

DETERMINANTS OF IMPLEMENTING CASH TRANSFER PROGRAM FOR ORPHANS AND VULNERABLE CHILDREN: A CASE OF ISIOLO COUNTY, KENYA

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ABSTRACT

In 2007, an estimated 145 million children between the ages of 0 and 17 years were orphaned, while in 2014, over 198 million children below the age of 18 years were orphaned in Africa, having lost one or both parents. The number of OVC who include street, forced laborers, sexually exploited children, and those with disabilities is immense and continues to increase drastically. The purpose of this study therefore was to investigate the extent to which government allocated financial resources, management procedures and stakeholders are major determinants of implementation of cash transfer program for orphans and vulnerable children in Isiolo County, Kenya. The study was guided by three objectives to; examine the influence of financial resources in the implementation of Cash Transfer program for Orphans and Vulnerable Children, determine how management influences the implementation of Cash Transfer program for Orphans and Vulnerable Children, examine the influence of stakeholders in the implementation of Cash Transfer program for Orphans and Vulnerable Children in Isiolo county. The above objectives also form the themes in literature review. Financial resources in programs theory was cited to demonstrate that finances are a crucial resource component in programs. Stakeholders' analysis theory was also be used to show the importance of stakeholders support in the overall implementation of a given program. The research targets head teachers of

primary schools where those children attend classes, Assistant chiefs as local administrators with street level bureaucracy, World Vision International and UNICEF unit managers and the caregivers of beneficiaries of CT-OVC program in Isiolo County. The target population was 964 but a population sample of 96 respondents was drawn using stratified random sampling technique. To ensure fair representation, the region was clustered into five regions i.e. central region, northern part, southern part, eastern part and finally western part. Data was collected through self-administered questionnaires; data coded and analyzed using descriptive statistics and results presented in tables and charts. The findings show that that government monthly CT, management procedure, stakeholders involvement explained a great proportion of the changes on cash transfer program for orphans and vulnerable children in Isiolo County. It can be concluded that though the cash transfer programme is a good initiative, the identification of the OVC was not properly done. The study recommended that both the national government and county government should invest heavily in the CT programme for the OVC. The government should increase its funds and also invite other stakeholders like CBOs, churches, businessmen and local leaders so as to scale up the CT OVC programme.

Key Words: *cash transfer program, orphans and vulnerable children, Isiolo County, Kenya*

INTRODUCTION

Cash transfers are either unconditional or conditional. Conditional cash transfers are aimed to promoting particular behaviors, such as school attendance or regular health checkups. Conditional Cash Transfer (CCT) Programmes were born in Latin America. They target poor families offering cash subsidies in exchange of commitment by households to invest in the human capital of their children. Due to poverty, families are unable to invest in their children's health and education.

Globally therefore, governments and non-state actors were urged to come up with livelihood-based social protection interventions as a means of bringing out vulnerable individuals into the expansion course through safeguarding, deterrence and advancement to guarantee their immediate and future livelihoods. Livelihood based social support for OVC were therefore designed to institute and implement interventions to reduce vulnerability of the OVC and their households (The Hague Global Child Labor Conference (2010)).

Cash transfers therefore form an important part of social protection programming in many developing country especially in sub-Sahara Africa. Other than the Kenyan programmes that include Hunger Safety Net Programme (HSNP), Cash Transfer for orphans and Vulnerable Children (CT-OVC), Older Persons Cash Transfer (OPCT), and Disability grants (Republic of Kenya, 2012), the following cash transfer programs have been introduced in other African countries –e.g. transfers to poorest households like Lesotho, Malawi, Mozambique, Zambia, cash relief grants to food- insecure households (Ethiopia), and child support grants (Ethiopia, Namibia, south Africa), child care grants focusing on orphans and other vulnerable children (Lesotho, Malawi, South Africa, Tanzania), disability grants(Lesotho, Namibia, South Africa), and non-contributory 'social pensions' (Botswana, Lesotho,, Namibia, South Africa) (UNICEF, 2011).

In his report, Chant (2010) also points out that the major cause of OVC emergence especially in sub-Sahara Africa, Russia, developing Asia etc, is HIV/AIDS which has led to an upsurge in the total number of orphans. He emphasizes that AIDS is more than a health matter and there are numerous negative social–economic problems associated with the increasing number of OVC's in Africa. Of the over 47.5 million children that are orphans in sub-Sahara Africa, 11.6 million have been orphaned due to AIDS (UNICEF 2013) while the over 42 million orphans in Asia (UN, 2012).

The Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM) is a major financier for programs responding to HIV menace, including programs targeting orphans and vulnerable children (OVC). In June 2010, the Global Fund reported that programs they funded had provided 4.9 million basic care and support services to orphans and vulnerable children in Africa. They however reiterated the implementation of those programs have greatly depended on factors such as prudent utilization of the availed financial resources, management procedures applied by

implementers, stakeholder involvement in the community, political good will, leadership of the various programs and many more.

Kenya has numerous legal mechanisms that are intended to protect the rights and welfare of its children. Firstly, Kenya is a signatory to the universal Declaration of Human Rights (1948) which recognized social protection as fundamental human rights for all citizens of the world. Other international legal instruments adopted by our country include the international covenant on Economic, Social and Cultural rights (1967) and the world summit on social Development (WSSD) of 2000 which played an influential and pivotal role in shaping social protection agenda in Kenya. Since our constitution clearly emphasizes on the domestication of all ratified international and regional agreements, then, Kenya had every reason to initiate OVC programs to act as a social assistance scheme and ensure no child would suffer for lack of biological parents.

The Kenyan CT-OVC Programme is an initiative by the government and other development partners including the World Bank, Department for International Development (DFID), United Nations Children's Fund (UNICEF) AND Swedish International Development Corporation (SIDA) The impetus for developing CT-OVC in Kenya stemmed from the growing realization that some of the other elements of social protection in the Kenyan society context, especially family and communal mechanisms, were breaking down in the face of the growing HIV and AIDS pandemic. The analysis was starkly presented in "Kenya in the shadow of death" by Csete (2001).

Since the programme was started to deal with OVC problem, there is need to investigate OVC's individual access to the services and not the entire household and whether the impacts trickle down to the OVCs who are the main target. According to UNICEF (2013) despite the quantitative data collected from the benefitting households showing a positive trend in the programme impact, there was need to interact with other contacts who know the beneficiaries well and establish the quality of service and the direct impacts of the programme on their daily lives. The perceived delivery of service by the people receiving the funds (the caregivers) on behalf of the beneficiaries (the OVCs) and the actual delivery of that service needs to be interrogated further. Furthermore, the indicators that have been used in the evaluations reflect multiple complex determinants that may take longer to change (Fiszbein et al., 2011).

A study by UNICEF (2011) has related the factors surrounding CT programs in Swazi to the SA republic. In the Sub-Saharan Africa, OVC programs were officially adopted in the 20th century when the HIV/AIDS scourge became rampant and real. In the small Swazi country in the southern parts of Africa for example, the number of OVCs is almost half the number of children in the country (Mustapha, 2010). With HIV prevalence of 26.67%, the records of deaths have been distressing, setting the nation at a hang balance of implementing methods of fighting the street kids, OVCs, molested children etc. According to Epidemic Update 2009, ordinary Swazi lifespan expectancy fell by half between 1990 and 2007, as a result of the epidemic.

In Kenya, only 22 percent of children below 18 years of age live with both parents, and nearly one-third do not live with either parent due to the high number of deaths occasioned mainly by HIV/AIDS (SDHS 2007). Some 1.64 million Kenyans are currently living with the condition, but the figure could shoot up to 6.9 million by 2020. In Isiolo County, HIV prevalence currently stands at 4.2% thus placing the county within the medium burden category and this translates to a high number of OVC in the county. (Isiolo county Aids strategic plan 2014/15-2018/19. Thus a need for structured CT programs to protect these people from extreme. The implementations of such programs however were hampered by various factors that included inadequate financial resources from the already overstretched national budgets, glaring weaknesses in managing program procedures and many more.

STATEMENT OF THE PROBLEM

Cash transfer programs play a vital role in the provision of social protection systems through regular and predictable cash payments to the ‘hardcore’ poor and vulnerable households. Since 2009, Kenya has piloted and implemented a wide range of social protection initiatives, many of which have benefited children. Examples include: - Orphans and vulnerable children’s Cash Transfer, Elderly Persons Cash Transfer, Cash Transfer for persons with severe disabilities, Hunger safety Net Program, Blanket Supplementary Feeding, Scholarships and bursaries etc. The operational manual for consolidated cash transfer programs (June, 2017) is clear on the overriding aim as to build their capacity to be able to live a life of dignity and exploit their human potential. The program is therefore designed to tap, nurture, develop and actualize the potential of OVC (in the case of CT-OVC program), their social and economic background notwithstanding. It was imperative therefore, to investigate whether the programme is fulfilling its noble mandate or it is off the target. The questions arising are: Is the amount of money given adequate to improve the lives of orphans given that the guardians who receive the money on their behalf have other children who are not necessarily vulnerable, as in the case of total orphans? Have the fund managers followed the laid down procedures to the letter and ensured no undeserving case would access the money at any given time? Do stakeholders supplement government efforts in any way to bridge service delivery gaps to uplift the welfare of these OVCs?

OBJECTIVES OF THE STUDY

1. To examine influence of government monthly cash transfer on the implementation of OVC program in Isiolo County.
2. To determine how management procedures applied by implementers do affect the implementation of Cash Transfer Program for Orphans and Vulnerable Children in Isiolo County.
3. To examine how the role of stakeholders influence the implementation of Cash transfer Program for Orphans and Vulnerable Children in Isiolo County.

EMPIRICAL REVIEW

Concept of OVC Cash Transfer Program

The CT for OVC in Kenya was seriously rolled out by the government during the Hon. President Kibaki's government in 2004/2005 and the program targeted particular number of districts that were found to have high number of OVC prevalence due to HIV/AIDS. These districts included Kwale, Garisa and Kisumu. Earlier similar services existed in the country through the office of president Moi by donors and other bodies such as NGOs, CBOs and FBOs (Republic of Kenya, 2012). In 2004, OVC-CT program was initiated in Kenya on a pre-pilot phase (Government of Kenya, 2011); in Garisa, Kwale and Kisumu district, 500 OVC households were covered by the project (Ministry of Education, 2011).

The major role of pre-pilot phase was providing guidance on the planned programs which include selection of the procedure, estimated implementation cost and target setting. According to (Ikiara,GK,2009) government budget provision to CT-OVC program in relation to financing, it indicated that government allocation to the program had an increase to almost 12 folds between the year 2005/06 and 2008/09, approximately US \$80,000 to over US \$9,000,000 respectively. The government sources currently are limited as they stand at US \$14 million comparing to the number which has grown to over 2.4 million OVC in the 47 counties the program covers.

According to USAID (2013), since the CT-OVC program was and still is wholly directed at providing effective help to OVC, the program chose to rely on people who had firsthand information of the target population. Districts were selected based on their HIV prevalence (Government of Kenya, 2013a) and other technical methods such as whether the district would receive donor support according to (Government of Kenya, 2013b). According to Republic of Kenya (2013c), eligibility of households to cash transfer is determined by these managers in two ways which are the availability of at least one OVC in the household and/or the main caregiver being chronically ill and has high poverty index.

As per payment mode, Kenya unlike Cuba, Brazil, Mexico, SA and India has been paying very small amounts to the OVC and the allocations have been deferred by both the allocating bodies and the national government. For example in Brazil, the OVC in the Rio De Generio slums get up to 11,000 (in Kenya shillings) per month. The money for the cash transfer program is currently paid per household of eligible children in the household at the rate of 2,000/= per month in Kenya irrespective of the number of OVC. Thus, if there is more than one orphan in a household, the same amount –Ksh 2,000 per month per eligible household. A clear lopsided payment procedure would be a case of six orphaned children living under one roof but are receiving a flat figure of ksh. 2,000. Eligible children are aged from less than one year to a maximum of 18 years. When children reach 18 they are removed from the program and are expected to fend for themselves. This has made the program a challenge in its implementation.

Mode of payment of the OVC has not only watered down the success story of CT programs but is seen as a mockery, according to Chernet (2011). In India for instance, the mode of payment is through the Post Banks which in most cases could not be available to the humble people in the isolated homes (Emiliana, Alexandra and Chelsea, 2011). Misappropriations and outright embezzlement was the order of the day. Again the disbursement took too long to reach the beneficiaries thus reducing the current time value of the money (MGCSD, 2011). This has also been true to the situation in Kenya where CT for OVC funds are channeled through the local banks with deferred payments of up to 3 months (Otieno and Colclough, 2009), misuse up to 56% of the funds or embezzle through questionable means/corrupt deals up to 59.02% of the funds, making the whole process a faulty. Studies by WERK (2014), USAID (2010) and MGCSD (2010) shows that the support by the government for the OVC in Kwale, Kilifi and Garrissa has been hopeful but the efficacy has been at 44.12% as a result of issues of corruption by the local assistant chiefs who are used to identify the OVC, the skimpy cash allocated to the kids at Ksh.2591 (GOK, 2014), and the loopholes in payment which is made manually that led to corruption and misallocation of the funds meant for the orphans. Thus, the aforesaid factors and other related issues have occasioned this study hitherto undone in Isiolo County to look at the issue of finances and OVC programs implementation procedures.

According to Mugaisi (2014), features of the household members that has been considered for a long time include; the caregiver not currently working or s/he is working and not a farmer or laborer; no adult of the household have acquired a standard eight level of education or, the caregiver owns less than two acres of land. The location committees are then required to visit all households that have impoverished children. To determine whether the households meet the eligibility criteria, the LOCs complete a targeting form that list the basic eligibility condition. The LOC will then decide the eligibility and qualifications of each household by assessing their needs (Julia and Amanda, 2007). This list of the eligible candidates is then forwarded to Nairobi for input into the program's Management and Information System (MIS). In the second stage of the targeting process, enumerators return to households identified by the LOCs as eligible and collect more detailed information on household demographic composition, the proxy variables and care giver features. The OVC Secretariat in Nairobi orders families based upon risk factors when more households are selected by the locks than the budget can accommodate.

Effective programs must be implemented as measures to prevent gender inequity, reduce social marginalization and stigmatization and reduce further deprivation of domestic structures. To ensure that services delivered for OVC doesn't lead to conflict and jealousy in their families and social units, care must be taken. In addition to focusing on affected children, focusing intervention in the family units and the community is the greatest way to encourage the child interests (UNICEF, 2012).

World Bank (2012) states that, in relation to the documentation process, gender issues are important in OVC programs. To ensure that different needs of boys and girls are recognized and addressed appropriately to reflect their varied developmental stage, cautious attention should be

set in conceptualizing and implementing OVC activities. Those girls and boys without caring families often face exacerbated for girls and discrimination and threat for violence as they reach puberty. The girl child is vulnerable and may face risk of mistreatment, bodily and sexual abuse, HIV infection, trafficking and burdens of caring for family members within HIV/AIDS affected communities (UNAIDS, 2012).

Several studies have been conducted across the country on how procedures applied by fund managers while implementing CT OVC programs have had significant influence beginning with allocation of the resources (Mugaisi,2014), monitoring and evaluating the entire implementation process (Stewart, 2012) and identification of the OVC (Tillery2013, February 27). Nevertheless no research has been done in Isiolo County touching on the extent management procedures are influencing the implementation of OVC programs.

Financial Resources and the Implementation of CT-OVC Program

Abebe (2010) asserts that the most distressing issue in CT programs current (both conditional and unconditional) are the finances. In regard to this Abebe argues that sources of funding for these programs, the amounts for the programs and the means of payments during the implementation have been the center of discussion. (Barnett and Hustedt, 2011) argument in their work, - Refining Community Financing for Early Learning Programs- Pre-school Brief no 23 in New Jersey. Their focus was on success of the program on three financial issues which targeted OVC under 7 years. They argued that, for any CT program that targets the under 7 to be successful in developed and developing countries, emphasis should be put more on sources of finances , amount to be spent and means of payment for this money.

Employment Act, Laws of Kenya (2011) details that for growth projects to be effective, it requires a sound financial base emerging from trustworthy sources of finance, financial systems that facilitate accountability and cash flow projections and coming up with marketable products/services in order to generate excess incomes compared to the expenditure of the project. Project financial systems refer to procedures of accounting, records and statements of finance showing the performance and cash flow statements, projections that show financial sustainability of projects funded by donor.

CT programs for instance, those that do not deliver the required financial benefits that are clear to the target group and stakeholders are unlikely to be successful after withdrawal of donor funding (OECD, 2010). According to Ettyang (2012), on the role of financial resources on the lives of project for example, he looks at health services and argues, in absence of proper financing users of health government, services will not pay either directly or through taxes. If their expectation or benefits are limited and the services are poor this makes the project success impossible. Often better financial analysis is required specifically in formulation of economic sector programs and projects before they are implemented and most of them depend on funds for success of their day to day activities.

Mark and Kelly (2011) in their research about Success of Student Centered Funding for Colorado OVC discovered that, up to 89% programme progress that was disclosed by the government in approximately 23 years ago hugely depended on where the financial resources were sourced from, the money distributed to the various organs handling the money, how the amount was dispatched to the beneficiaries and how monitoring and evaluation for accountability was done. In their social research 167 respondents were interviewed in the non-formal settlement of Crolando.104 of the respondents argued in support of government funding and other stakeholders for example NGOs as a core success factor.35 of the respondents argued that government had used electronic means of payment that examined issues concerning corruption and fraud leaving the rest to favor the fairly sustainable amount given to the vulnerable group as a success factor. In a similar study by Mbozi (2011) stated that the financial resources on the government in Zambia for long have optimally drawn back the implementation of all the programs since the money given by the government is not enough and is usually associated with delays in disbursement. Methods of payment are also faulted by the fact that, almost 67% of the funds are manually distributed through the local leaders which makes the entire process a sham.

In Kenya, there are only two major sources of financing availed to the OVC programs that have had a great impact to the implementation of a successful programme in the country UNICEF (2011). On the external funding front, since external agencies have helped in the provision of CT for OVC in Kenya since 1990s. They include Agha Khan Foundation, UNICEF and World Bank among others. Grants channeled through local NGOs, example, religious bodies have been taken by donor support in provision of ECE for OVC. UNESCO (2015), the World Bank OVC project of 2007-2014, has been the greatest source of external assistance in the recent years. The project target was OVC children from birth to eight years and focused on training teachers and building capacity for quality service delivery. There are glaring shortcomings that hinder the government of Kenya to have full control in prioritizing donor finances despite donor assistance which plays a key role in provision of OVC finances.

According to government of Kenya (2012), each donor tends to help in areas of his/her interest which may not mostly show national priorities for ECE which leads to conflicts for a successful program. The government of Kenya started a program whereby it gets funds from its budget and distributes it through the ministry of Gender and Social Services (currently Ministry of Labor, Social Security and services) (GOK,2014). By 2013, the country had set aside ksh. 1.5 billion Which increased to ksh. 2.6 billion In the year 2015. In 2016/17 the government set aside sh. 2.8 billion (Daily nation of 1/8/2018)

The national aids control council Deputy Director Regina Ombam says that in Kenya's strategic framework, it has envisaged that in 2019, there will be an increase in its domestic financing for HIV to 50 per cent. Contrary, Allemano and Argall (2009) states that the major challenge is the issue of the national government assigning them only 1% of the national budget that is shared by 5 net programmes thus seriously limiting the effective implementation due to limited funds.

Program evaluations have shown that CT programs have had significant positive impact on beneficiaries in terms of expenditure in education, health and food (Davis et al 2012). Headlines are dominated by a significant increase (7.8%) in secondary education enrolment for children older than 12 years (Holmes and Jones, 2010). Further evaluation reports have revealed increase in real household consumption levels of recipient households by ksh.274 per adult equivalent (Jackson et al, 2011). There has also been a 15% increase in the frequency of consumption of five food groups (meat, fish, milk, sugar and fats) (Republic of Kenya, 2012), extra income has also translated into increased household ownership of a number of assets including mosquito nets; there has also been 12% point increase in ownership of birth certifications or registration forms of children and reduced HIV-related risks behavior among young people (Jackson et al, 2011).

The above findings were mainly as a result of household and family level assessments where all children within the targeted household are considered vulnerable. Unique instances for example, of OVCs who have joined relatives and other guardians are only assumed to be receiving appropriate services as it is not easy to pick them out from the other family members. In actual fact, government support given to such children may end up being distributed evenly amongst all children within a given household. Again, Going by the pastoralists lifestyle nature where most 'caregivers' are not of fixed abode as they wander from one place to the other in search of pasture, the study was to establish whether there is a possibility of some children being left out unattended to in spite of their money having been collected on their behalf (Ettyang 2012).

Management Procedures and Implementation of CT-OVC Programmes

In a study undertaken by Mugaisi (2014), the management performs a number of roles; identifying needy households, formulating policies for cash transfer programs, distributing the resources, and, monitoring and evaluating the successes or failures of the programs. With good management procedures, OVC projects are songs of success while skewed procedures may pull back any meaningful gains.

According to Garud (2012) for a project to be completed successfully, the element of management should be in the forefront in providing the necessary leadership and its rules and regulations properly defined. The management structure should be clearly spelt out, their roles well laid down and the styles of leadership taken into account. The management functions performed are of paramount importance so much that in most cases they determine the overall survival of the program/project. Obama (2010) stated that, children require protection from vulnerabilities and managers involved in OVC program must be identified and their roles defined in both developing and non-developing countries and ensure their activities are supervised and their behavior are of high standards so as to help the under privileged child.

In Pakistan and India for instance, the OVC number increased in the years between 2003-2009 after the inter-territory war between the two countries later the countries identified experts within the ministries of Social work, Gender, Education and the Ministry of Health who could handle

the CT money and all the projects related to the various CTs in these countries especially the OVC program (UNICEF, 2011). UNICEF (2014) argued that, because of the improvement of management of the programs in these two countries, international bodies have been streaming in finances for the support of the program for the last 5 years due to the confidence in management, thereby greatly relieving the governments contributions from the national budget. A lot of literature is available and has shown that proper direction from the managers handling the OVC funds leads to the success of the programs. This is demonstrated by (United Nations 2010) ascertained that the success of the OVC programs in USA and Sweden due to sound and credible leadership, (US Conference of Mayors, 2010) that reverberated Brazil and SA for their achievement management in OVC, (Subbarao and Coury, 2014) who inscribed on the achievement of Ethiopia.

In Kenya, the fund manager in charge of ministry of labour and social protection headed by Cabinet Secretary Hon Ukur Yattani. This kitty has been receiving money from the government for long, almost doubling in successive budget years but this does not translate to improved service delivery due to poor management of the allocated resources (World Bank. 2015; UNICEF, 2015), thus seriously limiting positive impact of the program. From the top echelon, the ministry has tasked its Field Officers in the County and sub-county children offices to make use of local chiefs, assistant chiefs and village elders to identify the OVC, recommend their names and forward their details to the OVC Secretariat for possible consideration as beneficiaries of CT-OVC program. Mugaisi (2014) states that, the implementation mechanism used by the program is biased on geographical locations, the communities and individual selection. He argues for the program to be entrusted to qualified and trusted group of leaders or managers who are not part of the community they are meant to serve. In a county like Isiolo which is multi-ethnic, one cannot rule out bias and discrimination if at all some decision makers happen to be part of the community they are meant to serve. For example, a local chief might be biased based on tribe and a children officer who is not de-localized could entertain favors.

Stakeholders Influencer Role in the Implementation of CT-OVC Programs

World Bank (2014) defines a stakeholder as an individual, group or organization that has actual concern and interest in an organization and that for any programme to be effective, stakeholders must be put into consideration (DFID 2011). The key stakeholders in the provision of cash transfer to OVC in Kenya include: the government and its agencies, the World Bank, politicians and other donors, UNICEF, DFID, NGOs, suppliers, unions, and the community from which the business draws its resources. Important point to note however is that not all stakeholders have equal stakes (Government of Kenya, 2011).

The underlying principle of stakeholders involvement is that stakeholders have a chance to influence the decision making process. Jeffry (2009) in his book ‘‘Stakeholder Engagement: A road map to the meaningful engagement’’ describes Stakeholder involvement as a promise that their contributions will influence the decisions.

Moore (2009) states that OVC cash transfer program is currently one of the largest CT programmes in the country. In the last two decades the number of orphans and vulnerable children has emerged as a major social crisis. Mechanisms of traditional social protection have collapsed in the face of rapidly increasing number of orphans and vulnerable children. The number of orphans and vulnerable children in Kenya is estimated to be 2.4million of which half of them is as a result of death of parents due to HIV/AIDS crisis that has affected both rural and urban areas. A high number of the orphans live with their relatives or guardians with extreme poverty with limited means. From various parts of the country and neighboring countries like Uganda, Botswana, Lesotho, Malawi and Ethiopia evidence show that poor, elderly grandparents have emerged as the most important category of caretakers for the orphans in these countries (African Union, 2011).

Stakeholders have become a valid consideration for project managers running tactical projects and for CEOs planning business strategy. Stakeholder may back or oppose the decisions, be powerful in the organization or within the community in which it operates, hold relevant official positions or be affected in the long term. Stakeholder engagement has become a core part of corporate social responsibility (CSR) and in order to achieve corporate goals. Stakeholders hold dialogues engaged by their companies to find out what social and environmental issues matters most to them. Engaging stakeholders is also a necessity of the global reporting initiative, a network-based organization with sustainability reporting framework that is widely used around the world. Still, the international organization for standardization (ISO) requires stakeholders to be engaged for all their new standards

In 2004, according to the GoK(2010), the Contingent Plan of the USA awarded funding to Pathfinder's USAID-funded COPHIA program to magnify existing OVC through grants and capability building of CBO stakeholders. Supplemental funding was utilized for training on OVC issues (e.g., child counseling and pediatric HIV/AIDS), as well as grants to support CBO direct service provision. Pathfinder just like other donors also received assistance from corporate and private donors in order to supplement its strained budget then. Barclays Bank for example, supported OVC in vocational training and provided youth with business start-up kits. The Citigroup Foundation (through Citibank) also provided and still does provide funds for equipment and travel allowances for trainers and trainees for a community vocational training center aimed at making the OVC programmes a reality in the country. There has been support also from private donations both locally and international for building of classrooms for one community school in areas like Kiambu, Garissa, Homabay, Kisumu, Narok, Kajiado and many more.

At the local level CBOs received their funding from different sources ranging from philanthropic community donations, international organizations and NGOs. For example in 2012/2013, UNICEF, World Bank and WFP's contributions to the OVC in coast province moved from Ksh.742 million in 2008/2009 to 1.2 billion Ksh. Consequently, there has been great influence in

implementation of the OVC program particularly in Kenya's coastal region and many more (Government of Kenya, 2011).

THEORETICAL REVIEW

Theory of Financial Resources in Programs

This theory was developed by Edith Penrose (1959). In her landmark book-'The theory of Growth of the firm' Penrose impact is so legendary that one cannot talk about management, resources and strategy without borrowing several of her ideas. Her theories led to growth of first paper on Resource Based View (Wernerfelt, 1984). Penrose theory of financial resources was further reinforced by Barney's article 1991 'Firm Resources and Sustained Competitive Advantage' which is cited as a key work in the appearance of the resource-based view (RBV). RBV argues that firms are diverse because they possess diverse resources which mean that firms can have diverse strategies because they have different resource mixes. In other words, RBV focuses managerial attention in attempt in an effort to recognize resources, abilities and experiences to provide superior modest benefits. Various studies have applied this theory and a general conclusion reached in those studies that most projects and programs essentially require funds for start-up capitalization and sustainability. Majority private and public entities solicit for funds from a number of sources that may include equity shares, debt and government grants. Financing from these alternative sources have important implications on projects overall costs, cash flow, ultimate liability and claims to project income and assets both in the long and short run (Richard, 2015). As observational studies indicate, the level of finances in a firm/organization increases, and with prudent utilization, it can determine the success rate in achieving its goals. Consequently, this study will use the Resource Based View (RBV) theory to investigate the financial factors that might positively influence implementation of CT-OVC program in Isiolo sub-county.

Stakeholder Analysis Theory

Under the study, the researcher intends to apply R Edwards(ED) Freeman's stakeholder theory to demonstrate how World Vision International and UNICEF organizations working with the community might positively or negatively impact on the overall implementation of cash transfer program for OVCs in Isiolo County. The theory is premised on Freeman's deeper philosophical question "can businesses leaders make decisions about the conduct of the business without considering the impact of these decisions on all those who will be affected by the decisions? Is it possible to separate business decisions from the ethical considerations of their impacts? On this, Freeman concludes- 'evidence suggests it is impossible to build a sustainable programme of any type, if it fails to meet the needs of most (if not all) of its stakeholders, most of the time.'

RESEARCH METHODOLOGY

Research Design

This research was carried out using descriptive survey design. Mugenda and Mugenda (2003) define survey as an attempt to collect data from members of a population in order to determine the current status with respect to one or more variables. The rationale behind the use of survey research design is to help the researcher to collect information from the sample through questionnaires into details and be able to measure the degree of influence of the stated factors. According to Kothari (2004), Survey design involves describing the nature of the current condition; identifying the problem in existing situations; assessing the needs to describe what exists in what amount and what context.

Description of Variables

The independent variable in this study is implementation of Cash Transfer programs for Orphans and Vulnerable Children. Government financial resources, management procedures, and stakeholder involvement are the independent variables while government policy is the intervening variable.

Target Population

A population is an entire group of individuals, events, objects or items having common observable characteristics from which samples are taken for measurement (Mugenda and Mugenda, 2003; Kothari, 2008). The target population for this research was 270 school heads of various primary schools in Isiolo County, already formally registered by the Ministry of Education and where CT-OVC program children were said to have attended classes (GOK, 2014 Educational report), 640 household heads that have received money on behalf of benefiting children in the last 2 years starting from June 2018 backwards to July 2016. 34 assistant chiefs and 20 unit managers of the NGOs operating in the area were also targeted making a total target population of 964.

Sample Size and Sampling Procedure

A sample is described as a smaller group obtained from a more narrowly defined and manageable population otherwise known as the accessible population (Mugenda and Mugenda, 1999; Tashakkori & Teddlie, 1998). A stratified random sampling was done in the various categories of target population. According to Orodho (2003) when a population under study is less than 10,000, a sample size of at least 10 percent is sufficient. In the same note, 29 head teachers will be randomly selected ($270 \times 10/100$), 64 household heads ($640 \times 10/100$) 34 assistant chiefs ($34 \times 10/100$) and 20 NGO and UNICEF managers ($20 \times 10/100$). The area will be clustered into five regions i.e. central region, northern part, southern part, eastern part and finally western part.

Data Collection Instruments

Several data collection tools were applied notably the use of questionnaires, inventories and interviews to gather information (Gay, 1976). The main data collection tool for the study was questionnaires since they are said to be more effective when they are administered to adults' population (Krejcie and Morgan, 1970). Said questionnaires have both open and closed ended questions and were personally administered by the researcher and the research assistants in order to maintain and ensure quality. This mode of administration promoted a high rate of response. The questionnaire guide was more in depth and was meant to generate purely qualitative data that enabled to capture information about cash transfer program for OVC implementation.

Data Collection Procedure

A pre-test evaluation was conducted prior to data collection to enable the researcher to test 0.30 (Creswell, 2005) the viability of the data collection instrument and besides familiarize with the study area i.e. geographical location, mood of the population in relation to perceptions, challenges etc. The questionnaires were administered by trained research assistants/enumerators who conducted the pre- field and post field data collection. A three days training session was conducted for research assistants to clearly internalize the data instrument, study area, approaches used and what is expected from them based on ethical standards of research. The questionnaires were administered orally with the guide of research assistants to the targeted sample population of respondents who were willing to be interviewed. Direct administration of questionnaires was maintained too for school heads. Upon receiving authority/permit to carry out the research from the relevant Ministry, the researcher made familiarization visits to all the selected schools in the County prior to the data collection date. The questionnaires thereafter were distributed to the respective respondents, administered by research assistants and enumerators. A letter introducing the purpose of the research was accompanied by the questionnaires to respondents in the study. The researcher collected the filled forms personally for analysis.

Data Analysis and Presentation

Mugenda & Mugenda (2003) observes that the main purpose of data analysis is to determine which factors of the study explain a specific phenomenon. Before data analysis, data processing was done. This involved editing to detect errors or omissions and data classification where data is arranged into common categories. Descriptive statistics were used to describe the basic features of the data in my study. For example, to describe the percentage of OVC who are accessing education in primary schools- measures of frequency type of descriptive statistics were applied. Likewise, to determine the level of donor support of certain stakeholders in this program, measures of position method may come in handy. The analyzed data was presented in graphs, tables and charts. Inferential statistics will be performed using ANOVA, Pearson Correlation and Multiple linear regression analysis. A regression model was applied for independent and dependent variables as follows;

$$Y = \beta_0 + \beta_1 X_1 + \beta_2 X_2 + \beta_3 X_3 + e,$$

Where: Y = implementation of Cash Transfer programs for Orphans and Vulnerable Children;
X₁ = Government financial resources; X₂ = Management procedures; X₃ = Stakeholders involvement; β_0 = Constant; β_1 , β_2 and β_3 – Coefficients; e – Error term

RESEARCH RESULTS

The study aimed to identify the determinants of implementing cash transfer programme for orphans and vulnerable children in Isiolo County, Kenya. From data analysis, discussions of a number of issues became apparent.

To first objective was to determine influence of government monthly cash transfer on the implementation of OVC program in Isiolo County. The findings observed that majority (68.2%) of the respondents were aware of the Government monthly cash transfer funds availability while 31.8% were not aware. This means that the identification for the deserving families had not been done well since there are still many deserving cases that were not aware of the cash transfer funds. Additionally, majority 63.5% of the respondents received Kshs 20,001 – 30,000. This amount might not be enough to cater for the household needs and therefore the needy were still suffering to some extent. It also shows irregular and unpredictable cycle of payment. Regular and predictable payments give the care givers flexibility in planning for cash usage. However, despite the irregularity of the payment, caregivers said they were credit worthy and would borrow from neighbors giving an indication of caregivers falling in debt traps hence eroding the overall benefit of the cash received at household level.

The second objective was to find out the influence of management procedures on implementation of Cash Transfer Program for Orphans and Vulnerable Children in Isiolo County. The findings reveal that 68.2 % of the respondents feel that the management is not fair in resources allocation while 31.8% feel that the management is being fair by distributing resources equally. The study found out that chiefs and their assistants were the major people/avenues used to identify OVC at 49.4%, religious leaders followed at 21.1%, teachers followed at 20%, village elders at 5.9% and finally community health workers at 3.9%. Majority of the respondents agreed that the amount allocated for each household is enough and has great influence towards successful implementation of CT-OVC in Isiolo sub-county with a mean of 4.27. The government's share of the financial resources made available for the implementation of the CT programmes has increased from a low level when the programmes were initiated in 2006 to a point where its contribution currently is virtually equal to that of the donors and has gone beyond.

Last, third objective was to examine influence of stakeholders role on the implementation of Cash transfer Program for Orphans and Vulnerable Children in Isiolo County. The respondents had the view that most funding comes from the central government. The key stakeholders in the provision of cash transfer to OVC in Kenya include: the government and its agencies, the World

Bank, politicians and other donors, UNICEF, DFID, NGOs, suppliers, unions, and the community from which the business draws its resources. Majority of the respondents agreed that stakeholders have greatly scaled up OVC CTs in the recent past with a mean of 3.16; the number of OVC benefitting has increased tremendously with a mean of 3.10 and there is enough funding from the stakeholders towards CT for OVC with a mean of 3.02. Additionally, quite number of respondents agreed that the number of stakeholders for OVC CTs have been on the rise with a mean of 2.89. Stakeholder engagement has become a core part of corporate social responsibility (CSR) and in order to achieve corporate goals. Stakeholders hold dialogues engaged by their companies to find out what social and environmental issues matters most to them. OVC cash transfer program is currently one of the largest CT programmes in the country. In the last two decades the number of orphans and vulnerable children has emerged as a major social crisis. Mechanisms of traditional social protection have collapsed in the face of rapidly increasing number of orphans and vulnerable children.

The findings show that that government monthly CT, management procedure, stakeholders involvement explained a great proportion of the changes on cash transfer program for orphans and vulnerable children in Isiolo County. The R square of 0.764 implied that 76.4% of the changes in cash transfer programme in Isiolo County was attributed to government monthly CT, management procedure, stakeholders involvement in the county.

INFERENCE STATISTICS

Inferential analysis in this study involved regression analysis. Regression analysis was crucial in quantifying the effect of government monthly cash transfer, management procedure, stakeholders' involvement on the cash transfer program for orphans and vulnerable children in Isiolo County, Kenya.

A multiple linear regression model was used to show the combined effect of the independent variables on cash transfer program for orphans and vulnerable children in Isiolo County. The first output generated was the model summary where the coefficient of determination, (R square) was assessed and it ranged from 0 to 1. The closer the R² is to 1, the better the changes in the independent variables explain the changes in the dependent variable.

The results in Table 1 shows that government monthly CT, management procedure, stakeholders involvement explained a great proportion of the changes on cash transfer program for orphans and vulnerable children in Isiolo County. The R square of 0.764 implied that 76.4% of the changes in cash transfer programme in Isiolo County was attributed to government monthly CT, management procedure, stakeholders involvement in the county. These findings implied that the rest of the changes in cash transfer in Isiolo County, 23.6%, were attributed to other factors not considered in this model. The findings concur with World Bank (2012) findings which revealed that the availability of government financial resources, management procedure and stakeholders involvement greatly influence the implementation of the CT programmes. Financial resources are central in managing and running the CT programmes. The government and other

stakeholders like CBOs and NGOs have greatly given funds and greatly influenced the implementation of CT for OVC in the community. However, despite the fact that the stakeholders have played a great role in increasing and scaling up of the CT for OVC, the funds allocated by these stakeholders are at low limits thus influencing the provision of CT scheme for OVC negatively

Table 1: Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.874a	0.764	0.758	0.312464

a Predictors: (Constant), government monthly CT, management procedure, stakeholders involvement

The second output in the regression analysis contained the results on the analysis of variance which assisted the researcher in determining whether the model used to link the study variables was significant or fit and whether the independent variables were good predictors of cash transfer program for orphans and vulnerable children in Isiolo County. The significance of the *F* statistic was assessed using the *p* values where if the significance for the *F* value was less than 0.05, the model was considered significant, otherwise insignificant. The findings obtained as displayed in Table 2 indicate that the model was significant given ($F=60.817, p= 0.000, p<0.05$). The study results collaborate with Barrientos (2012) findings which revealed that implementation of Cash transfer programs for OVC is significantly related to availability of funds, management procedure and stakeholder involvement.

Table 2: Analysis of Variance

Model		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	43.041	4	10.272	59.542	.000b
	Residual	13.34	81	0.169		
	Total	56.381	85			

a Dependent Variable: Cash transfer program for orphans and vulnerable children in Isiolo County

b Predictors: (Constant), government monthly CT, management procedure, stakeholders involvement

The third output in the regression analysis contained the regression estimates which enabled the researcher to find out if the independent variables had a significant effect on Cash transfer program for orphans and vulnerable children in Isiolo County. The significance of the individual effect of each independent variable on the dependent variable was checked by analyzing the *t* statistics and their associated *p* values in the regression output. For an independent variable to be significant in explaining a dependent variable, the associated *p* value should be less than the critical *p* value which was set at 0.05 in this study.

Table 3: Regression Coefficients

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	0.360	0.124		0.264	0.004
	Government monthly cash transfer	0.564	0.074	0.251	2.872	0.000
	Management procedure	0.456	0.055	0.241	2.435	0.001
	Stakeholders involvement	0.358	0.098	0.279	2.385	0.000

a Dependent Variable: Cash transfer program for orphans and vulnerable children

Based on the findings presented in Table 3, the following model was fitted:

$$Y = 0.360 + 0.564X_1 + 0.456X_2 + 0.358X_3$$

The findings showed that government monthly cash transfer had the highest effect on Cash transfer program for orphans and vulnerable children followed by management procedure and finally stakeholders' involvement. The findings showed that government monthly cash transfer had a positive and significant effect on cash transfer program for orphans and vulnerable children in Isiolo County given ($\beta = 0.564$, $t = 2.872$, $p = 0.000$). These findings implied that an increase in cases of government monthly cash transfer by one unit would lead to increased cash transfer program for orphans and vulnerable children by 0.564 units. These findings concur with ETTYANG (2012) which revealed that the availability of financial resources enhances programs which cater for orphans and vulnerable children. The study findings also showed that cash transfer program for orphans and vulnerable children was positively and significantly affected by management procedure as supported by ($\beta = 0.456$, $t = 2.435$, $p = 0.001$). The findings implied that an increase in cases of management procedure by a unit would lead to increased cash transfer program for orphans and vulnerable children by 0.456 units.

The findings further revealed that stakeholders' involvement had a positive and significant effect on cash transfers program for orphans and vulnerable children in Isiolo County ($\beta = 0.358$, $t = 2.385$, $p = 0.00$). The findings implied that a unit increase in stakeholders' involvement would increase cash transfer program for orphans and vulnerable children by 0.358 units. Barca, et al, (2010), Kenya's Cash Transfer for Orphans and Vulnerable Children (CT-OVC) Programme was designed to provide cash assistance to households caring for OVC while encouraging OVC human capital development. According to World Bank (2012) Government of Kenya to establish a cash transfer program that delivers financial and social support directly to the poorest households containing Orphans and Vulnerable Children (OVC).

CONCLUSION

Based on the findings for this study, the researcher concluded that though the cash transfer programme is a good initiative, the identification of the OVC was not properly done. This has made the victims to continue to suffer in silence unaware of the existence of the cash transfer programme. There is therefore great need to sensitize the public on the existence of the cash transfer programme.

The findings showed that the management is not becoming very fair and professional in identifying, allocating and ranking of the needy OVC for funds considerations. This has greatly influencing the provision of CTs funds to the deserving OVC negatively in the community. The management was affected by corruption which hinders effectiveness of cash transfer programs. This meant that not all the deserving people were given the cash with some people who did not deserve to receive the cash.

Moreover, the government has been the central stakeholder in the CT programme support. Also other donors and NGOs are doing a lot in providing funds and other support. The number of stakeholders was found to be on the increase though the state of funding is still low. Scaling up has greatly increased since the start of the programme. This has had an overall implication in the implementation of CT programme for OVC.

RECOMMENDATIONS

Both the national government and county government should invest heavily in the CT programme for the OVC. The government should increase its funds and also invite other stakeholders like CBOs, churches, businessmen and local leaders so as to scale up the CT OVC programme. They should stage increased campaigns aimed at reducing poverty and HIV/AIDS at large thus reducing the number of dependents on OVC CT provisions.

The government and its partners should also improve supply side interventions for the Cash transfer programme and build and strengthen the existing infrastructure to enhance caregiver uptake of services for the OVC. The study noted lethargy of some caregivers in the uptake of some complementary services due to quality and accessibility issues. For example, the delivery systems for civil registration needed to be brought closer to the people in the sub county and the red tape that makes it very expensive removed.

The government should hire qualified staff and the whole management system of the CT for OVC funds are restructured to give it a fair operation that will appeal to the community and the fund's target population. Policies and regulation should be formulated to eliminate the chains tied to poor identification and ranking of the OVC by the management in the community for better and smooth operations of the CTs aimed at taking care of the OVC.

There is need for more community sensitization on the programme to ensure that every member of the community participates. A system need to be put in place where new cases of orphans and vulnerable children are automatically enrolled into the system.

The officers concerned with the allocation of the funds should advice the beneficiaries on the best way to spend the funds so that they can benefit more.

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