

**COUNTY GOVERNMENT OF KILIFI
DEPARTMENT OF DIVOLUTION PUBLIC
SERVICE AND DISASTER
MANAGEMENT**

**REVISED COUNTY SOCIAL
PROTECTION POLICY PROGRAMME**

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FOREWORD

Income poverty is among the key challenges facing the people of Kilifi County, especially the elderly who are past the productive ages, and Orphans and Vulnerable Children (OVCs). While an appreciable degree of success has been achieved in the area of education, progress in reducing poverty and providing healthcare has been more modest. Poverty and its associated vulnerabilities remain major challenges that need immediate attention of the county government.

This Policy – developed to address social security challenges – is an important contribution of the efforts by the County Government to reduce poverty and the vulnerability of the population to economic, social, and natural shocks and stresses. It will play an important role in increasing access to social welfare services. It builds on the County's commitment to poverty reduction as articulated in various policy documents.

The Policy will also help individuals and households to reach a better balance between care-giving and productive work responsibilities. This is critical for the achievement of national and international human welfare thresholds such as the guarantees provided by the Constitution, the United Nations Millennium Development Goals (MDGs), and international agreements including the Universal Declaration of Human Rights, which identify social protection as a program mental human right for all citizens. This is also in line with the East African Community and African Union commitments to social policy interventions.

Broadly, the measures outlined in this Policy aim to ensure that older people and orphans have the requisite financial cushion to enable them to maintain a decent living standard including access to healthcare during and after their active productive ages.

This Policy reflects on the most appropriate principles and arrangements for programming social protection in Kilifi County for the elderly population (70 years and above) and OVCs who are in poverty or extreme poverty and not enrolled to any form of social protection nets.

This Policy was developed through a process that involved widespread consultations and the participation of stakeholders, thereby engendering ownership by the people of Kilifi. I wish to thank all those who gave their input either individually or through their organizations and institutions.

The implementation of this Policy will, without doubt, require huge financial outlays. I have no doubt that all stakeholders will work in partnership to help mobilize these resources as well as fully participate in the design, implementation, monitoring, and evaluation of the programmes that will be inspired by this Policy.

I believe this Policy will help to positively transform the lives of the people of Kilifi



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EXECUTIVE SUMMARY

Evidence suggests that cash transfers constitute the most efficient way to addressing extreme poverty. By directly providing income or consumption goods and services to the poor cash transfers can raise living standards, reduce the severity of poverty and shift the distribution of income so closing the gap between the rich and poor.

Cash transfers also have a proven role in supporting specific vulnerable groups such as people living with HIV and AIDS, Orphans and Vulnerable Children. Cash transfers are likely to contribute to long term growth by raising the human capital of the next generation. The effects of transfer-induced gains in nutrition, health and education on future labour productivity can be estimated through models.

Cash transfers may contribute to conflict prevention and peace building by helping to promote social cohesion and build the social contract between state and citizens.

Well designed and implemented cash transfers help to strengthen household productivity and capacity for income generation. Small but reliable flows of transfer income have helped poor households to accumulate productive assets; avoid distress sales; obtain access to credit on better terms; and in some cases diversify to higher risk higher return activities. These intermediate outcomes help draw poor people into the market economy on terms that allow them to benefit from and contribute to growth.

It is against this background that this policy hopes to reach the milestones named above by putting in place appropriate guidelines to guide the rollout of the unconditional cash transfer programme to the elderly and OVCs.

CHAPTER ONE

INTRODUCTION

1.1 Background

The theoretical case for cash transfer for the Elderly, Orphans and Vulnerable Children is straightforward, based on the assumption that individuals can be trusted and empowered to make effective use of resources available to them to improve their living standards. While poverty is multidimensional, low and variable income is central to the problem. Modest but regular and reliable flows of income from such transfers help households to smooth consumption, enabling them to sustain spending on food, schooling and healthcare in lean periods without need to sell assets or take on debt. Over time, transfer income can help households to build human capital, accumulate productive assets, and obtain access to credit on better terms.

Well designed and implemented cash transfer programmes can have a significant impact on chronic poverty and vulnerability by helping poor men and women to benefit from and contribute to growth.

Poor and near-poor households are vulnerable to a wide range of risks. This vulnerability affects both the non-poor, who are vulnerable to falling below the poverty line, as well as those already in poverty, who are vulnerable to falling into ever deeper destitution and chronic poverty. Cash transfers are not the only way of addressing vulnerability. In some contexts, other interventions such as insurance provision and increasing access to finance offer better value for money. In many contexts, however, cash transfers work better than these alternatives, particularly for the poorest households.

1.2 Operational definitions

For the purposes of this policy the following definitions are adopted;

Vulnerability: Vulnerability refers to an individual's or household's overall exposure to risk factors affecting daily life. It further refers to the conditions determined by physical, social, economic, and environmental factors or processes which increase risk and susceptibility of people to the impact of hazards.

Poverty: Poverty refers to the state in which an individual or a household, due to both internal and external factors is materially and perpetually deprived of the basic necessities of life primarily due to insufficiency/absence of any form of regular, sustained income streams.

Social protection: Social protection refers to policies and actions which enhance the capacity of poor and vulnerable people to escape from poverty and better manage risks and shocks.

Cash transfers: Cash transfers refer to direct, regular, pre-determined and predictable non-contributory payments that raise and smooth incomes with the objective of reducing poverty and vulnerability.

Orphans and Vulnerable Children: Orphans and Vulnerable Children refer to a child or children without both parents and subsequently vulnerable to extreme and adverse social challenges.

Elderly: Elderly refers to the older members of society who are aged seventy (70) years and above.

1.3 Access to the Programme

For one to be enrolled and access the benefits of this programme, they shall fall in either of the two categories: Elderly and Poor or Orphaned and Vulnerable.

a) Elderly and Poor

For one to be considered as elderly and poor for the programme, they shall satisfy the following conditions of which are not mutually exclusive;

- Be aged sixty five (65) years and above
- Living in poverty and thereby vulnerable to social challenges and shocks
- Living with disability
- Living with HIV and AIDS
- Not benefiting from any cash transfer programme or scheme including retirement pension

b) Orphaned and Vulnerable

For one to be considered as elderly and poor for the programme, they shall satisfy the following conditions of which are not mutually exclusive;

- Be without both parents i.e. orphaned
- Be aged 24 years and below
- Poor and vulnerable due to absence of all parents
- Receiving no formal financial assistance/cash programme
- Living with disability
- Living with HIV and AIDS

A village committee which will be elected in a public baraza will come up with the list of names of the would-be beneficiaries. All listed names/would be beneficiaries shall be vetted by being publicized during public barazas, to ensure transparency and accountability, and check for any errors of omission or commission.

CHAPTER TWO

OBJECTIVES, GUIDING PRINCIPLES AND ASSUMPTIONS

2.1 Objectives

The overreaching objective of this Social Protection Policy to address the twin challenges of tackling both chronic poverty and vulnerability to ensure that all elderly people and OVCs live in dignity and exploit their human capabilities to further their own social and economic development. To attain this goal, the following broad policy objectives are to be pursued:

1. Protecting older individuals/OVCs and households from the impact of adverse shocks to their consumption that is capable of pushing them into poverty or into deeper poverty.
2. Supporting older individuals/OVCs and households to manage these shocks in ways that do not trap them in poverty by reducing their exclusion and strengthening their ability to graduate from social assistance.
3. Promoting key investments in human capital and physical assets by poor households and older individuals that will ensure their resilience in the medium term and that will break the intergenerational cycle of poverty.
4. Promoting synergies and integration among social protection providers as well as positive interactions among stakeholders for the optimal functioning of this Policy.

2.2 Guiding principles

The implementation of this policy will be based on the Constitution, which guarantees the rights of the citizens and mandates the Government to put these rights into practice.

- a. **Leadership and integrity:** The County Government will provide leadership within a legal and policy framework to facilitate the coordination and alignment of this intervention and oversee the provision of long-term coordinated support to social protection. The County Government will ensure that ethical standards are upheld in the cash transfer programme.
- b. **Good governance:** Cash transfer programme will be inclusive and transparent. There will be inbuilt accountability and information will be disseminated in an accurate and timely way through the Sub County Administrators, including information on instances involving abuse of the system. This policy will, in particular, ensure the right of beneficiaries to seek, receive, and impart information on all cash transfer entitlements in a clear and transparent manner, which includes continuing disclosure of information on the rules and operations of this programme.
- c. **Evidence-based programming:** Cash transfer programme will be informed by research conducted regularly by the existing administrative structures, spearheaded by the Senior Administrative Officer Special programmes to the Sub County and Ward Administrators.
- d. **Gender mainstreaming:** In recognition of the fact that men and women, are affected differently by the same risks and face different types of risks, efforts shall be made to assess the implications for both males and females at every level.
- e. **Equity and social justice:** In accordance with the Constitution and international agreements, this programme will ensure the promotion, and protection of equity and social justice

- f. **Public participation:** Beneficiaries and all stakeholders will be consulted and involved in the design, planning, implementation, monitoring, and evaluation of cash transfer interventions.

2.3 Assumptions

The current fragmentation of the provision of social protection is a major constraint to the efficient use of resources and prevents these interventions from having a full and meaningful impact on the lives of the poor and vulnerable. There is, therefore, an urgent need to find a feasible way to coordinate existing activities and integrate new ones.

This Policy, therefore, is based on the following assumptions:

1. The delivery of cash transfers will be efficient, cost-effective, and equitable.
2. Responsibility for the delivery, administration, and management of cash transfer programmes will gradually be decentralized to the sub-county and ward levels.
3. Stakeholders will participate fully in and be accountable for the delivery, administration, and management of cash transfer programmes.
4. Providers of cash transfer services will have complete operational autonomy.
5. The County Government will establish efficient and cost-effective monitoring, evaluation, reviewing, and reporting systems.

CHAPTER THREE

PROGRAMME DESIGN& IMPLEMENTATION

3.1 Demographics

As per the 2009 Population census, the county had a total of 40,168 people aged 70 years and above. This population is currently projected to be 48,379 based on a population growth rate of 3.05% per annum. This represents 3.62% of the projected county population of 1,336,590.

This elderly group needs social protection as a means of shielding them from extreme poverty as envisaged in the objectives. The purpose is to ensure that this dependent population segment has access to basic needs.

3.2 Model

The system will be operated under the model of Unconditional Cash Transfers (UCTs). The assumption for the use of this model is that recipients are rational consumers who will use the advanced cash to improve their socio-economic conditions. It is further assumed that given the level of income poverty that the target group is already in, removal of conditions is sufficient motivation to use the cash advance in an acceptable way. The purpose here is to remove any barriers that may impede access to the programmes. Further, this will ease pressure on the scarce resources being allocated to monitoring and evaluation of the programme.

3.3 Recipients

At its inception, the programme aims to reach the elderly and the OVCs whose number will depend on the finances available in a given financial year. However, it is important to note that not all the projected population of the elderly persons is in need of financial support from the government. The recipients will be spread across the seven sub counties up-to the lowest administrative level with more emphasis to the areas with higher poverty index and poorly covered by other social protection programmes.

3.4 Costing

Depending on the funds available in a given financial year, the programme will ensure that it covers as many recipients as possible. It will also ensure that the amount given out is very modest so as to be viable and assist the beneficiaries in meeting their basic needs.

3.5 Transparency

The programme must ensure fairness and equity in distribution of the cash transfer. Data from the Household Survey reports and National Population Census will be used to map out entry points. The number of recipients will vary from one area to another with more emphasis on the areas poorly covered by other social protection programmes such as the national cash transfer and cash for Assets by the various development partners.

The programme will ensure that only extremely poor households with persons aged 65 years and above are enlisted in the programme.

However, older people who are already enrolled to any other welfare scheme will not be eligible for this cash transfer. Specifically the following will be left out;

Pensioners, beneficiaries of the national cash transfer programme, and beneficiaries of other economic relief programmes either from the national government or from other non-state actors.

3.6 Implementation

The programme will be housed under the Department of Devolution, Public service and Disaster management. There will be a lead team at the department level that will have representation from other departments and stakeholders including the community. This team at the county level will act as the secretariat to the administration of the programme.

The lead team will comprise of the following members at the minimum.

- ❖ The Chief Officer of the department or his representative who will be the chairperson
- ❖ The senior Administrative Officer Special Programmes who will be the secretary
- ❖ A representative from the department of Finance and Economic planning
- ❖ All the Sub County Administrators
- ❖ One person from the CSOs in the County dealing with the elderly persons.

There will be teams at the sub county, ward and village levels selected through participatory approaches to particularly help in identifying ‘true’ beneficiaries of the programme. Before the rolling out of the programme, consultative, sensitization and awareness meetings will be done throughout the County where more input from the public will be used for modification of the programme. After verification of the list of the beneficiaries, the elders will be inducted on the programme so that they will be aware on what the funds are meant for and how they will be disbursed. The funds will be managed by the Chief Officer Department of Devolution, Public service and Disaster management.

Each beneficiary shall be given a unique card that will enable them to access the programme at the end of every month from the predetermined financial services provider.

The complete procedure for the implementation and operationalization of the cash transfer programme is found in the guidelines to the programme.

3.7 Limitations to Entry

To ensure the integrity of the system, checks and balances will be put in place to ensure that only deserving persons are enrolled to the programme. The following include the measures that will be considered before admittance to the programme.

- All applicants shall satisfy the minimum entry requirement as stipulated in earlier sections
- All applicants shall, at the time of the application not be recipients of any formal financial assistance or cash transfer programme from the National Government, the County Government, or other Development Partners such as Civil Society Organizations.
- All applicants shall be resident in the County of Kilifi and legally so.

Further to the rules and guidelines for accessing the programme, the internal/inbuilt mechanisms such as public vetting of applicants are intended to ensure that all recipients are indeed entitled to the financial support.

3.8 Financing

The County Government considers social protection as an investment and one of the most important aspects of its social development agenda.

To this end the County Government shall Endeavour to ensure that adequate resources are allocated to this cash transfer programme in a predictable, gradual, and long-term manner, and increase public expenditures that support social protection such as access to health facilities, access to education and access to water.

The County Government will adopt policies that encourage households to invest in self-protection, savings and insurance.

The programme will be channeled through a conducive financial provider which will have expansive network and will be nominated by the Secretariat.

3.10 Disbursement

The disbursement of the funds will be done after every two months so as to reduce the cost of administration via a suitable service provider.

3.11 Exiting the Programme

By ensuring effective management of the programme, the policy stipulates an exit strategy that will be exercised at any particular time during the programme. Conditions for exit from the programme will be:

- Voluntary exit
- When a beneficiary dies
- When the beneficiary's financial status improves. This will be determined through beneficiary list review which will be conducted after every 2 years.
- Irresponsible behavior exhibited by a beneficiary. This will be determined by the ward committee and approved by the Sub-county committee.

CHAPTER FOUR

MONITORING AND EVALUATION

4.1 Monitoring and evaluation

Monitoring and evaluation (M&E) and impact assessments are integral to the implementation of this Policy. Monitoring will focus on whether this Policy is being implemented fully and in an appropriate manner. Meanwhile, evaluations conducted will ascertain that the Policy's objectives are being achieved within specified measurable indicators and parameters. Impact assessments conducted by the implementing agencies will aim to discern any changes that may have occurred in the lives and livelihoods of the beneficiaries.

The department shall use the M&E reports for designing and planning subsequent or follow-up programmes. The M&E activities will fall under the overall purview of the county's M&E framework thus yielding lessons that could be used to adjust the programme when necessary.

The department shall establish an M&E system to track the status of the beneficiaries of all social protection programmes and conduct research and/or collate research results to establish tracking mechanisms for all social protection programmes.

4.2 Management Information System

The department recognizes the need to establish a management information system (MIS) for social protection in the county. This system will document the performance of programmes, make it possible to inform key stakeholders about the status and effectiveness of social protection programmes, and provide a basis for sustaining and expanding the programmes. The department shall develop single MIS to: (i) harmonize and consolidate the current range of fragmented schemes; and (ii) increase the ability of social protection initiatives to scale-up their operations quickly in response to crises.

The MIS will specifically perform the following functions:

1. Maintain an inventory of all social protection programmes in the county.
2. Establish consolidated Single Registry of Beneficiaries (SRB), for social assistance specifically, to be updated periodically to ensure integrity of the data.
3. Generate and provide registered people with programme ID Cards at the sub-county level.
4. Outline eligibility criteria for each social protection intervention.
5. Maintain a record and balance sheet of all monthly transfers to beneficiaries.

The information system will serve three main groups of objectives:

1. *Strategic objectives*: tracking outcomes and the effectiveness of policies, strategies, and resources in achieving social protection goals.
2. *Operational objectives*: tracking outputs and determining how implementation plans, delivery systems, and service standards can be strengthened to increase the achievement of outputs.

3. *Learning objectives:* providing evidence to improve the design of social protection interventions by improving targeting, identifying strategies and policies that work, and ensuring that any lessons learned are shared with all stakeholders.