

REPUBLIC OF KENYA



GOVERNMENT OF MAKUENI COUNTY



DEPARTMENT OF GENDER, CHILDREN, CULTURE & SOCIAL SERVICES

MAKUENI COUNTY SOCIAL PROTECTION POLICY

2021

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Foreword

Article 43 of the Constitution of Kenya, 2020 guarantees all Kenyans their economic, social and cultural rights, including the right to health, education, food and decent livelihoods. The implementation of this Article will ensure that the necessary policies, laws and programs are put in place to ensure social protection of the citizenry.

The National Social Protection Policy (NSPP, 2011) aims to implement the provisions of the Constitution and the Vision 2030 through providing strategic direction on the implementation of Social Protection in Kenya with the main goal of providing mechanisms and guidance for tackling poverty and reducing vulnerabilities.

The Makueni County Vision 2025 in its social pillar aims at having an all-inclusive and cohesive society that enjoys equitable social development in a clean and secure environment. The Vision aims to, by 2025, have in place programs to cushion the vulnerable and the most at risk populations to build their capacity to effectively contribute towards sustainable socio-economic development. The County has a significant population who are vulnerable. These include the elderly, orphaned and vulnerable children (OVCs), people with disability (PWDs), people with chronic illnesses, women-headed households, street families, food-insecure households, unemployed youths and marginalized populations.

The Government of Makueni County recognizes the importance of cushioning vulnerable groups against poverty and supporting them to achieve their full potential. The County Social Protection Policy thus provides a framework to guide the design, implementation and oversight of social protection programs in the County. It is intended to serve as a guiding document and provide a framework for action for all stakeholders on inclusive participation in socio-economic development.

I am delighted that the policy is coming at a time when there is heightened optimism for gender parity in delivering of the County development agenda for achieving Makueni Vision 2025 and Kenya Vision 2030 at large.

It is my pleasure therefore to present this Makueni County Social Protection Policy to the County for implementation.

**County Executive Committee Member
Department of Gender, Children, Culture & Social Services**

Acknowledgement

The successful development of the Makueni County Social Protection Policy is as a result of concerted efforts by various stakeholders who made valuable contribution to the process. I wish to appreciate the Executive Committee Member of Gender, Children, Culture and Social Services for spearheading the department and providing leadership in the policy formulation process.

Special thanks to the World Food Programme for partnering with us and availing resources to ensure the successful development of this policy and the National Social Protection Secretariat for the technical support given.

The County Departments of Agriculture, Health, Education, the Directorate of Legal Services, Directorate of Monitoring and Evaluation, and Meshack Musyoki, County Liaison Officer are appreciated for their valuable technical support and significant contributions in the development of this policy.

**Chief Officer,
Gender, Children, Culture and Social Services**

Definition of Terms

Administrative Costs	Any management and administrative expenditure incurred by a social protection scheme to enable its implementation
Beneficiary	Individual or household receiving benefits at a specific point in time/during a period. In most cases, beneficiaries are individuals, although benefits can also be paid to households or families
Cash transfer	Regular and predictable tax-financed payment of money provided by government or non-government organizations to individuals, families or households.
Consumption	Measure of expenditure by households on goods and services.
Inclusive Lifecycle approach	A social protection system that provides transfers that address risks and challenges across the lifecycle, and which are accessible citizens across each stage of the lifecycle. When a lifecycle system is inclusive, it is provided to all or most citizens in each category.
Poverty Line	A level of consumption that is determined by governments as defining poverty. It is used as a monitoring tool by government to assess progress in addressing poverty.
Poverty rate	The proportion of people in a group or a population with income under the poverty line at a point in time.
Safety Net	Measures to catch those who experience a shock or crisis and need to access social protection.
Social Assistance	These are social protection schemes for those living in poverty and financed from national taxation.
Social Insurance schemes	These are schemes run or overseen by government which include a solidarity principle. Therefore, people contribute different amounts and, when deciding on the benefit, those who contribute more, receive a bit less while those who contribute less, receive a higher benefit, which is subsidized by the higher-level contributors.
Targeting	The means by which individuals are selected as beneficiaries of social protection schemes.
Vulnerability	Complex and multidimensional concept relating to the exposure of people to a shock or process linked to their ability to manage the hazard.

List of Abbreviations and Acronyms

AGPO	Access to Government Procurement Opportunities
CIDP	County Integrated Development Plan
ECDE	Early Childhood Development and Education
GBV	GenderBased Violence
GBVRC	Gender Based Violence Recovery Centre
GDP	Gross Domestic Product
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
KIHBS	Kenya Integrated Household Budget Survey
MIS	Management Information System
NDMA	National Drought Resistance Authority
NHIF	National Hospital Insurance Fund
NSPP	National Social Protection Policy
NSSF	National Social Security Fund
OVC	Orphans and Vulnerable Children
PWD	Persons with Disability
SGBV	Sexual and Gender Based Violence
SDG	Sustainable Development Goal
UHC	Universal Health Coverage

CHAPTER 1: BACKGROUND

1.1 Introduction

Social protection is an investment that contributes to inclusive economic development and promotes pro-poor growth while directly reducing poverty. It not only tackles income insecurity and poverty but also provides an effective, tangible and direct means to enhance human development objectives including better outcomes in: nutrition, education, gender-equality, equity and, health. Social protection also cushions persons who are vulnerable to climate-related shocks or other natural and man-induced disasters.

Social Protection is anchored on various legislative provisions that speak to various fundamental human rights and privileges. Key amongst these is the United Nations Human Rights Charter (1948) that provides in Article 22 that “everyone, as a member of society, has a right to social security and is entitled to realization, through national effort and international cooperation and in accordance with the resources of each state”. Article 25 further states that “everyone has the right to a standard of living adequate for the health and wellbeing of himself and his family...” The ILO Conventions and Recommendations also provide other bases for Social Protection.

Various Goals under the Sustainable Development Goals (SDGs) also articulate Social Protection as a key component in achieving sustainable development. For instance, Target 1.3 under SDG 1 on ending poverty in all its forms everywhere states that, “*by 2030 nations will implement appropriate social protection measures for all to achieve substantial coverage of the poor and the vulnerable based on gender sensitive development strategies*”. Other goals also speak to issues of reducing inequality, building resilience of poor and vulnerable together with addressing issues of decent work.

Regionally in Africa, the African Union Social Policy Framework (2008) commits governments to progressively realize a minimum package of basic social protection that covers essential health care and benefits for children, informal workers, the unemployed, the elderly and persons with disability.

In Kenya, Social Protection is enshrined in the Constitution of Kenya under Article 43, which guarantees all Kenyans their economic, social and cultural rights, including the right to health,

education, food and decent livelihoods. The implementation of this Article will ensure that the necessary policies, laws and programs are put in place to ensure social protection of the citizenry.

Further to this, The Kenya Vision 2030 in its social pillar aims to build a just and cohesive society with social equity in a clean and secure environment and contends that no society can gain social cohesion if significant sections of the population live in abject poverty. It presents comprehensive social interventions aimed at improving the quality of life of all Kenyans and Kenyan residents.

The National Social Protection Policy (NSPP, 2011) aims to implement the provisions of the Constitution and the Vision 2030 through providing strategic direction on the implementation of Social Protection in Kenya with the main goal of providing mechanisms and guidance for tackling poverty and reducing vulnerabilities.

The Makueni County Vision 2025 in its social pillar aims at having an all-inclusive and cohesive society that enjoys equitable social development in a clean and secure environment. The Vision aims, to by 2025, have in place programs to cushion the vulnerable and the most at risk populations to build their capacity to effectively contribute towards sustainable socio-economic development.

Further, as per the County Integrated Development Plan 2018-2022 over the medium term, the county government will invest in socio-economic empowerment programs for the youth, women, persons with disability, the elderly and all other vulnerable groups. This will be achieved through development of the requisite policies and laws.

1.2 Rationale for the Policy

Social protection programs can be a powerful tool in the battle against poverty and inequality as they can tackle multiple dimensions of poverty and exclusion in the County. Hence, it is assumed that when people have access to educational opportunities, quality and affordable health care, adequate and nutritious food, secure shelter and basic income security, they will be able to become or remain productive members of the workforce, or dignified members of society even if no longer active participants in the labour market. This would enable the County to sustainably reduce poverty, inequality and to build social cohesion and ensure inclusive development.

The County has a significant population who are vulnerable. These include the elderly, orphaned and vulnerable children (OVCs), people with disability (PWDs), people with chronic illnesses, women-

headed households, street families, food-insecure households, unemployed youths and marginalized populations. The main causes of poverty in the County include acute water shortage, prolonged drought, underdeveloped infrastructure, overreliance on rain-fed agriculture, limited employment opportunities, weak market systems, inaccessibility to credit facilities, continued environmental degradation, prevailing gender inequalities and poor agricultural practices.

The Government of Makueni County recognizes the importance of cushioning vulnerable groups against poverty and supporting them to achieve their full potential. The County Social Protection Policy thus provides a framework to guide the design, implementation and oversight of social protection programs in the County. It is intended to serve as a guiding document and provide a framework for action for all stakeholders on inclusive participation in socio-economic development.

The overarching goal of social protection in Kenya is to ensure that all Kenyans (men and women of different ages and diversities) live in dignity and exploit their human capabilities for their own social and economic development. The Government of Makueni County will implement social interventions and programs to reinforce the achievement of this goal.

1.3 Guiding Principles

The implementation of the Makueni County Social Protection Policy will be guided by a set of core principles:

- (i) **Inclusive lifecycle approach:** addressing vulnerabilities faced by all residents across the lifecycle.
- (ii) **Rights-based approach:** social protection will respect and protect the rights of all citizens.
- (iii) **Evidence-based programming:** social protection programming will be informed by regular research.
- (iv) **Equity and social justice:** building a more equitable society and promote social justice.
- (v) **Gender transformative approach:** a more inclusive approach in addressing gender issues.
- (vi) **Good governance, accountability and participation:** the implementation of social protection interventions will be transparent, consultative and inclusive.

- (vii) **Adequacy, affordability, and sustainability:** the county government will ensure sustainability of Social Protection programmes and quality of benefits while taking into consideration the economic status in the county.
- (viii) **Flexibility and responsiveness** to changing contexts: social protection programmes will adapt and respond to paradigm shifts and innovations through coordinated institutional channels.

1.4 Policy Statement

This policy endeavours to provide the framework for implementation of social protection interventions and strategies in Makueni County. This is with the objective of tackling the identified challenges and fostering good working relations with relevant institutions and other stakeholders to effectively achieve the set objectives. The policy will be categorized into three pillars; Social Health Protection, Income security and Shock-Responsive Social Protection.

1.5 Scope of the Policy

This is a policy by Makueni County Government, targeting the vulnerable members of the society, to cushion them against social-economic, political and environmental risks and shocks.

1.6 Policy Development Process

This policy was developed through a consultative process involving various departments of the County Government of Makueni and other key social protection stakeholders in the County.

CHAPTER 2: SITUATIONAL ANALYSIS

2.1 Introduction

The County Government of Makueni has strived to mainstream social protection in most of its programmes in addition to initiating independent social protection programmes aimed at cushioning its vulnerable populace against foreseeable and unforeseeable risks. Makueni County has several groups of vulnerable persons including older persons, persons with disabilities, children, orphans, food-insecure households, street families, persons with chronic illnesses and marginalized groups among others.

This County Policy, which has been developed to address the challenges faced in Makueni County, is an important contribution to the efforts by the Government to reduce poverty and the vulnerability of Makueni residents to economic, social, and natural shocks and stresses. It will play an important role in increasing access to social welfare services – not only for those without a predictable income but also for those in employment and the self-employed who need a financial cushion against future risks such as loss of employment, injury at work, loss of assets or sickness.

The County Government has categorized social protection initiatives and programs broadly in three pillars:

- i. Social health protection;
- ii. Income security ;and
- iii. shock-responsive social protection.

Social Health Protection:

This pillar aims at providing affordable and accessible health solutions to vulnerable groups within the county. The county government believes that quality healthcare is a fundamental component of sustainable socio-economic growth.

The County expanded health care facilities from 117 in 2013/2014 to 236 health facilities in 2019/2020. This has resulted to improved access through reduction of proximity from household to facility to 4 kilometers. However, most of these facilities have inadequate infrastructure as stipulated in the national and international infrastructure norms on level of care. Primary healthcare interventions are key departmental priority. The community health strategy has been strengthened by increasing the number of functional community health units to 219 which has led to

improvement of primary health services. Skilled birth attendance (SBA) increased to 72%, while immunization coverage increased to 94% in 2019/2020 (KHIS 2019/2020).

Introduction of the Makueni Universal Health Care Program aims to remove the financial access barrier and has led to increased utilization of services. However, only 91,059 of the 213,525 households in the county are registered under the Universal Health Coverage scheme. There is a challenge of low uptake of the services by the residents due to affordability, access and inadequacy of public information and awareness. The situation is aggravated by restrictive social norms and behavior such as attitude, dependency syndrome, a lack of appreciation of the importance of health insurance coverage and reliance on alternative medicinal practices e.g. herbal medicine. Human resource for health is inadequate despite the increased service delivery workload. The County has a human resource for health to population ratio of 13 per 10,000 against a WHO target of 23 per 10,000 population.

Malnutrition in children below five years remains high within the county. One in four children under the age of five being affected by chronic malnutrition (stunting), while one in ten children are affected by both chronic and acute malnutrition as indicated by underweight for their age. Child vulnerability in the County is aggravated by absentee parents, HIV/AIDS, poor health care, exposure to the dangers of modern technology and harmful cultural practice such as early child marriage and child labour.

The county has also partnered with stakeholders in the health sector to establish a Gender-Based Violence Recovery Center(GBVRC) with complementary capacity-building of the health sector stakeholders such as service providers, community structures on SGBV prevention and response. This needs to be expanded to address the increased number of SGBV cases recorded.

There is a county-led programme that is enabling accessibility of NHIF cover provision for 210 older persons, which is still very low in terms of coverage.

Income security

The main goal of the income security pillar is to ensure that vulnerable groups within the county are empowered to engage in activities aimed at ensuring sustainable income. There is a strong link between social protection expenditures and a county's socio-economic development. Social

protection expenditures facilitate reduction of inequality and the resources provided empower poor individuals to participate in economic activities.

Poverty in Makueni county is attributed to a complex interdependent set of factors such as: prolonged drought, underdeveloped infrastructure, overreliance on rain-fed agriculture, limited employment opportunities, weak market systems, inaccessibility to credit facilities, continued environmental degradation, poor agricultural practices and inadequate application of gender as a differentiating lens for understanding exposure to risk & vulnerability to inform the design of social protection measures.

Overall poverty levels in Makueni county have dropped from 60.6 per cent in 2009¹ to 34.8 per cent (equivalent 334,000 out of 959,000) of the inhabitants in 2016². Of this figure, approximately 6.6% of the population i.e. 63,000 people live in extreme poverty, with a total monthly expenditure of less than Ksh 3,252 in rural and peri urban areas and Ksh 5,995 in urban areas.³ The food poverty headcount rate for individuals in Makueni County in 2015/16 was 30.7 per cent, implying that about one in every three individuals is unable to consume the minimum daily calorific requirement of 2,250 Kcal as per their expenditures on food.

The high rate of poverty coupled with youthful population in the county poses a major developmental challenge. The dependency ratio in the county is significant at 78.1 per cent of the population according to the Kenya Integrated Household Budget Survey (KIHBS) 2015-2016 Labour Survey Report. This prevents the county from fully capitalizing on the demographic dividend of its youthful working-age population. The high dependency rates are increased by the sizeable numbers of vulnerable categories of persons who have limited opportunity to economically participate in income generation such as those with disabilities and the elderly at 3.2 and 5 per cent respectively. The vulnerability of such groups is aggravated by breakdown of cultural values leading to neglect and isolation.

Women and men across different ages and diversities have differential experiences of poverty and vulnerability as a result of gender inequality, power imbalances right from the household level. Vulnerabilities to economic and social risks are often interlinked; poverty hinders women from

¹ Kenya Population and Housing Census 2009.

² The population was updated to 987,653 as per the Kenya Population and Housing Census 2019

³ KIHBS 2015/16 Basic Report on Wellbeing in Kenya.

investing in the social networks often necessary for accessing income-generating opportunities and at the same time unequal power relations in the household prevent women from exercising their rights to productive assets such as land and livestock. Understanding this intersection of social and economic risks is critical for poverty reduction programmes and the evidence base on gender, poverty and vulnerability needs should be put into perspective as an integral part of social protection programming for long-term sustainable change. There is an inadequacy of institutional structures to enable gender-mainstreaming and a rights-based approach to programming.

The Makueni County Integrated Development Plan (CIDP 2018-2022) highlights that women's participation in the workforce is lower than men at 50.4 and 70.9 per cent respectively - demonstrating gender inequality in terms of work opportunity. This limits the income-earning potential of women over the course of their lifetime. Women and youth tend to be worse off socioeconomically since they provide labour and manage development activities but often lack access to the income earned or decision-making ability and control over productive assets such as land, livestock and capital.

The county government has initiated the Makueni County Tetheka Fund, a revolving zero interest fund that offers affordable loans to youth, women, men, table banking groups, SMEs and persons with disabilities.

Under the education sector, the literacy rate as defined by those having the minimum of primary education attainment is at 83%.⁴ The national and county governments cushion families to access education opportunities through the provision of bursaries and tuition waivers. The county government has initiated the Early Childhood Development and Education (ECDE) school feeding programme and bursaries for secondary and college education. The County Government has initiated a feeding program targeting 45,000 ECDE learners. This is intended to be 10 o'clock snack composed of porridge. However, the programme funding is inadequate to fit the needs of three terms of the school calendar. The county government awarded bursaries to 2,926 needy students out of 20,000 applications in 2019/20. 93 students were awarded scholarships out of 150 applications in the same year.

⁴ Kenya National Bureau for Statistics, 2013. 'Exploring Kenya's inequality: Pulling apart or pooling together?' - Makueni County

In order to implement national directives on allocating 30 per cent of public procurement opportunities to vulnerable groups, Makueni County has embarked on public sensitization and actualization through its budgets, procurement plans, tender notices and contract awards. The Access to Government Procurement Opportunities (AGPO) provides a platform for empowering these categories of vulnerable groups to access government procurement opportunities.

The County government has established programmes for the identification and promotion of four key agricultural value chains; fruit, dairy, indigenous chicken and green grams to ensure better food quality and increased incomes for the Farmers. Through efforts to increase the accessibility and affordability of agricultural inputs, access to credit facilities such as the zero-interest fund 'Tetheka' have been established to provide access to capital and financing facilities to micro and small enterprises owned by youth, men, women and persons with disabilities resident in the County. These have been complemented by efforts to enhance agribusiness and involve the youth in agriculture with investments made into the development of technical and vocational services that demonstrate agricultural technologies. In addition, the sector lacks adequate staffing to offer extension services efficiently and effectively. Despite all these efforts geared towards production, there has been little focus on interventions to support farmers competitively market their produce and protect them against post-harvest losses.

Additional income-generating programmes by the county include purchase of tents for community groups, poultry projects for person with disabilities and skills training for entrepreneurs. Even with the creation of these income-generating activities, some have failed due to engagement in non-viable projects, lack of ownership by the groups and lack of sustainability of the projects. There is lack of in-depth feasibility assessment of the project beneficiaries and programmes before the project development, during implementation and follow-up.

Shock-Responsive Social Protection

This pillar aims at developing and strengthening the County Government's and the communities' ability to prepare in advance of and respond to shocks and crises such as social, economic or environmental upheavals.

The county has established programmes and interventions such as supplementary food and non-food item provisions in response to droughts, floods (to poor households, older persons and

orphans and vulnerable children), construction of dams and farm ponds, supplementary irrigation, provision of subsidized farm inputs (seeds, animal feeds, animal vaccination), water trucking etc.

2.2 The Social Protection System in Makueni County

Currently the County Government has identified various interventions to address the challenges facing the vulnerable groups in Makueni. These interventions include inclusion of innovative training for women and vulnerable groups intended to reverse social exclusion and economic marginalization. There is a focus on addressing underlying causes of social vulnerability through community sensitization and capacity building; creating alternative sources of income and programmes; initiating mentorship programmes in schools; providing psycho-social support to persons; and scaling up and institutionalizing county social protection initiatives to complement the national safety net programme amongst others.

2.3 Legal and Institutional Framework

2.3.1 International Agreements

Kenya is signatory to several international declarations, treaties and conventions that form part of domestic law. This is provided for in Article 2 (6) of the Constitution which states that ‘Any treaty or convention ratified by Kenya shall form part of the law of Kenya under this Constitution’.

The Universal Declaration of Human Rights (1948) acknowledges social security (Article 22) and social protection (Article 23, 25) as fundamental human rights. This means that States have an obligation, under international human rights law, to guarantee a minimum level of social protection and that all individuals hold the right to social protection.

Other agreements and conventions relevant to social protection that Kenya has committed to include: the Convention relating to the Status of Refugees (1951), the International Covenant on Economic, Social and Cultural Rights (1967), the Protocol relating to the Status of Refugees (1967), the African Union Convention Governing the Specific Aspects of Refugee Problems in Africa (1969), the UN Convention on the Elimination of the All Forms of Discrimination Against Women (1979), the African Charter on Human and People’s Rights (1981), the UN Convention on the Rights of the Child (1990), the UN Convention of the Rights of the Persons with Disabilities (2006), the African Charter on the Rights and Welfare of the Child (1990), the International Labour Organization (ILO) Convention on the Worst Forms of Child Labour (1999), the ILO Minimum

Age (for employment) Convention (1973), ILO Social Protection Floors Recommendation, 2012 (No. 202) and several ILO Conventions and Regional Protocols on migrant labour.

In addition to the international and regional agreements outlined, there are global development plans/agreements such as 2030 Agenda for Sustainable Development which outlines the Sustainable Development Goals, African Union Agenda 2063 and the IGAD agreements.

2.3.2 National Agreements and Frameworks:

Article 43 of the Constitution of Kenya “*guarantees all Kenyans their economic, social and cultural rights, including the right to health, education, food and decent livelihoods*”. Article 43(3) further asserts that the State “*shall provide appropriate social security to persons who are unable to support themselves and their dependents*”. Moreover, Article 21 commits the state to working towards the progressive realization of the social and economic rights and binds the State to “*observe, respect, protect, promote and fulfil the rights and fundamental freedoms in the Bill of Rights.*”

This is guided by the article 10 of the Constitutions, which lays emphasis on national values and principles of good governance key among them human dignity, equity, social justice, inclusiveness, equality, human rights, non-discrimination and protection of the marginalized, transparency and accountability among others. The constitution is specific with regards to the rights of groups of the population that face specific risks and have different needs throughout the life cycle such as the elderly, children, persons with disabilities, the youth and minorities and marginalized groups.

Some of the relevant policy and legal frameworks that inform social protection in Kenya include the Kenya National Social Protection Policy 2011, Social Assistance Act No. 24 of 2013 and development plans (Kenya Vision 2030, Medium Term Plan 3 etc.).

Other laws and national policies also lay out the conceptual framework for realizing the rights to social protection: Persons with Disabilities Act (2003); The Social Security Fund Act (2015); National Hospital Insurance Fund Act, (Review 2015); Social Assistance Act (2013); Children Act (2001, Rev. 2012); Employment Act (2007, Rev. 2012); Work Injury Benefit Act (2007); Pensions Act, (1950); The National Pre-Primary Policy (2017) and other relevant legislations and policy directives.

2.3.3 County Policy and Legal Frameworks

Some of the relevant county legislations enacted by the County Government that address social social protection include: Makueni County Youth, Men, Women, Persons with Disabilities and Table-Banking Groups Empowerment Fund Regulations 2018 ; The Makueni County Water Act 2020; Makueni County Reproductive Health and Family Planning Act 2021;.

The development plans that are in place to frame social protection work include the Makueni County Vision 2025 and the Makueni County Integrated Development Plan 2018-2022. These aim at achieving accelerated and inclusive economic growth and development; improved access to quality water and health services, access to quality education, increased job creation, increased household incomes and sustainable food security.

2.4 Challenges

Based on the foregoing, the key challenges facing the social protection sector are:

- i. Inadequate policy, legal and regulatory framework on social protection;
- ii. Poverty and lack of awareness on access to County social protection interventions by residents of Makueni County;
- iii. Inadequate gender and human rights-mainstreaming in development programmes
- iv. High illiteracy levels
- v. Child malnutrition
- vi. Breakdown of cultural values leading to neglect and isolation of children and elderly persons.
- vii. Restrictive social norms, attitudes and behavior.
- viii. Inadequate human resource of public health professionals including infrastructure.
- ix. Low uptake of Universal Health Cover by residents
- x. Inadequate verified data and information on the number of vulnerable persons in need of social protection;
- xi. Weak coordination in the implementation of social protection/inclusion programmes in the county;
- xii. Lack of adequate funds to sustain social protection programmes in the county.
- xiii. High post-harvest losses and poor access to markets
- xiv. Inadequate extension support services

CHAPTER 3: POLICY OBJECTIVES AND STRATEGIES

3.1 Introduction

This policy recognizes the need for appropriate strategies in tackling the identified challenges for the successful realization of social protection objectives in Makueni County. This chapter outlines the policy objectives, directions and strategies for addressing the issues identified in the first two chapters in relation to the goal of ensuring social protection of the poor and vulnerable in the County. These objectives, directions and strategies provide specific guidance on how the overall goals and statements of this policy will be attained.

The Government of Makueni shall put in place the necessary policy, legislative and regulatory framework for a harmonized social protection programme in the County. The County Government shall also seek strategic partnership with stakeholders to advance social protection and explore ways of reducing poverty, increasing income for the residents and empowering the vulnerable groups in the County.

3.2. Policy Direction

In view of the progress observed since the adoption of the Kenya National Social Protection Policy 2011, the provisions made in the Kenya Social Protection policy 2019 (draft) and the needs of the people of Makueni County, this County Policy puts forward three strategic areas for the county social protection policy, as follows: social health protection; income security; and shock-responsive social protection.

Policy Objectives

This policy shall serve as the reference point to stakeholders in the design, implementation, monitoring and evaluation of social protection programs in the county. The priority areas of focus are social health protection, income security and shock-responsive social protection.

To attain this, the following policy objectives will be pursued:

1. To enhance universal health coverage for the residents of Makueni county
2. To improve income security for workers and vulnerable populations across all ages and diversities
3. To cushion vulnerable populations against risk and shocks.

Policy Objective 1 (Social Health Protection): To enhance universal health coverage for the residents of Makueni county

The County Government will strengthen the implementation of policies and programmes to achieve Universal Health Coverage. This will build on the recent efforts to expand coverage of the National Hospital Insurance Fund (NHIF) among informal sector workers and among beneficiaries of government cash transfer programmes and the implementation of county-level health insurance initiatives such as the Makueni Care. The Department of Health at county level will continue to develop strategies to encourage the contribution of working age adults in the informal sector to the NHIF.

Policy Measures

1. Support socially protective initiative for quality health care provision
2. Strengthen partnerships for social health protection
3. Enhance preventive and promotive health care

Policy Strategies:

The Government of Makueni County, working with other stakeholders, shall:

1. Support the expansion of health insurance coverage to ensure all vulnerable populations access quality health care.
2. Ensure adequate health personnel and build their capacity to deliver inclusive quality health care.
3. Develop strategies for additional resource mobilization to support vulnerable populations access quality healthcare.
4. Strengthen the referral system for access to specialized healthcare services.
5. Support research that ensures evidence-based decisions to promote quality healthcare.
6. Establish and strengthen collaboration and linkages with relevant partners for resource mobilization towards social health protection.
7. Enhance synergy among county departments to support social health protection.

8. Strengthen the implementation of the community health strategy on the management of the vulnerable populations.
9. Develop the capacity of community health volunteers to deliver inclusive healthcare support.
10. Promote environmental health services at community level.
11. Promote nutrition sensitive programming by all relevant departments and other actors.
12. Enhance sensitizations to promote uptake of health insurance services.
13. Strengthen mechanisms for early assessment and screenings for inclusive programming.
14. Support initiatives that enhance school-based sanitation and hygiene.
15. Address gender inequalities as a cause to disparities in health outcomes and access to health care

Policy Objective 2 (Income Security): To improve income security for workers and vulnerable populations across all ages and diversities.

Income security in the Makueni context seeks to closely link poor and vulnerable households of children; aged and elderly; women single heads of Households/widows and women caregivers of orphans and vulnerable children and persons with disabilities to other socially protective programmes such as skills development, awareness and capacity building on social norms that underpins inequality, economic inclusion, income-generating activities linkages to other government services. The county will work to facilitate access to social services such as health care, nutrition, education, water and sanitation, mentorship and training, capacity building on gender, develop productive assets, financial inclusion and infrastructure development to enable the vulnerable and working age population to overcome barriers to building their household income. Specific support mechanisms for victims of gender-based violence and orphanhood will also be among the priorities for the county government.

Policy Measures:

1. Adopt transformative strategies in addressing social exclusion and equity
2. Promote partnerships for the expansion of social security coverage to all workers and their dependants in both formal and informal sectors.
3. Adopt innovative and sustainable social assistance programmes for vulnerable groups.
4. Improve livelihood opportunities for the socioeconomic empowerment of vulnerable populations.

Policy Measures:

The Government of Makueni County, working with other stakeholders, shall:

1. Promote partnerships for good governance and accountability for income security programmes.
2. Enhance cross-sectoral linkages with county departments, agencies and other stakeholders to advance the expansion of social security coverage.
3. Promote educational support through capitation, bursaries and scholarships.
4. Expand the implementation of targeted feeding programmes.
5. Enhance access to mentorship and internship opportunities.
6. Support development of inclusive/accessible infrastructure.
7. Strengthen existing social assistance initiatives with productive assets to enhance outcomes.
8. Strengthen capacity of vulnerable populations in SMEs and cooperatives with entrepreneurship and business management skills.
9. Advance skills development opportunities for the working-age population in the county.
10. Strengthen initiatives that promote financial inclusion.
11. Enhance access to safe and reliable water for vulnerable households and communities.
12. Promote programmes that enable smallholder farmers and other vulnerable groups to access subsidies.
13. Strengthen the capacity of smallholder farmers to access markets.
14. Enhance psychosocial support mechanisms to provide services to vulnerable groups, including but not limited to, alternative care and support to action against gender-based violence.

Policy Objective 3 (Shock-Responsive Social Protection): To cushion vulnerable populations against risk and shocks

This pillar includes the provision of relief and protection support to Makueni residents affected by covariate shocks such as droughts, floods, forced displacement, etc. with a clear understanding of the differences in the exposure and experience of crises-related risks between women and men and their gender-specific roles and strategies adopted to cope with the emergency situation. The key objective is for the county government to have the necessary capacity and tools to address the cyclic shocks which the county is prone to in a timely manner while building on existing systems.

Kenya, at national level has been successful in deploying shock-responsive interventions, which includes the development of trigger mechanisms and early warning early action systems and this is an area the county government could adopt good practices in developing and deploying emergency response.

Policy Measures:

1. Strengthen risk management instruments for disaster preparedness, and response;
2. Strengthen coordination in emergency preparedness, response and recovery initiatives.

Policy Strategies:

The Government of Makueni County, working with other stakeholders, shall:

1. Strengthen institutions including resources to effectively and efficiently manage risks and shocks.
2. Establish mechanisms for co-financing of response initiatives by county and partners in order to support affected populations
3. Conduct research and periodic review of strategies and risk management instruments to ensure evidence-based programming, targeting and implementation.
4. Support initiatives/programmes that cushion smallholder farmers against climate-related risks and shocks e.g. insurance services.
5. Ensure harmonized design and coordinated implementation of emergency interventions.
6. Establish and strengthen community structures (Disaster Risk Reduction Committees) to ensure timely response of interventions.

Policy measures for Cross-cutting functions

1. Strengthen analysis of economic and social vulnerabilities through collection, analysis and dissemination of gender- and age-disaggregated data are essential to ensure that gender considerations inform programme strategies and actions
2. Tailored gender capacity strengthening kits for programme designers and implementers
3. Develop awareness-raising materials targeted at communities and programme participants on the gender dimensions of the programme.
4. Integrate gender indicators and targets in Monitoring and Evaluation Framework
5. Strengthen women's agency, advocacy and representation in social protection programmes.
6. Strengthen coordination with the department responsible for social services and other gender focal points and actors to strengthen their role in design and implementation of social protection.

CHAPTER FOUR: IMPLEMENTATION FRAMEWORK

This chapter outlines the framework for actualising the policy objectives identified herein.

4.1 Coordination Mechanisms

Among the challenges facing policy makers, implementing officers and stakeholders in Makueni county is the fragmentation of programming which can lead to the duplication of work and inconsistencies in the operation and implementation of social protection. In order to address the coordination challenges, ensure the effectiveness of the three priority areas of the county policy and foster coherence in the social protection programming, a framework within which all social protection interventions in the county operates will be developed.

The Government of Makueni County shall implement the following measures for enhanced coordination:

- Establish specific coordination mechanisms at the county and sub-county levels with the participation of all stakeholders to deliberate and follow-up on activities necessary to the smooth implementation of the programmes that comprise the social protection pillars;
- Develop tools and instruments to lay the basis for within-pillar and across-pillar coordination at both national and county-level;
- Strengthen the capacity of county officials in the area of social protection to ensure that all stakeholders are well equipped to carry out their mandates.

4.2 Monitoring, Evaluation, Accountability and Learning

The 2017 Kenya Social Protection Sector Review revealed important gaps in the monitoring and valuation implementation across the social protection sector. These are applicable in Makueni County and include: an absence of a comprehensive monitoring and evaluation framework for the social protection programmes at the county level to allow progress monitoring and reporting; the inadequacy of data and timely measurable indicators capable of tracking the performance of the social protection programmes; and a shortage of skills possessed on M&E at the county level to document the outcomes and impacts of interventions and programmes. Other challenges include the harmonization of the different Management Information Systems at national and county levels.

4.2.1 Monitoring and Evaluation

Monitoring and evaluation is important in measuring the level of change brought about by programme and policy interventions. The resulting information is useful for continuous programme adjustments against intended commitments and objectives, mobilizing additional resources and assessing the efficiency and effectiveness in using resource to address the needs of vulnerable groups.

Various methods will be used to monitor and evaluate social protection interventions in Makeni County. These include adoption and modification of existing tools such as the M&E Framework and Indicators Handbook to include social protection indicators, conducting baseline and impact evaluation studies and the use of programme accountability checklists. The defined activities in the departmental work plans will determine the frequency of monitoring and evaluation. The department responsible for social services will coordinate all other key actors, county departments and agencies as applicable

4.2.2 Accountability

Accountability in social protection is necessary for building trust and confidence with stakeholders, ensuring adherence to set timelines, reducing the risks of error, fraud and corruption and ensuring optimum value for money. Accountability is done by establishing controls (legal frameworks, policies, systems) to ensure accountability, participatory project planning, timely implementation and periodic project reviews.

4.2.3 Learning and Knowledge Management

A lack of accountability can lead to inefficiencies and compromises service delivery, entrenches negative organizational culture, waste of resources, erodes stakeholder trust and compromises the sustainability of projects.

Learning and knowledge management is a vital part of social protection programming. It enables programme actors to document the good practices and enable information-sharing on perspectives, ideas that inform decision-making, planning, take corrective actions and make programme adjustments. This contributes to improved service delivery, productivity, effectiveness and innovation.

Learning and knowledge management for social protection in Makueni county will be fostered by leveraging on technology to document processes and enable transfer of information, ideas and replication of good practices. Learning can also be propagated through continuous capacity building through trainings, mentoring, coaching and the use of communities of practice that are adapted to the needs of various groups e.g. farmers, business traders.

4.3 Delivery Systems for Social Protection

The county government sees the need for policy tools that consolidate programme information from the different social protection programmes and interventions. These systems would make it possible to document results of the various interventions and schemes, inform key stakeholders about the status and effectiveness of social protection programmes, and generate political support for sustaining and expanding social protection programmes.

At national level, there are Management Information Systems (MIS) that provide an inventory of government's National Safety Net Programmes with added functionalities to enable linkages to other programmes. These comprise the Single Registry and the Consolidated Cash Transfer Programme Management Information System MIS. Similar systems at county level could provide timely and consolidated information about various programmes hence enabling policy makers to benefit from such information in their decision-making.

The Government of Makueni County is currently in the process of operationalizing a County Information Hub to consolidate information on all programmes and projects implemented by state and non-state actors in the county. The department responsible for social services will coordinate the delivery systems in collaboration with other county actors.

To fully realize the use of MIS systems for more efficient delivery of social protection intervention, the county government will implement the following measures:

- Develop automated information systems that have linkages to other departments' programmes within the county;
- Establish a county generic MIS that is fully linked to the Single Registry and other relevant MISs at national level;
- Develop and strengthen efficient and effective Grievance and Case Management Mechanism at county level including linkages with national case management systems.

Delivery systems are used to track performance, track service delivery, support risk management processes and enhance efficiencies and effectiveness. The systems also support programme development and implementation using information contained therein e.g. identification and verification of the vulnerable, making payments, collecting feedback, addressing grievances, case management.

Key policy measures to promote monitoring, evaluation, accountability and learning include:

- i. Strengthen and implement a comprehensive social protection M&E framework that integrates social protection indicators;
- ii. Promote research on social protection to generate evidence for informed policy decisions;
- iii. Strengthen county socioeconomic surveys with social protection-specific indicators.
- iv. Establish county social protection data sharing and dissemination mechanisms for learning and ensure linkage with national and international knowledge sharing forums.

4.4 Communication

Communication in social protection is important in order to enhance performance, transparency and accountability with clear understanding of roles and responsibilities, build trust and ownership of the interventions by the stakeholders including communities, ensure timely feedback and adherence to established policies and guidelines. With good communication, the risks to the project management cycle are reduced, coordination and decision-making processes are improved. A clear communication strategy can help to avoid overburdening the grievance mechanisms as well as minimize exclusion errors and inadequate information about eligibility and guidelines of the different social protection programmes. Ensuring that beneficiaries are fully aware of their rights and responsibilities is a key function of communication.

In addition, communication is a tool to promote transparency and fight error, fraud and corruption by providing adequate channels for the population to get in touch with programme implementers and relevant stakeholders at different levels.

In social protection, communication involves areas of: programmes interventions; policy objectives, strategies/ interventions and measures; monitoring and evaluation reports; partnerships and financing; expenditure accounting and feedback mechanism through grievance and case

management systems. The intended recipients for such communication include: the community, project management and development committees, the County/National Government, County Assembly, Parliament, the Office of the Auditor General, private sector/philanthropic foundations, development partners, faith-based and community-based organizations.

Means of communication are varied and comprise staff/stakeholder meetings, dissemination of policy documents, public participation forums including workshops and seminars, central information and document repository, community complaints committees and the use of established national and county structures by the county and national governments. The use of media i.e. ra radios, television, braille and sign language, social media. The recently established Kenya Chapter of the Social Protection Community of Practice will also be useful.

4.4.1 Grievance and Case Management (G&CM)

The purpose of the G&CM mechanisms is to ensure that beneficiaries and communities have access to appropriate channels through which to voice grievances or concerns about the social protection programme and case management.

The main objective of the case management process is to ensure that all beneficiaries, community members and programme implementers are enabled to file complaints and updates related to the programme which can be resolved in a reasonable timeframe. The GC&M recognizes three types of cases: 1. updates to changes in household status such as births, relocation, deaths; 2. filing grievances and; 3. Error, fraud, and corruption (EFC) reporting. This ensures transparency, accountability and efficient implementation of the programmes. Makueni County has a departmental Grievance Redress Mechanism (GRM) System that is both offline i.e. established GRM desks from the lowest level of a programme/project all the way to the county level, and online i.e. forms downloaded from the county website, filled and submitted via email, SMS, phone calls or visitation of a decentralized unit.

The policy measures that shall be undertaken to enhance communication for the social protection sector include:

- i. Enhancing awareness on social protection at county and sub-county levels;
- ii. Enhancing the capacity for communication on preparedness and response during crisis;

- iii. Strengthening awareness on accountability and feedback mechanisms for social protection among stakeholders at all levels; and
- iv. Establish a knowledge management platform for social protection.

4.5 Financing of Social Protection

A key challenge in financing of social protection in Makueni County is the duplication and overlap in implementation across departments which leads to duplication of resource use and diminished value for money. Inadequate budgetary allocations to social protection also means that there are people who meet the criteria for social assistance support but cannot access it due to targeting constraints. This amplifies societal inequalities and entrenches some households in chronic poverty. Increased government financing for social protection will therefore help to Realize the county, national and global aspirations/agenda in social protection such as county and national policies and relevant SDGs. With an advanced and well-financed social protection system, inequalities among Makueni residents will reduce, wellbeing will improve in addition to economic growth and development.

Two key sources will be general government tax revenues, for social assistance, and social insurance contributions. Funding for shock-responsive social protection is currently mainly from the National Drought Emergency Fund (NDEF), which was operationalized by NDMA in 2018/19, and county government budgets while complementary programmes will be financed by the relevant ministry and county government budgets. Additional funding can be attained through strategic partnerships with development partners (faith-based, community-based, non-governmental and intergovernmental organizations, donor agencies), private sector and philanthropic organizations.

At the county level, funds are managed by the respective departments as per the Public Finance Management Act of 2012. The development of joint work plans would be critical in avoiding duplication between stakeholders and the county government. The County Social Services Directorate is responsible for coordination and additional oversight is conducted by internal audits, the County assembly, the National Assembly, Senate, the Auditor General, joint review missions with external stakeholders and the community through participatory monitoring and evaluation.

Social protection interventions in the county shall be based on prevailing funding mechanisms to ensure basic income security throughout the life cycle, with emphasis on vulnerable groups and individuals. However, attention should be paid to its affordability, sustainability and to building synergies through enhanced cross-sectoral coordination and coherence to improve both effectiveness and efficiency of the social protection expenditure.

The county government shall therefore aim to expand sources of financing for social protection through strategic partnerships and engagement with non-state actors such as private sector companies, employers and workers, development partners, community funding and voluntary organizations.

The County Government shall endeavor to:

- i. Ensure that adequate resources are allocated to social protection in a predictable, gradual, and long-term manner.
- ii. Encourage the use of devolved funds for implementing social protection.
- iii. Enhance the effectiveness, cost efficiency and sustainable financing of social protection;
- iv. Strengthen collaboration with stakeholders in social protection financing;
- v. Enhance mechanisms for accountability in social protection financing.

4.6 Policy Review

The government shall from time to time, in collaboration with all key stakeholders, review the policy to ensure that it remains relevant and addresses the emerging issues and trends at international, national and county level.

4.7 Policy Implementation Framework

Goal: Ensure that all Kenyans (men and women of different age and diversities) live in dignity and exploit their human capabilities for their own social and economic development.

Output indicator: Reduced poverty index by 10%

Objective	Strategies	Indicator(s)	Baseline	Target	Timeframe	Action takers
	1.1 Support socially protective initiatives for quality healthcare provision.	<ul style="list-style-type: none"> Number of households covered by health insurance cover Number of women giving birth under skilled attendants Doctor to population ratio Nurse to population ration Number of health staff delivering quality health services at the health facilities Number of community health volunteers delivering inclusive healthcare support. Number of persons (disaggregated by age and sex, disability) accessing 	91,059 18607(68%) 7.2/100,000 66/100,000 1390 2,768 446(M 66, F 373, PWD 7)	200,000 20522 20/100,000 100/100,000 2000 3,300 300	3 1 5 5 5 3 2	Health “ “ “ “ “ “

		psychosocial support against GBV				
1.2	Strengthen partnerships for social health protection.	<ul style="list-style-type: none"> Number of social health programmes supported by partnerships/collaborations - 	21	26	5	Health
1.3	Enhance preventive and promotive health care. – ADD gbv, water and sanitation here	<ul style="list-style-type: none"> Number of children benefitting from school meals programmes at ECDE level – (measure health component) Number of children under 1 year who are fully immunized Number of pregnant women attending 4 ANC visits 	0	50,000	1	Education
			24119	24,638	1	Health
			16320	17,680	1	“
			80%	90%		“

		<ul style="list-style-type: none"> •Vitamin A supplementation for children 6-59 months •Stunting • Percentage of people living with HIV who are Virally suppressed •TB cure rate •Proportion of households with access to safe and clean water 	<p>25%</p> <p>88%</p> <p>88%</p> <p>44.2%</p>	<p>20%</p> <p>95%</p> <p>94%</p> <p>95%</p>	<p>1</p> <p>5</p> <p>3</p> <p>3</p> <p>10</p>	<p>“</p> <p>“</p> <p>“</p> <p>Water</p>
2. To improve income security for workers and vulnerable populations across all ages and diversities	2.1 Adopt transformative strategies in addressing social exclusion and equity	<ul style="list-style-type: none"> • Number of people involved in economic activities. • Number of targeted vulnerable people accessing financial services (disaggregate) • Number of smallholder farmers who have access to farm input subsidies 	456,291 (M-215,558, F-240,733)			
	2.2. Promote partnerships for the expansion of social	<ul style="list-style-type: none"> • Number of people registered in social security schemes. 	•	•	•	•

	security coverage to all workers in the formal and informal sectors					
	2.3 Adopt innovative and sustainable social assistance programmes for vulnerable groups	<ul style="list-style-type: none"> • Number of learners benefiting from bursaries, scholarships - disaggregate • Number of persons benefitting from safety nets programmes • Number of workers protected by injury insurance cover 	<ul style="list-style-type: none"> • 2,926 • PWDs-912, OVCS-6969, Elderly-241,75 • 	<ul style="list-style-type: none"> • 4,000 • Targeting is done at the ministry level • 	1 year	Education State department for social protection
	3.1 Strengthen risk management instruments for disaster preparedness, and response;	<ul style="list-style-type: none"> • No. of Enterprise Risk Management Framework developed and implemented • Capacity build sub county Disaster Management Committee 	<p>0</p> <p>0</p>	<p>1</p> <p>6</p>	<p>1</p> <p>1</p>	Devolution “

	3.2 Strengthen coordination in emergency preparedness, response and recovery initiatives.	<ul style="list-style-type: none"> No. of Risk Reduction Support Activities carried out for vulnerable persons 	0	150	3	Devolution
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