonable cost. At other times, Plan would hire local construction firms to do the building work, which was more expensive but probably led to structures with a longer lifespan. However, the ownership would not be as strong as with the first method. According to the MoE informant, these different approaches to the work reflected the different phases of Plan's work in the locality and the approaches of different managers from Plan.

When the Government introduced policy that certain schools should provide training in woodwork skills and home science, Plan assisted by providing the structures for the workshops. Plan also provided training in pedagogy for the local carpenters who were contracted to teach woodwork. Since this policy is no longer being promoted, all classrooms

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<sup>29</sup> As stated elsewhere, parents pay for nursery education to employ the nursery teacher. In some places, each parent contributes around 3,000/- per year.

built for such purposes have been requisitioned for other purposes, often as secure rooms for storage of valuable assets (food supplies; books).

From 2000, Plan's work in the area of education was defined by its CPO2, the 'Friendly and Healthy Learning Environment', which focused on: improved completion of primary education - particularly for the girl-child; increased access to post-primary education; improvements to the quality of formal education; and increased access to adolescent health information including Reproductive Health services. The MTR of this CPO stated that Plan's role in this area of work 'is largely facilitative, embracing coordination and management of the delivery process; institutional development and capacity building of community groups; resource mobilization; creation of linkages and networks; lobbying and advocacy; and program/project monitoring and evaluation.' Actual work funded under this CPO seems to have fallen under the following categories: school improvement programmes, training programmes, provision of bursaries for (some) sponsored children for their school fees, and health education in schools.

At the time of this MTR, Plan worked with the PU CBO based at school level which oversaw the different school related projects. The MTR of stated that these CBOs were: *'at the moment....quite localized in terms of geographical spread and their voices hardly heard beyond the school level.'* It goes on to note: *'While appreciating the fact that most of the CBOs are in the formative stages, this observation points at the crucial need of creating linkages with mainstream institutions right from the beginning through structured meetings. This will enhance their effectiveness in their own roles such as demanding of quality services from mainstream institutions, resource mobilization beyond local boundaries and so on. This will also enhance CBOs' ability to sustain the programme when Plan phases out of the area.'* The MTR did note that some PU CBOs in the Bura area had succeeded in accessing additional funding for some school based activities. However, it stated that 'education sub-committees in most CBOs are not very active, leaving the executive committee (of the PU CBO) and indeed just a few active committee members to undertake their role.' It also compared the PU CBOs' abilities with those of the School Management Committees, which they found to have an 'impressive perception of the expected roles. From one PU to the other, committee members were able to articulate their role with ease and confidence.' Plan had been involved in supporting the provision of some PRISM training for SMCs, which SMC members had found useful enabling them to articulate and plan for school related activities. The MTR went on to note the 'apparent duplication of roles between the education sub-committee and SMC' and wondered about the relevance of the model of PU CBOs and its sub-committees. This point is taken up again below in section 4 It suggested that, in practice, it was the SMC which was more involved in the Plan programme of support to schools, rather than the Plan Community PU CBO.

However the MTR found that the SMCs tended not to have strong relationships with the DEO (representative of the MoE):

*'there is poor linkage between SMCs and DEO's offices. The SMC reported that their main link with the state education department is through the head teacher, who relays to them any information from that office. However, there is not much relayed because the DEO's office deals directly with the head teacher'*

**3.3 vi) Schools visited.** The team visited the following schools, and the table below shows what the informants recalled as being the contribution of Plan to the school. In addition, some pupils would have been in receipt of bursaries to help with school fees, since free primary education was only introduced after Plan withdrawal. Sponsored children also

received uniforms and often received gifts from their Sponsor. Most families in schools where Plan had decided to work had a child who was sponsored.

Schools visited	Numbers of children	Plan's contribution as reported by informants (head teachers; staff members; Plan member of staff)	Current status of provision
St John's	391  (199 boys  192 girls)	<b>2000/1</b> : Renovation of school: provision of verandah to connect class rooms. Provision of piped water supply to school  Provision of financial training to SMC  Provision of HIV training in Church	School in reasonable state of repair  Water tap not working, and CBO has been informed
Lushangonyi	292  (148 girls  144 boys)	<b>1997</b> : water tank (for which the parents contributed 20% of the costs), <b>1997/8</b> : purchased desks and text books in (each parent contributed 50/- to assist with costs).  <b>2003</b> : assisted with the renovation of 5 classrooms, and 3 Administration offices. This renovation included the installation of glass windows, the replacement of the corrugate roof, the construction of a verandah as a corridor connecting the class rooms, and the laying of a floor. Subsequently, another block was renovated in similar fashion. Parents contributed 10% of the costs.	Water tank operational  Desks still used  Class rooms in reasonable state of repair  Windows make a big difference due to cold weather for much of the year
Kishushe	493  (263 boys  220 girls)	Construction of block with a workshop and a library  Laying of floors in other classrooms  Plastic Water tanks for rain water harvesting	Block still exists in reasonable state of repair, but workshop is used as a secure room (storage of food for school feeding programme)  Water tanks still in situ, although one has been connected to piped water supply
Bughuta	912  478 girls  434 boys	Construction of class room block, with 2 class rooms  Provision of girls' toilets	Class rooms in good state of repair

The teachers we met, whilst very keen to assist, were anxious to get back to their classes as soon as possible. They work to a "results based" regime, and so time lost to the study was time that needed making up.

**Parental involvement:** Parent Teachers Associations are more common in Secondary Schools, and none of the Primary Schools visited had a PTA. However, parents can be very involved in the running of the school. In one school visited (Lushangonyi), parents had regular monthly meetings with class teachers where they discuss their child's progress. This seems to be linked with the fact that, since 2005, the school has had very good exam results at Divisional level. In several of the schools visited, especially in the highlands where there was, perhaps, more wealth, it was apparent that most parents were very willing to contribute to school funds and activities. In Lushangonyi, parents contribute money for specific projects, and contribute an additional 50/- per term to buy gifts for children who succeed in certain areas (top of the class, the most improved, good behaviour, sport). In another school (Kishushe), in an area where the school population falls significantly when food is not provided at school, the parents were similarly concerned about their children's education, and had campaigned for the removal of the previous Headteacher whom they held responsible for the school's poor results.

**Child Protection:** Schools are obliged to be part of the Child Protection procedures. The community is aware of issues around child protection. In one of the schools visited, (Lushangonyi), the Headteacher stated that the curriculum deals with issues around child abuse, and that class teachers would be the first to find out about any abuse relating to children in their class, and would report this to the relevant authorities, ie the police. He said that class teachers are very close to their children and would try 'their level best' to deal with the problem. He also said there are women's organisations who follow up on such issues outside the school.

**In service training for teachers:** As stated above, since Plan's withdrawal from B&V, the situation for teachers and governmental support both for salaries and provision of training opportunities have improved. The team saw evidence of many courses being advertised on the staff notice boards. This is in contrast to the situation found at the time of the MTR in 2003 when opportunities for in-service training for teachers were low, thus 'affecting their ability ..... to be able to meet the rights issues of children, including improved teaching methodology, understanding the needs of children who need special attention, etc.'

**Child rights:** The children who attended group meetings with the Team, were very aware of their rights and what to do in case of abuse, since they are taught as part of the curriculum. The SMC and Headteacher interviewed at one school (Lushangonyi) were less sure of the importance or relevance of talking about Child Rights. One member of the SMC said that 'We do not sit to discuss children's rights, but rather to discuss educational and other needs of the children (food and shelter). The Headteacher was aware of the Children's Act (2001) which forbids corporal punishment. On considering the Right to Education, the Headteacher said that the school discusses and makes decisions relating to the welfare of the children. He gave the example of the decision to allow boys to wear long trousers and girls to wear leg warmers in the cold months of the year, since it is so cold in this area. The teachers said that the children know their rights, and added 'In our time, we never knew our rights.' Most parents know about child rights, from the media and meetings. One gave an example of a child who had complained to their mother about the amount of work they were given to do, stating that 'This is child labour'. Children know what types of work at home are acceptable (working on the shamba) and which are not (working on the plantation). In class 6, they draw up lists of what is and is not acceptable.

**Child Participation:** As stated above, recent MoE policy recommends the introduction of student representative bodies and talks of the need for 'child friendly' schools. However, the only school visited which showed signs of taking this very recent policy on board was in Bughuta. Here, they had established a Student Council in January 2011, with elected

representatives from each class, who elect the Chairperson. The council meets every 2 weeks without any teacher being present, and discusses issues arising in different classes and issues relating to the whole school. If there are issues that they cannot deal with, they take them to senior teachers. This replaces the previous system of class prefects. The Senior teacher from this school interviewed said that this 'functions well - it is one of the best'. Previously, if problems arose, it took a long time to resolve them - whereas now the children are taking responsibility to ensure things happen. The sorts of issues they deal with relate to problems of discipline, problems with specific teachers, etc. The Head teacher had been on a training about how to run such a Council, but, as yet, no training had been provided to the children themselves.

The other schools visited stated that the only form of children's participation in school governance was through the regular meetings between school prefects and the Deputy Headteacher who provided guidance. The MTR of Plan's work in education (CPO2) had noted, in 2003, that, '*there was little involvement of children in decision making processes within schools, and it was not encouraged either by Plan Kenya or the school administration*'. It stated that involvement of children at the school was limited to games, clubs and system of prefects and monitors although there had been examples of health clubs and Msingi Bora clubs which had provided a forum for participation by children in matters of hygiene, health and rights issues. However, the MTR went on to say that discussions with pupils revealed that, 'in most of the clubs, the activities are dull and there is no motivation for children to join.' The MTR concluded, that 'arguably, until the community is economically empowered to advance the rights of the child enumerated above, CCCD will remain largely theoretical.' Most schools visited did not have many children's clubs or extra-curricular activities, with the exception of Bughuta school which had an extensive list of clubs on the HeadTeacher's office wall<sup>30</sup>. Most schools had Boy Scouts' and Girl Guides' clubs. We did not find any 4K clubs active (agricultural activities), although we witnessed school children doing agricultural activities in the grounds of several schools. In Lushangonyi, the SMC told us that agriculture no longer formed a major part of the curriculum, and houses had been built on the area which they used to use for such activities.

The Children's Officer in Mwatate, who had been a Plan volunteer, said that Plan had had projects called SASITO (Sasa sisi toto) in around the year 2000, which had started training parents in issues around child participation. Trainings had been held in various places which lasted for around 5 days, and discussed the need for involvement of children in decisions within the family especially those relating to the children themselves. However, we found no evidence of this in any school or other environment, nor any one else who volunteered any information about the exercise.

**Provision for the disabled and marginalised groups:** There is provision in the District for disabled children, and advice provided to individual school about managing education of various forms of disability in the school. In one school visited, the Headteacher was not aware that there are any disabled children in the area. There are none in the school. He stated that the school is currently making provision for access for the disabled, although the teachers did not know anything about this. There are children in this school who are HIV positive, and the teachers are aware of them and provide support.

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<sup>30</sup> The list consisted of the following, although the Senior teacher said that not all are currently active: bible club; music club; drama club; girl guides; boy scouts; pen pal club; debating club; wild life club; quiz club.

Although the MoE informant had told us that SMCs could exclude children whose parents did not contribute to the various school funds, those schools visited seemed to make provision for those families too poor to make the expected contributions to pay in kind, by working in the school – such as labouring on projects, cooking for the Nursery School dinners, etc. The SMC members know who are the poor in the community, since they know each family well.

Two of the schools visited stated that their drop-out rate increases during periods of hunger, if the school cannot provide food. There are some school feeding programmes which seem to continue intermittently, with food provided either by WFP or World Vision. The Headteacher at Kishushe said that food provided at school could be the only food some children would get in a day. He was concerned that once the existing food supply runs out there would be up to 1/4 dropout.

We saw one example of an educational school trip which had been organised, and which depended on the parents' ability to pay the 800/- necessary. There seemed to have been no discussion about how to provide opportunities for those unable to pay. However, the same is true for many school trips in other countries including the UK!

**Discipline and Code of Conduct:** A Teachers' Committee deals with disciplinary matters. There is a Teacher's Code of Conduct, which is uniform across Kenya. There is no Code of Conduct for children, just the School Rules.

In one school visited, the teachers noted that there has been a change in the approach to discipline, with more discussion, guiding and counselling with the child. However, whilst this approach is good, they said that it does take time. *"Some parents still favour a harsher approach, but these things are changing"*.

### 3. 4. Water and sanitation

**3. 4 i) Current national coverage and policy framework.** Water supply and sanitation in Kenya is characterized by low levels of access especially in urban slum areas and rural areas, and poor quality of services relating to intermittent water supply due to seasonal and regional water scarcity. According to the Water Services Regulatory Board's Impact report of 2009, only 9 out of 55 water service providers in Kenya provide continuous water supply.<sup>31</sup>

Estimates from the Joint Monitoring Programme for Water and Sanitation (JMP)<sup>32</sup> show that in 2008 59% of Kenyans (83% in urban areas and 52% in rural areas) had access to improved drinking water sources and 19% of Kenyans (44% in urban areas and 12% in rural

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<sup>31</sup> [Water Service Quality - WASREB Impact Report 2009](#), pp.27-31. 10 March 2010

<sup>32</sup> The WHO/UNICEF Joint Monitoring Programme (JMP) for Water Supply and Sanitation is the official United Nations mechanism tasked with monitoring progress towards the MDG related to drinking water and sanitation (MDG 7, Target 7c), which is to: "Halve, by 2015, the proportion of people without sustainable access to safe drinking-water and basic sanitation". Access to drinking-water and to basic sanitation is measured by the **MDG indicators**: Proportion of population using an improved drinking-water source; Proportion of population using an improved sanitation facility.

areas) are reported as having access to piped water through a house or yard connection. According to the JMP estimates, access to improved water sources in urban areas decreased from 91% in 1990 to 83% in 2008. In rural areas, however, access increased from 32% to 52% during the same period.

Prior to 2002 service provision had been the responsibility of a single National Water Conservation and Pipeline Corporation – working together with a few local utilities established since 1996. In 2002, the Kenyan water sector was re-organised (Water Act No. 8 of 2002). A new institutional structure was introduced which enabled: the separation of the management of water resources from the provision of water services; the separation of policy making from day to day administration and regulation; the decentralisation of functions to lower level state organs (117 Water Service Providers, 8 Regional Water Services Boards, overseen by a Regulatory Board); the involvement of non-government entities in the management of water resources and in the provision of water services. The Ministry of Water and Irrigation is in charge of policies for water supply and the Ministry of Public Health and Sanitation is in charge of policies for sanitation.

The Water Sector Reform Secretariat (WSRS) was formed as a transitional unit in the Ministry of Water and Irrigation to oversee the formation of the new water sector institutions. In 2004, the Water Services Trust Fund (WSTF) was established to provide financial assistance towards capital investment costs in areas lacking adequate services (usually inhabited by the poor).

Kenya has an active civil society including a number of local NGOs active in water supply and sanitation. Many of them are members of the Kenya Water and Sanitation Civil Society Network (Kewasnet) founded in 2007. Among other activities, Kewasnet monitors service delivery, especially for the poor, and policy implementation on water sector reforms. It also "provides information to Kenyans to enable them to be engaged and involved in the management and decision-making mechanisms of the Water and Sanitation Sector". In addition, it 'promotes a culture of consumer responsibility that pays for supplied services from utility companies, safeguards water services infrastructure and equipment against vandalism by criminals.'

**3.4 ii) Current situation in Bura and Voi.** The Taita hills receive higher rainfall than the lowland, and the hills themselves act as water towers for gravitation fed water systems for both the highlands and for some lowland systems. There is considered to be adequate water in the highlands, whilst provision in the lowlands is now under pressure due to population increases, problems of system maintenance and reported water stress relating to human-wildlife conflict.

According to District statistics, the district has 16% of the households with piped water connections. In addition to the gravitation fed systems, there are 40 boreholes distributed across the district. There exist pockets in the lower lying section of the district with acute water shortages but this situation is currently being tackled by the various stakeholders. According to the DWE, there is danger in environmental degradation as the farmers continue to cultivate the steep hills leading to soil erosion. There is also uncontrolled felling of trees and this contributes to drying of rivers and bio diversity loss. The population density on the hills also puts strain to the ecological balance of the area.

On public health and sanitation, 90.8% of the households have access to toilet facilities, most of which (75.8%) are pit latrines. Solid waste management is done by using garbage pits, collection by private firms, public collection by the local authorities or use for manure on

shambas. Liquid waste management continues to be a problem since the sewer system is limited mainly to (parts of) urban centres. Some liquid waste finds its way into the water ways, posing a health concern.

The Current policy is for the District Water Department to install large water supply systems itself, and for the communities to organise smaller systems themselves. Plan assisted with medium sized schemes. The Danida Arid Land Programme has also installed some medium sized systems. At local level, the Chief, Assistant Chief and Council make decisions on water systems, in discussion with the Water Department. Water Committees are holders of water projects and are trained by the Department to operate the system and to perform their functions in water management. The informant from the water Department said that 'When there is no interference, 95% of the water committees are well organised.' The Ministry of Water is the key stakeholder in water provision, and is involved in all systems (overseeing, setting standards, measuring water quality etc.).

**3.4 iii) Changes in B&V and Plan's contribution.** Plan worked in close collaboration with the Department of water in provision of water supplies and in training members of Community water committees – the MTR of 2003-4 states that several such trainings had been conducted. It signed a Memorandum of Understanding (MOU) with the local Department of water, which stipulated supervision of the construction by DWO and which, according to the MTR, worked well at local level.

It seems that in the early phases of its work in the area in the period, prior to 2000, Plan contributed to some larger water schemes. For instance it purchased a water pipeline from Kenya Railways in 1986 in order to provide water for villages in Mwakitau location; it also provided improved water supply in Kishushe by funding and organising the pipeline to bring water down from the intake at the existing Kisenyi Dam in the highlands. Plan seems to have been invited to provide the funding and some technical support for these medium size systems. Both these systems now have problems due to inadequate supply, partly to do with increasing population levels in the low-lands.<sup>33</sup>

From 2000, Plan's work in the area of water and sanitation was defined under its CPO 3: Family and Community Basic Services. Through this program Plan sought to increase access to safe water, basic hygiene, sanitary facilities and essential services, construction and rehabilitation of water systems and environmental sanitation and home water and sanitation systems. Specifically it aimed to increase access to safe water sources for communities in Plan program areas from 45% to 55.5% in the 3 years of the program; and to increase access to basic hygiene, sanitary facilities and essential services from 12.8% to 29% in Plan program areas in the 3 years of the program. The MTR did not provide information as to whether these objectives had been achieved in B&V.

Plan seems to have adopted the role of duty bearer in the provision of the larger water projects, working in hand with the Water Department. Its assistance in provision of water supply to smaller communities has probably been key in improving quality of life for families in such communities.

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<sup>33</sup> Visits to Kishushe and Mwakitau reinforced the message from the local DWE, that the systems are now inadequate for the populations, due to population growth in Kishushe and due to earlier than expected withdrawal from Mwakitau

However, the fact that it was engaged in the provision of larger systems which were incomplete at the time of withdrawal led to raised expectations among the community members, and the subsequent feeling of being let down. Feelings were running high at one of the group discussions in Mwakitau, where a community member stated that Plan had had the intention to 'lift them out of poverty, but that they had been left in the same place.' They need water for domestic use and for irrigation. They think that another time, the villagers should be involved in planning and budgeting for the project, so that they would not be left with a project that was half done.

The water Department itself was critical of Plan for leaving many water projects 'hanging', ie incomplete and without proper handing over. It stated that it has been necessary to redesign many of the projects, since the period for which the original design was valid, is now over. The informant from the Water Department officer cited specific projects which were left incomplete, with the strong implication being that Plan should have completed them. Subsequent visits to two sites with either incomplete (Mwakitau) or inadequate (Kishushe) water supplies indicated that the current water committees have been lobbying the District Water Office for assistance, but that either their situation was not priority for the District or alternative provision had been made but had failed (see below).

Capacity building element of water provision. In all projects visited, the water committees were established and trained by Plan, and they still operate today. However, for the larger systems, the funds they collect from users are inadequate to maintain the whole system. Water charges for users in both Kishushe and Mwakitau are rather low, and have not been increased in recent years. Fees charged by the smaller system in St John's are also lower than the fees charged by neighbouring systems, but seem to be adequate for maintenance of the existing system although the school at St John's is waiting for its supply to be repaired.

The MTR of CPO 3, which was country wide, noted that whilst there was a mutual network between neighbouring WAMASCOS, only 28.6% of the WAMASCOS had a cordial relationship with the Community PU CBOs; the rest had strained relationship with the WAMASCO not knowing the activities of the CBO or vice versa. Leadership problem were also noted.

Our discussions with the various Water Committees that we met led us to understand that they were in regular discussion as to their needs with the Department of Water, which was, however, unable to meet all the demands for increased supply.

#### **3.4 iv) Visits to water projects:**

**Kishushe** water supply: Kishushe is in the lowlands to the north of the Taita hills, and has attracted settlement from both the Taita hills and from the north. People used to cultivate cotton in this area, but have been unable to do so for the last several years due to low rainfall. Due to the drought in recent years food distributions have been instituted in the area.

In May 1988 the community requested Plan for assistance to help solve their water problems. The then Ministry of Water Development provided the necessary technical advice and services. Plan signed MOUs with the Ministry of Water Development (which was to provide the technical skills and professional services, and to help training identified technicians for operating and



maintenance work), and with the Community (which agreed to provide the necessary resources such as sand, ballast and unskilled labour; to monitor progress; to assign responsibilities to community groups through the Water Committee; to identify and contract a qualified water technician in each sublocation for operation and maintenance of the project; and to set tariffs for the water users). Plan itself was to organise the Communities to do the above, to purchase and deliver on site the materials for construction, to take charge of overall supervision of the construction and to facilitate the establishment of a maintenance fund and help in on-site training of technicians in each sub-location. A pipeline was laid from the existing Kisenyi Dam in the highlands which had been constructed in the 1950s by the colonial administration. Plan had supported the laying of pipelines, including a section going through a tunnel, and construction of tanks to take water from this dam to two main locations, Sanyenyi and Kishushe.

The 2001 Evaluation states that, on completion in 1996, the project provided piped water to over 2,500 people within walking distance of less than 1km. The water situation in Kishushe sub-location has deteriorated in recent years, largely due to population increase in the area. Many of the original water kiosks (points) constructed by Plan in Kishushe are now closed, in order to keep the pressure and supply adequate for those kiosks which have remained open. The water committees stated that currently 60% of the population has to travel for over 1 km to get water, and some people travel as far as 14km.

The team visited the water intake at Kisenyi Dam in the highlands. The system is still functioning despite the inadequacy of supply for the demand in Kishushe. However, there is a problem with maintenance, with what looked like long term leakages observed in both pipelines at the Vipalo storage tank in the hills where the supply divides into two to supply Sanyenyi and Kishushe. The photographs show the very basic, at best temporary, nature of the repairs.



The community has ideas about what is needed to rectify the system, such as a larger storage tank in the hills, more storage tanks along the way, and larger gauge pipes from the catchment area. However, they have no funds for this work. The Department of Water knows about the situation, but cannot fund additional works. The community has also applied for funding from the Department of Arid and Semi Arid Lands, which did some repairs to the existing system where there were leakages but was not able to do all the repairs necessary.<sup>34</sup> However, we also observed that a Borehole had been constructed in 2008 in a remote part of Kishushe<sup>35</sup> and this was not operating due to theft of the generator and some of the pipes, which in turn was attributed to the failure of the community to sustain payments to the guard.

The **Mwakitau** water supply consisted of two projects: **Mwamata project** was begun in 1993 and aimed to improve an existing system based on a pipeline which had been laid in 1978. Plan came to area in 1986, and realised that the existing intake was insufficient for the population's needs. The system now has three separate intakes. In 1994 Plan installed a new collection area and tank and new pipelines. However, the tank does not work and the

<sup>34</sup> The community has funds from the CDF for a large Youth Centre (a very large building currently being constructed), but has not accessed funds for the water supply.

<sup>35</sup> Constructed as part of a CSR contribution by Kenya Pipeline – an oil company

Water Committee and the District Water Officer agree there was something wrong with the construction. Plan also built 8 communal water points in Mwamata, installed another storage tank at Makitau and 2 smaller tanks between Mwakitau and the intakes, and additional water points. The community now has about 20 water points. The community had contributed labour and contributions in kind, and agreed to establish the Water Committee to manage the system and collect fees. The second project, the **Mwangau/Mwakatu** Project was to upgrade an existing water system based on the pipeline built in 1914 to serve a British Army base, which had then been taken over by the railways to service the steam trains on the line from Voi to Taveta. When diesel trains were introduced in 1986, Plan purchased the pipeline for the community. In the opinion of a current water engineer working in the area, 'This was the best thing that Plan ever did.'

Of the systems in Mwakitau, Plan was to extend the pipeline in Mwamata, and the survey was done and work was started. However, Plan withdrew and the extension was only half completed.<sup>36</sup> Mwamata now gets some water from the bore-hole sunk after Plan's withdrawal by the Ministry of Water and Irrigation.

The second project, the **Mwangau/Mwakatu** Project - the pipeline is now inadequate for the community's needs. The feeling is that Plan should have put up some storage tanks along the pipeline so that different communities could access water. At present, only those communities at the original pipeline distribution point get adequate water. Plan had done a survey to extend the system but 'Plan went out before Mwachote got water.' The chief stated that Plan had done an extensive survey, but then withdrew before work was done, and that the additional problem was that Plan had taken the survey with them and not left it with the Community. When asked for the survey, the office in Mombasa stated that it had not been the business of Plan Mombasa, and they knew nothing about it. The current situation is that the community can get water in the rainy season, but are reliant on the bore-hole in the dry season.<sup>37</sup>

A smaller water project was visited in the highlands at St John's which seems to have been more representative of Plan's later approach to water projects, working primarily through the school based PU CBO. The **Ndolwa water project** was established in 1996 with assistance from Plan and is still functioning successfully. The members of the project paid 10% of cost of the project to St John's Community PU CBO, and contributed labour. The objective was to help the school and the local community access clean water. Plan constructed the water intake, and 4 tanks for storage. Piping was laid to the market and to St John's Primary School and the Secondary School. The project serves 1400 people. There are household pipes, and 124 homes originally received piped water paying a higher tariff for this. Currently households with piped water pay 120/- per month, and those who collect from water kiosks pay 50/- per month, although the number of households with piped water has reduced to 80 due to non payment of tariffs. Water Committees are able to set their own fee rates, and the fee rates for this project are lower than in other areas where the government has provided water. Water meters have recently been introduced in the schools as a pilot project. The Ministry of Public Health chlorinates the water from time to time, and takes samples of the water for testing. The water committee has members drawn from all 4 villages, and ensures that members pay for the water. The members are elected and serve for two years. They have an 'on call' plumber who is available to mend any broken pipes. There is an extension project which is being undertaken by the water committee, to another village, Mwalimo. This is going slowly since people are not paying promptly. There has been

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<sup>36</sup> The DWE had also confirmed that Plan had left without completing several water supply projects.

<sup>37</sup> There was no Plan member of staff accompanying us in the final week of our visits, so we could not ask for confirmation of this

no exclusion of households for non-payment, but they hope that peer pressure will encourage people to pay. They also need to raise finance to fence off the catchment area. In the dry season they sometimes have to operate a rationing system. They are grateful to Plan for beginning this project. Previously, in the dry season, they had a 2 hour round trip to collect water, and often had to queue for an hour. In the wet season it was a 30 min round trip to collect water from streams. Now water is at their door.

### 3.5. Livelihoods

**3.5. i) Current national situation and policy framework.** According to a 2004 Evaluation<sup>38</sup> of micro and small enterprise (MSE) development in the Taita Taveta District, since the mid-1990s, MSEs have created nearly all of the new waged jobs in the Kenyan economy. At the end of 2001, it was estimated that 4.6 million people were employed in the informal sector, accounting for 81 % of private sector employment. The average Kenyan MSE had 1.8 employees and 64 % of all MSEs engaged in the buying and selling of goods – many at a survivalist level. The evaluation stated: 'Growth of Kenyan microenterprise is constrained by *inter alia* the shortage of enterprise finance, limited access to markets, land and infrastructure, skills and technologies, regulatory barriers, the absence of forward and backward linkages in commercial networks and social and cultural constraints to women micro-entrepreneurs.'

The Poverty Reduction Strategy Paper of 2001 and the Economic Recovery Strategy for Wealth and Employment Creation 2003-2007 both emphasised the importance of revitalising industry in Kenya as a means of contributing to increased employment and to income and wealth creation. This included the small farm sector, which the Kenyan Government classified as MSEs, recognising that better commercial linkages with agriculture were vital. The Danida evaluation also noted that Kenya's formal banking sector had largely failed to effectively provide services to the informal sector and saw this as one of the key factors that had led to the sector's continuing marginalisation. It noted that there were around 50 NGOs in Kenya which had created microfinance services, but noted that the majority of such services still fail to respond to the specialist needs of the agriculture and *Jua Kali* (under the hot sun, open air metal and woodworking ) sectors. It noted that most NGO-Micro Finance Institutes continued to face major challenges, including i) inadequate governance and management capacity ii) limited outreach iii) unclear ownership structure iv) unhealthy competition and v) limited access to funds. At that time there was no regulatory framework for the microfinance industry, although this has since been rectified.

**3.5 ii) Current situation re livelihoods in Bura and Voi.** The local statistical office stated that agriculture is the major economic activity in the T/T district contributing 95% of the household income and provides employment to 113,846 people in agriculture related activities. Maize and beans are the main food crops. Production is currently affected by the

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<sup>38</sup> MoFA Denmark - Danida: Evaluation of Danida projects in Makueni and Taita Taveta Districts, Kenya. Annex 6 Micro Enterprise Development Projects and Micro Finance Institutions Initiative. 2004

small average farm size in the highland areas (0.4 ha) that are uneconomical in size leading to environmental degradation, poor farming methods resulting to low yields per unit area.

Livestock development is an important sector in the district providing employment and income. There are 26 ranches in the district and the leading livestock type in and outside the ranches is cattle with 160,610 herds of cattle followed by goats 128,900, sheep 30,070 with more potential in the lowlands and ranches. In line with Kenya's Vision 2030, the district is in the process becoming a Disease Free Zone which will open up the livestock sector for the international market.

**Farmers' Groups:** There have always been farmers' groups, at least since independence. They are usually involved in joint selling of produce, eg selling vegetables, and may be organised as a way to raise funds for joint enterprises. Most such groups are women's groups and traditionally they can be funded through the traditional savings and loans groups known as 'Merry-go-round' groups. The GoK plans to increase support to savings and credit societies.

The District Agricultural Office works in villages with Women's groups, Youth groups and groups of Men and Women. She stated that some of these groups were set up by Plan. The District Agricultural office also sets up its own groups where necessary. Other NGOs and agencies have established groups too: Danida has been working in this area with the Arid Lands Resource Management Project since the 1990s, and provides support to small groups; in the 1990s, there was a horticulture group funded by GTZ. One farmer told us the details of the Macadamia Nut cooperative of which he is a member, and which is supported in a very structured way by the Danida project. Local producers are employed by the project in order to train other farmers, and encourage them to join the cooperative, which has developed good relations with a new processing plant based in Nairobi, and which gives good prices for the nuts. Opportunities for those able to produce milk continue to grow with the development of a large scale milk processing plant in the area. The GoK considers that dairy farmers would benefit from joining cooperatives.

Some schools have clubs which focus on agriculture. These are part of a Government policy dating from the 1960s, and are called the 4 K clubs (Kuungena, Kufaya, Kusaidis, Kenya). Plan helped set some of these up in the schools where they worked. When children go on to Secondary School, they can join the Young Farmers. Where they exist they are now apparently heavily involved in planting trees.

**3.5 iii) Changes in B&V and Plan's contribution to improved Livelihoods.** Since 2000, Plan's work to support livelihoods in the area was described by CPO4: Family Livelihood. Through this program Plan sought to improve food security and to increase family incomes. The major focus was on sustainable agricultural production including environmental resource management, access to financial services and promotion of relevant vocational training for youths and adults. Actual interventions seem to have varied according to the PU, and included support to increase food production, improvement in use of food (training in food preparation); and increased access to savings and micro credit. Individual projects supported have included: support for farmers' field schools on topics such as: irrigation farming; disease and pest management; fish marketing; seed multiplication; support for vets; soil conservation; forestry and nurseries; support for agro processing; training in business skills; marketing; access to micro credit. There does not seem to have been a MTR of CPO 5. The team requested a copy, but there was no reply.

The Divisional Agricultural Officer in Wudanyi stated that Plan had assisted the Agricultural Department with 6 types of activity: seed distributions; provision of ferro-cement tanks; Crop demonstrations; Irish potato training (cultivation and use in cooking); other trainings and Banana seedling bulking (cultivation of improved varieties of banana seedlings for sale). In some areas Plan also assisted with granary construction, provided ox ploughs in two Locations, and provided some posho (maize) mills.

Generally it was the Community which decided what activities it wanted to do. Plan did not invite the Agricultural Department to be involved in the planning of its work, although the Department was involved in the implementation. Group leaders working on projects supported by Plan were trained by the Department, with financial support from Plan. The informant gave other examples of Plan's work: in one year, after a crop failure, Plan distributed maize, bean and vegetable seed to all families in an area, not just to sponsored children's families; the area is still growing and consuming/selling Irish potatoes, as a result of Plan's work; the banana seed bulking which tends to be done by Women's Groups. She thought that, of the micro-credit groups set up, around 10% of them survive.

Plan had been instrumental in establishing some dairy cattle projects in B&V. The Wudanyi Divisional Livestock Extension Officer had invited Plan to provide support to 4 such a groups when he was working in the Mwatate area in the 1990s<sup>39</sup>.

The livestock extension officer told us that he had initiated 4 women's groups, which subsequently received assistance from Plan for dairy cows, when working in the Mwatate area in the 1990s. Three of these groups are still functioning. The officer said that, in his opinion, these were the best projects that Plan had ever done. Improved breeds of cattle were purchased for the groups by Plan and group members devised the mechanisms for sharing the benefits, (see below). Whereas traditional cows produce around 6 litres of milk per day, the improved varieties could produce up to 30 litres. The Livestock Extension Officer wrote the proposal for Plan, which accepted and funded it. Each group had 40 members, and each group received 20 head of cattle which were given to half the women. The other half of the group would get cows once the initial cows produced heifers. Individual members looked after the cows, and the group as a whole monitored their welfare since the first generation of cows belonged to the group. Plan provided money for the cows, pumps for spraying the animals, and chemicals. There was also a programme on tsetse control. The extension officer said that this model was a good one. That Plan had later introduced similar projects which were implemented through the Plan Community PU CBOs at sub-location/ village level – but these later models were not so successful since they purchased fewer cows and so the group members had to wait longer to receive their own cow. The models used to extend member ownership of cows was also changed, which may have impacted on their lack of success – see below.

**3.5 iv) Livelihood projects visited.** On the recommendation of the DAO, we visited one of the initial Dairy Cow projects that Plan had assisted, in the lower lands of B&V, at Kishamba Location. The Mkamanyi Women's Group was established in 1991 as a savings and credit group, contributing 5/- every month to the group. They initially tried selling timber, and then moved into collecting and selling milk, since Marasmus and Kwashiorkor was a problem in the area and they wanted access to milk for their children, selling the surplus to

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<sup>39</sup> These groups were Mkamenyi Group, Nguniji Group, Sesionyi Group and Kidaya Ngereyi (Kisange Women's Group).

other families. In 1996, the local Livestock extension officer suggested they buy their own cows and approach Plan to help them. The group had to collect material and construct zero grazing units (sheds) as their contribution so the group paid a local carpenter to construct 20 sheds for 20 cows<sup>40</sup>. There were 40 people in the group. The group selected which people would be the first to have a cow. Plan assisted them in constructing a meeting room for their group, with a room for the milk collection. It took 6 years for the 20 cows to produce enough heifers to enable all members of the group to have their own cow. The mother cow was the animal to circulate – once a heifer was born, the family kept the heifer once it was weaned and the mother cow was moved on to the next family. Any further heifers produced from the first generation of heifers would then belong to the family. The group monitored how members were keeping the mother cows, and were aware when heifers were born. There are 3 cows from the initial 20 which are still alive, and are passed on to members whose cow has died. Currently, the group has around 15 active members and is closed to new members. As members died, their children inherited the family cow, and some of these are not interested in being part of the group. The group still collects surplus milk and sells it on to others. Each cow produces between 8-9 litres of milk per day. One member said that if she gets 5 litres in the morning, then that is taken to the group meeting room for sale (it is collected by a trader), and then the 3 litres produced in the evening are used for her family – with ½ litre going to a neighbour. The women stated that their children’s nutritional status improved hugely with the availability of milk within the household.

Tsetse fly is still a problem in this area. They have tsetse fly traps, and they spray the cows regularly. They are anxious about the effect of the spray on their health. They would like their own cattle dip, but have been told by the Livestock Department that there are not enough of them to qualify for assistance to construct this. When asked what Plan could have done better, they say that they would have liked help with the cost of chemicals and treatment for the cows, and assistance with a cattle dip.

This model was later reproduced, although in a modified format, as an optional livelihoods project for the Community PU CBOs to select. One such project was visited in St John’s where the PU CBO in this area formed a Dairy Committee as a sub-committee to manage the project. This group elected (or were advised) to purchase the improved variety of cattle at a cost of 20,000/- per head, since these would do well in the cooler climate of the highlands where tsetse fly is not such a problem. These improved varieties could produce up to 30 litres per day. Members of the Dairy Project were required to contribute 3,000/- to the PU CBO on receipt of a cow, and then to repay the outstanding debt of 18,000/- from the income received from the sale of the milk. It was suggested that one third of the milk was to be sold for income to pay the debt. The model for sharing out heifers was different in Dairy



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<sup>40</sup> Plan advised the group that they could get either 10 cows of improved breed (from Nyvasha, the government breeding centre), or 20 cross breed cows from a local supplier. They decided to purchase 20 cows so that more members would receive a cow in the first year. Also, the local cross breeds would be more resistant to Tsetse fly which is a problem in this lower lying area.

Cattle groups, where it was the heifers who were passed on to other members of the group once they were weaned. The Livestock officer pointed out that there was no mechanism for the group to feel ownership of the first set of cows, since these became the property of the individual families from the very beginning. When heifers were passed on to other group members, the latter were required to pay 3,000/- on receipt of the heifer, and then pay a further 7,000/- to the PU CBO from income from the sale of milk.

Although the team was told that this group still existed, it became clear that it was only a few cows which members still possessed. The mechanism itself did not survive the withdrawal of Plan from the area since most Plan PU CBOs 'died out'. Whilst the Dairy Committee was left in charge of the ongoing project, it had been the PU CBO which was a registered association with a bank account, and since this no longer existed subsequent recipients of cows refused to pay. The informant, who had been the chairman of the Dairy Committee stated that he did not feel the Dairy Committee had the authority to ensure that financial conditions were met. The Dairy Committee is not strong, and the informant appeared to be embarrassed to tell us whether it still functioned or not. The original role of the Dairy Committee was to ensure that the animals were given the correct semen, and that the people who wanted a cow had made the necessary preparations (construction of a shed, planting of napier grass), and willing to feed the first heifer correctly and give the first heifer to another member. If animals were neglected, they were taken away from the family.

One of the members of the original group has still got offspring from an original cow. The original cow has been sold, since she was old. This member said that he had given a total of 5 heifers to other families over the years, and all of these are still alive. One member of the group had also been supported by Plan to train in the use of artificial insemination and a kit was purchased for the group's use. It seems as though this kit is now being used privately by a former member of the group.

Another Dairy Project of this type was visited in Lushangonyi. This Dairy Project was a subgroup of the PU CBO, was established in 2002/3 when Plan purchased 6 cows for the group, which was using the same model as above. The informant from this group said that all cows have died now, and most died rather soon. She said that, of the 6 original cows, two had given birth – one calf was a heifer and was given to this informant, and the other was a bull. One of the original cows was unable to conceive, and the owner sold it. The others died before they had calves. Of her own cow, which is still alive, it had only produced bull calves (in 2006, 2007, 2008 and 2010). The informant stated that the only function of the Dairy Committee was to distribute the initial cows. The Plan PU CBO based at Lushangonyi received requests from members who wanted cows. Selection was according to the member's ability to prepare the shed, cultivate napier grass, and on the need for milk in the household (number of children, number of children at school who needed financial support, those with farms too small to sustain the family). This group did not receive training in animal husbandry, although she did receive one day training on how to feed the cow. There was no training offered by the Dairy Committee, nor by the Veterinary Service.

In her view, that fact that Plan helped people purchase cows has been important for the village since it has shown people that it is possible to keep cows and produce milk.

**Financial Services Associations – current provision:** Current provision of credit services is limited in B&V, but growing. The staff in Buguta FSA stated that there are several other forms of micro-finance service in the area (a Finance Bank, an Equity Bank agent; a Cadet service; a Women's micro-finance group), and several of the informal 'Merry-go-Round' informal groups. However, the FSA is the only service with a building in the village, and this is a huge advantage. They stated they would be able to open other branches if they could raise the capital for purchase of safes.

According to the documentation, Plan had been instrumental in establishing several FSAs in the Bura and Voi region during its time there. We were told that the FSA in Mgange (in the highlands) was operating very successfully, although we did not visit this. We visited the FSA in Buguta, which had been visited as part of the Evaluation of 2001, in order to compare our findings with those of 2001.

The current FSA models are based on tried and tested approaches which give loans to groups so that the group can act as guarantors of individual loans- repayment is the responsibility of the whole group. When the FSA in Buguta was initially set up, this model was not used, and the FSA experienced problems. See below. The group method is also used by the FSA in Mgange, but we do not know whether Plan had any role in establishing this way of working, or whether it was adopted after Plan's withdrawal as in the case of the FSA in Buguta.

The current staff of the Buguta FSA said that they are now members of the Umbrella group ARK, which they consider to be very important. The previous experience, where Board Members had taken out loans themselves, had shown them that they need to be a part of something bigger which sets standards of how to operate, and acts as their 'supervisors' .

**Financial Services Association, Buguta, Voi** The FSA was established in 1999. Initially it gave loans to individuals and the 2001 Neolink Evaluation stated that it was facing problems with high default rates. In addition, according to the current staff, it seems that the first Board of the FSA had taken advantage of their position and taken out loans themselves which may not have been repaid in a timely fashion. The current staff state that, due to this high default rate on individual loans, the FSA changed its policy in 2007 and now only gives loans to groups which act as guarantors for the individual members of the group who take out loans. Prior to 2007 the default rate was 98%, and it is now 17%. Groups have a minimum of 20 and a maximum of 30 members, and have to undergo a two month training period which seems to be funded by the FSA, after which they 'graduate', adopt their constitution and are ready to receive loans. The training, provided by the FSA, consists of the introduction to '8 tools', guidelines for group formation, procedures and recording financial activities. The group receives a secure purse for their funds which can only be opened at the FSA office, which has a safe.

People become members of the FSA by buying shares – they then can form groups and become borrowers through the groups. There are currently 878 members, who benefit by receiving annual dividends, access to loans (through groups), and money transfer services. The size of loans depends on an individual's shares, people being able to borrow up to 4 times the value of their share-holding. The current monthly rate of interest is 1.5% (equivalent to 18% p.a.). (Originally the interest rate charged was much higher – 10% per month). Repayment times for business loans vary as follows:

20,000 K sh.	repayable over 9 month period
40,000 ..	.. 15 .. ..
60,000 ..	.. 18 .. ..
200,000 ..	.. 3 years

Most loans are for 40,000/- and below. There are currently 23 active groups. Typical loans are for retail shops and small businesses; a minority is for loans for school fees. The FSA organises 'outreach' activities to attract new groups – they go to new areas, where the Chief will organise a baraza (meeting) and the FSA staff promote their services. The FSA has the capacity to service more groups. It is opening a new office in Voi, and could open a further 9 offices in the Taveta and Malindi area if they had funds for more safes. They hold a bank account with the ABD micro-finance Bank, from which they can borrow at 9% .a. interest.

**Plan's role in establishing the FSA.** The current staff and board members, and indeed the current and the previous chiefs, did not know that Plan had had a role in the establishment of the FSA. They were aware that the bank K REP had set it up, and the current building has the K REP brand colours, even though K REP is not longer involved (it moved on once the FSA was established). On discussion, people said that Plan may have been involved in the construction of the building, since they knew that it had been built by the same construction company that built the classrooms in the school which Plan had financed. Initially, interested people had contributed 100/- to the building fund. One Board Member remembered the launching function, which may have been organised by Plan. They did know that some of the Plan PUs had held their accounts with the FSA. Also, some children, less than 18 years old, had accounts opened for them when they won raffles at events. The previous Chief said that the fact that a building was constructed for the FSA made a big difference, since this brought services to the village and saved people the time and expense of having to go to Voi for such services.

Although the team did not visit the **FSA** in Mgange, informants told us that it had been established with assistance from Plan, and has made a big difference to this area. Plan gave the safe and K REP bank was also involved. Plan had suggested the idea for the FSA to the PU CBOs in the area, which contributed funds to rent a room. Membership was open to people living in the area, and not just those involved in the PU CBOs. Members bought shares. As it grew, then members decided to construct a building for the FSA and shareholders contributed 400/- each. The FSA now serves people beyond Mgange, and even has a branch in Wudanyi. The FSA now employs 6 people. Share holders get dividends of 20/- per share per month. New members have to contribute 100/- to join and then purchase shares at 400/- each. Loans can be taken up to 3 times the value of the shareholding. We were told that most households are members of the FSA, and use loans for things such as school fees, buying hybrid cows etc.

### **3.6 Capacity Building, gender equity and the rights of the child and preparation for Phase-out**

As suggested above, the community development approach and preparation for the introduction of CCCD and focus on the rights of the child, was adopted towards the end of the period of Plan's work in B&V. Nevertheless, Plan did begin to work in more of a community focused way, even during preparations for phase out. It also made provision for the establishment of a Federation of CBOs in one area of B&V, which was to take over one of the Plan offices and, it was hoped, some of the functions of Plan.

#### **3.6 i) Current situation in B&V**

**CBO development and relationship building:** There seems to be a strong history of community groups, often based around producing and marketing of crops, and other forms of small businesses. Such groups are supported by both government departments and other agencies which are, in T/T, the churches, Danida and World Vision. In addition, some committees within institutions are a statutory requirement, such as School Management Committees, Health Committees attached to health facilities and Water Management Committees. In terms of community empowerment, most activity seems to be centred around the structures associated with the chiefs and assistance chiefs in the Locations and Sub-locations.

Most of the Plan PU CBOs are no longer operating. Some of the sub-committees are operational, where a project is continuing, especially the Water Committees, although the degree to which these were really part of the Plan committee system is debatable. Other groups connected with Plan projects tend to be producer groups such as the Dairy Cows

groups, but these seem to exist only nominally now. We were told that one such group continued in Mgange, but on further questioning it was clear that there was only one member who had the nominal title of group leader.

**Federation of CBOs:** This Federation had been established at the time of Plan's withdrawal, as a mechanism for ensuring sustainability of the work that Plan had begun. The Federation is housed in the old offices of Plan in Mgange Location, which they inherited. There is also a large meeting room and community centre attached which was constructed at the time of Plan's withdrawal. The rooms seem to be used for community events and trainings, and several groups whom we subsequently met said that they had used these rooms for their meetings. We observed people turning up for a meeting with their local councillors in the building.

The current Federation CBO Chairman and the current committee were elected in 2007 at the time when the District Commissioner had to intervene in the operation of the Federation (see below) stating that new elections had to be held. The Federation is now known as 'the CBO', since it has never really operated as a Federation, and its only function seems to be the management of the buildings, hiring out the rooms for meetings and for small businesses. The rent from a tailor and a pharmacist who use the buildings pays for the wages of the watchman and the electricity bills.

The Chairman can account for all finances since 2007. The Federation's account is with the FSA which Plan established in Mgange.

**Gender Equality (and Equity) and Female Education:** Both boys and girls in school in (approx) equal proportions, no reference to either girls or boys dropping out disproportionately. On questioning informants specifically stated that in T/T district there had never been an issue about girl children experiencing lower priority in terms of education.

Most of the active groups mentioned above had good representation of women members and of women in positions of responsibility. The only groups visited which had a predominance of men were the water committees.

The Children's Officer (see below) made the point that the agreements for good parenting signed by parents had to be for both parents, not just mothers, The government is also taking seriously chasing fathers for support of their children. They involve the local chief in this enforcement, so that the mothers are not targeted for reprisals.

**Child Rights Knowledge and Influence on Policy:** The level of child rights awareness came across as high, both with children, and with teachers / head teachers in schools. No one indicated PLAN as a source, with the exception of the Children's Officer based in Mwatate, who had been a Plan volunteer. As noted above, the Kenya Social Studies curriculum provides a considerable source of information starting at the very beginning of primary school. Compared to many countries, these inputs in the curriculum are comprehensive. It was evident in discussion with most respondents that they were familiar with the language of rights, and did not exhibit any significant discomfort in discussing these. Rather we heard several examples of children going to the District Education Office to raise issues of non payment of fees. However, when discussing with some adults in schools, there was less enthusiasm for child rights language. In Lushangonyi school the head teacher was present and did not comment when the SMC Chair was asked about whether the SMC discussed children's rights. The response was that children's right to education was their primary concern and he would not be drawn further.

In addition to the above, its is worth noting that the overall rights policy climate currently comes across as strong in Kenya. Since 2003 Ministries have been tasked to produce and

disseminate statements as to what their constituencies have entitlements to. This could be seen painted on walls of government buildings, and on posters. Since the adoption of the Kenya Constitution in 2010 there has been a concerted publicity campaign to “make a reality of the constitution. This came across particularly as regards people’s participation rights and responsibilities. This also potentially presents opportunities. The 2001 Children’s Act is acknowledged as having largely brought into force Kenya’s commitments to the UNCRC and the African Charter for the Rights and Welfare of the Child. There is some divergence, and not without significance. The banning of excessive force in corporal punishment through Legal Notice No. 56 of 2001 ( as opposed to complete banning) and children’s rights being a primary consideration (the standard of the UNCRC) rather than the ACRWC’s the primary consideration draw comment internationally.

We met briefly with children (years 4, 5, 6 ) in two schools, without the presence of a teacher. In both settings we asked children what were the good things in their life now, and what things they would like to see in the future, for their children. Although the exercise was superficial, and so can only provide a snapshot from a very limited sample , it indicated that children are very familiar with their rights. It also indicated that they are familiar with these types of questions and are very ready with answers which they feel to be appropriate. A table showing the responses is included in Annex 7.

The team interviewed the District Children’s Officer in Mwatate, who stated that things had changed hugely since the Children’s Act of 2001, and that people are now aware of the ROC. His office in Mwatate works together with 60 community volunteers throughout T/T. they have all been trained by the International Convention of Jurists which pays for the upkeep of his office (which is a sort of resource centre). His work includes providing support to children reporting abuse, helping mothers claim allowances for the upkeep of children from absent fathers, and dealing with other problems relating to child neglect, child custody and pregnancy of underage girls. So far this year, he has had to deal with over 300 cases of child neglect, the majority being issues of absent fathers.

**Children’s Participation:** Throughout the visit it was very evident that the promotion of the new constitution was serving to emphasise the importance of citizens participating in development activities. On a number of occasions absence of the appropriate participation and engagement of recipients of PLAN’s assistance was cited as one of the reasons why there was little follow through after PLAN’s departure. As noted under the section on Education, it is now policy that schools should have children’s representative bodies in the form of Student Councils. However the only school we encountered with such a council (established January 2011) was Bughuta school which had received an award for the best in the location.

At all schools, and wherever else we met Ministry officials or past students we asked about the existence of children’s groups of any type, either in school or out of school, where there may have been an opportunity for children to come together. Those that were identified to us were guides, scouts, and church groups. Bughuta school was the only one with a wider range of clubs evident, including drama, agriculture, sports clubs.

We also asked whether “child to child” (C2C) clubs, in which children are mobilised as groups around public health messages exist and/or have ever been seen. They hadn’t.

Historically schools have been required to facilitate the creation of agricultural based “4K” clubs. These are children’s groups, facilitated by a teacher.

**Protection:** Interviews with primary school children at both St Johns and at Lushangonyi evidenced high levels of awareness of protection issues and as to where children should take their complaints. As noted, the Social Studies Curriculum introduces children to their

rights to protection, and provides guidance both on protecting themselves, and on what to do if they are abused from year 1. Head teachers interviewed referred to the Children's Act as their source of guidance on child protection. The head teacher in Lushangonyi had a copy in his desk, and the SMC members were able to cite persons to whom abuse should be reported in the case of sexual abuse, to the hospital, and then police. In communities women's groups were cited as taking responsibility to make sure it happened and the perpetrator brought to justice.

The new 2010 Kenya constitution establishes the rights of all citizens to be protected from harmful, degrading treatment and thus bans corporal punishment. Kenya has yet to amend earlier legislation. Corporal punishment is now banned in Kenya (2010). At the time Kenya was the 26th country in the world to effect to a complete ban<sup>41</sup>. The District Children's Officer reported that he still gets cases of child battering, particularly committed by teachers, some of whom were having problems with the ban as corporal punishment had been their main disciplinary tool. He was involved in workshops for chiefs, workshops for teachers in non violent discipline. Ministry of Education has a code of conduct / ethics code or teachers/schools covering discipline and bullying..

**Discrimination:** Lushangonyi: the approach in this school is not to discriminate against families who cannot afford the cost of basic education: if parents are very poor (and the SMC will know this) then they'll find ways to assist the family in making payments. Families cannot be excused from payment, as policy, but ways will be found to get a contribution for instance in kind through family members providing labour for school chores. There was an example where a family which could afford to pay for ECCD education, and yet the father had refused to do so. The child had not been excluded from the pre-school, but the father was being chased by the Chief's office.

No one identified to us any "formal" guidelines as to how this should be managed, what rates should be used to calculate labour/vs/contribution for example.

**Changes in B&V and Plan's contribution to the current status:** The notions of capacity building, empowerment, building for sustainability etc. were adopted relatively late in the period when Plan was working in B&V. From 2000, it was CPO 5: Social and Cultural Development of the Child which defined Plan's strategy in this area of work. The objectives were: to mobilize and organize Community Based Organizations (known in B&V as the PU CBOs) in order to increase their participation in development activities. Specifically CPO 5 aimed to sensitise, mobilise and organise all PU CBOs to the take-off stage, to enable them take over responsibilities of Building Relationships, and development of Plan Program Areas, in the next 3 years (2001-2003) and to ensure attainment of a clear understanding and support to the rights of the child amongst PLAN staff, communities and other stakeholders in Plan Program Areas in the next 3 years (2001-2003). This was to be done through working in the 3 following areas: Capacity Building – CBO development and relationship building; Gender Equality (and Equity) and Female Education; and work on the Rights of the Child (ROC).

The model that then was developed included the establishment of sub-committees of the PU CBO, which had specific responsibility for particular areas of work, such as the WAMASCOS

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<sup>41</sup> Corporal punishment is unlawful in schools under the 2010 Constitution (see above). Article 11 of the Education (School Discipline) Regulations, did allow corporal punishment in certain circumstances, but is now void under article 2(4) of the Constitution as above, but (as of 06/2011) is yet to be formally repealed (check).

(water), the Dairy Cows committees, Education committees etc. We have seen that such sub-committees were established in B&V, and that, to varying degrees, they saw themselves as working closely with the main PU CBO. However, it is also clear, that the fact that PU CBOs (or the people involved in the Plan work) in some locations in B&V had been used to working in a different way, impacted on the way they saw both their functions and the role of Plan in the community.

It was clear in our discussions with various previous members of Plan PU CBOs, that there were contradictory expectations about what the roles and functions of the PU CBO was. At one extreme, there were those who saw the PU CBO merely as a mechanism for 'distributing' the package of Plan projects to parents of sponsored children. And within this extreme end of the spectrum, there were reports about how the projects had come in 'phases' such as water tanks, and once this allocation had been fulfilled, then the PU CBO moved on to allocate the next batch of projects, such as the VIP latrines. This end of the spectrum had bred a very acquisitive attitude, and in some cases a sense of grievance when families had not received what they thought to be their due. One informant from Lushangonyi stated that her family did not get anything, despite having a child who was sponsored for around 4 years, apart from two years of school fees for the sponsored child's sister before Plan withdrew.

In another interview in Manangwe, a group of women who had been members of the PU CBO stated that originally Plan had worked just for sponsored children's families, but that in 1997 the Plan PU CBO was established, and the idea was to broaden out the work beyond the sponsored children's families. However, the fact that most families in each school (where PU CBOs were based) did have a sponsored child makes this distinction less obvious. This group confirmed that it was Plan which came with a list of projects that could be delivered, and that it was the PU CBO which allocated these. The view of the chief from Mwakitau was that it would have been better if Plan had involved the community in ascertaining what the needs were, rather than coming with a blue-print package. Several people from different interviews told us that the model for granaries used by Plan was inappropriate in this part of the country, both for cultural reasons (people like to store their granary within the home) and for the reasons that this part of the country does not produce such quantities of grain that would require such large granaries.

Other more positive expectations about the roles of the PU CBOs included the appreciation of the CBOs ability to articulate requests for support for different types of project, such as the FSA, water supplies for the schools, and Dairy Cow projects. A previous evaluation of the work in B&V cited one respondent as saying: 'the planning units initiated by PLAN have united the community, members of the community now think together, share their ideas then set their priorities together. PLAN has trained and empowered them to take active roles in development initiatives that affect the lives of their children.'

However, there were several reports about how, once the PU CBOs were involved in allocation of projects, that the transparency in this process disappeared. One person stated that people who were targeted as beneficiaries 'got lost along the way' since the process was rather long, and that 'things happen', resulting in other families being allocated project benefits. In addition, there seems to have been some problems with the granting of contracts for provision of services: one mason stated that he had been given the contract to construct a house for a family, but when he arrived he found that a relative of the PU CBO chairman was already on the job.

The fact that none of these PU CBOs now exists is understandable given that they did tend to be seen as mechanisms for distributing benefits associated with Plan.

Project related groups operated as long as there have been activities funded. The agricultural officer interviewed stated that if there had been more of a cost sharing element with the groups, then the groups would have felt greater ownership of the projects. There were agreements made at hand-over, but the groups tended to collapse. She stated that where Plan had provided equipment and tools, these now tend to be 'owned' by one person, since the groups have generally ceased to function. Examples include the equipment for crop spraying, the ox ploughs and the posho (maize) mills

In the informant's view, when Plan was here, the groups were really cohesive, but 'it was not real cohesion, it was forced cohesion' because in a few years most groups have disintegrated. 'If Plan had something to give, then groups could be formed very quickly.'

**The Federation of CBOs:** this was established as part of Plan's phase out strategy. The idea was a good one, but it seems that it was not well understood by the PU CBOs, the members of which to this day complain that this Federation has not performed well since they have not been able to provide funding for new projects.



When Plan withdrew from Bura it called the PU CBOs together and suggested they form a Federation of CBOs which would inherit the Plan Building in Mgange, and work together to continue to work in a similar way to Plan, writing Proposals for funding projects for the local communities. 6 PU CBOs came together to form the new Federation of CBOs, contributing 10,000/- each for the initial funds. Although the member PU CBOs had elected two members to attend the Federation Meetings, the people attending the group meeting to discuss the Federation, claimed that no meetings were ever called and people say that they do not know what happened to the funds. The first Chairman of the Federation happened to be the head of the Construction company that had built the new community hall. The Chief stated that there were 'leadership wrangles' and in 2007 the District Commissioner intervened and stated that new elections had to be held. A new committee was elected which still exists. The current chairman states that there were no records at all when the new committee took over, and there were 12 – 13,000/- in the bank account.

There had been no clear guidelines about how the Federation was supposed to operate. Members of the first committee had attended a two week training course<sup>42</sup> on how to write proposals, but this had never been followed up. Member PU CBOs very quickly ceased to operate as a CBO themselves, and expected great things from the Federation CBO. 'The CBO Federation was now the focus.' However, the current attitude amongst people who are concerned about the operation of the Federation is that 'they have never done anything for us.' It seems they were not expecting to have to work together, but that rather the CBO Federation would now write proposals to get funding for local people. There was also confusion about whether the CBO Federation was to be a Federation of the PU CBOs alone, or whether it was to be a Federation of other CBOs and Associations. Some people thought the CBO Federation was to 'benefit the orphan child', others thought it had a wider remit.

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<sup>42</sup> We later found that other PU CBO representatives from other areas (Godoma) had been invited to the same training which had had around 200 participants.

When it was set up, other organisations such as schools, also elected to become members and donated a membership fee to secure their place.

There was a draft constitution which is being discussed and modified now. There is a problem about ownership of the property, and this has led to bitter disputes.

The Chief at Mgange Location thinks that they now need to hold fresh elections to get more buy-in from the local Communities, since he thinks that not enough people were involved in the 2007 elections and thus the present Committee does not have legitimacy. The original Committee did have representation from each PU CBO, and the chief thinks that they now need to ensure that all communities which had PUs need to be involved again in elections. He also stated that they need to involve the wider communities, and not just the old Plan PU CBO people. He plans to hold a baraza to discuss this.

There was a discussion about whether the Federation should exist for the benefit of the old Plan sponsored children families only. One member thought that it should, since the PU CBOs had contributed funds originally to the Federation, even though those funds seem to have disappeared (or were used to fund the final party when Plan left the area). However, this member was in a minority at the meeting, and most people thought that the Federation should represent the wider community and not just ex 'Plan families'.

We asked whether there had been any contact with Plan after Plan's withdrawal. The current chairman said that a letter had been written to Plan in 2008, as a result of which, a field worker had come to visit, but nothing was resolved.

The Chief of the location said that one problem was that the local Administration had not been involved in any of these arrangements. He felt that if they had, then the problems may not have emerged. (Note: however, CBOs should be able to exist independently from the local authorities, and the problems seem to have been more about differing and unrealistic expectations concerning the role of the Federation of CBOs).

## **4. The impact of Plan's work in B&V, with particular focus on the Rights of the Child**

### **4.1 Current situation for children and their families.**

The environment for children has changed considerably for the majority of children in the past two decades. At the time of the study most families were supporting their children to go to school, although in the lowland areas there is evidence of decline in attendance in the hungry period if there is no school feeding programme. The children we saw were in school uniforms in reasonable condition, and there was a lot of activity evident in the shambas.

Most houses appeared to have latrines, and those we spoke to indicated that more traditional use of open spaces was a thing of the past. Many houses we saw had ventilated latrines, suggesting that either they had been supported by PLAN, or (as confirmed by some respondents) they had copied PLAN designs.

Livelihood projects, such as the dairy projects, have made difference to those families we met, both nutritionally, and in as a generator of cash to pay school fees: several respondents cited the cow projects as providers of milk to their children as well as a source of income. In addition, Irish potatoes are still being cultivated as the result of Plan's promotion and training. The FSAs in Bughuta and particularly in Mgange are still operational and contribute to local well being.

Many families had been in receipt of inputs from PLAN, (houses, toilets, grain stores, water storage) which had contributed to their increased resilience against shocks and disasters. However, the impact of Plan's work beyond individual family level have been more difficult to ascertain.

The rights environment came across as noticeably visible. There were frequent references by respondents to the Constitution campaign and to the need to consult properly if one was to get appropriate design and buy in. People are generally more aware of their rights in general, and of the duty of the State and its institutions to deliver certain standards of services. The principle that people have to be consulted and to participate was frequently articulated, often in reflection of its absence in Plan's work. People are encouraged to give feedback to service providers on the quality and relevance of services. Also, parents and children are aware of the rights of the child, primarily due to its inclusion in the national curriculum as a subject to be taught in each year of school, and due to media campaigns. In addition, the existence of the District Children's Officer, who can enforce a certain level of responsibility towards children, is a huge advance. These changes have come about as a result of government policy.

The present curriculum contains content very appropriate to children's understanding of their rights at different parts of their lives. In particular, the focus, not just on rights but also on children's responsibilities and on the relationships children should be expected to develop in their communities, is very comprehensive. A challenge that might be anticipated relates to the capacity of the teachers to engage fully with the content. Despite the full coverage of child rights in the curriculum, there is general absence of student councils or student representation in SMCs, indicating little movement on actual implementation of children's civil and political rights and thus their acceptance as citizens with a right to be heard.

ECCD provisions seems to be holistic in nature, bringing together professionals from different fields and not just a downwards extension of education system. ECCD teachers seemed to be getting professional support, but also working in networks sharing resources and ideas.

Child participation and the institutionalisation of children's agency / voice into the decision making process is only now being introduced. It is perhaps surprising that there seemed so little evidence of this having happened as it is a key indicator of the acceptance of children as subjects of rights. It is also interesting that there was little evidence of interest amongst those interviewed in engaging with discussion around children's participation.

## **4.2 Plan's role in the changing environment**

In general people thought of Plan in one of the following ways;

- As an agency which had enabled the sponsorship of children
- As a distributor of projects to sponsored children's families
- As a funder of large scale schemes (such as big water projects, the larger dairy cow projects etc.)
- As a key organisation in the establishment of the FSA at Mgange
- As an organisation which had been involved in the refurbishment and reconstruction work in schools
- As an organisation which had promoted the establishment of the Federation of CBOs (now known locally as 'the CBO), which managed the local meeting rooms and associated buildings

Very few people thought of Plan as an organisation that had been concerned with Child Rights, or even of empowerment of local communities. Despite lots of prompts we did not hear of any fora where children's rights were discussed, or where children's problems or issues facing children were explored. It was noticeable that on no occasion did anyone volunteer thoughts about children's rights to us. The main the input from respondents focused on the activities and did not use the child as the point of reference. This only came out when we asked. The only people who had any recollection of a child rights focus was the District Children's Officer in Mwatate, who had himself been a Plan volunteer and had received training in child rights, and an Assistant chief in Kishushe who had also received such training.

It has to be said, in addition, that Plan had not seemed to be very concerned about the 'visibility' of its work in B&V. We heard of projects, such as the FSA in Bughuta, where people did not know that Plan had been involved – even though, in the words of the chief, the fact that this FSA had its own building (which was thanks to Plan) had led to its greater success compared to other micro-credit groups. Whilst people in the local authority who had been working at the time Plan was in the district, did know about the full extent of Plan's work in their area of expertise, the general population did not know about Plan's wider work.

### **4.3 Issues around Plan's work in B&V and whether these were consistent with the objective of community empowerment**

**4.3 i) Initial focus on sponsorship needs, and a 'blueprint' approach to associated projects.** During the first ten to twelve years of Plan's work in B&V, the model it was working to was based around the development and servicing of sponsorship relationships and the allocation of funds to the communities where the sponsored children were living. The funds were allocated to refurbishment of the schools attended by the sponsored children, to the families of sponsored children in the form of projects, and to some larger community based projects. Some of the projects under the initial strategy were very large and benefited the wider communities, such as the larger water projects, and are still operational and well thought of – although there is disquiet where supplies are no longer adequate.

Examination of the budget lines of individual projects lends support to the idea that there seems to have been a 'fashion' for different types of projects at different times. Individual families were offered projects within their own homes, such as improved water supply (water tanks), VIP latrines, and grain stores. There seems to have been a 'bulge' in grain storage construction from around 1994.

There was a range of descriptions of how allocation of individual family projects was undertaken. Most were allocated through the PU system, where an initial committee at PU level (based around a primary school) received requests from families and made decisions about which family was to get which project. Decisions were supposed to be based around need. However, members of the YATTA youth group reported that they'd witnessed dissemination of projects taking place at a workshop in a less structured way, based on a sequencing of apportioning goods: once all of the water tanks were allocated, those families would be removed from the list and the next in line would go on to get the toilets etc.

The grain stores are reported as having been misconceived by most, if not all respondents. Reasons cited varied, but included the fact that few families had such quantities of excess grain to store; that the Taita prefer to store their grain inside their houses in order for smoke from fires to keep insects under control; discomfort about a significant household asset being some distance from the house. Some respondents reported that grain stores had been used as chicken houses. More than one respondent said that Plan had come with its own blueprint of projects, and had not attempted to understand the local community and its needs,

nor to involve them in planning. Generally speaking, Plan was seen as a bringer of things to the communities, and did not build a sense of ownership or responsibility.

However, Plan did adopt a more community based approach from the late 1990s, but this does not seem to have made much of an impact in this area. Although Plan began to work through CBOs which were established at PU level, and which were to be the means of empowering local communities, the fact that Plan was about to withdraw from the area probably prevented this new way of working to take roots. In addition, Plan began to undertake wider projects in keeping with its new programme based strategies, such as training in HIV/Aids awareness, in Rights of the child, and training for ECCD teachers. However, such interventions seem to have been spasmodic and unrelated to wider strategic approaches in this area.

**4.3 ii) Huge load on individual project officers.** One reason why the collection of projects that Plan was involved with did not promote the level of local capacity development envisaged by the strategic focus of Plan from 2000, was the fact that Plan staff were thinly spread on the ground, and each member of staff had a wide geographic area to cover. The DEO and the AO, interviewed at separate times, both made this point. In addition, the PU committees, and later the PU CBOs, themselves were overstretched. In the view of the livestock officer, the Plan CBOs had so many projects to manage, that they could not manage each one successfully. He said that 'At some point, they lost direction' and that this was largely compounded by issues of poverty. The MTR of CPO2 also stated that, 'Plan staff is said to be spread 'too thin' on the ground.....This has evidently affected programme implementation.'<sup>43</sup>

Annex 8 shows the structure of staffing within the Bura PU from around 2000. It can be seen that each CDW was responsible for a wide area: 8 CDWs were employed to provide support to 41 PUs in Bura Programme area, with a caseload of 4,900 sponsored children (and thus of 4,900 families). It seems that much of the work was related to the support needed to ensure the smooth running of the sponsorship relationships, with less time available for support to the development of the CBOs and the sub-committees.

**4.3 iii) Lack of understanding of the time required to support community empowerment.** There seems to have been a lack of understanding about the nature of community development and the risks involved in a hurried approach to empowering local community groups to manage projects and associated budgets. However, as stated before, it was probable that the new focus (after 1999) on community development was probably not a priority for the work in B&V, since Plan knew that they were phasing out of this area.

The model for PUs to elect their own CBOs, which then would work with sub-committees which would focus on individual projects or thematic areas, was a good idea but was not supported to the levels required for such a model to work. The MTRs (which were country wide studies) pointed out that relationships between some sub-committees and the parent PU CBO were strained and that committees may not know what the PU CBO was involved with (specifically the WAMASCOS), and that the role of the Education Sub-committees was unclear since it seemed to be reproducing the role of the School Management Committees.<sup>44</sup>

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<sup>43</sup> It also stated that 'the use of volunteers (CDFs, CORPS and sponsorship volunteers), particularly in sponsorship work, has helped reduce the work load on staff. However, low motivation among volunteers has led to low commitment, apathy and in some cases stoppage of work.

<sup>44</sup> According to Plan's model, the Education sub-committee of the PU CBO was mandated to deal with all matters relating to Education. The MTR of CPO 2 stated that according to this model, the SMC, as a local community organization, was also a

The previous members of PU CBOs themselves seemed unclear about what their role had been – whether as a conduit for distributing projects within the community, or as having a broader role for the benefit of the whole community. It would seem that the model of the PU CBO and associated sub-committees was another example of a blue-print approach to community development, and not well thought through in relation to the specific context – which is related to the point above about lack of capacity and time among Plan staff.

Once Plan withdrew from B&V, it seems that all PU CBOs ceased to operate. This had consequences for any subcommittees which may have wanted to continue operating (for instance the Dairy Cow Committee in Lushangonyi which found it could no longer act as a funnel for collecting and spending funds, since it did not have a bank account. That had been one of the roles of the PU CBO). Only the Wamascos (water committees) continue to operate, since they are built on a model used nation wide. These committees are grateful to Plan for the training and operational support provided at their initial establishment.

Whilst the idea of the Federation of CBOs was a good idea on paper, the model had not been thought through, nor had adequate support been provided to ensure that people understood the way it was supposed to operate. People clearly thought that the Federation (known as The CBO), or more specifically its committee members, was supposed to have continued to operate as Plan had done, and to find funding for local projects. There does not seem to have been any understanding that a Federation implies that a group of like minded organisations works together for the benefit of the wider group. The existing officials of the Federation were blamed as not doing the job that was expected of them, and only being interested in the management of the building.

Whilst training had been provided for the PU CBOs and many other associated people<sup>45</sup>, to prepare people for Plan's withdrawal, this was provided very late, with little advance notice, and although the training was for a period of two weeks with an attendance of around 200 people, the topics covered were many and various, and clearly had not provided a thorough understanding of how the model of the Federation was supposed to operate after Plan's withdrawal.

Plan's work with other community structures also seems to have been rather instrumental rather than focussing on ways to ensure sustainability and ensure empowerment. Its support to the FSAs seems to have been primarily in the construction of buildings, which was important for the success of the FSAs. However, Plan did not have the expertise to provide advice on the running of such micro-credit projects, and the FSAs have sought this from other providers and networks.

We found limited evidence of children's participation and voice. Structures are only now emerging which promote such participation by children, and these are largely as a result of the GoK's recent policies. However, we did note that some people locally involved in both community affairs and the Children's officer in Mwatate, had been volunteers with Plan during Plan's work in the area, and had thus had benefited from Plan's training on child rights.

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member of the CBO. However, it was the SMC which was and is legally mandated to carry out all school related activities on behalf of the community. The MTR asked the question, 'what would be the role of the CBO sub-committee on education? Or should SMC have been endorsed as the sub-committee?

<sup>45</sup> One assistant Chief from Mwakitau location stated that he had attended this training, since no-one from the PU CBO had been able to attend at such short notice. At the time, he was not an Assistant Chief, but was involved in community affairs.

**4.3 iv) Sustainability of projects.** Sustainability can be examined from a variety of angles:

- Are the individual projects, established with Plan's support, continuing to operate?
- Did the work to support community empowerment enable the rights holders at community level to engage in discussions and advocacy work with duty bearers?
- What is the long term impact of provision for rights of children in Kenya?

As indicated above, most of the community structures established with Plan support, have now ceased to operate, with the exception of the Water Committees, the FSAs, and some Dairy cow groups – although the projects are not continuing to enable new families to get cows. The Federation of CBOs is not fulfilling the role envisaged. Only the YATTA group is continuing to function, although it has evolved into a different kind of organisation. It was established with support from Plan as a Youth awareness project – concerned with HIV/AIDS awareness raising. Since then, the group has developed its capacities and is now in a position to advise other community groups. It thus acts as a civil society support organisation, and is managing to generate enough income from its activities to enable it to operate.

Many informants told us that, whilst Plan had undoubtedly contributed to the development of the region in terms of well-being of individual families, that the sense of community empowerment and community ownership of projects, was lacking. People spoke of a 'dependency syndrome' which was the result of the way that Plan operated at the time it worked in B&V, and of the absence of adequate participation.

The Water Committees, which were trained by Plan, did demonstrate that they have the ability and connections to negotiate with the local Water Department, although there were obviously limited funds to meet the needs. Most interaction between the MoE and schools is still done mainly through the post of the Head Teacher.

In terms of sustainability of improved conditions for children in Kenya, many informants raised the concern about lack of opportunities for school leavers. Several respondents indicated that their (past Plan Sponsored) children were in Mombasa looking for work or doing casual work. Most of the children we spoke to all had aspirations outside of the community ..doctor, lawyer, nurse, driver. Their parents as farmers are generating cash through farm projects, dairy cows, macadamia trees. The next generation of parents may be similarly challenged in being able to pay for the 'extras' needed for their children's education.

#### **4.4 Phasing Out**

Plan made the decision to phase out of Bura and Voi at the time of developing its new Strategy in 2000. Thus, senior staff would have known that the work in this area would cease at a certain time. It is not clear at what stage staff on the ground became aware of these plans. Certainly new areas of work were undertaken in the period 2000 – 2003, and there was the incorporation of new elements of Plan's 'package' of work in specific localities – for instance training in child rights, HIV/AIDS awareness raising, capacity building for community groups etc. At one level the impression is one of 'business as usual'. However, at other levels it is possible that some things did not happen in Bura and Voi because of the fact that those involved in programme planning knew that work in the area was being wound down. Thus, there is limited data from B&V in the MTRs of the different CPOs, which had more comprehensive data from other areas.

Discussions with Plan staff indicated that there were more detailed plans for how to deal with phase-out relating to sponsorship mechanisms, but no tested mechanism for programme phase out. While some of the background work to the first Strategic Plan suggested that CBO maturity might be a minimum requirement for phasing out of an area, this was not true of B&V whose CBOs were regarded as having low levels of capacity.

Capacity building for community groups can be seen as part of the preparation for phase-out, in order to ensure the ability for groups to continue to operate. Whilst there is no evidence to show that the larger part of the training these groups received was any different from training offered in other regions, there was a final two week training course offered to people from the various communities. It seems that invitations to this course were issued within one or two weeks of the course, and that some people could not attend at such short notice. Attendees ranged from PU CBO members, to individuals from areas where PU CBO people were unable to attend. The course covered a wide range of topics, from the establishment of the Federation of CBOs, to instructions on how to write project proposals, to the more usual elements of training courses such as methods of account keeping and how to run meetings. People from two locations told us how they were invited to this course the week before it happened, and that this was the first they knew about the fact that Plan was withdrawing from the area.

The establishment of the Federation of CBOs is clearly linked to the phase-out strategy. As indicated above, whilst the strategy seems well thought out on paper, inadequate time was given to ensure that there was proper understanding and ownership of this mechanism. The fact that the supposed member groups of the Federation – the PU CBOs – did not seem to understand the purpose or structure of the Federation and regarded it as a body which should be accessing funds as Plan had done, demonstrates this lack of ownership and understanding.

Some projects were un-finished at the time of phase-out, and this is remembered by the communities concerned. This is especially true of the large scale water projects. The Water Department spoke of some projects having been 'left hanging', and the community in Mwakitau expressed its disappointment that Plan had left the water project unfinished, and had taken the Survey for the extension of the system away with them when they left. This meant that the community would have to recommission another Survey.

It was unclear to the team whether Plan, at that time, had a strategy for phasing out its programmatic work in an area. The only element of a plan which we saw evidence of, was the establishment of the Federation of CBOs, the construction of the community centre and hand-over of the Plan office to the Federation. Otherwise, it seems that work continued much as normal up until the actual withdrawal of Plan from the area, which is regarded as having been rather sudden and surprising.

## **5. Conclusions and Recommendations**

### **5.1 Conclusions**

While there is clear impact of the work that Plan was involved with during the period 1986–2004 in Bura and Voi, most of this impact seems to have been either at individual household level (sanitation, water storage, school fees) or in support of the government service providers (water supply, school improvement programmes, support to education and health services etc.). The district health department saw that there had been impact in terms of reduction of water borne diseases and improvement of general hygiene. The water projects and school building programmes are known to be Plan supported projects, as are some of the livelihood projects.

It has to be remembered that, for most of the period when Plan was working in the area, it does not seem to have been working to clearly articulated aims and objectives which seem to have been introduced with the advent of the first Strategic Plan in 2000. Whilst Plan now calls this previous approach a 'needs based approach', it was not articulated as such at the time. Rather, the approach was one which was focussed on arranging child sponsorship through the schools and then using the funds raised within the relevant areas for the variety of projects which constituted its remit at the relevant time period. It was only towards the end of this period of work in B&V that Plan began to think of working programmatically with articulated aims and objectives for each programme (CPO) area, and to think of working in a way which would lead to empowerment of communities. It seems that, whilst some of the new ways of working were introduced in the area, there was not clear commitment to such ways of working given that the decision had already been made to withdraw. The MTRs of the CPO programmes were conducted towards the end of Plan's time in B&V, and they clearly stated that there was going to be a problem with sustainability of Plan's work and several suggested the need for new approaches and greater liaison with local government.

Thus, whilst there are clear achievements which can be attributed to the work that Plan did in this area, it has been difficult to link much of the work with any increased ability at community level to negotiate with government service providers, or to advocate for child rights. The PU CBOs seem to have been focussed primarily on the 'distribution' of Plan projects to selected families, and thus not to have had ability, motivation or capacity to adopt a role representing and advocating for the interests of the community and its children. There was very little evidence of concern for child participation arising from the work that Plan did, and the very new initiatives which are currently emerging are largely as the result of government policy.

It has also to be said that, where Plan was involved with projects which in fact have had wider impact (such as the limited involvement in the establishment of FSAs), these projects seem to have been conducted in isolation from any focus on development within the specific communities – and the fact that people now do not remember that Plan had any involvement in such projects is telling.

One contributing factor to this state of affairs is the fact that the CDWs, who were responsible for the work within specific communities, had a huge responsibility and a wide number of projects to oversee; it is not surprising that the relevant support required for capacity building within the communities was not provided with the continuity and depth required. Whilst the model of community development (PU CBO with sub-committees) looked workable on paper, there was not the expertise to analyse whether this model was appropriate in all communities or the time for the on-going support required. Similarly, whilst the idea of a Federation of CBOs was a good idea, it was implemented in a very hurried fashion without clear ownership or even understanding from the supposed member CBOs. The expertise of community development models seems, rather, to have been with the local government departments, and if the CDWs had been less pushed for time, it would have been useful for them to have liaised more with these departments.

Discussions with Plan staff indicated that there were more detailed plans for how to deal with phase-out relating to sponsorship mechanisms, and no tested mechanism for programme phase out. While some of the background work to the first Strategic Plan suggested that CBO maturity might be a minimum requirement for phasing out of an area, this was not true of B&V whose CBOs were regarded as having low levels of capacity.

## 5.2 The use of the Rights based Analytical Framework in assessing impact post intervention

Asking respondents to consider the services and access to public goods and entitlements in the present was probably more straightforward than anticipated, largely due to the increased use of rights orientated language in the past decade, and especially in the past two to three years alongside the establishment of Kenya's new constitution. Most government buildings had visible statements of mission and values, we saw several offices with locked "comments boxes" providing the means for feedback on performance of state employees.

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However asking participants to recall the ways that systems and structures worked 10 to 15 years in the past was far less straightforward, any reflections that might have been possible were very general in nature .. "in those days we didn't know about rights".

The rights based analytical framework developed by the team for use as a guideline and prompt for the lines of discussion sought to consider the effect of Plan's work on three different groups of actors, and on necessary processes, in the delivery of children's rights. Whilst it is possible to examine the changes relating to these three actors, and to the processes

associated with the rights framework, the fact that Plan's work at the time was not structured in this way proved to be a challenge. Families and services both obviously benefited at the time from Plan's work, but the question as to the degree to which the rights holder/duty bearer relationship worked better as a consequence of Plan's work is less easy to elucidate, especially as the changes due to the constitution and new laws concerning children have been so powerful. To some degree it should probably be recognised that in the way it worked Plan itself acted as if it was the duty bearer. One possible consequence of this, ten years on, is that people who were involved in Plan's interventions still might see Plan as the provider and not engage with the state as the primary duty bearer. On several occasions it appeared to us that Plan might have contributed to a local dependency culture. Communities who in other circumstances might have mobilised around an issue were waiting for Plan, or a similar organisation to return.

As regards Rights Holders, we can distinguish between the present - where the establishment of rights has progressed considerably (as a result of government policy), and the past - where there was less of a focus on rights, entitlements and accountability. Due to the considerable time since Plan's interventions we were unfortunately unable to meet with many people who could comment as to their experiences as a "rights holder" at the time and comparisons on experiences in holding to account are difficult to make. In the present the possibility of both adults and children knowing about entitlements appears relatively good and we heard (from government officials) of people engaging with government institutions. It

is more difficult to report on whether persons who benefited from Plan's engagement in the period of intervention developed knowledge, a sense of what entitlements they were due, and the capacity to effect claims and hold to account. It is possible (as mentioned above) that in some cases the reverse may have happened, and as a result of a culture of dependency in some settings people are not engaging with duty bearers on their rights. The civil society organisations we met with had, in the main, been supported by Plan to deliver a service on Plan's behalf, or, in the case of PU CBOs, to provide a mechanism to managing Plan's inputs into the community. The services were normally not directly focused on children, rather on the capacity of the household and family that provided the environment for children. The role of these organisations seems to have largely ceased after Plan's departure and we found no evidence of past or follow through organisations focused on children and their rights.

As regards the **processes** identified as necessary for delivery of child rights, we came across the same disconnect:

- As regards **attitudes to child rights**, it was noticeable that, for most respondents, the main point of reference was the achievement of the technical intervention. The impact that this had on children's lives was rarely commented on – it was left to us to introduce this perspective, at which people inevitably stated that interventions had had a positive effect on children's lives.
- The absence of mechanisms for **child participation** – where children could have an input into decision making was noticeable. The introduction of school student councils is a new policy introduced by the government this year, and only one school visited has implemented this so far. In all other schools parents were regarded as representing children's views. We heard of no children's consultative groups or action groups to do with health or agriculture either from children or adults, or from any civil society organisations: no child clubs, no child to child initiatives. This is despite several respondents recalling Plan undertaking general child rights awareness, especially close to the phase out. There was no mention of Plan specifically programming children's rights to be heard. It is interesting that, despite the current focus on the need for adults voices to be heard (resulting from public awareness campaigns connected with the introduction of the new Kenya Constitution in 2010) there is little awareness of the need for children's voice.
- **Protection rights:** We regularly encountered evidence of knowledge of child protection law and procedure. Several headmasters had copies of the Children's Act to hand and referred to the Teachers Code of Conduct. The (new) primary school curriculum also makes it clear to children at an early age what they should expect in terms of a good family environment and what is not acceptable in treatment from adults. The (primary school) children spoken to were aware of who to go to if there was an issue of abuse. Although we did not get much idea from schools on challenges they might have experienced around issues of discipline, the Children's Officer indicated that dealing with "battering by teachers" was one of his on-going areas of activity. None of the civil society organisations we met with had a focus on protection.
- **Discrimination:** There appeared to be mechanisms to ensure that children did not lose out as a consequence of their parent's poverty / lack of financial resources. In the schools these came across as informal relationships that were resolved utilising local solutions (eg accepting work or a contribution of food in lieu of payments). However we were not made aware of any guidelines as to how a particular situation should be assessed and so we could not say that there were actual systems in place but from the anecdotal evidence (not cross checked with any children who had experienced

difficulties) was that it worked fairly.<sup>46</sup> We heard from the Children's officer about children approaching the District Education Office to report that their parents were unable to pay for their school fees, this year on more than 300 occasions. Some of the livelihood projects seemed to incorporate exclusionary factors, for example on the need to be able to build a shelter for a cow in order to benefit from that project. The District Livestock officer did articulate the need to be able to tailor support programmes not just to those with existing resources but also to those lower down the resource ladder, and spoke of an assessment tool (PADOR) which enables the selection of appropriate projects according to families' capacities.

- We were told of the development of infrastructure for children with **disabilities** and heard of well-developed systems, although at no point did we encounter any children with disabilities and so were unable to get a perspective on how they experienced their environment. From observation there were varying degrees of disabled access, most government buildings having ramped access.
- **Gender:** The school records indicate equal proportions of boys and girls in school, and in questioning there was no indication of either girls or boys dropping out disproportionately. The Children's Officer made the point that the agreements about child support had to be signed by both parents, and that father absence was an issue. The government is taking seriously the need to chase fathers to provide support for their children. Most of the active groups met with were women's groups (eg dairy projects focused on women).
- **Accountability:** It was very evident that systems of accountability were in place and being established. In many government settings - administration offices, health centres, headmasters offices - we saw notices to the effect that service users had a right to a certain standard of services and clear identification of the costs that people should expect to pay. Chiefs showed us padlocked "feedback" letter boxes outside their offices which were reviewed by their managers, and we were made aware of complaints procedures and mechanisms established by the district education office.
- **Family environment:** A good family environment was the default objective of Plan's interventions, both the physical infrastructure (shelter, water, nutrition) and the availability of sufficient financial resources to support children through their school experience. Those houses that we visited were of families that had been supported by Plan and without exception appeared to be in good states of repair, with toilets, water supplies, well-tended shambas (farms) and increasingly with electricity, which is now available for those who can afford to pay.

### 5.3 Recommendations:

Whilst there is clearly a very significant difference between the type of programming undertaken by Plan in Bura and Voi more than 10 years ago and Plan's programming framework now, it is possible to make some recommendations that have value to PLAN's work elsewhere.

- Undertaking a **Situation Analysis** in prospective Programme areas before establishing a programme, in order to ascertain local context and needs. This should be regularly updated in order for programme workers to be sure of the relevance of the programme and its interventions
- **Objectives setting:** Align Plan programme objectives with national commitments to children's rights. Adopt/develop/negotiate (as appropriate) indicators that can be aligned to national process (capacity of state and non-state duty bearers) and outcomes representing changes in the lives of children.

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<sup>46</sup> The mechanism of "making a contribution" to education provision in such a setting of low cash generation, with safeguards for those without cash and where there will be little possibility of tax generation, may actually constitute an informal tax system.

- **Phase Out:** Phase out needs to be regarded as a process which requires both time and context specific analysis and design of the process. Communities need to be involved in the process and preparations, and there needs to be community buy-in and ownership of post Plan structures. Plan should continue to provide support to past partners, even after withdrawal of project activities, for instance through some sort of mentoring or referral mechanism. One way of doing this might be to provide mentoring support through occasional visits by a dedicated Plan support officer, or clinic sessions at periodic (eg 6 monthly) meetings.
- Establish **on-going support** through creation of and support to networks meetings for local organisations to provide opportunities to share ideas and issues relating to working with children and promotion of their rights and ways to respond to local issues. Examples include: local monitoring; peer support between network member; co-training; opportunities to share and stimulate each other; Plan sharing materials on new developments, perhaps new training packages, new ideas from elsewhere in Kenya and beyond; stimulating the development of a local child rights monitoring network. The objective for the long term might be to help build a network which serves the members' interests in achieving improvements to the realisation of children's rights

**Annexes:**

**Annex 1. The Evolution of Plan’s strategic approaches and supporting systems**

**Plan International**

1996		<p>Identified 5 Domains for work, and 7 Principles to be consistently applied- to provide consistency in approach and to increase effectiveness</p> <p>5 Domains: Building Relationships; Growing up healthy; Learning; Habitat; Livelihood. Each domain has a Goal, a no of strategic objectives, and a set of impact indicators</p>
1999 –	<p><b>Plan Principles and Domains Guidelines</b>            Introduced the notion of Plan’s Core Programme, which formalised the ideas that had guided Plan’s operations for a long time, and ensures that a common critical problems affecting children are addressed in all communities where Plan works (all Plan sponsorship areas). Covered all four areas that Plan obliged to work on: health, watsan,education &amp; building relationships (mainly re sponsorship and dev ed).</p> <p><b>Corporate Planning Monitoring and Evaluation (CPME)</b> system introduced, along with requirement for country progs to develop Strategic Plans (<b>CSPs</b>).</p>	<p>These approaches formed the Programme Strategy from 1999 to 2008            This document provided Guidelines for each strategic objective. Suggested that these be used in programme planning.</p> <p>Also provides basis for the Corporate Planning and M&amp;E (CPME) system which included baseline indicators for each of the Domains.</p>
2003	<p>The Domains and Guidelines were complemented by <b>Plan Strategic Directions and Enablers</b></p>	<p>Talks of Plan as child centred community development organisation. Strategic directions: – talks of working in partnerships and alliances, and being a recognised voice (as well as child centred, long term commitment to children in poverty and building rels): Enablers: enhancing the global org, learning, IT.</p>
2003	<p>First step towards RBA: first articulation of <b>Child Centred Community Development</b></p>	<p>CCCD is a RBA in which children, families and communities are active and leading participants in their own development. Foundations: rights/principles, civil soc, scaling up. Cornerstone components: facilitating</p>

		participation, child centred progs, supporting groups and orgs, partnerships/networking/ rel building
2008	CPME replaced by <b>PALS (Programme Accountability and Learning System)</b> in order to align the programme management procedures with a RBA (CCCD)	
2010 (latest version)	Plans Programme Guide: <b>Promoting child rights to end child poverty.</b>	The Programme Guide replaced all previous strategic documents. Plan's response to changing environment: CCCD 'focuses on the structural causes of child poverty, gaps and violations of child rights – contextually relevant and pursued at multiple levels. Talks of Plan's 8 impact areas and the CCCD outcomes sought. Talks of 'benchmarks for Plan's Programme effectiveness. Outlines outcomes of Plans CCCD progs- amongst different actors (rights holders and duty bearers). PALS cycle.

## Plan Africa

		Plan started work in Africa in 1974, Ethiopia Evolution of programmes, 'from small independent field offices which provided financial support to needy affiliated families, Plan quickly moved to supporting community projects in the form of wells, schools, health and agriculture development that would benefit all members of the community.' (6) By 1984 ? talking of community participation, village committees to select, plan implement and manage projects.. Role of children evolving from beneficiaries to actors 1991 – 2 Regional offices (Dakar & Nairobi) established to support field offices. 1996 – Country offices were established in each country – as part of recognition of need for country strategies...
2002	Regional Framework: <b>Children in Africa: A Strategic Framework</b>	Using concentric circles to illustrate the 'needs' of the child: Four themes of the strategic framework: surviving and developing; protecting and

		<p>preventing; communicating and participating; learning and advocating.</p> <p>Three strategies: investing in human capital; building relationships and partnerships; learning</p> <p>This doc does not replace CSPs. These will be revised in light of this.</p>
2009	<b>Children in Africa. Plan's strategic framework for Africa</b>	<p>To guide Plan and its partners in programming for promotion and realisation of rights of children in Africa</p> <p>5 themes: survival and development; protecting and preventing children from harm; communicating and participating; learning and advocacy; good governance and social justice.</p> <p>Three strategies: <b>investing in human capital:</b> 'Plan will complement the efforts of governments, who as duty bearers are primarily responsible for the development of human capital; plan will work with children, governments and other partners to identify where help is needed, what works and how it will be done. <b>Investing in social capital:</b> 'plan will support the efforts of children...to build effective networks..; work in partnerships; make use of networks..</p>

**Annex 2: Compilation of list of villages taken from working data base of budget allocations and included as annex to Neolink Evaluation of 2001 (the only reference available on villages covered by the Plan programme in B&V)**

BURA	VOI
Bura – 1990 - 140 budget lines 1990-2001 <i>Project based case study in 2001 evaluation: Bamako Initiative support</i>	Bughule - 1998
Choke – 1993 - 60 budget lines	Bughuta – 1997 19 bl <i>Project based case study in 2001 evaluation: financial services and livelihoods</i>
Fighinyi – 1990 – 128 budget lines	Chawia – 1999 but see BURA listing
Godoma – 1990 - 25 bl	Debwa – 1991 – around 20 bl mixture
Iyale - 1993	Ikanga - 1997
Kidule - 1992	Jora – 1999
Kimangachughu - 1993	Josa - 1991
Kishushe – 1990 <i>Project based case study in 2001 evaluation: water and health</i>	Kambito – 1997 – had ROC training
Kitumbi - 1992	Kamtonga 1999
Lushangonyi – 1995 – no school?	Kasigau- 1999 five bl. Inc ROC. Gender.
Maghimbinyi - 1993	Kidaya – 1992 few bl
Maynard - 1990	Kighombo – 1996 few bl
Mbagha 1994 one project only – teaching aids	Kighononyi - 1997
Mbale – 1994 one project only – water tanks	Kipusi - 1991
Mghambonyi - 1992	Kirindinyi - 1999
Mlamba – 1995	Kironge - 1992
Mlechi - 1990	Kirutai - 1999
Mlughu - 1993	Kishamba - 1991
Mnamu - 1990	Kishau - 1992
Mnengwa -1990	Kiteghe – 1999
Mpizinyi – 1992 one project only, medical supplies	Makwasinyi - 1997

Mrabenyi – 1997 – one project only – sponsorship training	Mambura - 1999
Mrughua – 1990 141 budget lines, lots on sanitation etc	Mariwenyi – 1997 inc ROC. Less than 40 bl (which is more than above villages)
Msorongu- 1988 around 70 budget lines	Mazola - 1992
Mwakishimba - 1996	Mbololo – 1999 only three projects
Mwakitau – 1992 started with dairy goats. Around 80 budget heads, nothing on schools	Mengo - 1991
Mwambirwa – 1992 only two projects on medical supplies	Miasenyi – 1998 – mobile health clinic, and Bamako initiative
Mwanda – 1996 around 40 bl	Mkamenyi - 1999
Mwangea – 1992 lot on grain stores and harvesting training and business  Not much on education around 140 bl	Mkwachunyi - 1997
Mwanyalo – 1996 one project – text books	Mrabenyi - 1999
Mwaroko - 1992 not much on schools, mixture, less than 60 bl	Mrunu - 1996
Mwashuma – 1990 some sch, vocational tr, ECCD teacher tr 1999	Mwachabo – 1996 around 30 bl
Mwasoko – 2001 only one project, text books	Mwachache – 2000 only on e project, sust agric training
Mwatate - 1991	Mwachawaza - 1996
Mwavunyu – 1992	Mwakaleri - 1992
Ndumbinyi – 1995 mixture, inc ECCD training 1999	Mwakiki - 1999
Ngambwa – 2000 only on eproject, water tanks	Mwakinyungu – 1991 -
Ngolia – 1992 mixture, around 70 bl. Bit on schools	Mwakitutu - 1994
Ngongodinyi – 1994 around 10 bl	Mwambirwa – 1999 only 4 projects but one is establishment of FSA , and two are on sponsorship training & bikes
Nyache – 1989 grain stores, sanit, loans, water, seeds over 170 bl	Mwambota – 1995
Nyolo – 1990 mixture	Mwandala – 1993
Paranga – 1988 around 100 bl. More on health than others? ECCD too	Mwatate - 1998

Sangenyi - 1989	Mwatunge - 1994
Sechu - 1997	Mwachache - 1992
Shagha Shagha – 1990 around 100. Wat san, some agric	Mzwanenyi – 1993 inc ROC
St James – 1992 mixture around 70 bl	Ndile – 1997 few, inc ROC
St Johns – 1990 – around 100 mixture <i>Project based case study in 2001 evaluation: livelihood – animal husbandry/ dairy cows</i>	Rahai - 1992
Tausa – 1996 only two budge lines on scholarships	Rong'e - 1993
Vuria - 1997	Rukanga – 1998, inc establishment of FSA in 1998. But no ongoing support? Leadership tr for comm. projects, real mixture. <i>Project based case study in 2001 evaluation home improvement and sanitation</i>
Werugha Wumari 1992	Sasenyi - 1999
Wumingu – 1990 around 100 bl – inc prep of community development plans in 2001	Shelemba – 1992 inc support for Health Centre
Wundanyi - 1992	Sirenyi - 1991
Wundanyi HC - 1994	St Joseph's – 1991 around 60 bl which is a lot for Voi . <i>Project based case study in 2001 evaluation: school quality improvement/ renovation</i>
Zare – 1991 grain, sanitation, schools, training	Vichwala - 1992
	Voi – 1992 – only one project on medical supplies (2 bl)
	Wundanyi – 1999 only one project on teacher training

**ANNEX 3: Re-measurement in 2004 of data identified in baseline- not all indicators were measured**

<b>Corporate indicator</b>	<b>Domain</b>	<b>Bura</b>	<b>Voi</b>
Total families in Plan communities		5,866 No non-affiliated families	5,395 No non-affiliated families
% of mothers with children under 3 yrs who manage diarrhoea with ORT	<i>Growing up healthy</i>	100%	--
% children who are fully immunised before 1 <sup>st</sup> birthday		50	-
% mothers who have basic knowledge of HIV/AIDS and other STDs		25	-
% of families with children under 3 who take children with symptoms of malaria to qualified health practitioners		100	
% of families with basic knowledge to recognise 2 correct symptoms of malaria in adults and 2 in children		25	
% of SC (sponsored children) families with use of safe drinking water all year round	<i>Habitat</i>	23.08%	28.57
% of families in Plan communities with use of safe drinking water all year round		46.25	28.57
% families in Plan communities which dispose of excreta in a sanitary manner		92.31	100
% of families in Plan comm. Who have access to sustainable financial services	<i>livelihood</i>	33.33	25
% of families in PC who report an increase in household disposable income over the last 12 months		38.46	71.43
% families in PC with increased command over food as a result of improvements in the productivity of their farm enterprises		-	50
% families in PC acknowledging benefiting from Plan	<i>Building relationships</i>	100	100

ANNEX 4

## Analytical Framework for the Plan Post Intervention Study in Bura and Voi, Kenya

In this post intervention study, whilst accepting that for most of this period the Plan Programme was operating on a Needs Based Approach and, we intend to apply a Child Rights Focus. Thus we will be aiming to answer the following questions:

*What is the current situation of the community through a rights-based lens. This includes positive or negative changes within the specific thematic area related to programme objectives and positive/negative changes in terms of dimensions of child centred-ness, empowerment and participation, inclusion/non-discrimination, roles, capacities and accountability of government and of secondary duty bearers, CBOs etc.*

- *How has this changed over time?*
- *How does it compare with the initial situation?*
- *What are the main reasons for this change?*
- *What are Plan’s contribution to these changes?*
- *What are the communities thoughts/perception on the management of the phase out by Plan*

Below we present: The overarching conceptual framework for the questioning and analysis  
More detailed tools for use at each of the project locations included in the itinerary

### 1. Conceptual Framework: Key factors to note across all projects visited:

For each of the cross cutting core components aim to triangulate a duty bearer perspective (state actor, secondary/moral actor), a rights holder perspective (children, parents on the behalf of younger children and in their own right as citizens) and a civil society perspective (as an agent of change)

	<b>Duty Bearer</b>	<b>Right Holder</b>
	<ul style="list-style-type: none"> <li>• State actors, as primary duty bearers,</li> <li>• The community / family .. as secondary “moral” duty bearers</li> </ul>	<ul style="list-style-type: none"> <li>• The child, young person (and parents/communities)</li> <li>• Also recognise parent as proxy /co-claimant(advocate) for the very young child</li> </ul>
<b>Knowledge of Rights</b>	<p><b>Where from</b></p> <p>For each duty bearer that we meet, we aim to find out what opportunity to learn about rights (from the state, from NGOs),</p> <ul style="list-style-type: none"> <li>- what do you know about,</li> <li>- have you had any training,</li> </ul>	<p>For each rights holder that we meet it would be useful to know</p> <ul style="list-style-type: none"> <li>a. where they got their awareness of children’s and their own rights, and</li> <li>b. their experience in</li> </ul>

	<ul style="list-style-type: none"> <li>- any support,</li> <li>- how they feel about the rights,</li> <li>- what they see as the challenges</li> <li>- what has changed in their attitudes and behaviour towards children as a result of that knowledge</li> </ul>	asserting them
<p>Nb .. Suggest we are careful in the way that we ask about rights. If it's introduced too early into an interview it can bias the discussion. Much of what needs to be found out can be explored by using non rights vocabulary, leaving explicit questioning concerning knowledge of the UNCRC / ACRWC to the end.</p>	<p><b>What sort of knowledge/understanding</b></p> <p><b>On a continuum</b> <b>From:</b> .. indirect evidence .. knowledge of codes of practice/ practice standards based on rights .. but contextualised as “what are we expected to do” and what are we entitled to as citizens rather than “responsibility as a duty bearer” and our entitlements as rights holders in relation to state</p> <p><b>To</b> .. explicit reference being made to rights standards (UNCRC, ACRWC) .</p>	<p><b>On a continuum</b></p> <p><b>From</b> .. indirect .. eg aspirations, expectations, what do we feel we should enjoy (but not necessarily knowing the formal articles)</p> <p><b>To</b> .. explicit reference to rights.</p> <p>Also ... evolving capacities .. consider children on a continuum, by the age of 18 should have a good grasp of their rights.</p> <ul style="list-style-type: none"> <li>- Ideally rights should be known much earlier.</li> <li>- By 18 need to know in preparation for their role as parents of own children and their role as citizens.</li> <li>- Younger children rely on their parents as “co-claimants”. As they get older, this role should transfer to them.</li> </ul>
	<p><b>Civil Society</b> Evidence of a) knowledge/understanding of children’s rights, and b) of work to promote understanding of child rights either to duty bearers (state actors, moral actors) or rights holders (children’ children + parents) or promote change in practice on e.g., transparency, accountability, participation and inclusion – how do they actively link communities with local state actors; how do they see their own role/responsibilities?</p>	

Following on from assessment/analysis of the understanding and knowledge of rights the **application** of those child rights concepts and principles is expressed in the tables below.

<p><b>Attitudes to Children as subjects of rights</b>          “Children’s best interests a (the) primary consideration (art 3)”, maximum available resources to the survival and development of the child”,</p>	<p>Children as priority ... questions for decision makers</p> <ul style="list-style-type: none"> <li>- what are the biggest priorities for this community.</li> <li>- what are the biggest priorities for children</li> <li>- how are children seen in communities, as citizens, or as something else, insurance against old age, possessions, economic resources</li> </ul> <p>How has this changed over time, what was PLAN’s involvement at different points of time</p>	<p>Children’s / parents perspectives on the degree to which their / their children’s interests are, or are not prioritised (in general and in some of the thematic areas of health, education etc)</p> <p>How has this changed over time ?</p>
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<p><b>Children’s Participation</b>          Article 12 ++ :          1. Children’s Right to have their views taken into consideration in decision making          2. Linked Children’s rights, to associate, to information, to freedom of expression</p>	<p>What <b>opportunities</b> have been created to enable children to enjoy this right <b>in their community</b>. What is the capacity of duty bearers .. any opportunity to learn about Art 12 and relates rights (from the state, from NGOs), any training, any support, what experience, how they feel about the right, what they see as the challenges (nb ... process indicators)</p> <p>How have attitudes and practices on protection changed</p>	<p>What do children understand in relation to this right  <b>How do they experience this right in their communities</b>,          Typology .. child led, adult led, tokenistic etc (ref )          Have they had any support in developing these skills, by NGOs, by teachers, by parents.          What results ?</p> <p>(nb .. outcome indicators)</p>
	<p><b>What opportunities did the project provide</b> to communities and children in the process of the project .. design, implementation, evaluation. Does this still happen, any changes, why ?</p>	<p>Children’s experience of the implementation of the project</p>
	<p><b>Civil Society</b>          Evidence of a) knowledge/understanding of children’s participation rights, and b) of work to promote child participation either to duty bearers (state actors, moral actors) or rights holders (children’ children + parents).          What was PLAN’s role, have the programmes that they assisted in</p>	

	developing continued. How are they now. If they've changed, how
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<p><b>Protection</b></p> <p>To consider against any initiative where there is the potential for a protection aspect</p>	<p>What “systems” are in place to ensure that children are protected against acts against them:</p> <ul style="list-style-type: none"> <li>• Against violence, (sexual/physical)</li> <li>• Against exploitation</li> <li>• Against abuse</li> </ul> <p>How have attitudes and practices on protection changed (safe environment, harmful practice, violence/abuse, neglect)?</p> <p>Are there support mechanisms in place –someone they can go to; safe environment?</p>	<p>Children’s experience (raised in issues?)</p> <p>How do children find they are treated ?</p> <p>In school .. discipline (art 28(b), violence at home</p> <p>separate toilets at school</p> <p>Are children accessing/utilising support mechanisms?</p>
	<p><b>Civil Society</b></p> <p>Evidence of a) knowledge/understanding of children’s protection rights, and b) of work to promote child protection either to duty bearers (state actors, moral actors) or rights holders (children’ children + parents)</p>	

<p><b>Discrimination</b></p>	<p>What attitudes to discrimination/what level of mobilisation are evidenced</p> <p>What systems can we identify that identify and deal with issues of discrimination:</p> <ul style="list-style-type: none"> <li>• disability</li> <li>• gender</li> <li>• other .... ?</li> </ul> <p>Are there targeted efforts to reach specific marginalised groups?</p>	<p>Children’s experience (raised as issues)</p> <p>Can they see efforts to provide for the more vulnerable groups (can their disabled sibling go to school, etc)</p> <p>Can they see evidence / do they experience improved attitudes to discrimination</p>
	<p><b>Civil Society</b></p> <p>Evidence of a) knowledge/understanding of children rights to be protected from discrimination, and the operationalisation of this principle in ways of working (i.e. affirmative action or specific targeted interventions towards specific groups)</p>	

<p><b>Gender</b></p>	<p>What attitudes to gender are evidenced.</p> <p>What “systems” are in place to ensure that gender is factored appropriately into systems, attitudes etc</p> <p>How has the thinking about boy/girl/gender change over time</p>	<p>Experiences by boys, experiences by girls , what they perceive as changes in attitudes to gender discrimination, gender stereotyping</p>
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<b>Accountability</b>	<p>Witness of motivation, attitude to accountability</p> <p>What are the systems in place to deal with problems if they arise.</p> <p>Is there increased transparency in duty bearer processes?</p> <p>What (if any) was PLAN's involvement in developing systems</p>	<p>If there is a problem, how can this be raised, with whom.</p> <p>Is there increased access to information about what is happening/what duty bearers are doing and deciding?</p> <p>What has been the experience of systems of accountability .. is there evidence of children/parents holding duty bearers to account if they do not fulfil their responsibilities</p>
	<p><b>Civil Society</b></p> <p>Are there examples of civil society organisations involved in supporting children/children + parents to hold to account people or institutions.</p>	

<b>Family Environment</b>	<p>State actor/secondary duty bearer capacity to support the family Environment</p> <ul style="list-style-type: none"> <li>- family income</li> <li>- living environment</li> <li>- increased resilience against shocks and disasters</li> <li>- what changes can we see that will result in long term capacity of the family to support children</li> </ul>	<p>Children's experience (raised as issues)</p>
	<p><b>Civil society</b></p> <p>Are there civil society organisations who support family environment</p>	

## Specific Provisions ..

- Education
- Health and Nutrition/ Water and Sanitation
- ECCD

	<b>Duty Bearer</b>	<b>Rights Holder</b>
<b>1. Education</b>	<p>What attitudes/level of motivation to children's rights to education</p> <p>Capacity of system of education,</p> <ul style="list-style-type: none"> <li>• Infrastructure,</li> <li>• Financing (cost share ?)</li> <li>• Skills</li> <li>• Management</li> </ul> <p>Content .. holistic (art 29)</p> <p>Plus parents become 'soft' duty</p>	<p>Children's and parents as proxies for their children' experience of the education environment (quality, access)/ .. is there evidence of children/parents holding duty bearers to account if they do not fulfil their responsibilities</p>

	<p>bearers here as well. How has this been sustained ..</p> <p>Aspirations .. what should be</p>	
<b>2. Health, Nutrition, Water/Sanitation</b>	<p>What attitudes/level of motivation Capacity of system of ... ,</p> <ul style="list-style-type: none"> <li>• Infrastructure,</li> <li>• Financing</li> <li>• Skills</li> <li>• management</li> </ul> <p>How has this been sustained ..</p> <p>Aspirations .. what should be</p>	<p>Children's and parents' experience (quality, access) / .. is there evidence of children/parents holding duty bearers to account if they do not fulfil their responsibilities</p>
<b>3. ECCD</b>	<p>What attitudes/level of motivation to Early Childhood programmes Capacity of system/people to deliver</p> <ul style="list-style-type: none"> <li>- Collaboration between professionals</li> <li>- Partnerships</li> <li>-</li> </ul> <p>Aspirations .. what should be</p>	<p>Children's experience of ECCD / Parents experience of services/access provided .. is there evidence of children/parents holding duty bearers to account if they do not fulfil their responsibilities</p>

## ANNEX 5: Detailed tools for use at each of the project locations included in the itinerary

Each project represents an element of one of the Country Programme areas, except for the first (the CBO Federation). Whilst the CPO aims and objectives are generally broader than the projects we are visiting, it will be useful to measure the current situation against the relevant objectives of the CPO. We also have access to the mid term reviews of each of the CPOs (undertaken from 2003 – 2004), which will provide some additional information on the results for each CPO, although in general these results are for the whole country and do not focus on Bura and Voi regions.

Thus, we present the relevant CPO aims and objectives for each project, in order to provide a focus for understanding what the aims and objectives were for the period 2000 until the withdrawal period. The tools are designed to provide specific information from the project being visited, and how this relates to the objectives of the project/ programme area, and to provide information within the child rights lens, outlined above under section 1

### **For all projects we will be focussing on the following structure:**

What is the current situation of the community through a rights based lens – in terms of empowerment, child centredness and the role of government. How has this changed over time? How does it compare with the initial situation? What are the main reasons for this change? And what indications are there of Plan's contribution to these changes?

### **St John's/Mgange – Federation of CBOs:**

*This project does not relate specifically to any of the CPOs, but will provide an indication of the success of Plan in its capacity building work at individual Planning Unit level (where CBOs were established), and the sustainability of the model through the establishment of the Federation of CBOs. The questions below are designed to elicit this information. (Perhaps relates to CPO 5: Social and Cultural Development of the Child - Through this program Plan seeks to mobilize and organize Community Based Organizations in order to increase their participation in development activities. Under this program, Capacity building, Gender Equity, Children Participation and Rights of the Child and Building Relationships)*

We would like to meet with the Leaders and any staff members (if they exist) of the Federation of CBOs.

### **Semi- structured Interview with Leader/s – topics to cover:**

- History of the Federation of CBOs .. develop a timeline
- Membership – how village/sub location CBOs are members, and what is the representation structure
- Gender composition of members,
- Frequency of meetings – and issues that are dealt with at meeting
- Relationship with local government structures
- List activities .. how does this compare now to the period when PLAN was involved (use timeline).
- Issues they used to be, and are presently involved with relating to children .. examples of the sort of work that they do, who with, what change they sought/presently seek. (suggest we don't use the word rights until close to the end) . How, if at all has this changed, and why. History of gender dimension (use timeline)
- Success stories and challenges
- Have they accessed any funding for their work? Has any of the member CBOs accessed funding for its work.
- How have they seen children's involvement in decision making change over time (use of timeline)

- Thoughts and reflections on the roles that PLAN played in the past, on Plan's phase out process, and the role of organisations like PLAN in supporting community based organisations
- What has been the benefits for you of the engagement in this project (knowledge, capacity, opportunities, change in practice (e.g. towards their own children but also in the way they as CBO act towards the community)

### **Dairy Cows:**

**CPO 4 Family Livelihood** *Through this program Plan seeks to improve food security and to increase family incomes. The major focus is on sustainable agricultural production including environmental resource management, access to financial services and promotion of relevant vocational training for youths and adults: Objectives include: Increased food production; Improved children and family utilization of food; Increased household income; Increased access to savings and micro credit; Enhanced natural resource management by communities.*

### **Staff of Dairy cow project: semi structured interview**

- Current status of the Dairy Cow project (against initial objectives) – time line, past and current activities. How has this changed over time.
- Numbers of people who are members, gender, length of membership. How many new members join each year? How are members selected?
- Is there a CBO involved in running the project. History of this CBO (use timeline). Membership, length of membership, representation structure.
- Names of people who we can visit who are beneficiaries of the project
- What relationships does the CBO, project management have with the local government structures?
- What relationships (if any) does the CBO have with children/young people .. consulting, including children/young people's perspectives in decision making, planning
- Is there still evidence of Napier grass being cultivated for fodder?
- What has been the benefits for you of the engagement in this project (knowledge, capacity, opportunities, change in practice

### **Individual semi structured interviews with beneficiaries, or Focus Group Discussion with group of beneficiaries**

- Why did they want to become a member of this project?
- What was the application process
- When did they get their cow?
- Did they receive training on dairy cow husbandry? When was this training and who provided it? Was the training adequate to prepare them.
- What is the benefit of having the cow, to them, to the community?
- What difference did it make to their ability to support their children
- What do they use the milk for? How much does the family consume. How much do they sell?
- What mechanism is there for sharing the benefits more broadly in the community ( giving calves to neighbours etc)

What are the most important changes in livelihood/food security that has happened in terms of e.g. quality/access to services; attitudes/'practice in the communities and to children; new opportunities – what caused those changes either specific programmes or other events – and what was Plan's role, if any, in that

## **Lushangonyi – New School built by Plan:**

### ***CPO2: Friendly and Healthy Learning Environment***

*Through this program Improve completion of primary education, particularly for the girl-child, increase access to post-primary, improve the quality of formal education, increase access to adolescent health information including Reproductive Health services.*

*The objectives include:*

*To increase completion of primary education particularly that of the girl-child in Plan; To increase access to quality post-primary school education for qualified and needy foster children and their siblings in Plan areas; To increase the school quality status in Plan program areas; To increase access to adolescent health information and services particularly that relating to sexual and reproductive health (Including STI, HIV/AIDS) among pupils in Plan*

### **SSI with Head Teacher:**

- How long have they been at the school
- When was the school built? Where did children from this area go to school prior to the building of this school? .. use a timeline to map out different phases of the schools identity, key moments, key changes. When was PLAN involved, how is PLAN's involvement remembered. What was the nature
- How does this school compare with other schools he/she has worked in- both in terms of structures, culture and activities .. what is better, what is not so good. why
- Current numbers of students, girls/ boys (enrolment numbers, drop-out rate, both by sex). Is he/she aware of children who are not in school, what sorts of reasons?.
- Does the school have the teaching capacity / facilities to teach children with physical disabilities, all disabilities? Does the school welcome children with disabilities? How many such children attend the school? Is there a significant group of children with disabilities who are not in school? How can they be provided for?
- In his/her opinion – is the school well supplied (text books, maintenance of the structures etc). Has this changed over time, thoughts/ideas as to the reasons why
- How do they involve the children in the governance of the school? Is there a children's council or similar? If so, what is its structure, membership, girls/boys, minorities. Can s/he provide examples of how the work of the council impacts on the work of the school
- Is there a children's club, or similar, if so, who belongs, what do they do?
- Does the school cover hygiene education, and education on STIs and HIV/AIDS. If so, is this part of the curriculum of all schools in Kenya, or does this school do it differently?. What sorts of challenges do you/your teachers encounter with these subjects (looking for how much traditional/religious beliefs remain a key part of the environment)
- If a child was to experience abuse in the school, what are the systems available to deal with it?
- What is the school's policy on discipline (we should find out what the official government position on corporal punishment is beforehand). This may be quite a good marker on child friendliness). Has this changed over time, what are the reasons
- What has been the benefits for you of the engagement in this project (knowledge, capacity, opportunities, change in practice

- Examples (and names) of any children who have gone on to further education – can we visit any families of past students to trace the progress of some previous students?
- Can he/she arrange meeting with the following groups?

#### **FGD with staff**

- Repeat some of the questions above
- What sorts of initiatives do you associate with PLAN. Can we describe them in a timeline. What has happened in relation to those initiatives?
- What has been the benefits for you of the engagement in this project (knowledge, capacity, opportunities, change in practice)

#### **FGD with School Management Committee**

Numbers, occupations and sex of members of the SMC. A timeline on the history of the SMC, notable events, changes, phases.

- Have any of the current members been on the SMC for over 10 years (when Plan was still operational)
- What are the present duties and responsibilities of the SMC ... look for.. awareness of sensitisation to child rights aspects: eg the whole development of the child (physical, mental, moral and spiritual, the child's engagement with the wider community, children's contribution to decision making. How (if at all) has this changed over time. What are the reasons for the changes
- What training do members of the SMC receive? Who from? Is this training different from the training received in other schools in Kenya?
- Is there a Parent Teachers' Association in the school? If so, what are their activities and responsibilities. What is the relationship between the SMC and the PTA?
- If someone has a complaint, or wishes to raise an issue about education in the school, what are the means by which they can do this. Are there any examples of this happening ?. How was it handled
- What contact does the school management committee have with the student council
- In their opinion, does the SMS in this school operate differently from SMCs in other schools?
- If a child was to experience abuse in the school, what are the systems available to deal with it ?. Are there any examples that they can share.
- What is the school's policy on discipline (we should find out what the official government position on corporal punishment is beforehand). This may be quite a good marker on child friendliness)
- What dealings does the SMC have with the local education authorities? Are they able to lobby for funds/ maintenance, other issues .. how active are they .. from not at all to highly active.
- What has been the benefits for you of the engagement in this project (knowledge, capacity, opportunities, change in practice)

#### **FGD with Parent Teachers Association?**

- Members of the PTA. Numbers and gender and length of service. How are they chosen to be on the PTA?
- Roles and responsibilities
- Relationships with the SMC

- How does the PTA see the performance of the school, in meeting their children's education needs (cognitive, physical, moral), providing a safe place.
- If parents and/or children have problems which they want to raise with the school, where do they go to raise these issues?. Are there examples they can share of issues that the PTA has raised and seen the change they wanted, not succeeded.
- What has been the benefits for you of the engagement in this project (knowledge, capacity, opportunities, change in practice)

#### **FGD with Children's group (children's council, or club)**

- Membership of the groups – numbers, gender, (dis)ability how selected, length of service. A timeline .. can we describe how these changed over time
- Frequency of meetings .. now, in the past
- Typical agenda of meeting, activities of group, now, and in the past
- What benefit do they get from being part of this group? what benefit does the school get? What benefit does the community get?. Any case studies/examples
- What relationships do they have with the SMC, the staff, the headteacher?
- Is there any memory of PLAN's involvement, what is it

And then as a focus group to discuss issues facing children ...

- What will they be aspiring to for their own children
- What (if anything) will need to change
- How do they think this change might happen .. who will take responsibility, will they have a role in bringing change, how will that happen

#### **FGD with current parents who were children at the school previously**

- What are their memories of being at this school?
- Do they feel that this school is different from other schools in the area?
- How do they see this schools performance, now, in the past .. how does it compare. If its changed, what reasons do they think
- Were they involved in particular groups, activities? Can they discuss what groups and activities existed and what they did? (prompt: children's Council; Children's Club; extra curriculum activities; health, hygiene, STI education.
- Do they have any memories of PLAN's involvement?
- How do they feel their experience at the school has prepared them for being parents?. To what do they aspire for their own children. How does this differ from their own parents' expectations? (nb ... this is an indirect way of ascertaining rights they would anticipate their children enjoying, we could follow this up by asking about how they see the possibilities / likelihood of change happening, and conclude by finding out how much they know about children's rights.
- When they were at school were they made aware of children's rights?. How do they understand
- Has anything changed for you in terms of knowledge, capacity, opportunities, change in practice /attitude towards your children/in the family (gender relations, support to children, girls education?)

#### **Observation:**

- Number of class rooms
- State of the classrooms, structural and furniture
- Number of latrines, boys and girls separate ?
- State of the latrines

- Provision of water – maintenance of water supply

## **Bura – 1 day; Kwamanangwa health centre**

### **CPO 1: Healthy Family for Child Survival and Development**

*Through this program, Plan seeks to reduce incidences of childhood mortality, increase the access to quality prenatal, delivery and post-natal care for women and improve the knowledge levels of mothers and positively influence change in sexual behavior. The objectives of this programme included: Reducing the incidence of childhood illnesses over five years; Increasing access to prenatal, delivery and postnatal care of women of child bearing ages in Plan sites; Increasing contraceptive usage amongst men and women of reproductive age in Plan areas and positively influencing changes in cultural practices such as FGM, widow inheritance and girl child marriage; Increasing access to ECCD for children 0-6 years in PLAN areas including children with special needs; Improve the knowledge level of mothers and their access to quality STI treatment and control services to positively influence change in sexual behavior practices in relation to STI, HIV/AIDS in Plan areas*

#### **SSI with senior staff member**

- Structure of management of the Health Centre
- History / Timeline of Plan's role in setting up the Health Centre
- Compare with CPO objectives ... what is the current status of Health Centre: services provided; hours of opening; data on use (attendance data etc)
- Is the Health Centre accessible to all in the village/ wider area? What are the numbers of people in the catchment area, can they share details about usage and possible barriers to usage such as costs, distance, etc? What are the provisions for especially vulnerable groups or special needs?
- What sort of additional activities are undertaken at the health centre? (educational activities; meeting place for particular groups, etc.)
- Source(s) of support for the Health Centre –

#### **FGD with Health committee**

- Composition and role and responsibilities of the Health Committee. Membership, by gender, length of membership, which groups are represented (transparency/accountability?etc.
- History of the Health Committee (use timeline) . When it was established. What was its original role? How has this role changed over the years?
- Who is involved now, representation from which ministries, CBOs etc ,
- What relationships do they have with the local government structures?
- What support did the Health Committee get from Plan. What do they feel about the support received from Plan? What comments do they have on Plan's phase out process?
- If someone raises a problem, how is it dealt with ?
- Current achievements and challenges
- What has been the benefits for you of the engagement in this project (knowledge, capacity, opportunities, change in practice

#### **FGD with Community Health workers**

- Numbers of CHW, how long worked here, gender, roles and responsibilities
- How many of them were here when Plan was in the area?

- What do they feel is different about this Health Centre, compared to others they know, if anything?
- How is the community involved in the management of, or how are they able to influence the activities of, the Health Centre. What are the successes and challenges of their work
- What has been the benefits for you of the engagement in this project (knowledge, capacity, opportunities, change in practice)
- What has changed in the general health conditions/services, what causes that and what was Plan's role (if any)?

#### **SSI/ FGD with Staff**

- How do the staff enjoy working in the Health Centre? Has any of them worked in any other Health Centre? If so, is there anything different about this one?
- What services do they provide for mothers and children; are they trying to involve husband/fathers in this?
- Do they have any educational services?
- How does the health of children in this village/ area compare with that in other villages/areas? Are there particular problems here? How are problems overcome?
- Does any staff member remember when this Health Centre was established? Do they remember the role of Plan in setting up the centre. What is their opinion of how the Health Centre was set up
- What has been the benefits for you of the engagement in this project (knowledge, capacity, opportunities, change in practice)

#### **SSI/ FGD with People who worked with Plan – CBO leaders and volunteers.**

- Which CBO leaders were involved with the establishment of the Health Centre
- How was it decided to set up a Health Centre
- What was the role of Plan in setting up this Health Centre
- Did they have plans for making this health centre different from others that they know?
- Where did such ideas come from?
- What do they think of the Health Centre now
- If something goes wrong, if you want to raise a complaint or get something changed, who do you go and see
- Do they have comments on the Phase-out process of Plan?
- What has been the benefits for you of the engagement in this project (knowledge, capacity, opportunities, change in practice)
- What has changed in the general health conditions/services, what causes that and what was Plan's role (if any)?

### **Kishushe – Water and sanitation**

#### ***CPO 3: Family and Community Basic Services***

*Through this program Plan seeks to increase access to safe water, basic hygiene, sanitary facilities and essential services, construction and rehabilitation of water systems and environmental sanitation and home. The objectives for this programme include: To increase access to safe water sources for communities in Plan programme areas and to increase access to basic hygiene, sanitary facilities and essential services from 12.8% to 29% in Plan program areas in the 3 years of the program.*

#### Chief – Courtesy call

- What has changed in the general water/sanitation conditions/services, what causes that and what was Plan's role (if any)?

#### **Water management committee**

- Composition of WMC, members, how selected, gender, length of service
- Role and responsibilities of the WMC
- Frequency of meeting
- Does this WMC operate in a different way from other villages that they know about?
- Successes and challenges of the operation of the water delivery system
- Are there sections of the village which are not adequately served by the water system. If so, how do they intend to improve the system to meet the needs of those areas?
- Do they manage to collect user contributions as required?
- If users have problems with the system, what is the procedure for raising the problems with the committee?
- Perceived support/accountability for water from local government?
- What has been the benefits for you of the engagement in this project (knowledge, capacity, opportunities, change in practice)

#### **Transect walk from water intake along pipeline to water kiosks**

- Observation on state of maintenance of the system
- Observe collection kiosks – are they being used? Who by? What do users think about this system? Is it well maintained? Are there problems with the water supply? If there are problems, how do they bring this to the attention of the Water Committee/ other authorities.

#### **Separate FGD for Women**

- How do they find the water supply provided by Plan?
- Who collects the water for their household, and how often? How do they store the water?
- What was it like when they were children? What were the issues then, what are the issues now?
- How would you like this to be when your children have their own children, how will this happen?
- Sanitation and hygiene (e.g. household latrine – open defecation)?
- Has there been any change in health of children/parents e.g. diarrhea and other water borne diseases?
- What has been the benefits for you of the engagement in this project (knowledge, capacity, opportunities, change in practice)

#### **FGD for Men**

- Timeline ...
- How is the water system maintained? What involvement do they have in ensuring that the water system is maintained? Do they have access to the WMC? Does the WMC have good relations with the District Water authority?
- Sanitation and hygiene (and who are allowed to use the latrines?)
- What has been the benefits for you of the engagement in this project (knowledge, capacity, opportunities, change in practice)

#### **FGD children (older, younger) on hygiene**

- What do the children know about the problems of using dirty water?
- How do they ensure that the water that they and their household uses is clean and is kept clean?
- Where do they get their information about the importance of observing hygienic practices (including open defecation?) ?
- Do they wash their hands after using the latrine, after changing a baby, before preparing food?
- Are they involved with any child groups in the village, if so, which ones?
- What has been the benefits for you of the engagement in this project (knowledge, capacity, opportunities, change in practice

#### **observation**

apart from transect walk – is there a sanitation system to inspect?

### **Mwatunge – Youth Group**

*This probably relates to CPO 5, see above*

#### **FGD with members of youth group and or semi structured interview with Youth Group Leaders**

- History of the youth group – time line, PLAN's involvement
- Why was the youth group set up?
- Past / Current management structure. How (if at all) has it changed, why
- Membership – numbers, gender, length of membership, how do people join, why do they join
- Past / Current activities. How (if at all) has it changed.
- Relationship with other actors – youth groups, authorities etc
- What has been the benefits for you of the engagement in this project (knowledge, capacity, opportunities, change in practice on e.g. gender, SHR)Role of Plan in establishing the group
- Thoughts on Plan's phase out process

### **Bughuta – Financial Services Association and ECCD**

*These projects relate to CPOs 4 (Livelihoods – see above), and CPO 2 (Learning)*

#### **Financial Services Association:**

##### **SSI/FGD Staff of Financial Service Association**

- History of FSA .. a timeline .. key events, nature of PLAN's involvement.
- Numbers of members when set up, and numbers of members now
- History / present Gender composition of members
- History / present How are members selected
- What responsibilities do members have, has this changed over time. What was it when PLAN had involvement, what remains of this
- How are loans allocated,
- What sort of contributions are made by members
- What is the repayment procedure

- what is their repayment record
- what sorts of things do people take loans for? Can use this as a bridge to exploring what members have to pay for, are there things that they have to pay for which they shouldn't (we need to know the policy on school fees/contributions to school infrastructure etc)
- Increased capacity – able to cater for different groups?
- What has been the benefits for you of the engagement in this project (knowledge, capacity, opportunities, change in practice)

### **Board Members**

- History/present ... How are Board Members selected? Composition, gender, length of service, roles and responsibilities
- What, in their opinion, are the benefits has the FSA brought to the village
- Can all groups of villagers become members (are there any groups who cannot become members)
- How does this FSA differ, if at all, from other micro credit groups that they might know about?
- What was Plan's role in establishing this FSA.
- Do new Board members receive training, and if so, who organises and gives the training?
- What has changed in the general economic security situation, what causes that and what was Plan's role (if any)?

### **SSI with Beneficiaries**– depends on timing

- How long have they been a member of the FSA
- How much do they contribute to the group, and how often
- How many loans have they taken, for what purposes and what benefits has that brought (if any)?
- Do they find the rules of the group equitable? Can they see any way to improve the running of the group?
- What do they remember of Plan's role in establishing the group?
- What has changed in the general economic security situation, what causes that and what was Plan's role (if any)?

### **ECCD**

*The specific objective relating of CPO 2 which relates to ECCD states that the programme aims to increase access to early Childhood Care and Development (ECCD) programs for children aged 0-6 years including children with specific needs in PLAN areas from the current 30% to 80% in the next 10 years.*

### **SSI/FGD Teachers –**

- Describe the ECCD programme in this village .. how is it organised, what does it include. Look for ... joined up approach with different professionals, recognition of the individual child in procedures . History .. how does this compare with the past, have there been developments, have some aspects been dropped off
- History/present How many pre school children attend, girls, boys
- History /present What proportion (approximately) of the villages pre school children of eligible age attend
- How do they attract children to the programme? could they take more children, or are all places taken

- How is ECCD funded ... Does the school receive additional funding from government for the running of the ECCD programme .. how does this compare with the past
- What training do teachers receive for working with pre-school children. Is this sufficient
- Do they see a difference between children who attend the pre-school programme and those who do not, in the first year of primary school?
- What do they feel about the ECCD programme, its benefits for children, the way it works?
- Do they remember Plan's role in setting the programme up, has it changed since then, why?
- What has been the benefits for you of the engagement in this project (knowledge, capacity, opportunities, change in practice towards children - do they see any change in practice among parents?)

**SSI with Head teacher in primary school –**

- Do they see a difference between children who attend the pre-school programme and those who do not, in the first year of primary school?
- What do they feel about the ECCD programme?
- Do they remember Plan's role in setting the programme up?
- What has been the benefits for you of the engagement in this project (knowledge, capacity, opportunities, change in practice towards children - do they see any change in practice among parents?)
- 

**FGD with Children and parents/mothers?**

- How long has their child been in the ECCD programme
- Do they have other children who attended this programme
- What are the benefits they see from their children attending the programme
- What would they like the ECCD programme to include/to further develop
- What has been the benefits for you of the engagement in this project (knowledge, capacity, opportunities, change in practice towards children - e.g. harmful practices, health seeking behaviour, support to children; men's involvement?)

## ANNEX 6: Itinerary for Post Intervention Study

Place	Projects and tools	Date/Day/Time	Contact person	Position
Wundany	Location of local government offices  Courtesy calls	Monday 23 <sup>rd</sup> 2.30pm	Mr Rotich	DO 1  Divisional
	Key informant interviews	Tuesday 23 <sup>rd</sup> 8.30am	Ms Eunice Mwandime	Agricultural Officer
St John's	St John's school  and case study	Tuesday 24 <sup>th</sup> 2.00pm		Head teacher
	Federation of CBOs  Dairy cows  FGD and case study	Wed 25 <sup>th</sup> 8.00am	Mr Kera	Chief Mgange location
Lushangonyi	New school built by Plan  SMC  Head teacher	Thursday 26 <sup>th</sup> 8.30 am		Head Teacher
	Ex children/ now parents  Tracer study?  FGD  Observation	Friday 27 <sup>th</sup>  Sat 28th	Mr Kera	Chief Mgange location
REST		Sunday 29th		
Bura – Kwamngwa health centre	Health committee  Community Health workers  Staff  Local leaders/ chief  People who worked with Plan – CBO leaders and volunteers	Monday 30 <sup>th</sup> May 8.30 am	Mr Crispus Munyika	Chief Mwakitao Location
Kishushe	Water and sanitation  Chief  Water management committee  Transect walk from water intake along pipeline to water kiosks  FGD, women, men	Tuesday 31 <sup>st</sup> 8.30 am  Wed June 1st	Mr. Meso	<ul style="list-style-type: none"> <li>• Chief Kishushe Location</li> <li>• Head Teacher</li> </ul>

	FGD children (older, younger) on hygiene observation			
Mwatunge	Education Office (data)	Thurs June 2 <sup>nd</sup> 8.45 am	Ms Agnes Mr Raymond	Secretary AEO
	Children's Office	9.00 am	Mr Mbaruku	Children's Officer & Former Plan Volunteer
	YATTA	11.00 am	Ms Hannah	YATTA Coordinator & Beneficiary
Bughuta	FSA Staff Board Beneficiaries  ECCD Teachers interviews Head teacher in primary school	Friday 3 <sup>rd</sup> 8.30 am	Mr Miring'u  Mr Johana	D.O Nyangala Division (Courtesy call)  Chief Bughuta

## ANNEX 7 Children's views relating to series of questions and discussion points

Question	Response	
	St John's Primary School	Lushangonyi Primary School
Who is a Child?	<ul style="list-style-type: none"> <li>• A child is a person below age 18 years.</li> </ul>	<ul style="list-style-type: none"> <li>• A child is a person below age 18 years.</li> </ul>
When you were young and at home what did you like from your parents?	<ul style="list-style-type: none"> <li>• Education</li> <li>• Food</li> <li>• Provided with shelter</li> <li>• Clothing</li> <li>• Security</li> <li>• Protection</li> <li>• Training us to be well behaved / disciplined</li> </ul>	<ul style="list-style-type: none"> <li>• Being carried</li> <li>• Bathing service by parents</li> <li>• Suckling</li> <li>• Clothing</li> <li>• Being fed</li> <li>• Accompanied by parents for treatment</li> <li>• Nice cooked food</li> <li>• Escorted to school</li> </ul>
What did your parents miss as children that you are enjoying now?	<ul style="list-style-type: none"> <li>• They did not easily access school</li> <li>• Dropped out of school due to lack of fees</li> <li>• Walked long distance to school</li> <li>• Slept on skin beds</li> <li>• Did not have good lighting system for their studies</li> </ul>	
While at School what do you like?	<ul style="list-style-type: none"> <li>• Education and books for reading</li> <li>• Discipline by teachers</li> <li>• Guiding and counseling</li> <li>• Rewards when we perform well- e.g. gifts like plates umbrellas</li> <li>• Chance to play games like rope skipping, high jump</li> </ul>	<ul style="list-style-type: none"> <li>• Drinking porridge/ uji</li> <li>• Making friends</li> <li>• Learning</li> <li>• Reading</li> </ul>
What would you like your children to get?	<ul style="list-style-type: none"> <li>• To be richer than us</li> <li>• Live better than us</li> <li>• Well behaved.</li> </ul>	<ul style="list-style-type: none"> <li>• Good education</li> <li>• Good life</li> <li>• Good care</li> </ul>
What don't you like/problems experienced?	<ul style="list-style-type: none"> <li>• Shortage of food</li> <li>• Lack of school funds</li> <li>• Shortage of paraffin for studies</li> <li>• Over working- child labour</li> <li>• Abuse by other children</li> <li>• Theft by other children in school</li> <li>• Insufficient learning materials and reading books</li> <li>• Punishment when you go wrong.</li> </ul>	<ul style="list-style-type: none"> <li>• Backbiting</li> <li>• Insults from elders</li> <li>• Tribalism</li> <li>• Being bitten</li> <li>• Washing clothes</li> <li>• Overworked with domestic chores</li> <li>• Being left alone at home by parents</li> <li>• Being stopped from attending school</li> </ul>

Challenges faced	<ul style="list-style-type: none"> <li>• Not properly understanding lessons by teachers</li> </ul>	<ul style="list-style-type: none"> <li>• Not understanding teacher's lessons</li> </ul>
What don't you want your children to experience?		<ul style="list-style-type: none"> <li>• Sent home because of lack of fees</li> <li>• Not completing home work</li> <li>• Missing lessons</li> <li>• Not getting rights- free from child labour</li> <li>• Not getting chance to worship</li> <li>• Right for movement</li> <li>• Right to freedom</li> <li>• Right to education</li> </ul>
While at home who do you report your issues to?	<ul style="list-style-type: none"> <li>• Report to chief through parents ( our chief is Mr Mwakera)</li> <li>• Village elder</li> <li>• District Officer</li> <li>• District Commissioner</li> <li>• Police.</li> </ul>	<ul style="list-style-type: none"> <li>• Parents</li> <li>• Guardian</li> <li>• Leaders</li> </ul>
While at school who do you report your issues to?	<ul style="list-style-type: none"> <li>• Teachers</li> <li>• Parents</li> <li>• Education officers</li> </ul>	<ul style="list-style-type: none"> <li>• School/Class prefects</li> <li>• Teachers</li> <li>• Head teacher</li> </ul>
Do they listen to you?	<ul style="list-style-type: none"> <li>• Yes</li> </ul>	<ul style="list-style-type: none"> <li>• Yes</li> </ul>
When you report to parents, chief and your case is not addressed what would you do?	<p>We involve more people and institutions like:</p> <ul style="list-style-type: none"> <li>• Children office</li> <li>• Other chief's office staff</li> <li>• MOE offices like DEO.</li> </ul>	<p>We inform:</p> <ul style="list-style-type: none"> <li>• Teachers</li> <li>• Neighbors</li> <li>• Friends</li> <li>• Relatives like uncles and aunties</li> <li>• School chairman</li> <li>• School sponsor- priest</li> </ul>
Are there children who are not attending school?		<ul style="list-style-type: none"> <li>• Children answered – None</li> </ul>
What would you do when you discover a pupil not attending school?		<ul style="list-style-type: none"> <li>• We report the matter to the Head teacher and chief.</li> </ul>
Who do you admire as children? After School when you grow up what will you do?	<ul style="list-style-type: none"> <li>• Being a doctor, Nurse, Teacher, Engineer</li> </ul>	<ul style="list-style-type: none"> <li>• We will look for employment</li> <li>• Marry</li> <li>• Become doctors</li> <li>• Nursing</li> <li>• Teachers</li> <li>• Engineers</li> </ul>

## ANNEX 8: List of People Interviewed/ attending focus group discussions

	<b>Name</b>	<b>Position</b>
<b>Wudanyi Local Authority</b>		
	Paul Rotich	District Officer 1
	E P Mwamburi	District Water Officer
	Constance Mwameso	Public Health Dept
	Philp Mustoka	District Development Officer
	Margaret Jefwa	District Agricultural Office
	Eunice Mwadime	Divisional Crop Officer
	Samuel P Mjomba	TAC Tutor
<b>Mgange Location</b>	Fabian Kera	Chief
	Adline Zighe	Assistant Chief
<b>St John's CBO</b>	Renson Mwanyalo	Member
	Clement Lanjo	Member
<b>Iyale CBO</b>	Chrispin Mwaisegal	Member
	Nicholas Wandago	Member
<b>St John's Primary School</b>	Francis Kibwana	Deputy Head teacher
	12 children	Classes
<b>Federation of CBOs, Mgange Location</b>	Francis Mwashinga	Chairman, Federation of CBOs
	Salome Ngeh	Vice Chairlady, Federation of CBOs
	Mercy Msagha	Treasurer, Federation of CBOs
<b>Meeting of PU members/ interested parties</b>	Flora Mwambowu	Chairlady, Lushangonyi PU
	Carolyne Nyambu	Secretary, Lushangonyi PU
	Faustin Tengia	Secretary, Mwangea PU
	Renson Mwanyalo	St John's PU member
	Fabian Kera	Chief, Mgange Location
	Mary Nyangala	PU Member, Lushangonyi

	Calistus Mwande	Secretary, Lushangonyi PU
	Nicholas Wandago	Iyale PU member
	Nicholas P. Mwadime	Councillor Mgange/Mwanda ward
<b>Ndolwa Water Committee</b>	Timothy Matumainwi	Chairman
	Venant Poisa	Treasurer
	Ernest Mwawasi	Member, water project
	David Righa	Member, water project
<b>St John's Dairy committee</b>	Granton Kalima	Chairperson
<b>Lushangonyi Primary School</b>		Head teacher
	Gaspariy Mwaludindi	SMC Chairman
	Holiness Mwachofi	SMC Treasurer
	Margaret Maghamga	SMC Member
	Josphine Kalela	SMC Sponsor
	Rosina Njumwa	SMC Member
	Crispin Moses Mwakio	SMC DEB Member
	Timothy Mcharo Mwashori	SMC Member
	Habel Mwadime	SMC Secretary
	Francesca Mwamburi	SMC Member
	Elizabeth Mwangangi	Teacher
	Margaret Wughanga	Teacher
<b>Lushangonyi sub location</b>	Fabian Marashu	Farmer (ex teacher) Father of sponsored child
	Irene Marashu	Farmer, (ex teacher) Mother of sponsored child
	Emmanuel Nyambu	Ex sponsored child
	Gaspariy Nyambu	Father of above
	Mary Nyangala	Member of CBO Federation committee, and beneficiary of Dairy Cows project in Lushangonyi sub loc.
	Aguella Mwandwara	Mother of sponsored child
	Agripina Mwasaghua	Mother of sponsored child,

		beneficiary of Dairy Cow project in Lushangonyi sub location
<b>Divisional Livestock Department, Wudanyi</b>	Mwamsogho	Divisional Livestock Extension Officer
<b>Mkamenyi Women's Group</b>	Zainabu Mwandembo	Chairperson
	Peris Mwake	Secretary
	Dominica Wakio	Vice secretary
	Florence Muoi	Member
<b>Mwakitau Location</b>		
	Crispus Sio Mumtika	Location Chief
<b>Kwamnagwa Dispensary staff</b>	Grace Mutungi	Nurse in charge
	Anastacia Rehema	Treasurer
	Priscilla Mwamburi	Nurse
	Alfred Mwandairo	Lab technician
<b>Kwamnagwa Dispensary Management Committee</b>	Anthony Mshila	Chairman
	Joseph Mwawuru	Member
	Jackson Kashere	Member
	Oblih Mwatabu	Member
	AnastaciaRehema	Treasurer
	Grace Mutungi	Secretary
<b>Moi Junior Support Group (for HIV/AIDs awareness &amp; support).</b>	Elizabeth Awuor	Co-ordinator Mwakitau Location
	Simon Mtua	Chariperson
<b>Youth Group: currently seeking registration: Talent Nurturing Academy</b>	Mark Mshila Mwawnghanga	
<b>Village elders from 3 sub-locations in Mwakitau Loc. Each elder from a different village</b>	Philip Kirigha	Godoma sub location: Kazamoyo
	Muvudi Mwangoo	Godoma SL: Kwandoto
	Alex Shuma	Mwakitau SL: Mwangere

	Francis Munyika	Mwakitau SL: Manginyi
	Daniel Mwasuku	Godoma SL: Ghana
	Manyatta Ndole	Godoma SL: Kandala
	Mwanchofi Ngona	Godoma SL: Kwamnengwa
	Jackson Mayhanga	Godoma SL: Wandoka
	Rose Chao	Godoma SL: Mshodi
	Jane Mwalimu	Godoma SL: Maribongonyi
	Phidelis Choloji	Godoma SL: Vikorowenyi
	Clavery Mshila	Godoma SL: Kizingo
	Clavery Wanyigha	Godoma SL: Kinyungunyi
	Mwangoma Mtoto	Godoma SL: Bengi
	Robert Mwamachi Shena	Assistant Chief, Godoma SL
	Emmanuel Msafari	Godoma SL: Mwashoti
	Matunda Kisaka	Mwakitau SL: Chereghe
	Sylvester Ngoma	Mwakitau SL: Latika/Chakone
	Swalehe Mghas	Godoma SL: Kagendo
	Francis Mwanyimba	Mwakitau SL: Msorongu
<b>Plan Village Project Committee</b>	Hanna Mwakudwa	Mwakitau: Chereghe
<b>Plan PU CBO Committee</b>	Jacinta Mwasaru	Godoma: Kaza Moyo rep.
	Rose Mwangoi	Chairperson Godoma SL: Mshori
	Phoebe Kombo	Secretary Godoma SL: Ghana
<b>Water committees from different villages in 3 sublocations in Makitau Location</b>	Nemence Nyambu	Assistant Chief Mlughu-Mwashuma SL
	Mrs Kamene Kioko	Mwakitau SL: Msorongu
	Mrs Sio Mwaigho	Godoma SL: Mwashobi Benghi
	Baltazary Mgathi	Makitau SL: Ovasia
	Kishika Mghanga	Godoma SL: Godoma

	Charles Mwatame	Makitau SL: Makitau
	Thomas Mchanayi	Makitau SL: Mwaktau
	Juma Mangi	Makitau SL: Mwaktau
	Beatrice Malema	Godoma SL: Godoma
	Clavery Mshala	Godoma SL: Kizingo
	Swaleh Mghanga	Godoma SL: Kanjiado
	Julius Mnangoa	Godoma SL: Kilingonyi
	Ismail Njugemtoto	.....: Ngodomi
	Bernard Ndole	Godoma SL: Maribongonyi
	Paul Mwandigha	.....: Kilingonyi
	Joseph Mwachia	Godoma SL: Kazamoyo
	Stephan Krigha	Godoma SL: Mshori
	AlfredyMwanasi	Godoma SL: Maribongonyi
	Stephen Mwaranghi	Godoma SL: Kazamoyo
	Harrison Dea	Godoma SL: Kazamoyo
	Herman Mrombo	.....: Mombota
	Daniel Mwamburi	Godoma SL: Wadoka
<b>Kishushe Location</b>	Joseph Meso	Chief
	David Mwandaghina	Assistand Chief, Kushushe SL
<b>Daku Mbulia Water Committee</b>	Ronald Mwandaghina	Chairman
	Jane Mwero	Chairlady
<b>Sanganyi/Kishushe Water Committee</b>	Hamilton Matata	Chairman
	Nicholas Niganga	Member
	Flora Janwara	Rep from Ngongodinyi Primary
<b>Mwatate Division/District Area Education Office</b>	Raymond Watee Mwalugha	Area Education Officer
	Agnes Mwachombo	Area Education Secretary
	Alice Wandigi Mwakiridia	Dicele Programme Officer
	Jones Nyange Mjagha	Dicele Trainer
<b>Children's Office</b>	Regina Mkang'ombe Mwadime	Children's officer Mwatate

		Division/District
<b>Youth &amp; Aids Taita Taveta (YATTA)</b>	Paul Olinga	Co-ordinator
	Harry Mwamjala	Board member
	Habel Mwakio	Programmes Officer
	Hannah Sau Mwachugu	ProjectManager
	William Mwang'ondi Mwaura	Support staff
<b>Buguta sub-location</b>	Johanne Mwamburo Mwazale	Assistant Chief
	James Nyale Kitanyi	Former Assistant Chief
<b>ECCD teachers from 13 pre-schools</b>	Mupa Ndegwa	Sasenyi Pre school
	Margret Munga	Sasenyi PS
	Luciana Mwachoki	Mkamenyi PS
	Grace Marami	Buguta PS
	Caroline Mbajo	Mwambani PS
	Valentine Chanya	Wisdom PS
	Gloriah Mshambala	Manghana PS
	Agnes Kanungu	Buguta PS
	Taifa Rurumo	Mwangaza PS
	Christine Mkala	Kisimenyi PS
	Gladiness Mbondo	Kwimenyii Lutheran PS
	Alfridah Mwatsaka	Mkamenyi PS
	Christine Musembi	Kisimenyi PS
	Anne Besa	Mlimani PS
<b>Buguta Primary School</b>	Miriam Kioko	Senior Teacher
<b>Buguta Financial Services Association</b>	Joyce Bruce	FSAManager Buguta/ Voi
	Miriam Mkiatibo	Cashier
	Lawrence Mbuayuwe	Board Member
	Lilian Mlaghui	Chairlady
	Menza Kitsunyu	Board Member

## ANNEX 9: Plan Office Structures in Bura and Voi

### Prior to 1997

The office was in Wudanyi, and Plan was working in 5 locations. It had field staff (called Community Development Workers, CDW) placed in the locations, whose responsibility was to invite children from the school in the location to join the sponsorship programme, and then to liaise with the school and families of sponsored children in order to identify projects and ways of supporting the school and the sponsored children's families. There tends to be one school in each location, although some locations have more than one school. Field staff were located in the locations according to numbers of schools and size of catchment areas.

Location	Number of CDW
Kishamba	2
Kishushe	1
Maktau	1
Ronge Juu	1
Ronge Kati	2

CDWs reported to one of 2 Field Supervisors based in the office. In addition, the office at Wudanyi employed a Water Engineer, a Health Co-ordinator, a Construction Engineer, Donor Service Co-ordinator and Donor Service Clerks.

**After 1997**, the office in Wudanyi was closed and two offices opened to serve the work in Bura and Voi. The offices were located initially in Bura and Voi, and then the Bura office re-located to Mgange Location in 1999/2000, although it was still known as the Bura Office.

### Bura Office

The Bura office supported Plan's work in 6 locations, and the staff located in the locations became known as Programme Officers instead of Community Development Workers. The way that they worked also changed: whilst they were still responsible for identifying and supporting the support for sponsored children and the schools, they now held a budget for use in the location. The Bura office was covering the following locations where the Programme Officers were based.

Location	Number of Programme Officers
Bura	2
Kishushe	1
Mwakitau	1
Mbale	1
Mgange	2
Wumingu	1

After 1997, the Technical Support staff were based in the Programme Area Office in Mombasa, as advisors. The support staff at the Bura office consisted of the Programme Unit Manager and a Secretary.

**Voi Office:** It has not been possible to find this information about the Voi office