

# APRIRE:

## Foster Care, Prevention, Rehabilitation and Reintegration for a Future to Vulnerable Children in Kenya

### End-term Evaluation

Final Report

Submitted on November 29<sup>th</sup>, 2021  
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# APRIRE Project

## End-term Evaluation – Final Draft

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This report is a product of Environomica Consulting authored by the consultants, Mr. Michele Galli, and Mr. Bosco Kasundu pursuant to Fondazione Albero della Vita (FADV) - Tree of Life signed on 7th October 2021, for the Aprire project funded by the AICS – Italian Agency for Development and Cooperation (AID011509). The findings and conclusions expressed herein do not necessarily reflect the views of FADV nor of the AICS. The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of FADV and AICS concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries. The designations “developed” and “developing” countries are intended for statistical convenience and do not necessarily express a judgement about the stage reached by a particular country or area in the development process.

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## **Acknowledgements**

The authors would like to thank everyone who contributed to this evaluation. The evaluation was managed by Michele Galli and Bosco Kasundu.

The administrative and logistical support, as well as the information and communications supplied by FADV staff in Kenya were essential to the success of the evaluation.

The authors would like to acknowledge Carla Muscau, FADV project manager and all FADV team for their time and efforts in coordinating the logistics of this evaluation.

Finally, ENV would like to thank the entire team of professionals within the Consortium and the other stakeholders responsible for implementing the different project components.

The authors would also like to thank the GoK Departments interviewed, particularly the DCS, DPAS, Judiciary and NCAJ for their time and the valuable information furnished. Finally, our sincere gratitude goes out to the children and families' beneficiaries who lent their time to be interviewed and/or to accompany the evaluation on field visits.

## **About the authors**

**Environomica Consulting** (ENV) is a collective of experts, consultants and activists committed to improve the living conditions of local communities in developing and fragile contexts by promoting more sustainable and inclusive livelihoods. The ENV evaluation team for this project is comprised of two associated consultants with complementary and extensive international and field experience.

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Bosco Kasundu has vast demonstrated experience in conducting, leading and supervising evaluations and baseline studies in many different project settings in Asia, Africa and the Middle East. He counts on excellent knowledge and skills with the many facets of evaluation planning like design, sampling, tools development, data analysis and results dissemination.

Bosco has gained over 10 years of experience in designing and conducting/coordinating assessments and quantitative research at field and management level especially in the field of child protection.

He has the ability to work with database and apply many statistical approaches like treatment effect analysis or difference-in-difference analysis. He is an asset also when it comes to the evaluation consultancy management processes from Terms of Reference development and execution of studies to report drafting and quality assurance process during the implementation.

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## Acronyms

ADR	Alternative Dispute Resolution
AFAFCC	Association For Alternative Family Care of Children
AICS	Agenzia Italiana per la Cooperazione allo Sviluppo
CCA	Collective Community Action
CdM	Comune di Milano
CEFA	Comitato Europeo per la Formazione e l'Agricoltura Onlus
CNK	Challenged Network of Kenya
CRC	Convenzione ONU sui diritti dell'Infanzia e dell'Adolescenza
DCS	Directorate of Children's Services
DPAS	Department of Probation and Aftercare Services
ENV	Environomica Consulting

FADV	Fondazione L'Albero della Vita
FGD	Focus Group Discussion
GRT	Gruppo per le Relazioni Transculturali
IDC	Istituto Don Calabria
IJJO	International Juvenile Justice Observatory
KES	Kenya Shillings
KI	Key Informant
KII	Key Informant Interviews
MEAL	Monitoring, Evaluation, Accountability and Learning
M&E	Monitoring and Evaluation
ODPP	Office of the Director of Public Prosecution
OVI	Objectively Verifiable Indicators
NPS	National Police Service
KPS	Kenya Prison Service
RJ	Restorative Justice
ToC	Theory of Change
ToT	Training of trainers
TOR	Terms of Reference

## Currency equivalent, weights, and measures

Currency Equivalent – November 2021		
Currency Unit	-	United Stated Dollar (USD)
USD 1.00	-	KES 112
EUR 1.00.	-	USD 1.13

## Weights and Measures

1 Kilogramme (Kg)	- 2 204 lb.
1,000 kg	- 1 Metric Ton (MT)
1 Kilometre (Km)	- 0.62 Mile
1 metre (m)	- 1.09 yards
1 square metre (m <sup>2</sup> )	- 10.76 square feet
1 acre (ac)	- 0.405 hectare (ha)
1 hectare (ha)	- 2.47 acre

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## Executive summary

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### Introduction

- ES1. Aprire: Foster Care, Prevention, Rehabilitation and Reintegration for a Future to Vulnerable Children in Kenya is a 36- month project funded by the Italian Agency for Development Cooperation (AICS), with a total budget of € 1,800,000 and targets a total of around 20,000 beneficiaries in the counties of Mombasa, Nyeri, Nairobi, Nakuru, as well as within the 38 Juvenile Justice institutions in the country (Rescue Centers, Remand Homes, Reception Centres, Probation Hostels, Rehabilitation Schools, Borstal Institutions, Young Corrective Training Centre).
- ES2. Fondazione L'Albero Della Vita (FADV, Tree of Life), is the leading agency, and it is supported by several national and international implementing partners:
- ES3. The project intends to:
- Introduce practices and procedures related to Alternative Dispute Resolution and Restorative Justice
  - Adapt the reception and socio-educational services as well as family and professional reintegration
  - Improve foster care and kinship as alternative measure to child protection/ institutionalization
- ES4. The End-Term Evaluation of the “Aprire” Project was commissioned to this study team who assessed qualitative progress against the quantitative and timely achievement of the project indicators during the project implementation period (7 May 2018- 6 November 2021), including the additional amendments requested to the donor.
- ES5. A mixed quantitative and qualitative, learning-oriented, participatory evaluation approach based on the logical framework and evaluation matrix was used. The five DAC criteria (Relevance, Effectiveness, Efficiency, Sustainability, and Impact) and related evaluation questions and sub-questions were answered based on description, analysis, and measurements, taking the programme design, management structure, processes, and mid-term results into consideration. Different data collection techniques were employed, including interviews, Focus Group Discussions, surveys, desk review and on-site observation. The evaluation provides ratings for how the project performed so far under each of the evaluation criteria that range from Very Unsatisfactory to Highly Satisfactory.
- ES6. The survey was shared with a total of 200 KIs among trainees, GoK departments representatives, consultants, project staff and administrative offices within the consortium and project partners. Out of 200 surveys shared, a total of 52 was received.



# 1. Background to the study

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## 1.1 Introduction

1. The project has been implemented by FADV in coordination with several national and international partners:
  - African Institute for Children Studies (AICS NGO)
  - Association For Alternative Family Care of Children (AFAFCC)
  - Comitato Europeo per la Formazione e l'Agricoltura Onlus (CEFA)
  - Collective Community Action (CCA)
  - Challenged Network of Kenya (CNK)
  - Gruppo per le Relazioni Transculturali (GRT)
  - Istituto Don Calabria (IDC)
  - Tangaza University College in Nairobi (TUC)
  
2. In partnership with the following Italian institutions and Universities:
  - Comune di Milano (CdM) Area relazioni internazionali
  - Ufficio cooperazione e solidarietà internazionale
  - Ministry of Justice, Italy (MdG)
  - Catholic University (Centro di Ateneo Studi e Ricerche sulla Famiglia- Sacro Cuore, Università La Cattolica)
  
3. Lastly, in coordination with the following GoK departments:
  - Directorate of Children's Services (DCS)
  - Department of Probation and Aftercare Services (DPAS)
  - Kenya Prison Service (KPS)
  - Office of the Director of Public Prosecutor (ODPP)
  - National Police Service (NPS)
  - National Council for Administration of Justice (NCAJ)
  - Judiciary
  
4. The project, with a total budget of € 1.800.000,00 is funded by the Italian Agency for Development Cooperation (AICS), for the 90% of the total budget and the remaining has been contributed by FADV, CEFA, CCA e IDC.
  
5. The End-term Evaluation (ETE) of "Aprire" Project was based on an evaluation matrix to assess qualitative progress against the quantitative and timely achievement of the project targets during the project implementation period (May 2018 - November 2021).

6. The ETE ascertained the relevance of the project's management arrangements against its framework and relevance to the needs and priorities of the target communities. It assessed the coherence of the intervention with GoK departments and inherent policies. The study team evaluated the efficiency in the use of funds with regard to the implementation of project activities and partnerships. Furthermore, it looked at whether the chosen design and implementation strategies have the capacity to create sustainable change and positive impact. The study team looked at whether the logic of intervention and the performed activities are resulting into the expected short-, medium-and long-term outcomes, and whether more effective and efficient options are available. Similarly, it looked at the unexpected outcomes of the intervention's framework and performance, both in positive and negative terms. The Key Evaluation Questions sought to establish the extent to which the project contributed to the promotion and protection of vulnerable children's rights and/or the rights of children in conflict with the law in Kenya. In so doing, the ETE team recorded the main constraints faced by project stakeholders during the project implementation as well as best practices and lessons learnt.
7. Therefore, the study team drew conclusions based on the evaluation findings and formulated recommendations for future programming. The evaluation was conducted by the consultant team both home and in the target areas of Nakuru and Nairobi Counties, Kenya.
8. The resulting report is available to programme participants, local and international stakeholders and funding partners to help inform future program developments.

## 1.2 Methodology

**Table 2: Evaluation criteria**

<i>Criterion</i>	<i>Key Evaluation question</i>
Relevance/ coherence	<ol style="list-style-type: none"> <li>1. To what extent has the intervention addressed the needs of the country?</li> <li>2. To what extent is the intervention coherent and complementary with national, international and AICS policies on protection of Vulnerable children and/or children in conflict with the law?</li> </ol>
Efficiency	<ol style="list-style-type: none"> <li>3. To what extent the available resources (human resources, time and materials) have been used according to the programmed plan and in a cost-efficient manner?</li> <li>4. To what extent have the project coordination mechanisms ensured full participation of all partners and are functional to the overall management of the project?</li> <li>5. To what extent are the resources adequate to the activities and objectives of the interventions?</li> </ol>

Effectiveness	6. To what extent did the project contribute to the promotion and protection of vulnerable children's rights and/or the rights of children in conflict with the law?
Impact	7. What kind of impact has the program had on the target area?
Sustainability	8. How sustainable are the benefits created with the intervention likely to be in the medium to long run?

9. The evaluation provides ratings for each evaluation criteria. Criteria are rated on a six-point scale as follows:
1. Highly Satisfactory.
  2. Satisfactory.
  3. Moderately Satisfactory.
  4. Moderately Unsatisfactory.
  5. Unsatisfactory and.
  6. Highly Unsatisfactory.
10. In line with the consultancy ToR and with the aim of ensuring a comprehensive analysis, sub-questions were developed and associated with indicators, assessment criteria, collection methods and information sources to shape the matrix of this evaluation (see annex 1), which guided the data collection.
11. The evaluation study was conducted starting on the 11 October 2021. Key informants included beneficiaries, decision-makers, county government officers, desk officers, head of mission and project manager of the partners linked to project execution (see annex 3 list of key informants).
12. Different data collection techniques (interviews, focus groups, surveys, desk review and on site observation) were employed depending on the kind of information that each of the key stakeholders could supply. The instruments were designed on the basis of the evaluation questions, judgement criteria and objectives of the assignment (see annex 2: Data collection tool).
13. The survey was shared with a total of 200 participants, among project staff (30), GoK staff at HQ (11), trainees (152), consultants (2), project partners admin offices (4) and FADV administrative office at the HQ.
14. A total of 52 participants participated at the survey:
- 26 trainees
  - 5 GoK at HQ
  - 15 project staff

- 4 administrative offices from project partners
- 1 consultant
- FADV administrative office at HQ

### 1.3 Context and project background

2. During the MTE, certain limitations affected the collection and analysis of background data relating to the project progress. These are isolated factors that do not compromise the work or quality of the evaluation. The main limitations include:
  3. **Restrictions to mobility.** COVID19-related mobility restrictions experienced by the evaluation team meant only one of the team members was able to conduct the data collection on the project area. Nevertheless, the team was able to collect sufficient data to yield valuable findings and deliver a high-quality evaluation.
  4. **Translation reduces data fidelity.** The team had to conduct some interviews with respondents in local languages. Translation impedes accurate communication and makes it difficult to collect reliable and valid data. The team probed persistently to clarify issues and improve understanding. However, translation inevitably results in a loss of data fidelity.
  5. **Survey respondents.** The survey was shared with a total of 200 beneficiaries among trainees, GoK staff at the HQ, project partners staff, consultants and administrative offices of FADV and project partners.
  6. Among the trainees, the targeted sample was 322, however only 27 respondents participated at the survey, due to technical errors. Hence, considering that the % of respondents does not allow to have a strong and solid feedback, these findings are backing the desk review and the KIIs conducted.

### 1.4 Reader's guide

7. This report is composed of five sections. After the introduction, the report provides background information describing the context in which the evaluation takes place. The following section describes, analyses, and discusses the main findings of the evaluation arranged by evaluation questions (section 3). A list of conclusions in section 4 is followed by operational and strategic recommendations in sections 5. The appendixes and annexes provide information about the evaluation process, methodology and the analysis conducted to back the findings, conclusions and recommendations.

## 2. Project background and context

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### 2.1 Context of the project

8. According to the Riyadh Guidelines, worldwide, children most at risk of coming into conflict with the law are often those from vulnerable situations and difficult family circumstances, including a background of poverty, family breakdown, parental abuse, and alcoholism.<sup>1</sup>
9. In Kenya, as revealed by the analysis of administrative data from the National Police Service (NPS), the Judiciary and the Department of Children Services (DCS), conducted by NCAJ: *“Almost 80 per cent of the children in the statutory children’s institutions under the Department of Children Services have never committed an offence.”*<sup>2</sup>
10. Unfortunately, the criminal justice system in many countries, as well as in Kenya, is used as a substitute for care arrangements<sup>3</sup>, as confirmed by the UN Special Rapporteur on torture and other cruel, inhuman or degrading treatment or punishment, reporting that it is utilized as *“an ill-suited substitute for a lacking or dysfunctional welfare system, resulting in the detention of children who have not committed a crime but who actually require welfare assistance, such as street children”*<sup>4</sup>
11. Similarly, in Kenya it has been reported that *“80% of children appearing before the juvenile court are street children, some arrested for committing crimes, and some taken in to be ‘processed’ by the care and protection system. Free and compulsory education, once provided for Kenyan children, is no longer a reality, and this is seen to be a major cause of children conflicting with the law.”*<sup>5</sup>

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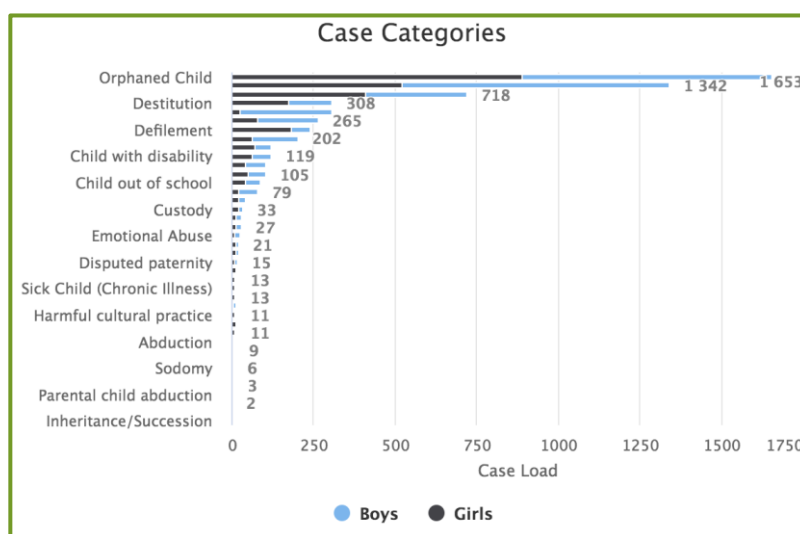
<sup>1</sup> United Nations Guidelines for the Prevention of Juvenile Delinquency (The Riyadh Guidelines), 1990

<sup>2</sup> Status Report on Children in the Justice System in Kenya, NCAJ, Special Task Force on Children Matters, 2019

<sup>3</sup> Ottolini, D. (2016). Violence Does Not Fall On One Roof Alone. A Baseline Survey on Violence Against Children in The Kenya Juvenile Justice System. Kolbe Press: Nairobi.

<sup>4</sup> Special Rapporteur on Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, 2009

<sup>5</sup> *Article 40, Ann Skelton*, Juvenile Justice in Kenya, publication of the Children's Rights Project of the Community Law Centre at the University of the Western Cape.



**Figure 1: Kenya Child Protection data (<https://data.childprotection.go.ke/institutions>)**

12. Furthermore, another contributing factor is related to the MACR: as stated in the Penal Code of Kenya Art. 14, the Age of Criminal Responsibility in Kenya is 8 years old. While according to the CRC, juvenile justice law should apply to all children under 18, regardless of the nature of the offence, hence setting the MACR to 18 years old.
13. ADR and Diversion are quite new in the history of Kenya. In fact, “Criminal practice in Kenya has long focused on retributive justice with an emphasis on punishing offenders for their crimes”<sup>6</sup>
14. Even before that, the main emphasis has been on Transitional Justice, that since 1990 has helped the country in ending “the culture of impunity and establish the rule of law in a context of democratic governance. Transitional justice processes should also reconcile people and communities, provide them with a sense that justice is being done and will continue to be done, as well as renew the citizens’ trust in the institutions of governance and public service.
15. In 2019 the ODPP published the guidelines and explanatory notes on the Diversion Policy which are important means of operationalizing Article 159 of the Constitution of Kenya 2010. They contain information on important factors and practical steps that need to be used by Public Prosecutors to implement the Diversion Policy.
16. In Kenya, the Justice system structure does not respond effectively to the needs of the minors because it is designed to meet the needs of adults’ offenders, as opposed to juveniles.<sup>7</sup> For instance, most Police Stations in Kenya are not adequately organized and structured to be able to take care of children, lacking specific Child Protection Units and related basic facilities such as beds or bedding and separated cells from adults. This expose

<sup>6</sup> Diversion Policy Guidelines and Explanatory Notes, ODPP, 2019

<sup>7</sup> Ottolini, D. (Ed.). (2016). Guidelines Manual on Juvenile Justice Best Practices: an evidence-based approach to the Justice Reforms in Kenya. CESVI, Nairobi: Kolbe Press.

them to various types of violation (sexual, physical and psychological). As reported by Human Rights Watch: *“Once arrested, Kenyan children enter the revolving doors of the Juvenile Justice System and begin a path that takes them from police lock-up to court, from court to remand detention centers where they may circulate back and forth between court appearances and remand for months or even years before finally receiving disposition of their cases”*<sup>8</sup>

17. From the Police Stations, where children should not stay more than 24 hours, children are transferred to the Remand Homes (under DCS), where they will wait for the trial and should stay for a maximum of 3 months (or 6 in case of serious offence), but in fact it has been reported high frequency of overstay due to the long trial processes.<sup>9</sup>
18. At the end of the trial, if the child has not been considered guilty he will be repatriated with his family, otherwise, the Law Courts could decide for three different types of institutions, according to several criteria, such as: the age of the child, type of offence, and reiteration.
  - **Probation Hostel (DPAS):** for juvenile offenders whose home environment is not conducive for their immediate return. In these Hostels they are allowed to go to school and participate at vocational trainings<sup>10</sup>;
  - **Reception Centers (DCS):** where cases of juveniles will be assessed and afterwards a placement decided, which will be one of the Rehabilitation School, according to the type of risk the juvenile was classified (low, medium or high- risk offender);
  - **Borstal Institutions (KPS),** for juvenile (above 16 years old) accused of committing serious offences;
  - **YCTC (KPS):** for juvenile between 17 and 21 years old and considered first petty offender.
19. All these institutions are under the regulations of each different Department, as well as under the Through Care Guidelines, which guide them in differentiating roles and responsibilities of each Department.

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<sup>8</sup> Human Rights Watch, 'Rights at Risk: Issues of Concern for Children in Kenya' (2001, p.2)

<sup>9</sup> Human Rights and Deprivation of Liberty in Kenya. An analysis of the Human Rights' situation and Guidelines for an Internal Monitoring System", IJJO, CEFA and CEI.

<sup>10</sup> <https://www.probation.go.ke/2015-11-07-10-14-45/probation-institutions.html>

Population as at Nov. 22, 2021				
	Name	Girls	Boys	Total
1	Rehabilitation School	54	156	210
2	Remand Home	96	441	537
3	Rescue Home	91	111	202
4	Assessment & Placement	6	17	23
	<b>Totals</b>	<b>247</b>	<b>725</b>	<b>972</b>
	<b>CCI Totals</b>	<b>2578</b>	<b>2454</b>	<b>5032</b>

Figure 2: Kenya Child Protection data (<https://data.childprotection.go.ke/institutions>)

20. Within the *Aprire* intervention, CEFA and CCA conducted a need assessment on the JJ institutions, and it was reported that, overall, these are obsolete and inadequate to address children needs, overcrowded and lacking basic facilities.<sup>11</sup>
21. Moreover, within these institutions, services are not always provided due to lack of Department institution staff, inadequate technical and professional knowledge.
22. Once children are released from these institutions, their reunification into families is realized through repatriation. However, it was widely reported that *“repatriation cannot respond to the underlying needs of the child due to procedure often not complying with minimum reintegration standards. It is in this regard that the system has continuously suffered from reoffending children who struggle with high levels of recidivism and relapses respectively.”*<sup>12</sup>
23. As aforementioned for the Juvenile Justice Institutions, also Children’s Charitable Institutions (CCIs) in Kenya played a crucial role as substitute in providing care for children, due to a lacking welfare system.
24. Before the outbreak of Covid-19, it was estimated that approximately 40,000 to 42,000 children were housed across 830 CCIs across Kenya<sup>13</sup>.

<sup>11</sup> “Rapid need assessment for the Infrastructures of department of Children Service, Probation and After services and Kenya Prison Service”, CEFA and CCA, *Aprire* project

<sup>12</sup>Ottolini, D. (Ed.). (2016). *Guidelines Manual on Juvenile Justice Best Practices: an evidence-based approach to the Justice Reforms in Kenya*. CESVI, Nairobi: Kolbe Press.

<sup>13</sup>Government of Kenya, UNICEF and Global Affairs Canada (2015) *Taking child protection to the next level in Kenya*



25. Children are institutionalized due to reasons such as poverty, disability, marginalization, a lack of other family support services in the community or as a result of trafficking. Street connected children are also likely to be institutionalized.<sup>14</sup>
26. However, in the last year Kenya has taken significant steps in addressing this harmful practice towards implementing deinstitutionalization and care reform.
27. In 2017 GoK announced a moratorium on the registration of the new CCIs<sup>15</sup>, following the Steering Committee on Child Adoption in Kenya which stated that, *“many children are inappropriately placed in CCIs yet they could desirably be placed for Foster Care, Guardianship, or Local Adoption with Kenyan families.”* It also observed that *“children are put up in the institutions under circumstances that are not in their best interest and are accordingly denied the opportunity to be raised within families”*.<sup>16</sup>
28. Furthermore, GoK enacted numerous legislative and policy changes that encourage family-based care, such as: CCIs Regulations, the Guidelines for the Alternative Care of Child in Kenya, the National Standards for Best Practice in Charitable Children Institutions 2013 and The National Plan for Children in Kenya 2015-2022<sup>17</sup>.
29. Additionally, the Children’s Bill is currently under review, and a specific focus will be on reforming and improving the family-based reforms.

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<sup>14</sup> EU support for care reform for children in Kenya in the 2021–2027 period, 2020

<sup>15</sup> Ministry of East African Community, Labour and Social Protection, Office of the Cabinet Secretary. (November 01, 2017). MEACL&SP/7/13(S)SP/Vol.1/ (8). Suspension of Registration of New Charitable Children’s Institutions (CCI/SCIs).

<sup>16</sup> <https://www.stahili.org/kenya-takes-significant-steps-support-families-not-orphanages/>

<sup>17</sup> EU support for care reform for children in Kenya in the 2021–2027 period, 2020

## 2.2 Background to the project

Table 1 Project background

<b>Project Title</b>	Aprire: Foster Care, Prevention, Rehabilitation and Reintegration for a Future to Vulnerable Children in Kenya	
<b>Project goal</b>	Contribute to the promotion and protection of vulnerable children's rights and/or rights of children in conflict with the law in Kenya, as per SDG 16 and as per UNCRC.	
<b>Specific Objective</b>	Strengthen Juvenile Justice System in Kenya, in line with relevant International standards, through Government Institutions, Civil Society Organizations and private sector participation.	
<b>Expected Result 1</b>	Alternative dispute resolution and restorative justice services are introduced and enhanced	
<b>Expected Result 2</b>	Improved psychosocial/educational and scholastic/professional reintegration services in targeted institutions, in accordance with the best interests of the child	
<b>Expected Result 3</b>	Enhanced foster family services as an alternative measure to institutionalization and/or to protect vulnerable children	
<b>Target Beneficiaries</b>		
<b>Direct Beneficiaries</b>	<b>% WOMEN</b>	<b>% MEN</b>
Age group <6: <b>231</b>	55%	45%
Age group 6/17: <b>6,885</b>	28%	72%
Age group 17/21: <b>752</b>	8%	92%
Age group >21: <b>4,263</b>	50%	50%
<b>Funded by</b>	AICS	
<b>Budget</b>	1.800.000 Euro	
<b>Donor contribution</b>	1.620.000 Euro 90% of the total cost	
<b>Project duration</b>	36 months, with additional 6 months of extensions requested, for a total of 42 months	
<b>Project area</b>	Mombasa, Nakuru, Nyeri, and Nairobi and within the 38 Juvenile Justice institutions in the country	
<b>Lead agency</b>	Fondazione L'Albero della Vita – The Tree of Life	
<b>Partner/s</b>	CEFA, CCA, CNK, GRT, AICS NGO, ACA-K, IDC, Tangaza University, IJJO, CASRF (Catholic University), Municipality of Milan, Padua University, Ministry of Justice (Italy)	

### 3 Findings of the evaluation

30. The findings are presented following the structure of the evaluation matrix, meeting the reporting needs summarized therein. The questions and sub-questions related to each of the five evaluation criteria are answered. In some cases, sub-questions have been grouped together and given an aggregate response. Due to the lack of a third-party assessment on the project's first term quantitative progress, the evaluation findings are the result of data triangulation between field collections, review of key project documents and internal monitoring reports.

Table 2 Summary of the project rating.

CRITERION	Relevance	Effectiveness	Efficiency	Sustainability	Impact	Overall performance
1. Highly Satisfactory						
2. Satisfactory						
3. Moderately Satisfactory						
4. Moderately Unsatisfactory						
5. Unsatisfactory						
6. Highly Unsatisfactory						

#### 3.1 Relevance

Criterion	Relevance
Overall score	Highly Satisfactory - HS

**Evaluation question 1: To what extent has the intervention addressed the needs of the country?**

**Sub-question 1.1:** *Have the needs of the target beneficiaries been assessed and included in the intervention?*

**Sub-question 1.3:** *What gaps in the promotion and protection of vulnerable children's rights and/or the rights of children in conflict with the law was the project trying to address?*

31. According to the analysis conducted as part of this evaluation, *Aprire* project proves to be relevant to the major needs related to the specific sectors of Juvenile Justice and Alternative Family Care (AFC).
32. Kenya is a country characterized with a very young population: out of an overall number of citizens estimated to 47.6 million, approximately 23.9 million are children below 18 years old (almost half of the population) as per the Kenya National Bureau of Statistics 2019's Population and Housing Census.<sup>18</sup>
33. According to data from the Department of Children Services, in 2016, 49,500 children (23,000 boys, 15,500 girls) were held in 854 registered charitable children institutions. In addition to that, according to a research on violence against children in the juvenile justice system in 2014, in a one-day snapshot in September 2014 the overall population of children held in the 32 children statutory institutions around the country were 2,412: while about 58% were committed in Rehabilitation Schools, Borstal Institutions or Probation Hostels, 8% of them were in Rescue Centres, about 3% in Reception Centres and the rest in Remand Homes (almost 1 in 3 children awaiting trial or deliberation by the Court). The estimate calculated of children hosted annually in statutory institutions is of about 8200 – 8600, whereas the trend is quite constant over the years (keeping into account increments in the overall population of Kenyan children), and the great majority of children who enter the juvenile justice system and are held in statutory institutions are children in need of care and protection (about 75%).<sup>19</sup>
34. The strategy and design of this project generated from a deep analysis conducted in 2014-16 on violence against children in the justice system<sup>20</sup> and on a feasibility study about alternative care solutions used with children across the country, conducted between October 2016 and February 2017.
35. Furthermore, two other relevant studies were implemented and informed the strategy of the project: a feasibility study of Alternative Family Care (AFC)<sup>21</sup> and a Pan-African research on restorative Justice (*Restorative Justice: a Pan-African approach within Juvenile Justice System – CEFA – Silvia Randazzo 2019-20*).

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<sup>18</sup> Kenya National Bureau of Statistics: 2019 Kenya Population and Housing Census Volume III: Distribution of Population by Age, Sex and Administrative Units; as cited from <https://www.knbs.or.ke/?wpdmpro=2019-kenya-population-and-housing-census-volume-iii-distribution-of-population-by-age-sex-and-administrative-units>

<sup>19</sup> *Restorative Justice: a Pan-African approach within Juvenile Justice System – CEFA – Silvia Randazzo*

<sup>20</sup> *Ottolini, D., Violence Does Not Fall on One Roof Alone. A Baseline Survey on Violence Against Children in the Kenya Juvenile Justice System*, Kolbe Press, 2016, Nairobi.

<sup>21</sup> <https://www.alberodellavita.org/wp-content/uploads/2017/06/Study-on-Foster-Care-Kenya.pdf>

36. These studies and assessments were found relevant and have ensured a clear alignment between the most urgent needs of the target beneficiaries and the strategy of the intervention.
37. Furthermore, findings from interviews with FADV- Tree of Life, CEFA and with key GoK department reveal a fruitful participation of all the relevant GoK Departments, particularly the DCS and DPAS as well as local project partners at the design stage to define the logic of the intervention.
38. The government officials and project staff interviewed emphasize how crucial was the engagement of key government officials at the design stage to ensure plans were clear and feasible especially in a system strengthening project like *Aprire*. *“The government is the duty bearers on social services provision, hence involvement in all projects being implemented in the country is key”*, Noted a government official.
39. Lastly, as gathered during interviews and through desk review, all the three project expected results were informed by prior hands-on experience of the leading agency and the project partners: the leading agency, FADV- Tree of Life, and all its partners (in particular CEFA and CCA) had prior consistent and relevant experience under R2, as they were all working since more than a decade in promoting reforms within the Juvenile Justice Institutions and by supporting the DCS and DPAS in service provision and in implementing a consistent and sustainable reintegration of children from statutory institutions. In particular CEFA has implemented over the years some key lessons learned, namely: Family Conferencing, Three Section Model and Reintegration.
40. FADV- Tree of Life has gain, since 2010, relevant experience in the field of child protection in Kenya, as well as in support in service provision within the Juvenile Justice Institutions. Additionally, the NGO expertise lie in Foster Care and Kinship not only in Italy, where they are at the forefront in promoting and supporting these services since 1997, but also in their international cooperation interventions, through dissemination of lessons learned and good practices achieved in their experience.
41. The project was focused on promotion and protection of vulnerable and/or in conflict with the law children’s rights. Particularly:
  - I. the application of preventive and alternative measures to the institutionalization of children in conflict with the law (Alternative Dispute Resolution and Restorative Justice) are not common;
  - II. cases are handled without a Juvenile Justice Information Management System (JJIMS) for data management;
  - III. reception centres lack effective and adequate services for children care and reintegration;

- IV. alternative practices, first and foremost foster care, are not promoted in the juvenile justice system
42. Specifically, the project addressed the need for concretizing the rollout and implementation of Alternative Dispute Resolution (ADR) and Restorative Justice (RJ) agenda within the Judiciary and Office of Director of Public Prosecution (ODPP). Through the implementation of *Diversion* services, the intervention reduced the number of children held in the Juvenile Justice institutions, especially those in need of care and protection and committing minor offences, hence contributing additionally to the deinstitutionalization process that Kenya is currently pursuing.
43. Furthermore, the intervention addressed the needs of the country in supporting the psychosocial and educational needs of children in the Juvenile Justice Institutions, as well as their reintegration into their family, a crucial element in avoiding further reiteration of offences.
44. Lastly, the project supported the Kenya Care Reforms and Actualization of Article Section 63 of the Children's Act specifies that a child can only be in a Children Charitable Institution (CCI) in case of an emergency or where he or she is harmed or is at risk of harm. Besides, Kenya is a signatory of the UNCRC and ACRWC. This project contributed to demonstrate Kenya's commitment to key standards outlined in UNCRC and ACRWC.

***Sub question 1.2 How clear and realistic are the objectives of the project and its design?***

45. The project was given a clear design oriented towards deinstitutionalization of children, through three main expected results. The project objectives are realistically achievable, while targets and indicators are clearly formulated in the project log-frame. Despite the challenges related to the Covid-19 pandemic, the large majority of the target were achieved at the time of the evaluation.
46. In the project proposal four clear assumptions and risk management procedures have been identified and it appears these were relevant and key in assessing and managing any foreseen risk. Covid 19 pandemic was, understandably, not identified at the design stage, and despite this the action achieved the expected results. On the contrary, the theory of change was not designed, and it remain implicit throughout the implementation of the project.
47. The evaluation team recommends a deliberate effort in making programmatic theories of change explicit as it will help in developing the impact framework as well as support the management in programming and showing how change happens in the short, medium and long term to achieve the intended impact.

**Evaluation question 2: To what extent is the intervention coherent and complementary with national, international and AICS policies on protection of Vulnerable children and/or children in conflict with the law?**

**Sub-question 2.1:** *Have linkages and synergies complementary to GoK- led programs been created?*

48. Synergies with complementary GoK programs in the sector are in place and respective scope of interventions are mostly not overlapping.
49. *“In the Aprire project, synergies have been all over; we never designed anything new”* noted one of Aprire project staff member. Furthermore, key informants reported that the project followed already laid down government plans and structures.
50. In particular, regarding the *Diversion* component the project complemented the work being done by the Office of the Director of Public Prosecution (ODPP) and the Judiciary in the implementation of Diversion Guidelines. Existing project supporting structures such as the Children Court User Committees (CCUC) and the National Council of Administrative Justice (NCAJ) was used as a mechanism for delivery of ADR, RJ and JJIMS.
51. Within the component implemented in the JJ institutions, the project was closely in synergy with the Through Care Guidelines developed by the key GoK departments working in the Juvenile Justice Institutions (DCS, DPAS, KPS, NPS).
52. Lastly, the component focusing on AFC, it was noted that the project had *“a big integration with the Care Reform Agenda in Kenya”*, reported a project staff member. Indeed, Government officials interviewed noted that the project aligns well with the Care Reform Agenda being led by the government especially on the deinstitutionalization of children in need of care and protection to family care.

**Sub-question 2.2:** *What relevant national and international policy frameworks align with the goal of the project? (SDG, Vision 2030, Constitution of Kenya, etc.)*

53. The findings of the qualitative data collection proved that the project was coherent with government priorities and relevant international instruments. Nationally, the interventions are in line with Diversion Policy, and Accompanying Diversion Policy Guidelines and Explanatory Notes (R1), Children Act 2001 (all results), the Constitution of Kenya (Article 53 in particular for all results and Article 159 for R1 specifically), and Guidelines for Alternative Care (R2).
54. For instance, Section 63 of the Children’s Act specifies that a child can only be in a Children Charitable Institution (CCI) in case of an emergency or where he or she is harmed or is at risk of harm. *“Everything that Aprire has done has been in line with the ministry policies and*

*guidelines; such as children act as a law; guidelines for AC for children, SOPs for implementing AC in Kenya*", stated a GoK official.

55. Besides, the project goal is also in line with international instruments and frameworks such as the United Nations Conventions on the Rights of Children (UNCRC), the Maputo Protocol, The Riyadh Guidelines and the Bangkok rules application. Under R3, which focused on foster care and kinship support for children in institutions, DCS Alternative Family Care section reported that was in line with Article 9, 10, 20 and 25 of the UNCRC, which specifies the need for children to grow in families and communities. The document also opines that in the event children are temporarily separated, re-unification of the children with their families should be immediately sought. The ACRWC upholds the principles of the UNCRC and contextualizes child protection within the African context.

**Sub-question 2.3** *Are the intervention objectives in line with AICS objectives on the sector of intervention?*

56. The project refers, in its objectives and goals, to two main AICS guidelines and programs: the *"Linee Guida della Cooperazione Italiana sui Minori"*, (2012) and *"Documento Triennale di Programmazione e di Indirizzo 2017-2019"*.
57. The 2012 AICS Guidelines (*"Linee Guida della Cooperazione Italiana sui Minori"*) promotes institutional building and coordinated social and educational services, with the aim of supporting children's and adolescents' rights and the support provided to their families and communities.
58. Specifically, the support identified in these Guidelines, in favor of children in conflict with the law, refers to two specific interventions: supporting the capacity building of the relevant institutions, and the social educational/ services of the territory, with the aim of improving the reintegration and social inclusion of children in conflict with the law.
59. In the three-year plan (*"Documento Triennale di Programmazione e di Indirizzo 2017-2019"*), AICS recognized the central role of justice to achieve a sustainable development (in line with SDG 16, as already aforementioned): access to justice and democratization to ensure inclusivity of most vulnerable members of the society.
60. The intervention complies with the priorities identified in the call for proposals letter considering the role of civil society as fundamental for the promotion of human rights within the juvenile justice system. More than 10 CSOs were directly involved in the project implementation.



61. The intervention is coherent with the sectoral Guidelines on Disability (2010)<sup>22</sup> and with the relevant role that the Italian Cooperation undertook in professional training in the framework of the Kenya-Italy Debt for Development Programme<sup>23</sup>
62. Hence, the intervention proves to be fully in line with the donor guidelines and objectives on the sector of intervention.

**Sub-question 2.4:** *To what extent is the project complementary with other Interventions?*

63. The Consortium staff interviewed noted that Aprire project synergized with other projects implemented by other child-focused partners. For instance, the CRS led program dubbed “Changing the way we care ” was complementing Aprire promoted interventions through advocacy and awareness creation with community members and key stakeholders. Again, all the resources and guidelines developed in the project were reported to have been designed in collaboration and with support from other partners such as LUMOS and UNICEF. Within the consortium members, it was reported that CEFA, dubbed “IMARISHA” focusing on human rights, complemented Aprire resources specifically in the renovation of institutions and offices. Again, the project engaged with a CESVI lead project focused on training Human Rights Defenders who were useful in supporting the ADR and RJ component of the Aprire project. Also, the project complemented and collaborated with the Legal Resource Foundation and Kituo Cha Sharia in the provision of legal support to children in conflict or in contact with the law.

### 3.2 Efficiency

<b>Criterion</b>	Efficiency
<b>Overall score</b>	Satisfactory

64. According to the analysis conducted as part of this evaluation, Aprire project proved to be managed in an efficient way.
65. The expenditures were in line with the financial proposal and just few minor amendments were made during the implementation in order to reallocate the funds in a more efficient way.
66. The established guidelines for the financial monitoring followed the donor requirements, as well as the European Commission PRAG. All partners received clear guidelines and instructions during the inception phase.

<sup>22</sup> Linee Guida per l'introduzione della tematica della disabilità nell'ambito delle politiche e delle attività della Cooperazione Italiana

<sup>23</sup> KIDDP | Kenya-Italy Debt for Development Programme: Community based approach for inclusive and sustainable development

67. On this regard, findings from data gathered, reported challenges faced by some of the administrative offices project partners in submitting the requested proof of payment due to the informal context in the target project areas. As one of the KII reported: “Use of bank transfer and cheques for payment of expenses incurred in remote areas (field) proved to be a major challenge”, since the most accessible way of payment in those areas is the use of liquidity

**Evaluation question 3: To what extent the available resources (human resources, time and materials) have been used according to the programmed plan and in a cost-efficient manner?**

**Sub-question 3.1:** Have human resources been managed in a cost-efficient manner?

**Sub-question 3.2:** Have activities been managed in a cost-efficient manner?

68. Human resources were managed in a cost-efficient manner. No overlapping in roles and responsibilities within the consortium were found or reported.
69. Given the size of the project and the complexity of the context, the evaluation team consider inadequate the number of staff allocated to the project. Despite this, the commitment and dedication of the staff proved to be crucial for the achievement of the expected results. The evaluation team recommend to consider a higher number of staff for future similar assignment.
70. The leading agency and partners staff members reported that they had an excessive workload. *“The workload was around managing activities with other agencies with the juvenile justice systems, amendments and re-thinking of activities amid the Covid 19 pandemic. I wish we had more members of staff”* Echoed project staff member. The findings were consistent with information from interviews held with government and statutory institutions staff members.
71. Furthermore, a second aspect that was identified as a challenge by the evaluation team is the high staff turnover of several key position within the consortium. The evaluation team recommend to focus on the consortium members ability to prevent employee turnover and to put in place structured and effective strategies to improve employee retention and improve the workplace environment (like training of employees, scope for growth and development, issuing bonus and other incentives, rewards and recognition, etc.).
72. The resource allocation for the project activities €818.829 equal to the 45,49% was found to be well balanced and adequate to the project targets.
73. The activities were implemented in a cost-efficient manner, avoiding duplication among the consortium and among stakeholders.

74. The accountancy and procurement process were adopted to ensure value for money for the expenditures.
75. A solid finance monitoring system has been put in place to supervise the efficient and transparent use of resources at individual consortium members level as well as by the leading agency (FADV).

**Sub-question 3.3:** *Have results been delivered on time?*

76. In the second term of the project, several activities were delayed due the COVID-19 restrictions imposed by the Government. Despite this, the project team has managed to achieve the target in all the major project activities by the end of the project implementation period.
77. On the overall, given challenges faced, activities were implemented in a reasonably timely manner and based to the priorities established by the project document.

**Evaluation question 4: To what extent has the project coordination mechanisms ensured full participation of all partners and are functional to the overall management of the project?**

**Sub question 4.1/4.2.** Have the project coordination mechanism been inclusive of all partners and functional to the overall management of the project?

78. The organizational structure has functioned as expected, especially in project management and operation, enabling an efficient and effective implementation as well as results-based management.
79. Tree of Life – FADV was leading a large consortium of international, local and GoK partners. CEFA Onlus –The European Committee for Training and Agriculture and GRT–Group for Transcultural Relations, as partners registered in the AICS list, supported the implementation with their sound experience in the target context and sectors.
80. FADV coordinated the activities and sub-activities implemented in collaboration and with the support of the Department of Children’s Services (DCS), Department of Probation and Aftercare Services (DPAS), Collective Community Action (CCA), Challenged Network of Kenya (CNK) and Tangaza University College in Nairobi (TUC).
81. The other major partners that supported indirectly the implementation of the project are the Municipality of Milan (CdM) International Relations Area-International Cooperation and Solidarity Office, the Ministry of Justice (MdG), the Catholic University (CASRF-UCSC), the University of Padua Department of Pedagogy (UdP), Don Calabria Institute(IDC), the African Institute for Children Studies (AICS) and the ACA-K Alternative Care Alliance–Kenya

82. Additionally, it should be reported that IJJO was the partner initially in charge of implementing the African Council of Juvenile Justice but withdraw at the beginning of the project due to internal reasons.
83. The evaluation team consider the consortium approach a good practice to achieve a common objective as it could offer exchanges of experiences, capitalisation and institutional support. Despite this, the consortium mentioned above is considered comprehensive and solid, but it is also considered too large. The majority of the members were not accustomed to working together and that could bring potential risks of significant legal, administrative, financial and operational difficulties. Despite the fact that similar consortium is encouraged and in line with the donor guidelines, the coordination can be cumbersome and complex and the management of such a large number of partners could be time-consuming and not efficient.
84. Despite these potential risks and despite the fact the it was the first time for FADV to lead a similar consortium in Kenya, the evaluation team consider the established project coordination mechanism as effective and functional.
85. A good practice that the evaluation team would like to highlight is related to the signature of clear MoU at the initial stage of the project: in 2018, all project partners signed an MoU with the leading agency, FADV- Tree of Life. This agreement defined the roles and responsibilities of each partner, as well as procedures, reporting mechanisms and financial requirements. The MoUs were exhaustive and clear and ensured an efficient coordination system. Some internal delays in the reporting to the leading agency were reported during the KII. These delays did not affect the overall implementation of the project and the achievement of its targets

**Evaluation question 5: To what extend are the resources adequate to the activities and objectives of the interventions.**

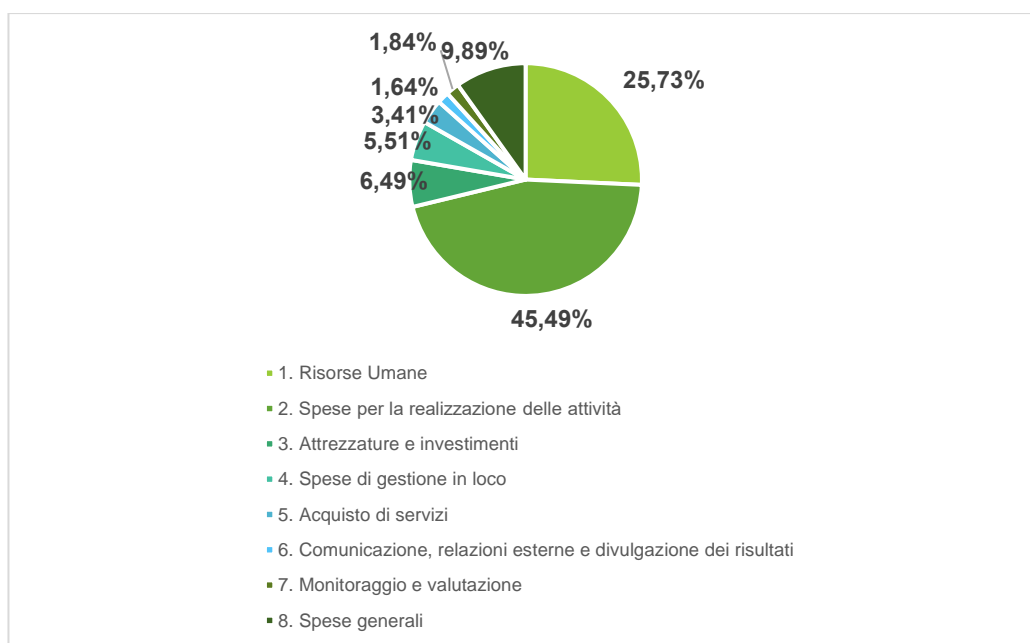
**Sub question 5.1/ 5.2.** To what extent are the resources adequate to the activities and the objectives of the interventions?

86. The overall project cost of € 1.800.000 was found very reasonable considering the amount of activities implemented and the number of partners and staff involved in the intervention. Most of partners to the programme have contributed with in kind and monetary contributions to the budget.
87. Despite the disruption and challenges related to the COVID-19 pandemic, the final level of expenditure at the time of this evaluation is at 85% €1.528.662 and it is considered satisfactory.

Table 3: APRIRE project expenditure at the time of the evaluation.

	TOT planned	% of the total	TOT spent	% spent	Balance
1. Risorse Umane	463.200	25,73%	431.347	93%	31.853
2. Spese per la realizzazione delle attività	818.829	45,49%	682.723	83%	136.106
3. Attrezzature e investimenti	116.750	6,49%	88.979	76%	27.771
4. Spese di gestione in loco	99.120	5,51%	93.510	94%	5.610
5. Acquisto di servizi	61.410	3,41%	51.274	83%	10.136
6. Comunicazione, relazioni esterne e divulgazione dei risultati	29.500	1,64%	16.867	57%	12.633
7. Monitoraggio e valutazione	33.200	1,84%	12.797	39%	20.403
sub					-
8. Spese generali	177.991,0	9,89%	151.163	85%	26.828
TOT generale	1.800.000,0	100,00%	1.528.662	85%	271.338

Figure 3: % of budget allocation per each category.



88. In particular the level of budget allocated for the activities (€818,829) corresponding to 45.49% of the overall budget, is considered adequate to the nature of the project which is focused on provision of services (rather than provision of assets). The allocation for equipment and investment (€116,750) corresponding to 6.49% of the overall budget is considered adequate to the targets.
89. The budget allocation for human resources - HR (€448,800) corresponding to 25.73% is considered in line with international standards but on the lower side taking into consideration the nature of the project as well as the challenges reported during the KII (high turnover and excessive workload).
90. Similarly, the budget allocated to the M&E 33,200 euro (1,84%) is considered low and not in line with recommended standards (5%). The evaluation team recommend considering the possibility of increasing the HR and the M&E budget up to respectively 30% and 5% of the overall budget.
91. In conclusion, the implementation of the intervention was found to be efficient to a satisfactory extent compared to the allocated resources and achievement of the outputs by end term.

### 3.3 Effectiveness

<b>Criterion</b>	Effectiveness
<b>Overall score</b>	Satisfactory

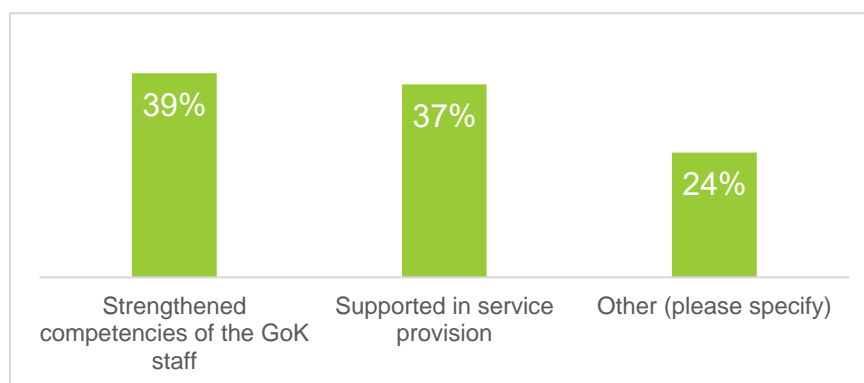
**Evaluation question 6: To what extent did the project contribute to the promotion and protection of vulnerable children’s rights and/or the rights of children in conflict with the law in Kenya?**

**Sub-question 6.1:** Specific Objective: To what extent did the project contribute to strengthening the Juvenile Justice system through Government Institutions, Civil Society Organizations and private sector participation

92. According to the analysis conducted as part of this evaluation, the project provided a relevant contribution to the strengthening the Juvenile Justice system in Kenya.
93. The project adopted a systemic approach aimed at reforming and strengthening the JJ system in close collaboration with the main JJA, particularly the National Coordination body being NCAJ.
94. In particular, the project strengthened the ADR system by providing capacity building to key JJ government departments (DPAS, Police, Judiciary, AAC and CCUC), conducting research on best practices in the field of RJ and Diversion, support in providing Diversion

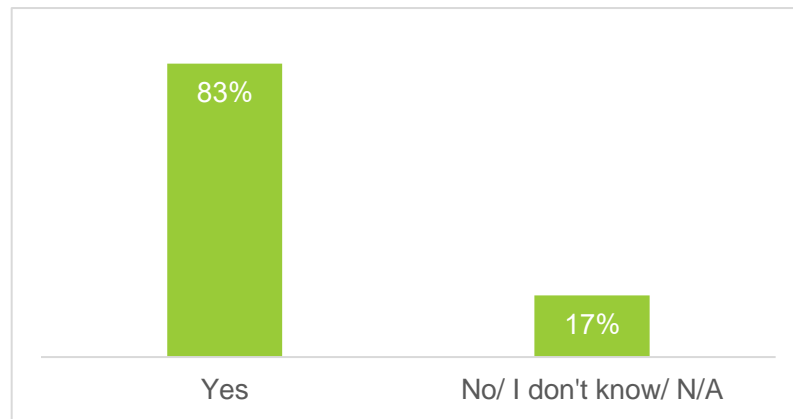
services in targeted location, awareness activities and creation of the first national Juvenile Justice Information Management System (JJIMS).

95. Furthermore, the project supported GoK intervention in the 38 Juvenile Justice Institutions (DCS, DPAS and KPS), through service provision based on the 3-section models, Family Group Decision Making, counselling, reintegration and other relevant successful best practices.
96. Research and publications have been conducted with the aim of strengthening and coordinating the GoK intervention within the JJ institutions, as well as capacity building to all GoK officers working with the children in the Juvenile Justice system, putting into place the guidelines and recommendations provided in the Through Care Guidelines.
97. Within the JJ statutory institutions, a specific focus was given to the victims of GBV and children with disability, through capacity building of GoK staff and general service provision.
98. Lastly, *Aprire* project strengthened the Alternative Family Care system by providing training to GoK field staff (AAC, ACC and CCIs), and supporting the Care Reform process undertaken by the DCS and the main CSOs working in the sector in Kenya.
99. A pilot on Foster Care and Kinship service provision was implemented in 4 sub counties (2 in Nakuru and 2 in Nairobi), and a total of 72 children were fostered, and 18 reintegrated into their family of origin.
100. Within this component, Training Modules, Manuals and Guidelines on AFC, Foster Care and Kinship were developed and afterwards reviewed and validated by the DCS, under its AFC section.
101. Findings from survey (from the Project staff, GoK at HQ and GoK at field level), highlight that the strongest aspect of the intervention was perceived to be the strengthening of the technical competencies of the GoK staff (39%), followed by the support provided in delivering relevant services (37%).



**Figure 4: Which was in your point of view the strongest aspect of the intervention?**

102. A large majority (83%) of respondents reported that they have seen an improvement in the provision of services, hence confirming the effectiveness of the intended goals of the project.



**Figure 5: Improvement in the provision of services**

103. Furthermore, the training proved to be effective in improving GoK staff knowledge on ADR, RJ, provision of psychosocial/educational and scholastic/professional reintegration services and Foster Care and Kinship. 100% of the respondents reported that the training increased their knowledge and professional competencies, and the most valuable aspect of the training attended was understanding the need of the children in the GoK institutions and how to deal with them (60%).

**Sub question 6.2:** *To what extent have the Alternative dispute resolution and restorative justice services been introduced and enhanced?*

104. The intervention provided an effective and relevant contribution at introducing and strengthening ADR, RJ and JJIMS on four specific levels:

1. Research on Best practices, recommendation documents, guidelines and manuals
2. Awareness and sensitization activities at community, national and international level
3. Support key GoK Department in service provision
4. Capacity building of the targeted GoK staff
5. Creation of Information Management System for JJ children

105. The “*Restorative Justice – A Pan-African approach within Juvenile Justice system*” research aimed at identifying best practices at African level on Restorative Justice, reintegration and alternative measure to detention. The activity was supposed to be implemented by IJJO, which withdraw from the project right after the Inception phase. Thus, CEFA took the lead with the support of an international consultant and several other consultants from the following countries: Kenya, Ethiopia, Somalia, Uganda, Rwanda e Burundi.

106. This research highlights the several Diversion best practices realized in the mentioned African countries and the roots of these practices anchored in the East African tradition.



107. As aforementioned, before 2019, Diversion was already practiced informally at the police station levels, but it needed support at policy level to ensure its consistency and official recognition. According to the findings gathered from KIs, Aprire intervention gave an important contribution to its introduction and enhancement, mainly through capacity building and support in service provision.
108. During the implementation of the intervention, other GoK departments have been involved, additionally to those already planned as per project proposal. This wider participation of Government Departments gave to the project a strong consistency, sustainability and effectiveness in its intervention.
109. Up to March 2021, a total of 137 children have been diverted through the project, which, per se, it is not a relevant number considering the total number of children that went through the Juvenile Justice Institutions since the beginning of the intervention, but it provided solid case studies to inform relevant policies as well as learning by doing opportunity for government staff.
110. However, the related indicator was achieved and exceeded, since there were no official cases of Diverted children before the inception of the project. Hence, all cases reported during the intervention are contributing to the 50%, as stated in the Logical Framework (IOV 1.1).
111. One of the most effective aspect of this expected result proved to be capacity building component, with a total of 1411 GoK staff trained, among NPS, KPS, DCS, DPAS, Judiciary, AAC, Magistrates and Public Prosecutors.
112. As some KIs from reported:
113. *“We have people who have been trained and that has helped a great deal in improving the attitude and perception of young offenders. The training to the police officers and CUC have been very effective and has helped to bring the capacity of juvenile partners at par hence bringing in easy synergies in working together”.*
114. *“The training on diversion delivered to CUCs members was effective as we were able to see changed perceptions of the staff members on diversion, especially the police officer in the handling of children.”*
115. As for IOV 1.6, it has been reported in the project biannual report of year 3 that a 57% of improvement in attitude and competence in Restorative Justice and Alternative Dispute Resolution (ADR) was achieved, hence exceeding the stated 30%, as per Logical Framework.

**Sub- question 6.3:** *To what extent have the psychosocial/educational and scholastic/professional reintegration services in targeted institutions been improved?*

116. The analysis conducted as part of this evaluation, proved that the intervention was effective in improving psychosocial/educational and scholastic/professional reintegration services in the 38 targeted Juvenile Justice institutions in Kenya.
117. The improvement of the psychosocial/ educational and scholastic/professional reintegration services was achieved through an intervention at specific levels:
1. International webinars aimed at establishing the African Council for Juvenile Justice
  2. Service provision, based on some specific lesson learned and best practices
  3. Capacity building of GoK institution staff and project staff (OJT)
  4. Public- Private Partnerships
  5. Coordination of GoK key Departments (Through Care Committee)
118. At international level, Aprire intervention aimed at supporting the creation of the East African ACJJ, as platform to share good practices and analysis among professionals on the Juvenile Justice in Africa.
119. IJJO was the project partner in charge of this implementation of this activity, but they withdraw from the project few months after the Induction of the same due to internal issue. Hence, given its relevant expertise, CEFA took the lead role in implementing this activity.
120. To strengthen service provision in the JJ institutions, *Aprire* project staff from CEFA, CCA, CNK and GRT supported the GoK staff in 38 JJ statutory institutions (Rescue Centers, Remand Homes, Reception Centres, Probation Hostels, Rehabilitation Schools, Borstal Institutions and Young Corrective Training Centre).
121. Capacity building, as aforementioned, was found to be very effective. Over the three-years project, several trainings were conducted on some of the most relevant national and international guidelines on children in conflict with the law. Particularly, the trainings on the *Through Care Guidelines* were very relevant, useful and effective. Focusing on the different roles and responsibility of each JJ actor within the JJ system, they helped participants in understanding how to better coordinate and synergize the efforts. Moreover, these trainings and the related strengthen of the Through Care coordination, gave to the Through Care Committee members (DCS, DPAS, NPS and KPS) a stronger sense of coordination as well as of ownership.
122. As per IOV 1.6, in the biannual report of year 3, was reported a 14,8% improvement in both professional competences on psychosocial and educational services, and in family/professional reintegration services of the 38 Government institutions' staff, against the targeted 30%, as per Logical Framework.
123. The OJT Manual was completed in 2020 in coordination with University of Padua and Tangaza University College (TUC) and it intends to give guidance on how to support GoK

staff working within the JJ institutions. It includes guidelines, methodologies and best practices applied and implemented over the course of the Consortium intervention within the Juvenile Justice Institutions (2005). As reported one of the KI interviewed: The OJT Manual was developed because *“the staff needed to understand how to convince and empower government officials on addressing children needs as they get through the justice systems”*.

124. Furthermore, capacity building was achieved through the On the Job Training conducted by the project staff to the GoK staff working in the institutions, through the everyday support provided to them in the provision of services to children in the JJ institutions.
125. *“Initially our institution staff used to do family repatriation, but through pieces of training and engagement with the Aprire project, there is more emphasis on working on re-integrating minor offenders”*, a government official reported.
126. Particularly, the following methodologies, implemented by CEFA and CCA within the JJ institutions, proved to be very effective:
- **3-section models:** this methodology focused on providing support at the child on three different levels, such as counselling, education and reintegration. Within the JJ institution, the three thematic teams work in synergy, share information and collaborate with the aim of developing a “joint care or treatment plan for each child to respond to their specific needs and situation.”<sup>24</sup> This methodology has been implemented since 2005, and it proved to be very effective in ensuring a comprehensive care of the child.
  - **Family Group Decision Making** is a “voluntary consensual decision-making meeting for a family or community group, where they can develop and implement a plan that resolves the issues surrounding a child and works towards keeping the child safe and well cared for”<sup>25</sup>. In the Kenyan context, and as the project implemented the same, family is considered broadly, hence all members of the community that are closely related to the child can participate to this meeting. This methodology is very effective in ensuring the necessary safety net for a child to be able to return back into the community once leaving the institution.
  - **Reintegration process** has a very comprehensive and holistic approach. It is achieved through tailored programs designed to assist the child in settle back into his/her family. It is often opposed to *repatriation*, which is a one-time activity, initially less costly but less effective and thus more expensive on the long term.

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<sup>24</sup> Ottolini, D. (Ed.). (2016). Guidelines Manual on Juvenile Justice Best Practices: an evidence-based approach to the Justice Reforms in Kenya. CESVI, Nairobi: Kolbe Press

<sup>25</sup> Ottolini, D. (Ed.). (2016). Guidelines Manual on Juvenile Justice Best Practices: an evidence-based approach to the Justice Reforms in Kenya. CESVI, Nairobi: Kolbe Press

127. Findings from KIIs reported that reintegration was effective in supporting the child in settling back in the community and replacing repatriation with reintegration was effective in reducing rates of recidivism.
  128. The survey shows that 100% of the respondents (GoK JJ institutions staff and project partners) reported an improvement in the provision of psychosocial/ educational and scholastic and professional reintegration services within the Juvenile justice institutions.
  129. Within this specific intervention and following the same OJT methodology, two project partners, GRT and CNK, supported children with disability and victims of GBV within the JJ institutions. Over the course of the project, a total of 52 children with special needs have been identified and supported in several ways: training of sign language for children with deaf impairment and for GoK institutional staff, counselling to victims of GBV, medical psychological support and creation of a referral system.
  130. Infrastructural rehabilitation of 20 JJ institutions were conducted during the first year of the project, as per IOV.11. An Infrastructural Need Assessment was conducted with the aim of identifying main needs of each institution, and, in coordination with the Through Care Committee, 20 infrastructures among statutory institutions and police stations were rehabilitated.
  131. The Public- Private Partnership (PPP) component was very effective in identifying potential linkages with different private entities with the aim of creating job and internship opportunities for children exiting from the JJ institutions.
  132. With the aim of creating a wider range of opportunities, different types of private entities were identified: from small business at local level to national and international corporations and private foundations.
  133. Furthermore, a list of beneficiaries was developed, hence creating conditions for effective matching between available private entities and the targeted beneficiaries exiting the JJ institutions.
  134. Lastly, this component was effective in improving awareness of children in conflict with the law and in need of care and protection with private entities and foundations, hence reducing the stigma affecting these children and improving community support.
- Sub-question 6.4:** *To what extent have foster family services been enhanced as an alternative measure to institutionalization and/or to protect vulnerable children?*
135. According to the analysis conducted as part of this evaluation, the Foster Care services have been consistently enhanced as an alternative measure to institutionalization and/or to protect vulnerable children

136. Specific levels:
- Development of Manuals and SOP on AFC and Foster Care
  - Exchange of Best practices
  - Pilot project on Foster Care
  - AFAFFC: CSOs as advocacy counterpart
137. The alignment of the project with the Care Reform agenda undertaken by Kenya in the last few years, created the necessary conditions to accomplish systematic introduction of these AFC services. The project staff noted that foster care was not common and was fully introduced during the Aprire project implementation. This position was consistent with government officials interviewed reporting that the Aprire project has supported the design of *SOP for Alternative Care Measures*.
138. In fact, Aprire project developed and realized all the deliverables planned in the project proposal focusing on Foster Care: the *Standard Operating Procedures (SoPs)*, the *Manual* and the *Training modules on Foster Care*.
139. All these deliverables have been created with the technical expertise of relevant partnerships. For instance, the Training Manual on Foster Care (“Training manual for providing Foster Care Services for children in Kenya”) was developed in collaboration with Catholic University in Milan (*Centro di Ateneo Studi e Ricerche sulla Famiglia – Università’ del Sacro cuore di Milano- CASFR*); while the Manual on Foster Care (*Manuale dell’Affido Familiare in Kenya*) saw the contribution of FADV Board in Italy, which provided relevant expertise.
140. This component was very effective in ensuring ownership and supporting the DCS, under the Alternative Family Care section; all the documents were developed in collaboration with them and will be adopted and included in the *SOP for Alternative Care Measures* that the DCS is currently developing, towards advancing the Care Reform and achieving the deinstitutionalization process.
141. Lastly, as reported in Aprire project biannual report of year three, the SOPs on Foster Care have been developed together with the Technical Working Group under the leadership of FADV, they have been shared with the DCS and they are currently under review and final validation (IOV.R3.1).
142. The project introduced Foster Care and Kinship through the Nakuru and Nairobi pilot, in partnership with IDC and CCA. Within these two counties, 4 sub-counties (Nakuru East and Gilgil in Nakuru, Embakasi and Kasarani in Nairobi) have been identified and have been empowered throughout the three-year project. Within these locations, 4 Alternative Care Committees, have been created, which are in charge of supporting the implementation of AFC services, as per Guidelines on Alternative Family Care.

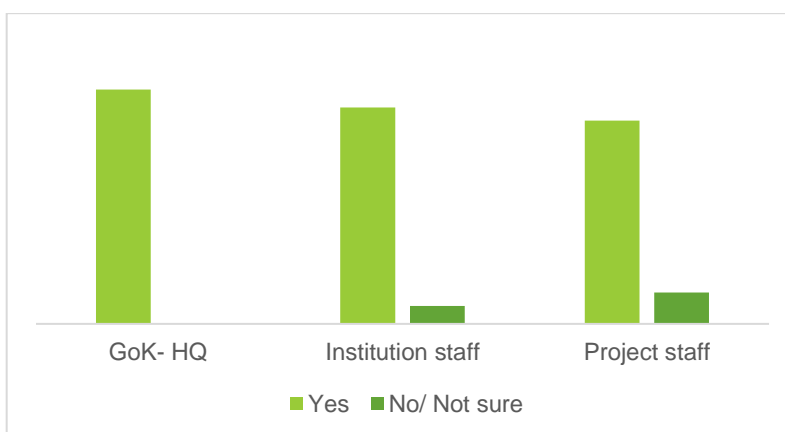
143. Hence, two Alternative Care Committees were created and operational and IOV 3.2 was successfully achieved.
144. Furthermore, the intervention saw the collaboration of the *Sub County Children's Officers* (SCCO) in the two targeted location, which gave relevant contribution at the provision of Foster Care and Kinship services and related monitoring activities.
145. Thus, over the three- project a total of 72 children have been, and 18 have been successfully reintegrated into their biological family.
146. Through the mapping realized during the project inception, it has been confirmed that there were no formal Foster Care or Kinship cases active at baseline, thus all the 72 cases of Foster Care and Kinship realized during the three- year project, contribute to the 30% stated as Indicator, under the Specific Objective. (IOV.SO.3)
147. As member of the Association for Alternative Family Care of Children (AFAFCC) (Previously Alternative Care Alliance Kenya- ACA-K), and in partnership with the same Aprire project has strengthened the CSOs response and coordination on the Care Reform, in order to ensure a concertation between GoK DCS and NCCS and Kenya CSOs working on the AFC.
148. The AFAFCC appears to be providing relevant advocacy with the GoK. In fact, AFAFCC members are involved in the development of the Care Reform Strategy and participate at the meeting to finalize the revision of the Children Bill 2019.
149. Additionally, the AFAFCC realized and implemented an annual work plan with a specific focus on the pilot foster care project and developed / disseminated several advocacy deliverables to promote Care Reform and AFC in the country, thus achieving IOV.R3.3.
150. Lastly, the Aprire project has been strengthening the AFC process through creation of partnership with the private sector (as aforementioned), with the aim of supporting the Foster Care and Kinship service provision.
151. However, due to Covid 19 pandemic, this activity was not fully implemented, but instead it has been reorganized in order to adjust to the new scenario post Covid, hence, focusing the effort on creating PPP with stronger Kenyan corporates, such as: Federation of Kenya Employer (FKE)s, Nairobi Chamber of Commerce (NCC) and Kenya Private Sector Alliance Foundation (KPSAF), as well as developing guidelines on creation and governance of PPP in Kenya.

### 3.4 Impact

<b>Criterion</b>	Impact
<b>Overall score</b>	Satisfactory

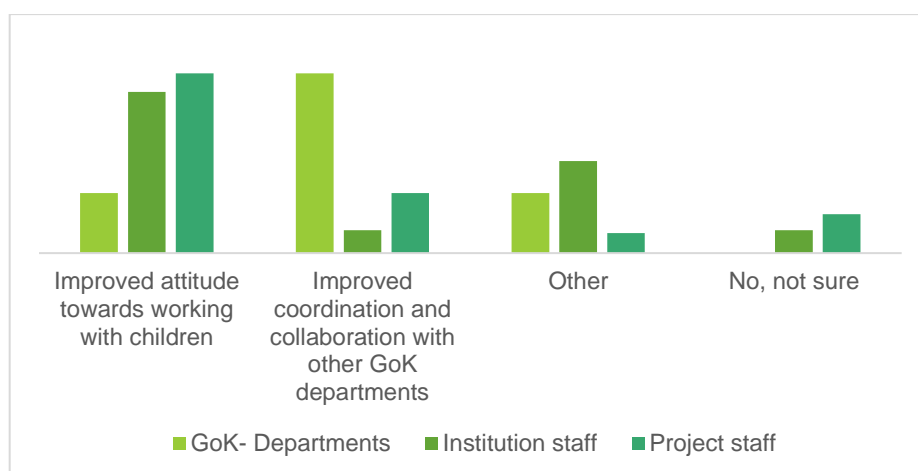
**Evaluation question 7: What kind of impact has the program had on the target area?**

- 152. Findings gathered and desk review conducted proved that the intervention had a positive and relevant impact in the overall promotion and protection of children’s right, as well as in the implementation of reforms aiming at the deinstitutionalization of children.
- 153. 91% of the respondents to the evaluation survey reported to have assisted to a change in attitude/ behavior of the GoK staff in working with children.



**Figure 6: Since the beginning of the project, have you noticed any change in attitude/ behavior of the GoK staff working with the children?**

- 154. When asked what they noticed, most of respondents reported and *Improved attitude towards working with children* (52%), followed by *Improved awareness of children’s rights* and *Improved coordination and collaboration among GoK Departments*.
- 155. On this regard, it is important to highlight that at JJA HQ level the main difference perceived was in terms of coordination among GoK departments, while at the field level, most of respondents (GoK field staff and project staff), reported an improved attitude and awareness. This difference is due to the different type of intervention realized at the two levels.



**Figure 7: Since the beginning of the project, have you noticed any change in attitude/behavior of the GoK staff working with the children?**

**Sub question 7.1** *Have children (in need of care and protection /conflict with the law) systematic access to ADR and RJ services whenever they enter in contact with the JJ system?*

156. As aforementioned, this component focused on strengthening ADR and RJ as Alternative Measure to institutionalization and detention.
157. Under R1, stakeholders reported increased awareness, knowledge and application of alternative dispute resolution and restorative justice methods. Key staff members include the prosecutors, Court User Committee members, and Area Advisory Council members. This has improved the systematic application of alternative dispute resolution methods with the juvenile system. Judiciary and Children Department staff interviewed reported that the training on ADR and RJ was impactful in changing attitudes' of staff members especially the police and all key stakeholders involved in juvenile case management. Stakeholders interviewed reported increased appreciation of diversion as alternative dispute resolution of cases involving minors.
158. Provision of diversion services was reported to have had an impact in two-pronged ways. First, due to the number of juvenile cases diverted, children courts observed reduced backlog, resource-saving (payment of pro-bono lawyers). Secondly, at the child level, the project allowed children to access justice through a fast-tracked process with the support of attached Diversion Officers.
159. Diversion officers supported the drafting of the diversion assessment report and recommendation, facilitated reconciliation between the complainant and offender hence the smooth signing of the diversion agreement.
160. JJMIS pilot has been reported to be impactful in improving the effectiveness and accountability of juvenile justice actors' involvement in case management. Based on KII



interviews, the JJMIS has confirmed the importance of documenting cases from each stage of case management, from closure entry. For instance, while the initial reporting focal varies (some cases being reported by location chiefs of police), JJMIS has allowed for tracking of cases from the first pick up point of reporting through the judicial systems. This has promoted transparency and accountability in ensuring children cases are not delayed in the systems. However, the impact of JJMIS was observed to be hampered by limited operational costs to support enabling environments for the implementation of JJMIS. For instance, the Buruburu Police Station reported challenges in internet connectivity, and that only two out of five staff members have been trained on JJMIS. While staff members reported they were trained, they reported a lack of resources such as the JJMIS manual for references during the use of JJMIS. Triangulations with project staff members, the resources were reported to have been developed and shared with the trained staff.

161. Furthermore, JJMIS received the endorsement of the NCAJ, which ensured to take up relevant roles and responsibilities in ensuring its successful continuation through technical assistance, supervision of private data shared, monitoring the implementation and coordinating communication among the 7 relevant GoK JJ agencies.
162. Despite these positive results and achievements at institutions, police station or location level, the evaluation team recommend a second phase of the project to consolidate the achievement and ensure a systematic access to ADR and RJ services at national level as well as the systematic use of the JJMIS.

**Sub-question 7.2** *Have children (in need of care and protection /conflict with the law) systematic access to re-integration services?*

163. Through interviews conducted with project staff, government officials and reintegrated beneficiaries, the evaluation observes that children were able to access quality re-integration services through the established linkages and synergies across the juvenile justice partners under the umbrella of CUC through the project support.
164. This was linked to improved capacity on delivery of reintegration services as reported by government officials and project staff members. The Sub County Children Officers interviewed reported that AAC members have portrayed improved understanding of the delivery of reintegration. Key improvements noted are around differentiating reintegration from repatriation. Children in institutions had access to psychosocial support services. the children reported that counselling sessions gave them hope and vision, and also made them re-evaluate the behavior that got them to institutions. *“When Jane\* visited us and talked to us, she gave me hope and I felt a regain of my vision in life, I want to be a good person in society...”* Noted a project beneficiary in the JJ Institution (Girl 14 years).
165. The Aprire project has improved access to counselling and other re-integration services such as life skills training. This was linked to the Through-Care Model, which was reported to have remodeled support for children in institutions. The Nakuru Remand home was

observed to have linkages and synergies with external partners in providing counselling and re-integration services to children in the institutions.

166. The evaluation team believe that the project had a positive impact in introducing reintegration services and strengthening the adoption of existing Through-Care Model and thus ensuring as systematic access of these services within the target locations.
167. The sustainability of these services is linked to the budget that will be allocated by the Treasury in the future.

### **Sub-question 7.3 Foster care services**

168. The interviews and analysis conducted showed that this intervention had a relevant and positive impact in introducing, piloting and enhancing Foster Care in Kenya.
169. Particularly, Aprire project had a significant impact in assisting the DCS toward the advancement of the Care Reform through development of necessary SoPs, guidelines and Manuals. These materials were not only developed in coordination with the DCS, but also validated by the Department and will be included in the National SoPs on AFC.
170. Over the three years project, relevant expertise was provided for the development of guidelines and materials on Foster Care and, more generally, on Alternative Family Care, and FADV was recognized by the Department as relevant partner towards the achievement of the deinstitutionalization process and included in all most relevant meetings and workshops. FADV mobilized a relevant network of international specialized institutions, mainly from Italy, which contributed to share knowledge and lessons learnt. In particular the Catholic University and the methodological board for FADV provided a relevant technical support to the project.
171. Furthermore, AFAPFC intervention was successful in ensuring a coordinated action of all NGOs and CBOs working on AFC and focusing on the deinstitutionalization process. Several meetings, awareness sessions and activities were organized with the aim of enhancing knowledge on the topic among the different organizations, as well as with the CCIs.
172. Lastly, the pilot project on Foster Care in Nairobi and Nakuru generated knowledge and awareness on Foster Care, and activated, at local level, relevant government field staff in ensuring service provision through the support of IDC and CCA.
173. Due to the pilot nature of the intervention, the specific impact generated was on a small-scale level, yet, the impact created was found to be significant.
174. Overall, the Foster Care intervention had a relevant and strong impact in enhancing Foster Care and Kinship service provision and in the development of all necessary materials.

**Sub-question 7.4:** *Has the project had a positive or negative impact on juvenile justice systems*

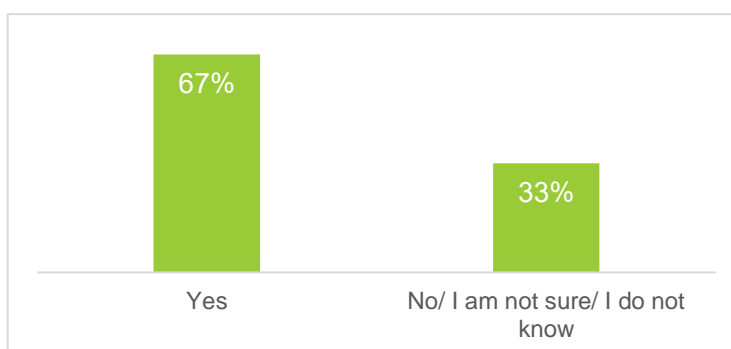
175. Based on the analysis of the entire qualitative data sets, the project has had positive effects on the juvenile systems in Kenya. The strengthening of the capacity of juvenile systems actors on delivery of ADR and RJ will impact how children's rights are respected especially when in contact or conflict with the law. The observed improvement of children courts in Nairobi to reduce protection risks and make it child friendly will impact children in different ways; first children will be safeguarded and protected from harm, and second children will be able to have a less stressful environment, hence improving their psychosocial wellbeing. The JJMIS has improved transparency and accountability and hence impacting on how fast cases of minors in conflict with the law are addressed within the juvenile justice system. *“There are several options JJMIS is a case management system, which will help track how long children are staying in the justice systems; i.e no child should stay for six months in justice systems, through the JJIMS we can ensure accountability...”* Noted JJIMS Lead partner.

### 3.5 Sustainability

<b>Criterion</b>	Sustainability
<b>Overall score</b>	Satisfactory

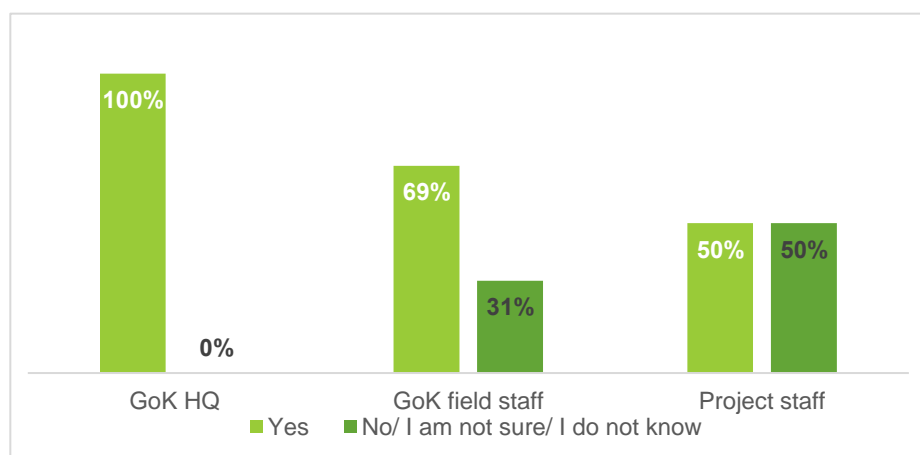
**Evaluation question 8: How sustainable are the benefits created with the intervention likely to be in the medium to long run?**

176. Findings from the survey conducted show that the majority of the respondents consider the project as sustainable, and that the changes realized will continue after the end of the intervention.



**Figure 8: Do you think that the changes realized by APRIRE project and its partners will continue after the end of the project?**

177. It is important to note that while 100% of respondents working at GOK JJ HQ level believe the project will be sustainable, for GoK staff at field level the % is lower but still indicating a solid trust in future sustainability (69%). On the contrary, only 50% of the project staff consider the intervention sustainable and other 50% saying no or not sure.
178. The difference could be read as:
179. While at HQ and policy/legal framework level the intervention achieved several major results with a solid institutional participation of the GOK JJA, at the field level the perception of sustainability is more related to insufficient availability of funds and of human resources, together with a lower ownership of the developed methodologies/ guidelines.
180. This finding is also confirmed by KIIs in the table below:



**Figure 9: Do you think that the changes realized by APRIRE project and its partners will continue after the end of the project?**

181. Among project staff and GoK field staff a total of 81% of respondents believed that the changes will not be sustainable for the following main reasons: insufficient financial resources (36%), inadequate ownership of the methodology/ guidelines/ intervention to GoK (29%), and insufficient human resources (14%).

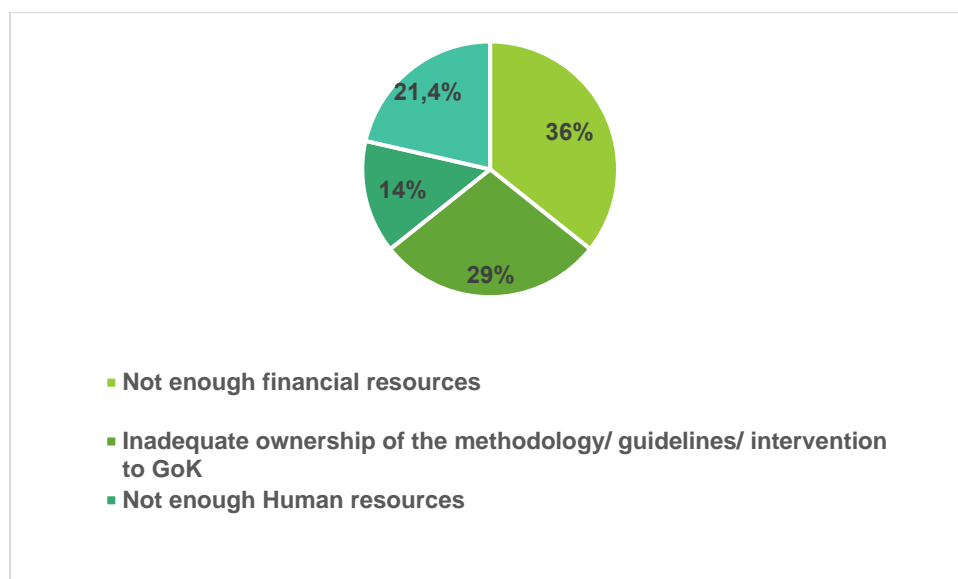


Figure 10: Why do you think the changes achieved with Aprire project will not be sustainable?

**Sub Question 8.1:** *Are structural and institutional benefits likely to be sustainable?*

182. Based on key informant interviews with both government and project staff members, the key structural changes created by the project are around the structural and professional implementation of ADR and RJ particularly on the Judiciary capacity to rollout diversion and data management through the JJIMS. The CUC and NCAJ structures and partners were reported to have improved capacity to deliver on diversion and reintegration of children in conflict and contact with the law. Government respondents observed that though the services will continue within the government structures, the scope would be limited compared to when with the Aprire project support. Financial limitations and limited staff members were reported to be major obstacles as the department received limited resources from the government.
183. Digitization of Juveniles case management was observed to be scalable and sustainable. The Judiciary through the National Commission of Administrative Justice (NCAJ) has a mandate to ensure JJIMS is scaled-up and implemented after the project closure. It was observed that for the government to prioritize JJIMS there is a need for a policy document around it to support the allocation of funds from the treasury. Emerging developments have given hope to JJIMS scale-up and sustainability. Information management, data demand and information use for decision-making has been flagged as a priority for the judiciary and JJIMS have the potential of being a driving mechanism to achieve this priority. AICS NGO were observed to be advocating and lobbying for the inclusion of JJIMS in the NCAJ Strategic Plan for the next five years. The NCAJ strategy will be funded through the treasury and JJIMS will eventually benefit through this arrangement.

184. Similarly, under R2, based on key informants from the three-visited statutory institution, the capacity to do counselling and professional reintegration were observed to remain even after the project phase-out. However, limited staffing will affect the full scale-up of professional counselling and reintegration interventions. An interview with a government official in the office of DCS-Institutions confirmed that Counsellors would be considered as one of the professionals to be attached in institutions. *“Through the project, the government has observed the importance of having counsellors and this proposal has been submitted to the headquarter...”* Noted a Rehabilitation Center Official. The primary data from key informants observed that the resources generated through the project implementation were reported to continue beyond the project closure. For instance, the Through Care Model grouped staff members into three key services namely counselling, educational and professional reintegration.
185. Again, since the project used already existing structures such as the Through Care Committee to create linkages with different child-focused partners, this structure was observed to exist beyond the life of the project.
186. Under R3, project and government staff members noted that the work piloted of foster care and kinship families will continue. *“The foster care workers will continue because it’s part of Care reform agenda...”* Noted a government worker.
187. The government staff member noted that there are plans to roll out foster care families in other countries dubbed demonstration counties. These include Kisumu, Nyamira, Muranga, Kilifi and Kiambu.
188. Interviews with government officials in Nairobi observes that the government mission is to have a leading foster care program for children in need of care and protection.
189. There are plans to develop a database of approved foster care parents and be embedded in CPMIS. *“This database will be accessible to all the children service departments in Kenya and can link children in need of care and protection to these families after further due diligence...”* Noted Government Official.
190. Several partners were reported to be supporting this initiative. Asked why not through government funding, it was reported that the government cannot allocate resources, the treasury needs the policy to do so. However, the national Strategy on Care Reforms is anticipated to be used as a tool to lobby for resources from the treasury once completed. The Care Reform is planned to be budgeted and costed within the Kenyan Government Treasury. This element is considered very critical by the evaluation team to ensure full sustainability of this component and it should also be included and supporter in future actions.

191. In Nakuru, the project staff members reported that the project work would continue as the Foster Care and Kinship family component anchored within Catholic Church targeting its members and the wider community.
192. In short, the foster care component under R3 has a greater potential for sustainability and scale. It was observed that this would be more effective if religious channels were explored. For instance, CCA rolled out the foster care family programme through the church and several children were fostered in financially stable families. The church offered a structured and credible platform and tool for creating awareness of foster programmes, specifically the need of supporting children in need of care and protection through sermons and weekly fellowships. The viability of foster care rollout through other non-religious channels was not explored during this evaluation. However, government plans are in place to scale up foster care families beyond the two counties that Apire worked in.

## 4 Conclusions

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193. *Team leader's conclusive remarks:* The programme was found relevant to the needs it aimed to tackle, effective in achieving its expected outcomes, efficient vis a vis its impact and capable of triggering sustainable changes and reforms in the Juvenile Justice and alternative care sectors. The intervention was rated satisfactory under each evaluation criterion and therefore overall satisfactory. To the extent viable, the agency should keep conducting context-specific studies on the intervention sectors and analyze its enablers and barriers in the medium and long term.
194. Taking into consideration the findings described above, the evaluation team reached the following conclusions.

### 4.1 Relevance

195. The project proved to be relevant to the major needs related to the specific sectors of Juvenile Justice and Alternative Family Care (AFC).
196. The strategy and design of this project generated from a high level of analysis and relevant studies on the Alternative Family Care and Juvenile Justice.
197. The fruitful participation of all the relevant GoK Departments and local project partners at the design stage of the intervention as well as the prior sound hands-on experience of the leading agency and the project partners ensured the relevance of the project to the needs of the country and the needs of the beneficiaries
198. The project was given a clear design with achievable objectives, clear assumptions and adequate risk management procedures. The targets and indicators were found clearly

formulated in the project log-frame. On the contrary, the theory of change was not designed and it remained implicit throughout the implementation of the project

199. The intervention proves to be fully in line with the GoK policy framework as well as with donor (AICS) guidelines and objectives on the sector of intervention. The synergies with complementary programs in the sector are in place and respective scope of interventions are mostly not overlapping.

## 4.2 Efficiency

200. Human resources were managed in a cost-efficient manner. No overlapping in roles and responsibilities within the consortium were found or reported.
201. Given the size of the project and the complexity of the context, the evaluation team consider inadequate the number of staff allocated to the project. Despite this, the commitment and dedication of the staff proved to be crucial for the achievement of the expected results.
202. Despite the potential risks associated to a large consortium (15 members) and despite the fact that it was the first time for FADV to lead a similar consortium in Kenya, the evaluation team consider the established project coordination mechanism as effective and functional

## 4.3 Effectiveness

203. The project provided a significant contribution to the strengthening the Juvenile Justice system in Kenya through a systemic approach aimed at reforming and strengthening the JJ system in close collaboration with the main JJA, particularly the National Coordination body being NCAJ.
204. Beyond the number of cases (137 up to March 2021) that have been diverted to alternative solutions, it has to be highlight the impact achieved by the project in building the capacity among NPS, KPS, DCS, DPAS, Judiciary, AAC, Magistrates, Public Prosecutors through theoretical and on the job trainings, researches, establishing international dialogue and awareness on ADR.
205. The psychosocial/educational and scholastic/professional reintegration component proved to be highly relevant to the needs of the minors as well as highly effective in terms of adopted methodologies. The linkages with the Through Care Guidelines is very strategic and critical but it might not guarantee the sustainability in the future of all the applied methodologies (in particular three section model and the reintegration approach) unless the GoK commit adequate financial resources. A solid advocacy component on adequate budgeting by the treasury shall be considered in future interventions.
206. The project played a critical role in introducing the AFC services in Kenya. The alignment of the project with the Care Reform agenda undertaken by Kenya in the last few years, resulted essential for the long-term impact of the action. Despite this, the evaluation team consider



important to strengthen this component with a second phase that could consolidate the results achieved so far.

#### 4.4 Impact

207. The intervention had a positive and relevant impact in the overall promotion and protection of children's right, as well as in the implementation of reforms aiming at the deinstitutionalization of children.
208. Particularly, a relevant impact has been achieved in introducing ADR, RJ and AFC services mainly in the target locations/stations/institutions. A second phase of the project is highly recommended to scale up the geographical scope of the intervention, consolidate the achievements aimed at ensuring a systematic access to these services at national level.
209. A positive impact was also achieved in ensuring a systematic access of reintegration services and strengthening the adoption of existing Through-Care Model in Kenya. Given the exhaustive legal framework (particularly the through care guidelines) and the impact achieved in the capacity building at national level covering all (100%) of the statutory institutions, the future sustainability of these services will only depend on the political will and the budgetary allocation from the Treasury. An eventual second phase of the project could be limited to assessment, supervision, technical guidance and if needed, advocacy on adequate GoK budgeting.

#### 4.5 Sustainability

210. On the overall the project was found sustainable. The evaluation team noted a remarkable participation and synergies with the JJA ensuring the institutional sustainability of the intervention.
211. Furthermore, the project was based on existing GOK structures or guidelines which increase the likelihood of future sustainability
212. Despite this, some activities, mainly counselling and reintegration of children in statutory institutions as well as the FCA, will depend on the GOK political will, particularly from the treasury, to provide adequate budget to the relevant departments. Due to the high number of GoK agencies and stakeholders involved, the project was not able to sign a single and general MoU in relation to future commitment of these activities, while only different endorsement and commitment / hand over letters were and are being collected from different agencies. If from one side is not possible to measure the future political will and commitment, the evaluation team recognize that the concerned activities are not capital intensive and thus the option of GoK funding is considered financially feasible.

## 4.6 Overall rating

213. Considering the rating that was allocated to the APRIRE project under each of the evaluation criteria, the evaluation team rated the overall project performance as **satisfactory**.

Table 4. Summary of the project rating.

CRITERION	Relevance	Effectiveness	Efficiency	Sustainability	Impact	Overall performance
1. Highly Satisfactory						
2. Satisfactory						
3. Moderately Satisfactory						
4. Moderately Unsatisfactory						
5. Unsatisfactory						
6. Highly Unsatisfactory						

## 5 Recommendations

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214. **Recommendation 1.** The theory of change was not designed, and it remain implicit throughout the implementation of the project. The evaluation team recommend a deliberate effort in making programmatic theories of change explicit as it will help in developing the impact framework as well as support the management in programming and showing how change happens in the short, medium and long term to achieve the intended impact.
215. **Recommendation 2.** The evaluation team recommend considering a higher number of staff for future similar assignment.
216. **Recommendation 3.** The evaluation team recommend to focus on the consortium members ability to prevent employee turnover and to put in place structured and effective strategies to improve employee retention and improve the workplace environment (like training of employees, scope for growth and development, issuing bonus and other incentives, rewards and recognition, etc.).
217. **Recommendation 4.** The evaluation team consider the consortium approach a good practice to achieve a common objective as it could offer exchanges of experiences, capitalization and institutional support. Despite this, it is recommended to limit the number of the consortium member to a smaller number as possibly to members already accustomed to working together. This is to mitigate potential risks of significant legal, administrative, financial and operational difficulties.
218. **Recommendation 5.** Secure resources for MEAL - Monitoring, Evaluation, Accountability and Learning. In line with international standards and development best practices, it is recommended to allocate in future proposal at least 5% of the budget to Monitoring, Evaluation, Accountability and Learning (inclusive of external project quantitative and qualitative evaluations).
219. **Recommendation 6.** Follow and scale up intervention. A new phase of the program should have a minimum duration of 3 years. This intervention should build on the foundation established in the current program phase to scale up and consolidate the outcome achieved during the current project. This is particularly critical for the ambitious goals of introducing the ADR and AFC services and mainstream it at national and systemic level in Kenya.
220. **Recommendation 7.** A solid advocacy component on adequate budgeting by the GoK treasury for the activities related to the ADR, Foster Care and Kinship and service provision in the statutory institutions shall be considered in future interventions.

## Annexes

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**Annex 1:** Evaluation matrix

**Annex 2:** Data Collection tools

**Annex 3:** List of KIIs

**Annex 4:** Schedule of visits and meetings