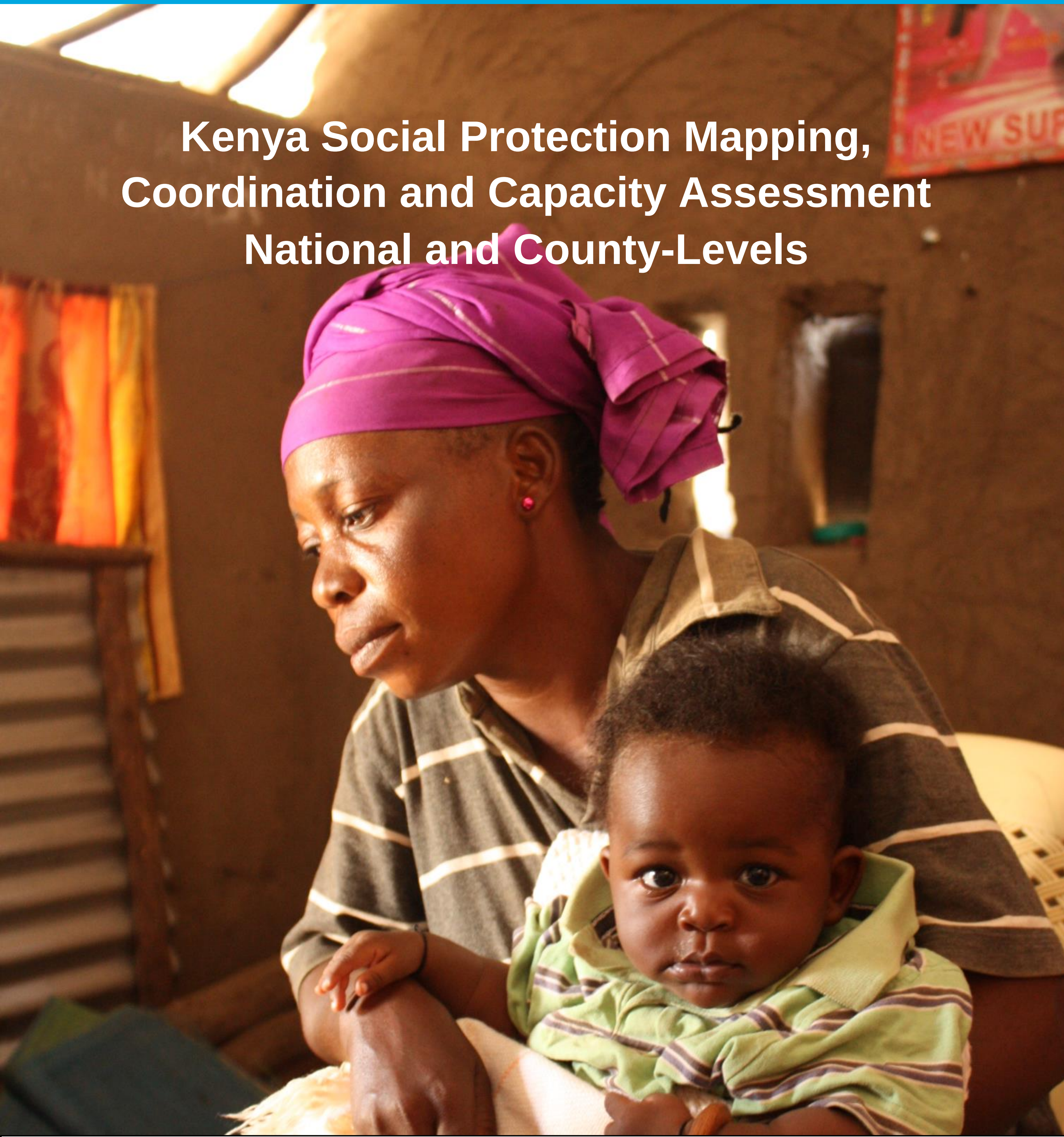
Kenya Social Protection Mapping, Coordination and Capacity Assessment National and County-Levels



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- Ministry of Education, Science and Technology

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ABBREVIATIONS AND ACRONYMS

ACK	Anglican Church of Kenya
ADS	Anglican Development Service
AMPATH	Academic Model for Prevention and Treatment of HIV/AIDS
APHIA	AIDS, Population and Health Integrated Assistance
ART	Antiretroviral Therapy
ARVs	Antiretroviral drugs
ASAL	Arid and Semi-Arid Lands
BWCs	Beneficiary Welfare Committees
CBF	Constituency Bursary Fund
CBO	Community Based Organization
CDC	County Drought Coordinator
CDF	Constituency Development Fund
CDRO	NDMA County Drought Response Officer
CFA	Cash for Assets
CIDP	County Integrated Development Plan
CIF	County Intergovernmental Forum
CSAC	Constituency Social Assistance Committee
CSG's	County Steering Groups
CT	Cash Transfer
CTCG	County Technical Coordination Group (for HSNP)
CT-OVC	Cash Transfer for Orphans and Vulnerable Children
DCS	Department of Children's Service
DSD	Department of Social Development
ECDCs	Early Childhood Development Centre
FAO	Food Agriculture Organization
FBO	Faith-Based organization
FFA	Food for Assets
FY	Financial Year
GoK	Government of Kenya
HGSMP	Home Grown School Meals Program
HH	Household
HISP	Health Insurance Subsidy Programme
HIV/AIDS	Human immunodeficiency virus/Acquired immunodeficiency syndrome
HSNP	Hunger Safety Net Program
IGRA	The Intergovernmental Relations Act
ILO	International Labour Organization
KCM	The Kenya Coordinating Mechanism
KFSSG	Kenya Food Security Steering Group
KIs	Key Informants
M&E	Monitoring and Evaluation
MEACL&SP	Ministry of East African Community, Labour and Social Protection
MEL&R	Monitoring, Evaluation, Learning & Research
MIS	Management Information System
MoALF	Ministry of Agriculture, Livestock and Fisheries
MoDP	Ministry of Devolution and Planning

MoEST	Ministry of Education, Science and Technology
MoH	Ministry of Health
MoPSYGA	Ministry of Public Service, Youth and Gender Affairs
NAAIAP	National Accelerated Agricultural Inputs Access Program
NCPWD	National Council for Persons with Disabilities
NDMA	National Drought Management Authority
NGO	Non-Governmental Organization
NHIF	National Hospital Insurance Fund
NSNP	National Safety Net Program
NSPC	National Social Protection Council
NSSF	National Social Security Fund
OP	Older Persons
OPCT	Older Persons Cash Transfer
OVC	Orphans and Vulnerable Children
PBB	Programme Based Budget
PILU	Project Implementation and Learning Unit
PMT	Proxy Means Test
PSPs	Payment Service Providers
PSSB	The Presidential Secondary School Bursary
PWDs	People with Disabilities
PWSD-CT	People with Severe Disabilities Cash Transfer
SAU	Social Assistance Unit
SFP	School Feeding Program
SP	Social Protection
SPS	Social Protection Secretariat
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WFP	World Food Program
WtF	Wing to Fly (EGF Education Programme)

EXECUTIVE SUMMARY

Social protection in Kenya, with its combination of interventions focused on social assistance, social security and social health insurance, helps to realize the human rights of all children and families as described in the Kenyan Bill of Rights and the 2010 Kenyan Constitution. The sector is growing and evolving with the scale-up of existing programmes and the entry of new programmes. Much of this new activity is focused on social assistance. Indeed, according to the latest Social Protection Sector Review (2017), over one million people regularly receive a social assistance transfer.[1] Yet, while the sector transitions from a focus on emergency response to regular assistance, stakeholders are left with historical structures of implementation that are fragmented and operate in silos.

Social Protection features prominently in Kenya's development plan, Vision 2030. The Government of Kenya (GoK) continues to expand regular (non-emergency) social assistance interventions, most notably, cash transfers. The Government is working towards harmonisation of key programme functions such as targeting, registration, monitoring and evaluation (M&E) and management information systems (MIS). Yet with this growth comes added uncertainty around coordination. At the national level, Kenya's National Social Protection Policy (NSPP 2011) lays out a plan for coordination in the form of a National Social Protection Council (NSPC) and a Social Protection Secretariat (SPS). While the latter was established in 2012 as the administrative body for social protection activities, the former was never put in place, leaving national coordination mechanisms with little legal authority. At the county level, there are various structures in place for coordination but they operate largely through good-will without specific mandates and guidelines. Furthermore, the linkages between county coordination and national level mechanisms remain unclear, and sharing information on needs, coverage, gaps, impacts, and best practices is a challenge.

Social protection is also a key component of the UN's 2014-2018 United Nations Development Assistance Framework (UNDAF), which outlines the UN's partnership with the Government of Kenya. Under the current UNDAF, one activity of the joint work plan is to '*advocate and provide technical assistance to establish social protection coordination mechanisms at the county and national levels*.[2]' Furthermore, during the first Kenya Social Protection Conference Week (January 2015), participants identified coordination as one of the key issues to be addressed in the coming years.

This report therefore serves as a contribution to addressing the coordination challenges of a growing sector by:

1. Mapping social protection programmes and coordination, both formal and informal[3], at national, county and sub-county levels.
2. Identifying capacity gaps and making recommendations to enhance coordination at the county level and between national and county governments.

The data collection methodology involved a desk review of national and county level documentation related to social protection. Over 200 key informants at the national level and in

[1] Government of Kenya (2017), Social Protection Review 2017, unpublished draft v3
[2] See UNDAF (2014-2018), Activity 2.4.2
[3] **Formal** coordination mechanism is recognized by an Act or embedded in Operations Manuals, MoUs, Circulars, Guidelines or Official Letters. An **Informal** coordination mechanism is when meetings are happening but the structure is not documented.

all 47 counties were interviewed. In 15 counties, face-to-face interviews were conducted and in the remaining 32 counties, telephone interviews were carried out.

Key findings of the report are presented below:

- The definition of social protection within the NSPP and its corresponding list of appropriate interventions are very broad, giving rise to confusion at both the national and county levels as to what constitutes a social protection programme.

- Coordination of social protection at the national level needs to be strengthened. To date, the NSPC proposed by the NSPP as the national body responsible for approving policies and resources has not been created.   As a result, those responsibilities have shifted to the SPS, which has limited authority to make and enforce decisions. The SPS is also legally restricted on staffing levels, posing challenges to fulfilling all of its current roles and responsibilities.

- There is no over-arching cross-pillar (social assistance, social security and health insurance) coordination mechanism at national level to foster reflection on cross-pillar collaboration.

- The establishment o the single registry (SR) is a great milestone. It hosts data from all the government social assistance programmes, as well as from the the Cash for Assets programme under WFP. The SR is now linked to the Intergrated Population Registry System (IPRS) and has been decentralized to all counties in the country.

- A setor-wide communiatoins strategy and website on social protection in Kenya are lacking as well as an over-arching, sector-wide moniotring and evaluation framework.

- There is scope for further harmonization of the four cash transfer programmes that constitute the National Social Safety Net programme (NSNP). Progress has been made towards harmonized targeting through pilots in Kilifi, Turkana and Nairobi, however there is scope for further harmonization of payments, complaints and grievance mechanisms and mentoring and evaluation systems.

- At the county-level, there remains confusion as to whether county governments can, by law, design, finance, and manage social protection programmes.

- Very few social protection programmes are funded and managed by the counties themselves. This was the case in only 17 out of 47 counties.

- At county level there is no over-arching, legally mandated coordination structure for social protection. Each programme and ministry has its own coordination structure with its own committees and programme modalities. For the nationally-managed programmes, the most commonly cited coordination structures operating at County-level were those related to the three Inua Jamii cash transfer programmes. In addition there is no County Social Protection Coordinator position/role in the county.

- While there is legal provision (Intergovernmental Relations Act, 2012) for an inter-governmental body at the County level, there is little evidence of the operationalisation of the County Intergovernmental Forum (CIF) at County level.

- Key informants interviewed at county level, highlight the following coordination challenges and recommendations for improvement. The key challenges to social protection coordination include: (i) lack of material resources; (ii) inadequate staffing; (iii) poor quality data; (iv) poor communication and coordination between national and county governments; (v) poor coordination between county government and non-governmental organizations (NGOS). The key recommendations on how to improve coordination are: (a) dedicate more resources; (b) design an inclusive coordination mechanism; (c) create clear guidelines to foster collaboration between county and national government; (d) strengthen and further harmonies common programme functions (e.g. targeting, payments, MIS and M&E) related to social protection; (e) increase awareness about social protection (legal and policy frameworks, citizens rights and programme entitlements).

This report makes the following key recommendations:

- Develop a revised definition of social protection and a supporting analytical framework that takes into consideration: multi-faceted risks linked to an individual's life cycle, rights enshrined in the condition and a minimum social protection floor. This should feed into the revised NSPP.

- Create the equivalent of the NSPC or provide the SPS the legal backing that it requires to enforce decisions through the Social Protection Coordination Bill.

- Convene a national social protection steering committee (inter-ministerial forum) on a quarterly basis to promote sector-wide cross-pillar coordination, not limited to coordination of the NSNP cash transfer programmes.

- Develop a sector-wide monitoring and evaluation framework to engage stakeholders, sustain coordination, demonstrate impact and foster accountability.

- Develop a dedicated website that includes: the revised NSPP, key pieces of legislation related to social protection, information on key social protection programmes, fact sheets, the M&E framework and links to the single registry.

- Further harmonise payments, complaints and grievance mechanisms and M&E systems of the four NSNP cash transfer programmes. Full harmonisation can be piloted in Nairobi, Kilifi and Turkana.

- Ensure legal provision and clear communication on the ability of counties to design, manage and fund social protection programmes locally.

- .Consistent with the vision detailed in the 2012 NSPP, create a County Social Protection Steering Committee (CSPSC). The CSPSC should ultimately serve as a sub-committee to the County Intergovernmental Forum.

- Create a Social Protection County Coordinator, position in each county, whose primary role is to coordinate social protection at county level.

- Design a set of training modules that can be implemented in counties to address the capacity gaps. The capacity assessment identifies several gaps related to awareness of social protection, citizen rights, M&E, and targeting, to name a few.

The report is structured as follows:

- Chapter one presents the data collection methodology.
- Chapter two describes the legal, policy, and institutional arrangements for social protection at the national level.
- Chapter three provides an overview of key social protection programmes funded and managed at the national level and associated coordination structures at national and county level.
- Chapter four descries key country led, managed and funded social protection programmes.
- Chapter five highlight county level coordination structures and gaps in coordination capacity at county level.
- Chapter six presents key findings and recommendations.

1 METHODOLOGY

This chapter describes the data collection methods used to conduct the study, including the literature review and key informant interviews that were carried out at national and county levels.

1.1 LITERATURE REVIEW

Over 25 documents related to policy, legislation, and evaluation of various social protection programmes were reviewed. These documents, in conjunction with key informant interviews, provided the information needed to map the coverage and coordination mechanisms for programmes funded and/or managed at the national level.

To prepare for the county interviews, Kimetrica reviewed the County Integrated Development Plans (CIDP) 2013-2018 for all 47 counties and the Programme Based Budget (PBB) FY 2016-17 for the 13 counties where the information was available[4]. The CIDP outlines mid-term development plans towards the realization of the country's national Vision 2030 goals. The PBB's layout the budgets for priority programmes for the given fiscal year. The objective of this review was to extract an initial list of social protection programmes planned for or being implemented by each county. This information was then used to guide the face-to-face interviews. A list of the programmes that were identified through this review can be found in Annex 1.

The review of county development plans and budgets proved to be a challenge as social protection does not appear as a line item in any report. Since SP overlaps many other sectors, it was difficult to piece together the programmes that fell within the criteria of this review. Furthermore, within the county budgets, programme data was often aggregated to a sector-level, making it unclear how much money was actually directed towards any given programme.

1.2 KEY INFORMANT INTERVIEWS

Kimetrica conducted 14 interviews with key stakeholders in Nairobi. These stakeholders were selected by the Social Protestation Steering Committee (SPSC).[5] The objective of the interviews was to better understand social protection interventions managed and coordinated at the national level and their linkages with county-level structures.

To conduct these interviews, a semi-structured checklist was developed and administered (see Annex 3). This information was collected and analyzed to identify key themes around coordination at the national level.

Kimetrica interviewed over 200 social protection actors across all 47 counties. As agreed during inception, for budget and feasibility purposes, Kimetrica conducted face-to-face

[4] Data available in: Baringo, Bomet, Busia, Kakamega, Kilifi, Kitui, Marsabit, Mombasa, Nairobi, Nyandarua, Nyeri, Samburu and Siaya

[5] The SPSC served as the advisory board for this study. It was comprised of members of the SPS, development partners, and national-level NGOs.

interviews in 15 counties and phone interviews in the remaining 32 counties. To undertake the interviews, a semi-structured interview questionnaire (See Annex 4) was developed and administered. An overview of target and achieved interviews is provided in **Error! Reference source not found.**. The number of interviews conducted is lower than the target due to several data collection challenges. The complete list of interviewees can be found in Annex 2.

Table 1: Overview of county interviews by target and achieved

Type of Interview Method	# of Counties	Target # of Interviews	Total # of Interviews
Face-to-Face Interviews	15	150 interviews (10 per county)	126 (averaged of 6-8 per county)
Telephone Interviews	32	128 (4 per county)	75 (averaged 2-3 per county)
Total	47	278	201

The selection criteria used to determine the 15 counties for face-to-face interviews is described below.

- Geographical distribution across different livelihood zones.
- Inclusion of several counties with programmes operated by the National Drought Management Authority (NDMA), including three counties implementing the Hunger Safety Net Programme (HSNP);
- Heterogeneity in the type of social protection programming (based on initial document review and national key informant interviews).

The 15 counties selected for face-to-face interviews are listed below. The SPSC approved this list at inception.

- Baringo
- Busia
- Embu
- Garissa
- Kakamega
- Kilifi
- Kisumu
- Kitui
- Marsabit
- Mombasa
- Nairobi
- Nakuru
- Nyandarua
- Turkana
- Wajir

To identify key informants within each county, a target list of social protection stakeholders was developed. They included national-level representatives working at the county level, such as the County Coordinator for Children Services (part of MEACL-SP), county-level administrators such as the County Secretary and the County Director for Health, and the relevant staff of NGOs in the area (see **Error! Reference source not found.**). Enumerators were instructed to interview everyone on this list. The list was discussed and approved at inception by the SPSC. In October 2016, the data collection questionnaire was piloted in Nairobi and Nakuru. Seven enumerators were hired and trained to conduct all the interviews. For the face-to-face interviews, enumerators spent one week in each county and for the telephone interviews, the enumerators spent 1-2 months collecting interview data.

Table 2: Officials Interviewed at County Level

National Level Representatives at County Level	County Level
• NDMA County Drought Coordinator (CDC) (where applicable) • HSNP County Manager • County Coordinator for Social Services • County Coordinator for Children's Services • County Coordinator of Education • NHIF/NSSF Regional Managers	• County Secretary • County Director for Health • County Director for Agriculture • NGO/FBO organizations operating in the area

The data collected from the interviews was collected and stored in a social protection master matrix. The matrix captures the following variables for each social protection programme identified by county informants. The results are summarised in Annex 5.

- SP Pillar/category
- SP Sub-category
- Brief description of the programme;
- Time-frame of the programme;
- Geographical coverage at the Sub-County level;
- Type of targeted beneficiaries;
- Number of targeted beneficiaries;
- Regular/ad-hoc programme;
- Targeting criteria;
- Type of benefits (cash transfer, in kind);
- Frequency of benefits;
- Item (for in-kind items);
- Payment modality (for cash);
- Amount/quantity received;
- Funding agency/Institution;
- Lead agency/Institution;
- Implementing partners (if any);
- Management level (National / County or both).

1.3 LIMITATOINS

While a great deal of data was collected and analyzed, there were several challenges. First, the initial list of county contacts provided to the enumerators was outdated. The Council of Governors in Nairobi kindly provided Kimetrica with a list of key informants in each county based on the position titles presented in **Error! Reference source not found.**. However, people had changed positions or the phone numbers were no longer valid. As such, the enumerators spent a great deal of time searching for the appropriate contacts with whom to schedule meetings.

Second, despite introductory letters from the SPS, enumerators found it difficult to get face time with the designated key informants. In some cases, meetings were scheduled and then postponed, or started and then stopped before the interview was completed. In other cases, the key informant would delegate the interview to a junior officer who was not as well informed on county-level social protection activities. The enumerators experienced similar issues with the phone interviews. It was difficult to reach people by phone, or once reached, for respondents to stay on the line for the entire interview.

Finally securing additional information from respondents post-interview to fill gaps was a challenge. All the above factors have an impact on data quality in terms of consistency and completeness.

2 LEGAL, POLICY AND INSTITUTIONAL ARRANGMEENTS

This chapter describes the legal, policy, and institutional arrangements for social protection at the national level.

2.1. LEGAL AND POLICY FRAMEWORKS

Social protection is codified in the 2010 Constitution of Kenya. Article (43) guarantees all Kenyans economic, social, and cultural rights and asserts the "*right for every person to social security and binds the State to provide appropriate social security to persons who are unable to support themselves and their dependents*." In May 2012, the GoK passed the NSPP, identifying social protection as a key strategy for attaining inclusive growth and social development. The policy defines social protection as:

> "*…policies and actions, including legislative measures, that enhance the capacity of and opportunities for the poor and vulnerable to improve and sustain their lives, livelihoods, and welfare, that enable income-earners and their dependents to maintain a reasonable level of income through decent work, and that ensure access to affordable healthcare, social security, and social assistance*."

Given the broad definition, the NSPP overlaps several other national policies related to children, the elderly, gender, nutrition, health, and social security, to name a few.[6] In addition, as a member of the United Nations, Kenya is a signatory to several international declarations and covenants such as the Universal Declaration of Human Rights.[7]

The legal and institutional framework for social protection in Kenya continues to evolve and mature. In 2017, the GoK anticipates putting forth to parliament a revised social protection policy, a social protection coordination bill, and a new social protection investment strategy.

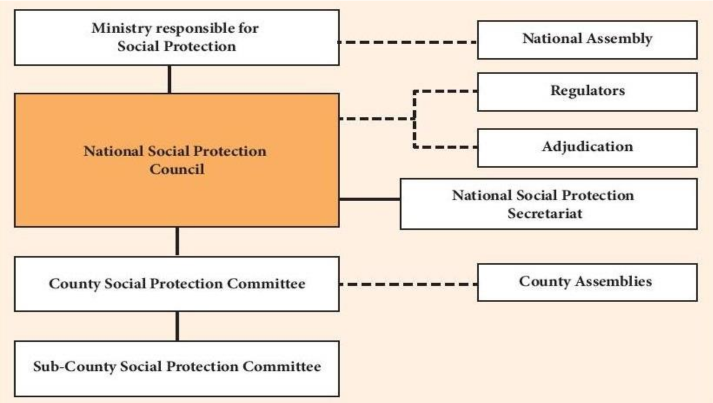
The National Social Protection Policy recommended the establishment of a National Social Protection Council (NSPC) legally enacted by Parliament whose role was to jointly agree on policies, resources and actions that impact social protection. Planned membership included representatives of the various line ministries involved in social protection, development partners, civil society organizations (CSOs), and private sector actors. See Figure 1. The NSPC was to report to the National Assembly through the host ministry for social protection (currently MEACL-SP). To date, the NSPC has not been constituted and formalized. As such, the Social Protection Secretariat takes on many of the responsibilities of the NSPC; however, without formal backing from Parliament, its ability to collect information and make and enforce

[6] see: The National Food Security and Nutrition Policy (2007), National Children's Policy (2010); National Policy on Older Persons and Aging (2009); National Policy on Youth (2006); and the National Gender and Development Policy (2000). Key parliamentary acts relevant to Social Protection are the: Education Act (2007), HIV Prevention and Control Act (2006), Children's Act (2001), Social Assistance Act (2012), and Persons with Disabilities Act (2003)

[7] For more information on the full legal framework for social protection in Kenya, see the Kenya Social Protection Sector Reviews of 2012 and 2017.

decisions is limited. The policy also envisioned social protection coordination at the county and sub-county levels in the form of Social Protection Committees. These entities have also not been constituted.

Figure 1: Proposed Institutional Framework for Social Protection under the NSPP



Source: GoK (2011), *Kenya National Social Protection Policy*

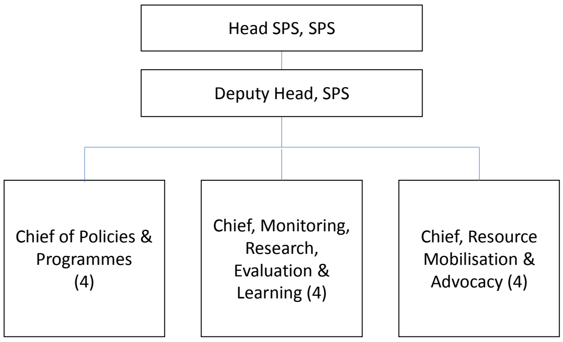
Currently one challenge facing the SPS is that they are legally restricted on staffing levels. All staff are seconded from the two primary departments under the MEACL-SP (Social Development and Children Services). While the SPS has adequate funding from the GoK and development partners, they cannot recruit additional permanent staff. As such, they struggle to manage workloads.

2.2 COORDINATION STRUCTURES AT NATIONAL LEVEL

The key stakeholders in social protection cut across multiple ministries and departments (see Figure 3 and Table 3). MEACL-SP is responsible for overall oversight of the policy. Within this ministry, the State Department of Social Protection is responsible for many of the key programmes that fall under the social assistance pillar, including three of the four cash transfer programmes. This state department includes: The SPS, the Social Assistance Unit (SAU), the Department of Children's Services (DCS) and the Department of Social Development (DSD). The SPS is responsible for coordinating social protection interventions across all of government.

Since the SPS is currently responsible for coordination at the national level, below is more detail about their structure. The SPS has three units reporting up to Deputy Head and Head officers (see **Error! Reference source not found.**). The first is the Policy and Programme Unit, responsible for the development of policies and other legal documents governing the sector. The Monitoring, Research, Evaluation, and Learning unit oversees coordination of M&E and MIS systems, including the Single Registry. Finally, the Resource Mobilization and Advocacy unit is responsible for budgets, financing, and overall communications about social protection. Each of these units has four technical staff and shared support staff.

Figure 2: Social Protection Secretariat



Source: Authors

The SAU is responsible for national coordination and implementation of three cash transfer programmes (cash transfers for orphans and vulnerable children (CT-OVC), older persons cash transfers (OPCT), and persons with severe disabilities cash transfers (PWSD-CT). Overall responsibility for these three cash transfers lies with: the Department of Social Development (OPCT), the Department of Children Services (CT-OVC) and the semi-autonomous National Council for Persons with Disabilities (NCPWD) (PWSD-CT).

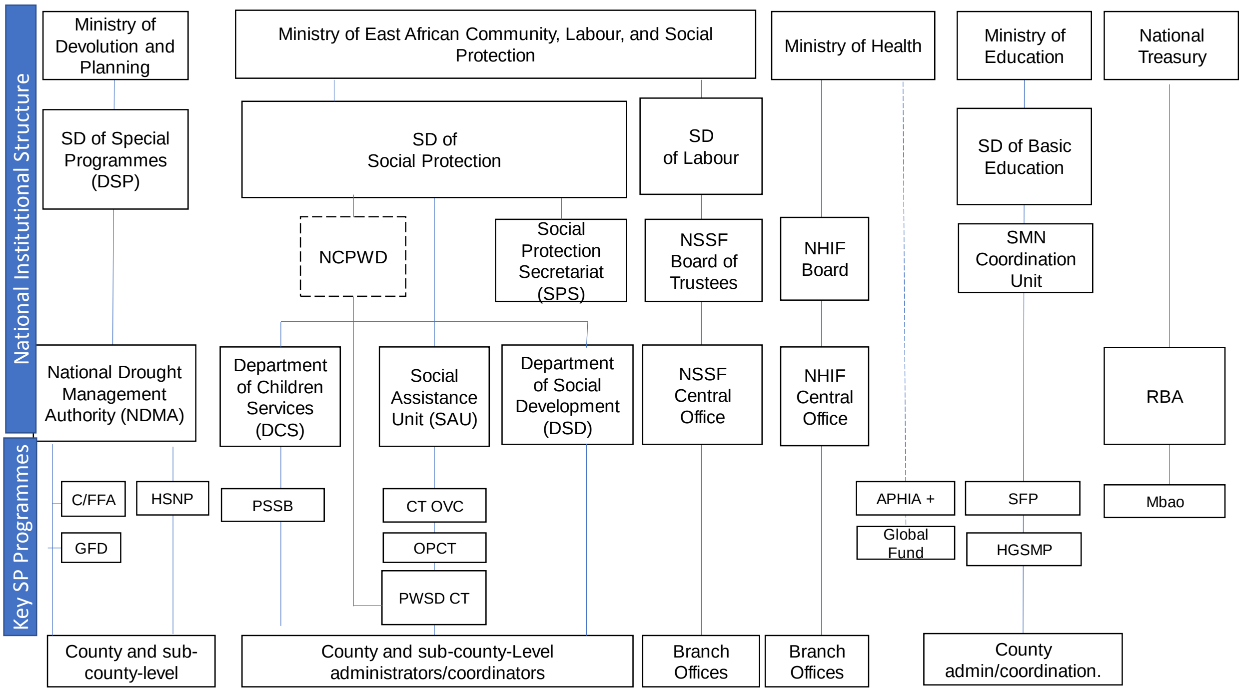
The Ministry of Devolution and Planning (MoDP) through its National Drought Management Authority (NDMA) manages the fourth cash transfer programme, the Hunger Safety Net Programme (HSNP). It also oversees the WFP programmes related to asset creation, and relief interventions such as General Food Distribution (GFD).

The Ministry of Education, Science and Technology (MoEST) implements the Home Grown School Feeding Programme (HGSFP) and also has oversight of WFP's School Feeding Programme (SFP). All the above mentioned programmes are a part of the social assistance pillar.

The Ministry of Health houses the National Health Insurance Fund (NHIF) which falls under the health insurance pillar.

Within the MEACL-SP is another state department, the State Department of Labour, which oversees the National Social Security Fund (NSSF), the primary component of the social security pillar. Finally, as part of the National Treasury, the Retirement Benefit Authority regulates and oversees private pension schemes. See figure 3 for an overview of coordination structures at national level.

Figure 3: Ministries Implementing Social Protection at National Level



Source: Authors[8]

The roles of each of these institutions and coordination structures discussed in this section are detailed in Table 3.

Table 3: Summary of National Level Institutional Arrangements

Ministry	State Department	Department or Coordinating Unit	Role
Ministry of East African Community, Labour and Social Protection	State Department of Social Protection	Social Protection Secretariat	Responsible for overall coordination of the sector across all of government. The Secretariat reports to the Principal Secretary and works closely with development partners. Mandate includes: i) developing policy/budgets; ii) examining legal issues; iii) hosting the Single Registry; iv) developing partnerships with DPs; v) creating linkages with county government. This Secretariat only has a national level presence.
		Social Assistance Unit	Responsible for the coordination of three of the cash transfer programmes: CT-OVC, OPCT, and PWSD CT at the national level. Coordinate activities related to targeting, registration, complaints and grievances and M&E. This unit only has a national level presence.
		Department of Social Development	Responsible for delivery of social assistance and protection of the elderly (e.g. older person homes and investigations of abuse). This department has county and sub-county level structures in place and is responsible for the local-level coordination and implementation of the OPCT programme.

[8] Adopted from the Government of Kenya (2017), Social Protection Review 2017, unpublished draft v3

Ministry	State Department	Department or Coordinating Unit	Role
		Department of Children Services	Responsible for delivery of social assistance and protection of children (e.g. children's homes, investigations of abuse and foster/adoptions). This department has county and sub-county level structures in place and is responsible for the local-level coordination and implementation of the CT-OVC programme. Also, responsible for managing the PSSB for Orphans and Vulnerable Children.
		National Council for Persons with Disabilities	A semi-autonomous agency with a CEO and Board. Responsible for overseeing and coordinating all issues relating to people living with disabilities. Receives funding for PWSD CT directly from Treasury. Has regional coordinators that help support delivery of the PWSD CT programme.
	State Department of Labour	National Social Security Fund Board of Trustees	Responsible for oversight of the NSSF which has a central office and regional and local branches.
Ministry of Devolution and Planning (MoDP)	State Department for Special Programmes	National Drought Management Authority	Responsible for drought preparedness and manages the Hunger Safety Net (HSNP) programme. Oversees the asset creation programmes (C/FFA) and general food distribution programme funded by WFP.
Ministry of Education, Science and Technology (MoEST)	State Department of Basic Education	School Meal Nutrition and Health Unit	Responsible for overall coordination of the school meals programmes including planning and budgetary processes and monitoring progress towards objectives.
		Technical School Feeding Committee	The committee includes: Ministries of Education, Health, Agriculture, Water and NDMA as well as development partners. It meets quarterly and sets standards for school feeding.
Ministry of Health (MoH)		National Health Insurance Fund Board of Management	Responsible for oversite of the NHIF which has a central office and regional and local branches.
National Treasury		Retirement Benefits Authority (RBA)	Registers and has oversight responsibility for private pension's schemes.

3 NATIONAL SOCIAL PROTECTION PROGRAMMES

Social Protection (SP) interventions, as defined by the Kenya NSPP, are divided into three main categories: 1) Social Assistance, 2) Social Security, and 3) Social Health Insurance (see Table 4). The definition of social protection within the NSPP and the corresponding interventions are broad, cut across several sectors and are therefore a matter of debate.[9] There are ongoing discussions among stakeholders about *what* constitutes core social protection programmes and *which* programmes can be considered 'social protection-sensitive.'

3.1 SOCIAL ASSISTANCE PILLAR

3.1.1. CASH TRANSFERS

Cash Transfers: Overview of Programmes

Currently in Kenya there are four national cash transfer programmes that collectively make up what is called the National Safety Net Programme (NSNP). Table 4 below provides a snapshot of these programmes. Three of these programmes: CT OVC, CT PWSD, and OPCT are housed in MEACL&SP. These programmes, collectively, are known as the Inua Jamii (IJP). The fourth, the HSNP is implemented by the NDMA under the MoDP. A programme snap shot can be found in Table 4.

Cash transfers represent nearly 83% of social assistance spending and have been expanding over the past several years[10]. In the Kenya National Budget Statement for 2017/18, the government has committed KES 9.6 billion to the CT-OVC programme, representing a 38% increase from last year[11]. Similarly, the government has committed KES 7.9 billion to the OPCT programme, representing a 19% increase. Recently, in March of 2017, the government announced the planned introduction of a universal pension for people over the age of 70 which should significantly increase coverage to this population. To date, however, it is unclear how this announcement will impact the funding and operation of the OPCT programme[12]. The level of funding committed to the PWSD-CT programme has remained nearly flat, moving from KES 1.12 billion to KES 1.2 billion. Finally, the government commitment to the HSNP programme has more than doubled, rising from KES 1.05 billion in 2016 to KES 3.5 billion in 2017.

In three of the four NSNP programmes, funding is transferred from the Treasury to the respective ministry in charge of the programme. The exception is the PWSD-CT programme where the funding goes directly to the NCPWD. From there, the responsible agency then transfers funding to Payment Service Providers (PSPs) who are responsible for crediting beneficiary accounts and transferring cash to a network of agents within the county, ensuring local liquidity. The PSPs deposit money bi-monthly into beneficiary accounts and recipients use a bank card to access their funds.

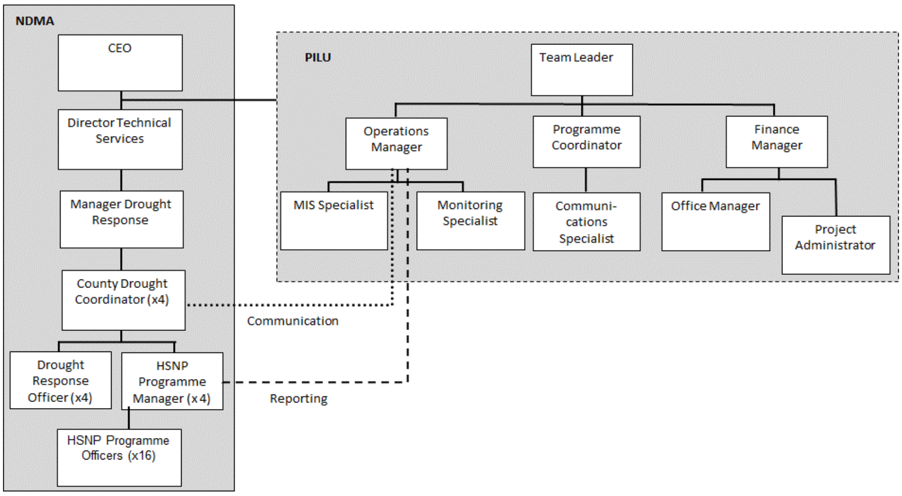
[9] See Kenya Social Protection Review (2017)
[10] Government of Kenya (2017), Social Protection Review 2017, unpublished draft v3
[11] Ibid, Government of Kenya (2017), Budget Statement
[12] Questions remain around whether the universal programme will leverage OPCT structures (MIS, etc.) or be managed by the State Department of Labour which oversees the national pension scheme.

Programme Coordination at National Level

In 2013, the MEACL&SP consolidated the three Inua Jamii programmes under a newly established Social Assistance Unit. The SAU is responsible for implementation at the national level and has a team of dedicated staff who work in close collaboration with the DCS and DSD. DCS and DSD's county-based teams are responsible for implementation on the ground The objectives of this consolidation are to: improve coordination, increase operational efficiency, and provide a solid base for expansion.[13] Under the SAU, cash transfer functions such as targeting, registration, payments, and complaints and grievances are now coordinated across programmes (excluding HSNP). The only exception is with regard to targeting where a harmonized targeting mechanism was piloted with the HSNP in three counties.

The HSNP operates under the NDMA with support from the internationally procured Project Implementation and Learning Unit (PILU). NDMA leads and coordinates all matters relating to drought management in Kenya. **Error! Reference source not found.** shows how coordination works between HSNP, the PILU, and NDMA.

Figure 4: Coordination of HSNP



Source: HSNP Operations Manual (2015)

All four NSNP cash transfer programmes have a Management Information System (MIS). While the HSNP and the CT-OVC have their own systems, the OPCT and the PWSD-CT share an MIS. In addition, all four programmes link to the Single Registry. The Single Registry is a central repository of programme data that can produce reports related to registration, payments, case management, and complaints and grievances. The Single Registry also links to the Integrated Population Registration System (IPRS), a national database which verifies identity through one's national identification card. In doing so, the Single Registry can ensure that a given household is not benefiting from multiple programmes. The Single Registry is also linked to the CFA and FFA programmes run by WFP (see section on Asset Creation programmes).

[13] MEACLSP (2016) Inua Jamii Programme: Consolidation Strategy and Action Plan

ADD JRIS

Programme Coordination: at County-Level

.At the county-level, responsibility for implementing the three Inua Jamii programmes managed by the MEACL&SP falls to the DCS and DSD County Coordinators in cooperation with the Regional Coordinator of the NCPWD. The key coordination structure is the **County Technical Committee (CTS)**, which is chaired by the County Coordinators of DCS and DSD and includes representatives from other line ministries, NGOs, and the PSPs. The committee meets monthly and its primary responsibility is to manage all implementation and operational issues related to cash transfers.

At constituency level, the primary coordination structure is the **Constituency Social Assistance Committee (CSAC)**. The CSAC includes the Deputy County Commissioner, the County Coordinators for DCS, DSD, and NCPWD along with sub-county representatives of line ministries and NGOs. The primary responsibilities of this committee are to promote awareness and monitor sub-county operations, mostly related to targeting and payments. Finally, at the community level is the **Beneficiary Welfare Committee (BWC).** The BWC is comprised of beneficiaries and caregivers. Their role is to assist with various community-based functions such as updates of beneficiary information, addressing beneficiary issues, communicating payment timelines, and mobilizing communities during targeting.

For the HSNP, county-level coordination is the responsibility of the NDMA County Office. The main coordination structure is the **County Technical Coordination Group (CTCG)**, which is chaired by the HSNP Programme Manager and includes the County Drought Coordinator, HSNP Programme Officer and an Equity Bank representative. The CTCG holds coordination meetings every two weeks and it is responsible for managing all aspects of operation such as work planning, case management and complaints and grievances. At the sub-county level, the programme relies on Sub-County Programme Officers and local chiefs and assistant chiefs to carry out activities relating to sensitization, targeting, registration and the handling of complaints and grievances.

Table 4: Cash Transfers Summary of Programmes

Programme	Coverage		Type and Amount of Benefit	2016 Expend. (KES billions)	2017 Budget (KES billions)	Key Gov't Agency	Funders	Implementers	Targeting Criteria	Coordination Structures
	Counties (#)	HH (#)								
Cash Transfer to Orphan and Vulnerable Children (CT-OVCs)	47	365,232 (2016)	KES 2,000 per month paid bi-monthly into bank account through biometric smartcard. Cash is collected by caregivers through Equity or KCB agents	Gok: 6.97 DPs: 1.37	GoK: 9.6 DPs: ??	MEACL&SP	GoK World Bank DFID	MEACL&SP, Dep. of Children Services	Geographic: poverty threshold; categorical: at least one member OVC; Community listing and then confirmation of eligibility using a proxy means test. Cannot belong to another SP programme	National: The SAU coordinates across major functions such as targeting, registration, MIS, M&E, and complaints and grievances; Programme MIS linked to Single Registry; Coordinating committees around CTs include the MSASC and the PWC County: CTS Sub-County: CSAC, BWC
Cash Transfer to Old People (OPCT)	47	320,636 (2016)	KES 2,000 per month paid bi-monthly into bank account through biometric smartcard. Cash is collected by caregivers through Equity or KCB agents	GoK 6.62	GoK: 7.9	MEACL&SP	GoK	MEACL&SP, Dep. of Social Protection	Geographic: poverty threshold; categorical: at least one member aged 65 or greater; community listing and then confirmation of eligibility using a poverty score card. Cannot belong to another SP programme	Same as above
Cash Transfer to People With Severe Disabilities (CT-PWSD)	47	41,374 (2016)	KES 2,000 per month paid bi-monthly into bank account through biometric smartcard. Cash is collected by caregivers through Equity or KCB agents	GoK: 1.12	GoK: 1.2	MEACL&SP	GoK	MEACL&SP, Dep. of Social Protection in collaboration with NCPWD	Geographic: poverty threshold; categorical: at least one member living with a severe disability; community listing and then confirmation of eligibility using a poverty score card. Cannot belong to another SP programme	Same as above

Programme	Coverage		Type and Amount of Benefit	2016 Expend. (KES billions)	2017 Budget (KES billions)	Key Gov't Agency	Funders	Implementers	Targeting Criteria	Coordination Structures
	Counties (#)	HH (#)								
Hungry Safety Net Programme (HSNP)	4	98,906 (2017)	KES 2,700 per month paid into fully functional bank account through biometric ATM card. Cash is collected by the recipients through the Equity Bank agents or branches	GoK: 1.05 DPs: 3.93	GoK 3.5 DPs: ?	NDMA, under MoDP	Gok DFID	NDMA under the Ministry of Devolution and Planning is the main coordinating agency. PILU is he technical assistance team for implementation. FSD is the payment service manager and Equity Bank is the payment service provider.	Geographic: Turkana, Marsabit, Mandera, Wajir. Using modified version of formula for allocating funds from national government to counties. Using a combination of proxy means test and community based ranking. As per policy one HH can receive only one of the four CTs except for emergency based scale up programmes of HSNP.	National: internationally procured Project Implementation and Learning Unit manages major functions via NDMA. Programme MIS linked to Single Registry. Also involved in the PWC coordinating committee County: CTCG

Source:Authors

3.1.2 SCHOOL MEALS

School Meals: Overview of Programmes

Since the 1980's, WFP, through its School Feeding Programme has provided school meals in Kenya to address food insecurity and boost school attendance and education outcomes. In 2009, the Government of Kenya launched the national HGSMP, which is managed by the MoEST. WFP is in the process of transitioning ownership of their programme to government with an anticipated completion date of 2019[14]. HGSMP, has already taken over management of the programme in all semi-arid areas previously covered by the SFP and is gradually expanding into the arid areas. For 2017/18, the government budget for school meals has increased significantly from KES 0.85 billion to KES 2.5 billion,[15] in recognition of the transition.

For the School Feeding Programme, commodities are centrally sourced from various national and international suppliers and then transported by WFP from the port in Mombasa port to central warehouses in each county. The MoEST, then manages the transport of food to the area schools. In some cases, such as in Nairobi, WFP works with NGOs such as Feed the Children for the secondary transport to the schools. In contrast, HGSMP operates on a somewhat more decentralized model where the MoEST sends funds directly to the targeted schools that in turn locally procure the food for daily meals based on a fixed rate per meal. A programme snapshot is provided in Table 5 below.

Programme Coordination at National Level

At the national level, the MoEST has a School Meal, Nutrition and Health unit. This unit is responsible for overall coordination of the programmes. The Coordinator is supported by a team of four technical staff. In addition, there is a National School, Nutrition and Meals (SNM) Technical Committee, chaired by the Director of Education which includes representatives from the Ministries of Agriculture, Health, Water and Irrigation, Devolution and Planning and development partners such as WFP and UNICEF[16]. For the SFP, the MoEST Coordinator leases with WFP at the national level for programme planning and the County Director of Education coordinates with the WFP Regional office for programme execution.

Programme Coordination at County Level

For the HGSMP the Coordinator at national level leases directly with County and sub-County Directors of Education, who in turn work with the schools to ensure effective implementation, monitoring and evaluation. The zonal officers collect information from schools on the number of children reached, food utilized, finances disbursed and balances. This information is sent to the sub-County Director of Education who transmits it to the National Coordinator in Nairobi. In addition, each school has in place a School Meal Programme Committees (SMPC) to plan and procure food and oversee the programme.

[14] WFP (2016); World Food Programe Info Brief No. 5; *Kenya Development Portfolio (2014-2018): Supporting National School Meals Programme*, November 2016.
[15] Government of Kenya (2017) Budget Statement for the Fiscal Year 2017/2018
[16] MoEST et al (2016), School and Nutrition Meals Strategy for Kenya, draft

Table 5: School Meals Programmes Snapshot

Programme	Coverage		Type and Amount of Benefit	Expenditure/ Budget	Agency Responsible	Funders	Implementers	Targeting Criteria	Coordination Mechanisms
	Counties	Schools/ Pupils							
School Feeding Program (SFP)	23 ASAL Counties	?	Regular hot mid-day meals provided in primary schools 195 days/yr. Meal consists of 150 gram of cereals, 40 grams of pulses, 5 grams of fortified vegetable oil and 3 grams of iodized salt, representing 30% recommended daily energy intake.	KES 659.8 million (2016)	MoE	WFP GoK (50%)	WFP and MoE	Geographic: schools in ASAL areas; schools selected in high food insecurity areas and low enrollment rates; all children in school are fed	National: School Meal, Nutrition and Health Unit within the MoEST oversees implementation; National School, Nutrition and Meals Technical Committee made up of ministries and development partners oversee coordination. County: County Director of Education works in collaboration with WFP Regional office for programme execution.
Home Grown School Meal Programme (HGSMP)	Gradually moving to cover all 23 Counties. Each year 50,000 students will be transferred to HGSMP	950,000 pupils	Funds transferred (based on enrolment and a KES 10 per meal figure) directly to schools who purchase food locally. Meal components are the same as for SFP.	KES 2.5 billion (2017)	MoE	GoK	MoE and schools	Geographic: schools in ASAL areas; schools selected in high food insecurity areas and low enrollment rates; all children in school are fed	National: School Meal, Nutrition and Health Unit within the MoEST oversees implementation; National School, Nutrition and Meals Technical Committee made up of ministries and development partners oversee coordination. **County:** County Director of Education and Sub-County Director of Education works in collaboration with SMPC.

Source: Authors[17]

[17] Budget figures come from the Government of Kenya (2017), Social Protection Review 2017, unpublished draft v3; Other information sources from interviews and MoEST et al (2016), School and Nutrition Meals Strategy for Kenya, draft

3.1.3 RELIEF PROGRAMMES

Relief Programmes: Overview of Programmes

Relief programmes in Kenya focus on providing food assistance predominantly in the arid and semi-arid lands (ASALs). The Kenya Food Security Steering Group (KFSSG), under the leadership of NDMA, conducts bi-annual assessments of levels and severity of food insecurity to determine numbers of individuals in need of food assistance. Based on these assessments, the government allocates assistances to different counties.

The primary relief programme, jointly supported by the government and WFP, is General Food Distribution (GFD). WFP is in the process of handing over general food distribution activities to county authorities. Furthermore, WFP is transitioning funding and beneficiaries from short-term food interventions to resilience and safety net programmes in the form of its asset creation programmes (see next section). As such, over the past few years, WFP's expenditures on GFD in Kenya have decreased. The transition is reflected in the GoK 2017/18 budget, which has increased committed funds for relief from KES .31 billion in 2016 to KES 0.7 billion.

For GFD, WFP sources food internationally, regionally and locally and then transports it to county warehouses. From there food is transported to food distribution points (FDPs) and distributed to beneficiaries with the assistance of local relief committees. These committees are integral to the programme and support all aspects of the programme including: beneficiary registration, sensitization, distribution and complaints. Table 6 below provides a programme snapshot.

Programme Coordination at National Level

As mentioned above, relief programmes at the national level are coordinated through the KFSSG. The KFSSG is an inter-governmental and inter-agency technical forum for discussing issues related to food security. The KFSSG is in charge of producing annual short rains and long rains assessments. The GFD programme is overseen by the Director of Special Programmes (DPS) within the Ministry of Planning and Devolution. The Directorate of National Cohesion and Values, within the Executive Office of the President, is also involved, especially in counties that have been plagued by perennial inter-clan clashes.

Pogramme Coordination at County Level

At County level the **County Steering Group (CSG)** coordinates disaster risk reduction and emergency preparedness and response in the 23 Counties where NDMA operates. The CSG is chaired by the Governor (County government) and the County Commissioner (National government) and comprises representatives of National and County level ministries and various non-state actors. The CSG has various Technical Working Groups (TWGs). The TWGs gather information, prepare reports, advise and provide feedback to the CSG during monthly or quarterly meetings. The CSG usually meets quarterly but if needs arise (i.e. drought emergency) they meet monthly. CSG is also referred to as the Ending Drought Emergencies Steering Committee. CSGs are active in the 23 Counties where NDMA operates: Baringo, Embu, Garissa, Marsabit, Kajiado, Narok, Mandera, Isiolo, Kilifi, Kitui, Taita Taveta, Kwale, Lamu, Meru, Nyeri, Samburu, Tana River, Turkana, Wajir, West Pokot, Tharaka Nithi, Laikipia and Makueni.

Table 6: Relief Programme Snapshot

Programme	Coverage		Type and Amount of Benefit	2016 Expenditures (KES billions)	2017 Budget (KES billions)	Gov't Agency	Funders	Implementers	Targeting Criteria	Coordinating Mechanisms
	Counties (#)	Recipients								
General Food Distribution	Arid and Semi-Arid counties	78,000 (2016) Varies based on assessed need	Food rations include cereals, pulses, oil and salt up to the equivalent of 75% of a 2100 kilocal/day diet; beneficiaries receive food for 4-12 months; rations distributed weekly, bi weekly, or monthly	GoK: 0.31 DP: 0.69	GoK: 0.07 DP: ??	MoDP, NDMA	WFP, GoK, other partners	NDMA of MoDP International NGOs	Geographic: Arid and Semi-Arid Lands; Community-based	National: KFSSG and Directorate of National Cohesion committees. County: CSG

Source: Authors[18]

[18] 2016 figures come from the Government of Kenya (2017), Social Protection Review 2017, unpublished draft v3, 2017 budget figures from the 2017 National Budget Statement

3.1.4 ASSET CREATION

Asset Creation: Overview of Programmes

As mentioned above, WFP is gradually transitioning from short-term food interventions to resilience and safety net initiatives. The Food-for-Assets (FFA) and Cash-for-Assets (CFA) programmes are designed to promote food security and drought resilience. In both programmes, beneficiaries work 12 days per month rehabilitating community assets. In return, they receive either monthly cash payments or a household food basket.

The CFA beneficiaries receive funds in a similar manner to other cash transfer programmes via a service provider using a bank card. The exception is the counties of Baringo and Makueni where WFP is piloting payment delivery via Safaricom's mobile money application, MPESA. FFA food is sourced internationally, regionally and locally and transported by WFP to county warehouses from where it is moved to local distribution points. A programme snapshot is provided in Table 7.

Programme Coordination at National Level

At the national level, the NDMA provides overall coordination for registration, implementation, and delivery of benefits. The National Project Steering Committee (NPSC) is comprised of NDMA, WFP and two main NGOs. Technical working groups are formed to address issues of targeting and registration. In addition, the CFA/FFA programmes have linked their MIS to the Single Registry.

Programme Coordination at County Level

At county-level, the CSG is responsible for overall coordination. The County Project Steering Committee (CPSC), is the technical arm of the CSG and is responsible for technical guidance. It is composed of relevant technical like ministries. The County Implementation Committee (CIC) comprising NDMA, WFP and the cooperating partners is responsible for day-to-day operations. Project committees at the community level offer a supportive role in terms of supervision of the achievement of work norms and conflict management.

Table 7: Asset Creation Programmes Snapshot

Programme	Coverage		Type and Amount of Benefit	2016 Expenditure (KES billions)	2017 Budget (KES billions)	Gov't Agency Responsible	Funders	Implementers	Targeting Criteria/ Methods	Coordination Mechanisms
	Counties	Beneficiaries								
Cash-for-Assets (CFA)	5 Kitui, Makueni, Taita Taveta, Kwale Kilifi	60,068 of which 6,007 are unconditional	Conditional Cash Transfer based on achievement of 12 work norms a month. Transfer during working months is KES 2000 per month	1.14	?	NDMA under the MoDP	WFP, FAO, GoK	Through INGOs and National NGOs (ActionAid, World Vision, Kenya Red Cross, COCOP Mandera, RRDO,Child Fund and CARITAS)	Geographic: Food insecure households in ASALs determined using community-based targeting methods. Beneficiaries cannot be part of any other social assistance programmes (verified via single registry)	National: National Project Steering Committee (NPSC) comprising of NDMA, WFP and two main NGOs County: CSG is responsible for overall coordination. CPSC provides technical guidance. The CIC is responsible for day-to-day operations. Project committees at the community level supervise the achievement of work norms and manage conflicts.
Food-for-Assets (FFA)	9, Turkana, Baringo, Isiolo, Samburu, Marsabit, Garissa, Wajir, Mandera and Tana river	54,502 of which 5,540 are unconditional	Conditional in-kind transfer based on work 12 days a month. Food basket composed of cereals, pulses, vegetable oil, salt, and super cereals covering 75 percent of a balanced 2,100 kcal daily diet for a 6-person household; delivered monthly	0.89	?	NDMA under the MoDP	WFP, FAO, GoK	WFP and GoK through local partners	Same as above	Same as above

Source: Author

3.1.5 EDUCATOIN BURSARIES

Education Bursaries: Overview of Programmes

The most prominent national bursary is the Presidential Secondary School Bursary (PSSB) for Orphans and Vulnerable Children. The PSSB for OVCs supports the enrolment, attendance, and completion of secondary school by impoverished orphans and vulnerable children. The PSSB is managed by the Department of Children's Services within the MEACL&SP.

The Constituency Bursary Fund (CBF) is funded nationally through the Constituency Development Fund (CDF) which sits under the Ministry of Devolution and Planning in the Department of Special Services. The CDF supports constituency-level community-based development projects, particularly those tackling poverty. By law, the GoK sets aside at a minimum 2.5% of revenues to the CDF for distribution to Kenya's 210 Constituencies. Each constituency may allocate up to 25 percent of this allocation for education bursaries in any financial year[19].

A programme snapshot is provided in Table 8 below.

Programme Coordination at National and County Level

The OVC Secretariat administers the fund as a complementary service to the CT-OVC programme. Student applications are submitted to the sub-county children's offices (MEACL&SP) and the final list of recommended students is approved by the local Constituency Social Assistance Committee. The bursary covers a maximum of KES 30,000 for boarding schools and KES 15,000 for day schools per term. The County Coordinator for Children Services authorizes the payments to the schools through the County Treasury. The 2017/18 National Budget Speech allocates KES 0.4 billion to this programme.

The management of the CDF comprises of the CDF Board at the top, cascading down to the CDF Committee and the Ward Development Committee at county level. Members of CDF Committee include, among others, the national government officials responsible for coordination of national government functions, a youth representative, one person with a disability and a representative of an active NGO operating in the constituency. The committee meets six times in a year.[20]

[19] See the Constituencies Development Fund Act (2013)

[20] Republic of Kenya (18th December, 2015), The National Government Constituencies Development Fund Act, 2015, Kenya Gazette Supplement No.200 (Acts No.30) http://kenyalaw.org/kl/fileadmin/pdfdownloads/Acts/NationalGovernmentConstituenciesDevelopmentFundAct30of2015.pdf

Table 8: Education Bursaries Snapshot

Programme	Coverage		Type and Amount of Benefit	Expenditure / Budget	Gov't Agency Responsible	Funders	Implementers	Targeting Criteria/ Methods	Coordinating Mechanisms
	Counties	Beneficiaries							
Presidential Secondary School Bursary (PSSB) for OVC	47	??	KES 30,000 per annum for Boarding Schools and KES 15,000 for Day Schools	0.4 billion (2017/18)	MEACL&SP	GoK	MEALCL-SP via director of children services	Secondary student aged 18 who is an OVC and from a poor household.	Constituency Social Assistance Committee (CSAC) works with the DCS to provide lists of eligible students
Constituency Bursary Fund (CBF)	47	Varies by county	Varies depending on the county;	Varies by county; up to 25% of CDF funding can be allocated to bursaries in any given financial year.	MoDP, DSP	Gok	County Government	Varies depending on county	CDF Committees and Ward Development Committees

Source: Authors

3.1.6 HEALTH INSURANCE PILLAR

Health insurance: Overview of Programme

The primary public health insurance scheme in Kenya is the National Health Insurance Fund (NHIF). The NHIF is a contributory scheme that spreads risk through a national pool of funds gathered from contributors. NHIF's primary objective is to provide medical insurance cover to all members and their declared dependents (spouse and children). According to a 2013 national health survey, about 17% of Kenyans are covered by some form of health insurance and of those covered, nearly all (87%) belong to the NHIF, making it the primary insurance scheme in Kenya[21]. While most of the contributions come from the formal sector where membership is compulsory, the NHIF has been working to extend coverage to other Kenyans. The programme now has the following categories of members/coverage:

• Formal economy members:	Mandatory enrolment for all those employed in the formal sector; contribution based on income (graduated scale) with a maximum contribution of KES 1,700
• Self-employed/informal economy members:	Voluntary subsidized insurance for self-employed; contribution fixed at KES 500 per month
• Health Insurance Subsidy Programme (HISP):	Targeted subsidized health insurance for the poor; offered to members of the CT-OVC and OPCT programmes
• Expanded free Maternity (Linda Mama):	Free maternity services to pregnant women visiting public hospitals and some private clinics

A programme snapshot is provided in Table 9 below.

The NHIF does not have a coordination structure per se, but rather implements its operations through a network of branch offices. At National level, he NHIF Board guides strategy and provides oversight, while branch offices register hospitals, collect contributions, and manage claims from health facilities. NHIF has 61 branches spread throughout the country. For outpatient services, NHIF advances payment to health facilities so that members may access health care and treatment. For in-patient services, NHIF processes claims from the health facility after services have been provided to patients. Funds are normally sent to the county treasury and then the facilities.

[21] Ministry of Health, Government of Kenya (2014). 2013 Kenya Household Health Expenditure and Utilisation Survey. Nairobi: Government of Kenya.

Table 9: Health Insurance snapshot

Name of Programme	Coverage (#)		Type and Amount of Benefit	Expenditure/ Budget	Gov't Agency	Funders	Implementers	Targeting Criteria	Coordinating Mechanisms
	Counties	Members							
NHIF:formal sector	All. Note: coverage rates are higher in urban areas	18.41 million beneficiaries with 6.14 million contributing members	Meet or co-fund the cost of inpatient/outpatient treatment for members and their families up to certain limits by disease; Premium contributions are calculated on a graduated scale based on income, and deducted automatically through payroll	Unknown	MoH	Members and employers	Branch offices	Mandatory	Branch offices; Medical centers; MoH
NHIF – informal sector	All	41% of total contributing members	Meet or co-fund the cost of inpatient/outpatient treatment for members and their families up to certain limits by disease. Premium contribution are fixed at KES 500/month and may be paid via mobile money.	Unknown	MoH	Members and GoK	Branch offices	Voluntary	Branch offices; Medical centers; MoH
NIHF: HISP	All	102,583 HH (2016)	Free in and out-patient healthcare; premiums paid by block grant from government	KES 0.3 billion (2017/18)	MoH	GoK, Wolrd Bank/JICA, Gates foundation,	??	Access for members of the OPCT and CT-OVC	Branch offices; Medical centers; MoH
NHIF: for civil servants	All	Unknown	Unknown	Unknown	MoH	GoK	Branch officers	Must belong to civil service	Branch offices; Medical centers; MoH
Expanded Free Maternity (Linda Mama)	All	2,400 public health facilities serving 400,000 pregnant women;	Offers free maternity health services covering outpatient and inpatient services, including antenatal, delivery and neonatal, and postnatal care and one year of pediatric services. Facilities are reimbursed for services.; Goals: All public health facilities; 2000 private sector facilities; and 700 faith-based facilities	KES 4.2 billion ?? KES 0.9 billion (2017/18)	MoH	GoK, USAID	??	??	Branch offices; Medical centers; MoH ??

Source: Authors[22]

[22] Budget and coverage figures come from the Government of Kenya (2017), Social Protection Review 2017, unpublished draft v3;

3.1.7 SOCIAL SECURITY PILLAR

The largest pension scheme in Kenya is the **National Social Security Fund (NSSF**). The NSSF is the only scheme where the GoK acts as a guarantor. This contributory pension scheme provides social security protection to workers in both the formal and informal sectors. NSSF has two primary funds: the Pension Fund which is mandatory and covers formal sector workers and the Provident Fund which is voluntary and covers the self-employed/informal workers. NSSF has 60 branches nationwide and claims and payments are transacted at branch level. NSSF is also present in all Huduma centres which are one stop centers for the delivery of various public services. 0 describes in more detail the available benefits.

Table 10: Benefit of the Pension Fund (NSSF)[23]

Fund	Benefits	Description
Pension Fund	Retirement Pension	Payable upon attainment of 60 years and retirement from gainful employment or opted for early retirement at age 50 years and above.
	Survivor's Pension	Payable to the dependents upon the death of the member who contributed for at least 36 months immediately preceding the date of death.
	Invalidity Pension	Payable to a member who suffers physical or mental disability of a permanent, total incapacity as certified by a medical board and who contributed for at least 36 months immediately preceding the date of invalidity.
	Funeral Grant	Kshs.10,000 only payable to the dependents upon the death of the member who had contributed for at least 6 monthly contributions immediately preceding the date of death. Application must be submitted not later than 60 days from the date of death.
	Emigration Benefit	Payable to a member emigrating from Kenya to a country that is not a member state of the East African Community, without any intention of returning to reside in Kenya.
Provident Fund	Age Benefit	Payable to a member who retires upon attainment of 50 years and has retired from gainful employment.
	Survivor's Benefit	Payable to the dependents upon the death of the member.
	Invalidity benefit	Payable to a member who suffers physical or mental disability of a permanent, total incapacity as certified by a medical board.
	Emigration Benefit	Payable to a member emigrating from Kenya to a country that is not a member state of the East African Community, without any intention of returning to reside in Kenya.

Source: Authors

There is also a **Civil Servants Pension Scheme (CSPS**) which provides pensions to civil service officials such as military personnel, the police, and teachers. Currently there are active discussions around converting the CSPS into a fully-funded, defined contribution pension scheme, with contributions shared 2:1 between government and member.[24]

NSSF does not have a programme coordination structure per se. NSSF is an autonomous body in MEACL-SP governed by a Board of Trustees with a central office and a network of branch

[23] NSSF Guide Book. The Official Guide to the National Social Security Act No. 45, 2013.
[24] Ibid

offices across the county. The Board is comprised of the Permanent Secretaries of MEACL-SP and Treasury, two representatives representing employers and two representatives repressing workers. There are 69 branch offices operating in 47 Counties. Branch officers and compliance officers report directly to NSSF headquarters. NSSF's performance contract is negotiated with MEACL-SP and Treasury and reports are submitted on a quarterly basis.

Table 1: Social security programmes snapshot

Name of Programme	Coverage (#)		Type and Amount of Benefit	Expenditure	Gov't Agency	Funders	Implementers	Targeting Criteria	Coordination Structures
	Counties	Members							
NSSF: Pension Fund	47	2.9 million contribute regularly*;	Employees and employers contribute 6% each per month and a lump sum is paid out on retirement.	Fund Value: 1.72 billion (2016)	NSSF Board of Trustees under MoEACL-SP	Employees and employers	Branch officers	Mandatory for all formal employees	Branch offices
NSSF: Provident Fund	47	Unable to distinguish at this point in time	This will be determined in court	Fund Size: ??	same	Self-employed	Branch officers	Voluntary for self-employed	Same
Civil Service Pension Fund (CSPF)	47	162,217 civil servants on retirement pensions as well as 58,700 dependents (2014)	Non-contributory scheme. Many variations depending on service, primary scheme is a defined benefit paid on retirement	Value of pensions unknown	Treasury, Pensions Department	GoK	Branch officers	Civil servants, uniformed officers	??

Source: Authors[25]

[25] Ibid

4 COUNTY LEVEL PROGRAMMES

This chapter describes programmes designed, funded and managed at the county level.

4.1 OVERVIEW OF COUNTY-LEVEL PROGRAMMES

This section describes government programmes that are funded, managed and/or operated at county level. The information about these programmes was extracted from two primary sources: (i) the County Integrated Development Plans (CIDP) and Programme-Based Budgets (PBB) (ii) the county interview data on social protection programmes.

The review of the county PPBs found that county budgets focus on infrastructures projects (e.g. road, refurbishing buildings and new construction projects). In addition, ASAL counties in particular, invest in the agriculture sector to improve irrigation systems, water harvesting and soil conservation. Funding of sport and recreational activities is quite common.

It is worth emphasizing that in the CIDPs and PBBs, social protection does not have dedicated budget lines. Often SP interventions are funded through disparate budget lines that differ from county to county. Cash transfer allocations for elderly and OVC in Kilifi, for example, fall under the category "Devolution, Public Service and Disaster Management Programmes/Special Programmes/Relief and Support." While Mombasa uses budget lines such as "Children (Care, Education, Environment), Youth, Gender and Sports;" While these labels reflect each county's unique context, it makes identifying SP-specific programme a challenge.

A number of key findings emerged from the analysis of country level data. First, **only 17 out of the 47 counties discussed and listed any additional social protection programmes outside the national-level programmes discussed in the previous section**. Second, on closer inspection, many of the programmes the counties identify as county-funded can actually be linked to nationally funded programmes. For example, many counties mention education bursaries whose benefits match up with those described by the national Constituency Bursary Fund or the national Presidential Secondary School Bursary for OVCs. Finally, in many cases county key informants list social protection activities that fall outside the scope of the NSPP definition. For example, many counties list activities related to traditional social services such as adoptions/fostering, support to children's homes, and abuse investigations. Other types of activities counties frequently list are projects that relate to the construction of shelters, or empowerment programmes such as savings and investment groups. The broad set of data suggest that, at the county-level, there is no clear understanding as to what programmes fit under the umbrella of social protection. Given the uncertainty over the definition at the national level, this finding is not surprising.

Very few programmes that uniquely originate in the counties could be identified. Furthermore, those that were found, have little information on coverage and budgets. The lack of data suggests two possibilities. First, that counties view social protection as a national function. There is some evidence to suggest this possibility as certain counties have blocked the implementation of county-led cash transfer programmes citing Article 186 (3) of the National Constitution, which states that ''*a function or power not assigned by the constitution or national legislation remains a function of the national government*" (see next section for more details). A second possibility is that counties lack the resources and capacity to design, source, and fund additional social protection programmes outside national mandates.

4.1.1 CASH TRANSFERS

The Baringo 'top-up' cash transfer programme targets poor and vulnerable beneficiaries who are not already covered by the OPCT and PWSD cash transfer programmes. Coordinated by the Ministry of Public Service, Youth and Gender Affaires (MoPSYG), this programme provides 210 beneficiaries a transfer of KES 2,000 (it is unclear from the data whether this is a one-off payment or a regular transfer). It also has a provision of KES 500 per beneficiary for NHIF coverage. The county distributes the cash through the help of a local SACCO.

The counties of **Turkana and Wajir** report a **cash transfer programme in support of HIV prevention**. The programme is part of a larger package of services around peer education that targets adolescent girls to mitigate negative behaviors that can increase the risk of contracting HIV/AIDS. The programme offers support on the condition that girls do an HIV test. The transfer size is KES 2,000 per month. This programme is offered in conjunction with the Ministry of Health and is funded by donors such as Save the Children and UNICEF.

Similarly, the 'Imarisha Afya ya Mama na Mtoto" cash transfer programme of Kakamega was rolled out in 2013 as part of a larger package of services for maternal and child health. It targets poor and vulnerable pregnant and lactating women living in the county who have a child below the age of 18 months. The pilot phase ran from fiscal years 2013/14 to 2016/17. The programme targeted 33,000 mothers linked to 25 health facilities and paid beneficiaries using MPESA. The transfer amount totaled KES 12,000 paid in six cycles over an 18-month period. This programme is coordinated through the Ministry of Health and funded by UNICEF.

The Kenya Red Cross (KRC) provides income support to drought-affected households in ASAL counties. The KRC programme was implemented in early 2017 in the counties of Marsabit, Tana River, Wajr, and Kilifi. It used community-based targeting, paying households KES 3,000/month for four months. The programme paid beneficiaries using MPESA. This cash transfer scheme was implemented in coordination with NDMA.

The HSNP is designed with the ability to scale-up in times of disaster. In addition to regular beneficiaries, the HSNP MIS has a roster of beneficiaries who are effectively pre-qualified to receive benefits in times of drought. Indeed, in 2017, due to drought conditions during the previous harvest, HSNP implemented a scale-up payment to 82,828 additional beneficiaries in the counties of Turkana, Marsibit, Wajir, and Mandera[26]. In addition to the nationally-sponsored scale-up, HSNP has encouraged other relief programmes to leverage the

[26] See http://www.hsnp.or.ke/index.php/latest-testing/145-hsnp2-pays-82-828hhs-drought-emergency-cash-transfers-for-may-2017-scale-up

programme platform for disseminating relief via cash transfers. Save the Children plans to implement an unconditional cash transfer scheme for drought affected households in two sub-counties in Turkana and Mandera. The objective is to complement the HSNP scale-up exercise by covering beneficiaries not already covered by HSNP. The scheme aims to reach 6,000 HHs (3,500 in Turkana; 2,500 in Mandera). The list of beneficiaries will be provided by HSNP and payment mechanisms will use the HSNP system.

Finally, GiveDirectly is an international NGO that has been operating in Western Kenya (Siaya, Homa Bay, and Kisumu Counties) since 2011. It provides unconditional cash transfers to poor households. GiveDirectly targets households using census data and a proxy means test (PMT) that requires verification through a household visit. Selected households receive a lump sum of $1,000 (approximately KES 100,000), delivered in three tranches. The interval between each tranche is no more than five months. Households are paid via MPESA. The large payment amount in just a few tranches is purposeful so that needy households can still qualify for one of the other regular national cash transfer programmes. Over the last five years, GiveDirectly has supported 20,000 households.

In addition to the programmes described above, we noted that several counties show some type of cash transfer programme allocation in their 2016/17 programme-based budgets. For instance, in Wajir, the budget allocates funding of KES 12 million for a cash transfer programme for people living with disabilities. There is no evidence however that this programme was ever implemented. Many of these budgeted programmes look to be similar to the one in Baringo where they serve as 'top-ups' to the national programmes. For instance, Makueni had also planned a similar cash transfer 'top-up' programme for the elderly that was suspended by the County Controller. The justification he used was per Article 186 (3) of the National Constitution, which states that ''*a function or power not assigned by the constitution or national legislation remains a function of the national government.*" This may be one reason why many of these proposed county programmes have not been implemented. To date there remains confusion at both levels as to whether county governments by law can offer cash transfer programmes.

Table 4: County-based cash transfer programmes

Programme	Coverage	Type and Amount of Benefit	Expenditure/ Budget	Agency Responsible	Funders	Implementers	Targeting Criteria	Coordination Mechanisms
Baringo CT	Baringo: 210 beneficiaries	KES 2000 plus 500 for NHIF coverage; Given cash through the help of a local BORESHA SACCO.	Unknown	Ministry of Culture, Youth, Sports Gender and social services	Ministry of Culture, Youth, Sports Gender and social services	County	OPCT/PWDS who are not in the national programme and are poor and vulnerable.	Ward steering committee informed to take information to Barazas are held by the location targeting committees
Health-related CT in Turkana and Wajir	Turkana: 2000 HH Wajir 2000 HH	KES 2,000/mo.	Unknown	MoH	County Government, Save the Children, UNICEF, IRC	Unknown	Girls 17 - 23 years who are vulnerable and at risk of contracting HIV/AIDS; must be tested for HIV..	Via MoH
Health-related CT programme in Kakamega	Kakamenga: 25 health facilities, 33,000 mothers	KES 12,000 over 18 months in six cycles of KES 2,000	Unknown	County	County	County/UNICEF	poor and vulnerable pregnant and lactating women living in the county who have a child below 18 months	County managed MIS linked to health facilities. Ministry of Health
Relief: Save the Children CT	Turkana:3500 HH Mandera:2500 HH (2017)	Unconditional cash transfer KES 4,000/month for 3 months	unknown	NDMA	See similar programme in Turkana county data; indicating county-funding	Save the Children	List provided by HSNP	Payments made via HSNP systems, coordinated via NDMA
Relief: Kenya Red Cross Ct	Marsabit: 900 HH, Tana River: 1000 HH, Wajr: 3800 HH and Kilifi: 1300 HH	KES 3,000/month for 4 months	unknown	NDMA	European Union, British Red Cross	Kenya Red Cross	Geographical targeting combined with community-based targeting is used to select the beneficiaries	Payments made via Mpesa, Coordinated via NDNA

Programme	Coverage	Type and Amount of Benefit	Expenditure/ Budget	Agency Responsible	Funders	Implementers	Targeting Criteria	Coordination Mechanisms
Give Directly Cash Transfer	3 (Siaya, Homabay, Kisumu) 20,000 HH over 5 years	Unconditional cash transfer KES 100,000 via 3 installments delivered via Safaricom's Mpesa sms service	Unknown	Unknown	Give Directly	GiveDirectly	Poor households via census data and PMT. Focus on	No indication that this programme coordinates with county government

Source: Authors

4.1.2 SCHOOL MEALS PROGRAMMES

Only a few counties mentioned any type of school feeding programme beyond the two national programmes (see Table 5). The counties of Mandera and Taita Taveta mentioned an Early Childhood Development (EDC) programme that focuses on feeding young children in ECD centers. There was little additional information on coverage and budget figures for these programmes. It is also unclear whether this programme is entirely county-funded or whether it has some backing from other sources. While enumerators probed for details, those interviewed often did not have the information easily accessible. The challenge of sourcing programme details at the county-level was a reoccurring theme[27].

In Bomet county, key informants mentioned school feeding as part of a larger programme of support for a children's home. The programme targets 650 children and has a budget of KES 10 million. It is funded by the county and implemented through the department of education. Finally, in Embu county, there was mention of a school feeding programme for those who are not already covered by the government programme, but there are few additional details.

Table 5: County-based school feeding programmes

Programme	Coverage	Coverage, Type and Amount of Benefit	Expenditure/ Budget	Agency Responsible	Funders	Implementers	Targeting Criteria
School feeding programme for ECD Centres	Mandera, Taita Taveta unknown number of beneficiaries	Term 1-3; maize 50kg,pulses 50kg,oil 18kg	Unknown	County	County	County	During drought for ECDs
Children Home Support Project	Bomet (650 children)	Part of a larger package of, health coverage cash grant for food stuff, in kind beddings	KES 10 million (budgeted)	County	County	Department of Education, School Board Management, Churches	Ovcs and special schools
Embu School Feeding Programme	Embu – unknown #	Unknown coverage. Porridge for mid-day snack and lunch preference per school	Unknown	County	county	County	Those not on other gov't feeding programmes

Source: Authors

[27] Frequently the person with access to these data is not in the office and the person being interviewed could not access the records. The team intends to collect more details, if possible, during the planned regional validation workshops.

4.1.3 RELIEF

There is little mentioned by the counties in terms of relief outside the national programmes. One exception is the Aged Food Distribution Programme in Turkana. Implemented by the Catholic Diocese of Lodwar, the programme feeds 300 elderly beneficiaries, weekly.

Table 6: County-based relief programmes

Programme	Coverage	Type and Amount of Benefit	Expenditure/ Budget	Agency Respons ible	Funders	Implem enters	Targeting Criteria
Aged Food Distribution	Turkana; 300 beneficiairies	2kg of maize, 2kg packet of rice, 2kg packet of sugar, 2kg of beans, 0.5kg cooking oil, 50g tea leaves, once a week	unknown	Catholic Dioses of Lodwar	Caritas, Child Protection , Other well wishers	Catholic Diocese of Lodwar	Community-based targeting of the elderly in need

Source: Authors

4.1.4 ASSET CREATION

Similar to other social assistance areas, in asset creation we could find little evidence of additional programming beyond that offered by WFP. In three counties, Baringo, Wajir, and Turkana, key informants mentioned 'top up' programmes related to WFP's CFA programme, but there were few details. It is unclear whether or not these programmes were actually implemented and there was no information on how they were funded, much less coordinated.

4.1.5 BURSARIES

All counties mention the implementation of bursaries; however, in most counties they point to the PSSB for OVC or to the County Bursary Fund (CBF) funded via the Constituency Development Fund, both of which are nationally funded programmes.

5 COUNTY COORDINATION STRUCTURES

This chapter reviews existing mechanisms for coordinating social protection programmes and gaps in coordination capacity at the county level.

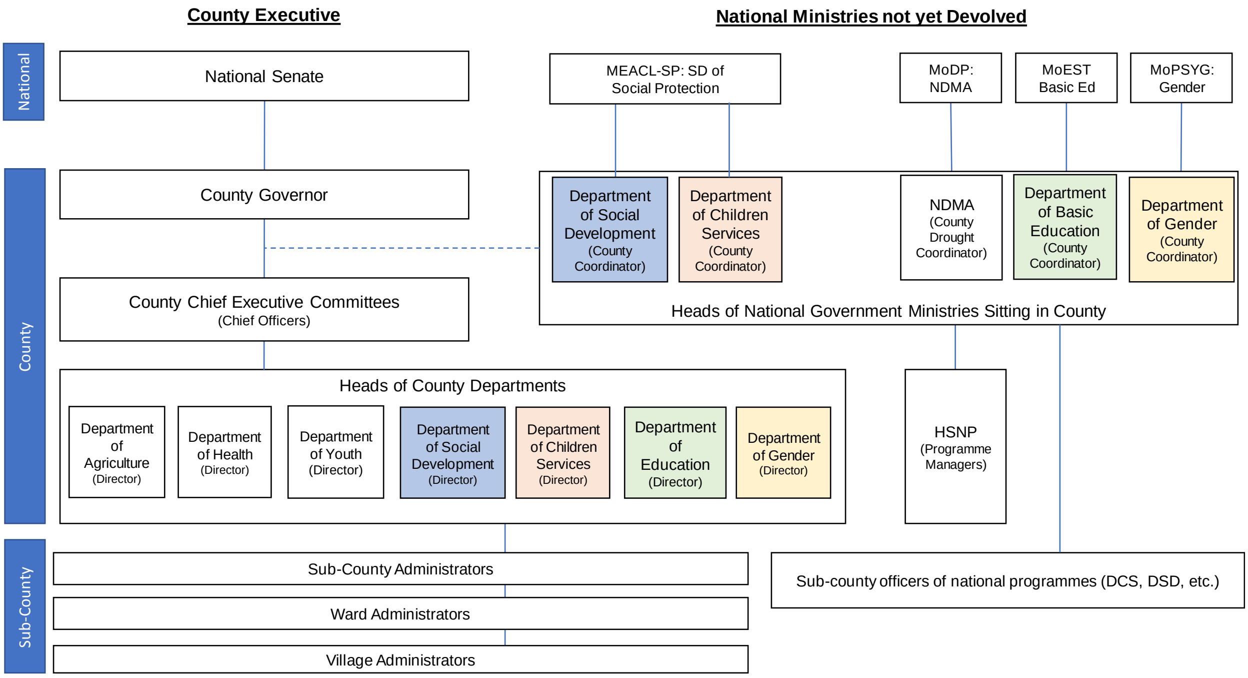
5.1 RELATIONSHIP BETWEEN COUNTY GOVERNMENT AND NATIONAL GOVERNMENT

To understand how social protection is currently coordinated within counties, one needs to understand the structure of county government and how national ministries (those that have not been decentralized) operate versus those ministries that have been devolved[28]. Figure 5 shows a simplified version of the relationship between the county executive administration and national ministry representation at the county level. For ministries and state departments that are devolved, such as the Ministry of Agriculture and the Ministry of Health, the responsibility for county operations falls to the Directors under the county executive. For Ministries that are not devolved, such as MEACL-SP, MoDP, MoEST, and the State Department of Gender under the MoPSYG, it is possible to have duplicate functions under the county executive. For instance, the County Coordinator from the Department of Social Development under the MoEACL-SP could potentially have a counterpart with similar responsibilities under the county executive in the form of a Director of Social Development. To complicate matters, the county positions and titles are not standard. It is up to each county to decide how to organize their executive committees and department functions. The roles and responsibilities of county versus national levels of government is a source of confusion.

Given the flexibility in how counties organize their executive and given that many of the key social protection programmes are managed by national ministries (as opposed to those that have been devolved), currently, there is no single institution with a clear, formal mandate to coordinate social protection at the county level.

Figure 5: Relationship between National and County Government at the County Level (simplified)

[28] See the 2010 Constitution on devolution of government



Source: Authors

There exists legislation to help govern the relationship between the national and county executives. The *Intergovernmental Relations Act (IGRA) of 2012* establishes several intergovernmental structures to facilitate cooperation and consultation under the devolved government model. These are described below. These structures exist to help agree on cross-cutting policies and legislation and prevent or resolve intergovernmental disputes.

National and County Government Coordinating Summit: consists of the President (or Deputy President in his/her absence) and all governors of the 47 counties. This summit convenes twice annually and submits annual reports to the Parliament and County Assemblies.

Intergovernmental Relations Technical Committee: is the Secretariat of the Coordinating Summit and consists of a chairperson and eight appointed members. This committee is responsible for the Coordinating Summit's day-to-day operations, including facilitating its activities and implementing its decisions. The committee is also responsible for submitting quarterly reports to the Coordinating Summit and may establish additional working groups to assist in carrying out its functions.

Council of County Governors: is an intergovernmental advice-giving body county government. This council comprises of the 47 county governors and convenes twice a year. It has the power to establish other intergovernmental forums (e.g. inter-city and municipality forums) and sector working groups or committees to assist in carrying out its functions. The council must submit an annual report to the National and County Government Coordinating Summit and to Parliament, and the County Assemblies.

Most relevant to county operations is the *County Government Act (2012)* which establishes the County Intergovernmental Forum (CIF). Chaired by the governor, the CIF brings together all heads of national government departments and the county executive to coordinate and manage intergovernmental relations at the county level. More specifically, the CIF is charged with (i) harmonization of services rendered within the county;(ii) coordination of development activities in the county; (iii) coordination of intergovernmental functions.[29] The act also allows for the creation of other county-level intergovernmental relations such as sector-based working groups. While this coordinating body is legally mandated, in most counties there is little evidence that it is operational.

5.2 COORDINATION CHALLENGES AT THE COUNTY LEVEL

A number of gaps in capacity related to the awareness of social protection programmes and planning, implementation and coordination of social protection programmes emerged from the key informant interviews at county level. These are highlighted below.

Table 7: Capacity Gaps at the County Level

Area	Identified Gaps
Awareness/ knowledge of social protection	Insufficient knowledge about SP, particularly its definition and related interventions. Even within high-ranking officials at Government and Development Partners levels, there is debate on whether certain interventions should fall under SP or not (e.g. education bursaries).
	There is insufficient knowledge about the rights of citizens to receive government support, as enshrined in the Constitution.
	Not enough importance is given by Government officials to systematically gather evidence around the multiplier effects and SP impacts at National, county and community levels.
	Poor knowledge of the social protection coordination structures at National, County and Sectoral levels.
	Insufficient knowledge of how the updated, harmonized and integrated Single Registry works.
	Low awareness, among vulnerable populations about health insurance and social security benefits.
Planning and implementation of SP programming	Local committees and chiefs don't have enough/detailed information about registration and targeting procedures particularly of CT programmes.
	Local communities do not have enough information on how to channel complaints and receive feedback. Data about complaints and grievances is not collected systematically and it is not analyzed. C&G forms are not standard for all the programmes.
	Data collection tools used for targeting are largely paper-based.
	Limited skills possessed by M&E staff and Managers at County level on how to calculate Key Performance Indicators (from data collection to analysis).
	General insufficient documentation and implementation of M&E studies to show outcomes and impacts of SP interventions for policy and decision makers
Coordination	Unclear division of roles between County Governor (CG) and County Commissioner (CC) leading to conflict and a lack of collaboration and coordination.
	Tendency to see National level officials and County government representatives as separate entities. There is little clarity on where the function of one starts and the other ends.

These gaps in capacity can be attributed to a number of factors. The first relates to a **lack of resources**. While a common complaint across government, the lack of computers and poor connectivity/networks pose particular challenges for coordination. For example, without computers and networks, it is much more difficult to store and maintain records about processes and procedures (e.g. programme manuals and meeting minutes) and MIS tools such as the single registry, all of which facilitate coordination and help institutionalize knowledge.

[29] See Counties Governments Act #17 (2012)

The second theme relates to inadequate staffing. The challenges discussed here include departments being understaffed as well as existing staff not having the requisite skills (e.g. computer skills, communication and M&E skills). Another interesting response in this category is around staff morale. One informant indicated that within government, staff are rarely promoted, often remaining in the same position for 10-15 years. The inability to move-up and take on new or different responsibilities leads to a lack of motivation and stagnation in the position. Understaffing makes it difficult for existing staff to manage workload. In such contexts, coordination and communication are often deprioritised for higher-priority tasks.

The next theme relates to poor quality of data. Several county informants indicated there was poor record-keeping within social protection. This issue is connected to the first two themes - lack of resources and improper staffing - as poor data is likely an outcome of these challenges. Some county informants indicated that sometimes records are purposefully made to be incorrect: *'[programme] figures are exaggerated*' and *not all sectors are honest with their budgets*.' Coordination can be undermined if there is a lack of trust in the information. Another data issue mentioned by respondents is beneficiary duplication, where a given household receives benefits from more than one programme. The reasons given for this duplication range from poor MIS capacity (e.g. hard-copy registrars) to beneficiaries providing false responses, or beneficiaries noting that a single benefit is not sufficient. Strategies discussed to eliminate duplication include better coordination and information sharing among stakeholders implementing SP programmes, strengthening MIS systems, and better use of community structures in targeting.

Another important factor relates to the communication and coordination between national and county governments. Some informants indicated that the lines of responsibility remain unclear, "[*there is a] lack of clear boundaries between county and national government - we still don't have clear boundaries on who does what*." Another informant alluded to ongoing power struggles between the levels of government, '*county and national government officers keep on fighting over power.*' This issue underscores the challenges of devolution mentioned in the previous section and suggests that despite the many coordinating institutions outlined in legal documents, coordination in practice remains a challenge.

6. FINDINGS AND RECOMMENDATIONS

Definition of social protection

The definition of social protection within the National Social Protection Policy (NSPP) and the corresponding list of described interventions is broad, giving rise to confusion. There are ongoing discussions among stakeholders as to what constitutes core social protection programmes and what can be considered "*social protection-sensitive*" programmes. There is a need to develop a revised definition of social protection and a supporting analytical framework that takes into consideration: multi-faceted risks linked to an individual's life cycle, rights enshrined in the condition and a minimum social protection floor. This will require a facilitated reflection at national level, supported by the Social Protection Secretariat.

Coordination of social protection at the national level

The National Social Protection Council (NSPC), proposed by the NSPP as the national body responsible for approving policies, resources, and actions that impact social protection was never constituted and formalized. As such, the Social Protection Secretariat (SPS) takes on many of the responsibilities of the NSPC. However, the SPS, without formal legal establishment by Parliament, has limited ability to make and enforce decisions. Furthermore, the SPS is currently legally restricted on staffing levels, posing challenges to fulfilling all of its current roles and responsibilities.

The equivalent of the **NSPC should be created**, or the SPS should have the legal backing that it requires to enforce decisions through the Social Protection Coordination Bill.

In addition an over-arching coordination structure is required at national level. This structure would ensure coordination across the three pillars of social protection: social assistance, social security and health insurance with the view to maximize synergies (where applicable) related to key social protection functions including: targeting and registration, payments, information management, complaints and grievance systems, mentoring and evaluation and graduation. A **national social protection steering committee (inter-ministerial)** should be convened by the Social Potation Secretariat on a quarterly basis to promote sector-wide cross-pillar coordination, not only coordination of the NSNP cash transfer programmes. The committee could agree on a joint programme of work and technical working groups could be constituted based on the synergies and additional needs for harmonization identified by the committee.

Sector-wide monitoring, evaluation and learning framework

A good way to engage stakeholders, to sustain coordination, demonstrate impact and foster accountability is through the design of a comprehensive MEL framework. Such a framework translates the policy and a potential joint work programme into a results framework where outcomes, and impacts linked to national outcomes under vision 2030, Medium Term Plan and the Bill of rights, can be monitored based on an agreed set of indicators. The Social Protection Secretarial is in the process of commissioning technical assistance for the development of a sector-wide MEL framework as mandated by the NSPP. While the single registry is an important milestone, it does not meet all the information needs of stakeholders in the social protection sector, and is limited to government assisted social assistance programs. Any future mentoring and evaluation framework should take into consideration: the disbursement linked indicators (DLIs) of the NSNP programme, performance contracts of key ministries involved in social protection and potential results that could emerge from joint cross-pillar collaboration.

Communication strategy and products

One of the findings from this report was confusion over the definition of social protection and the identification of programmes that operate under its umbrella, posing challenges for coordination. There is need for a dedicated website, managed by the Social Protection Secretariat that includes: the revised NSPP, key pieces of legislation related to social protection, information on key social protection programmes, fact sheets, the M&E framework and links to the single registry.

Further harmonization of NSNP

There is potential for further harmonization of the four cash transfer programmes that constitute the National Social Safety Net programme (NSNP). Progress has been made towards harmonized targeting through pilots in Kilifi, Turkana and Nairobi, however there is scope for further harmonization of payments, complaints and grievance mechanisms and mentoring and evaluation systems. Full harmonisation can be piloted in Nairobi, Kilifi and Turkana.

Decided social protection coordination capacity at county level

There is need for a **Social Protection County Coordinator**, whose primary role is to communicate and coordinate with counties. Their duties would include (i) serve as the key contact for counties on any issues related to social protection and co-chair an overarching county level social protection structure; (ii) collate county-level reporting; (iii) report on county activities to the national level structures; (iv) share county best practices with other counties; (v) pass national level information on social protection back to the county-level. Such a position will help establish accountability in implementation and reporting at all levels of government.

Clear legal provisions and budget lines

At the county-level, there is no clear understanding as to which programmes fit under the umbrella of social protection. Furthermore, to date there remains confusion as to whether county governments can, by law, deliver county-funded social protection programmes. There is a need for legal clarity and communication on this issue. In addition social protection programming within County Integrated Development Plans and budgets is difficult to untangle from other programming. There exists no line-item for social protection and frequently programme information is aggregated to a sector level, making it unclear how much funding is dedicated to any given programme. There is a need to either create **dedicated budget line items** for social protection or develop a system for **marking programmes within sector budgets** as social protection. This will facilitate the tracking of expenditure on social protection programmes at county level.

Coordination of social protection at country level

Each programme and ministry has its own coordination structure with its own committees and programme modalities. For the nationally-managed programmes, the most commonly cited coordination structures operating at county-level were those related to the three Inua Jamii cash transfer programmes (CT-OVC, OPCT, PWSD-CT). How these structures are understood and operate at the county-level, vary from place-to-place. Key informants interviewed at county level describe differences in the membership, functions and meeting frequency of the Inua Jamii coordination structure.

Consistent with the vision detailed in the 2012 National Social Protection Policy (NSPP), there is a need to create a **County Social Protection Steering Committee (CSPSC).**

While there is legal provision for an inter-governmental body at the county level, there is little evidence of the operationalisation of the County Intergovernmental Forum at County level. The **CSPSC should ultimately serve as a sub-committee to the County Intergovernmental Forum (CIF),** the coordinating structure defined and mandated in the County Government Act of 2012. In doing so, social protection activities can be part of a formal legal structure that has the ability to make and enforce decisions. However, given that the CIF is currently not operational in all counties, in the short-term, we recommend that the sector constitute the CSPSC independently.

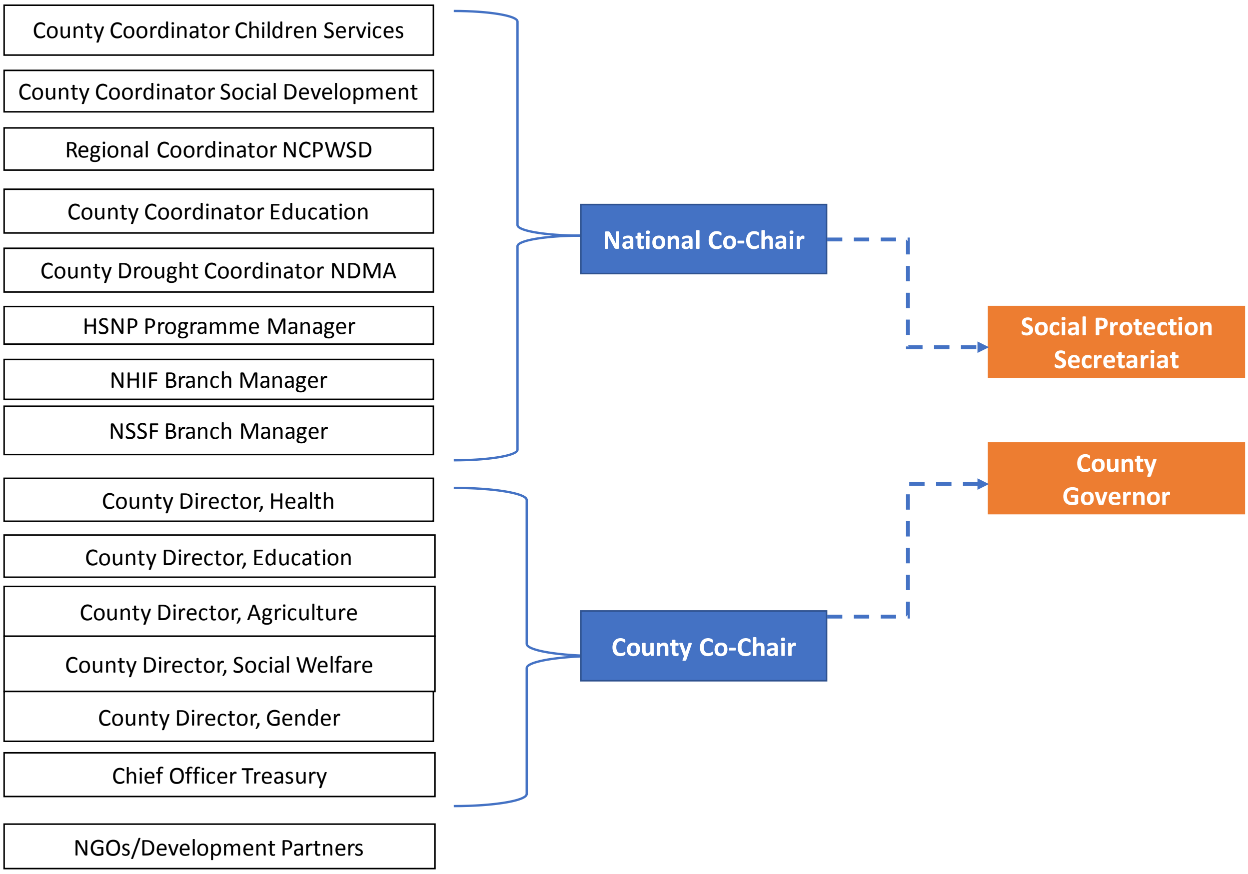
The CSPSC membership should include representatives of both national and county government, along with representatives from NGOs and FBOs and development partners operating at the county-level (see Figure 6). Representatives from the county executive should include the heads of all county-defined departments affiliated with social protection programming. Since these titles can vary from county-to-county, the suggested list is based on the sectors that cut across social protection. Each county will need to review their structure and job titles to determine the final list. Suggestions include: (i) County Director for Health; (ii) County Director for Education; (iii) County Director for Agriculture; (iv) County Director for Social Welfare; (v) County Director for Gender. In addition, the county Chief Officer for Treasury should be included to help facilitate the flow of funds.

Representatives from the national government should include: (i) County Coordinator for Children Services; (ii) County Coordinator for Social Development; (iii) Regional Coordinator of NCPWSD; (iv) County Coordinator of Education; (v) County Drought Coordinator of NDMA (in the 23 ASAL counties); (vi) HSNP Programme Manager (in the four counties where the programme operates); (vii) NHIF Branch Manager; (viii) NSSF Branch Manager.

We recommend that the CSPSC be co-chaired by a representative from county government and a representative from national government. The chair on the national side should be either the county coordinator of Children Services or that of Social Development. On the county executive side, each county should have the freedom to select the co-chair based on the given county context (e.g. which departments are most active in social protection). These co-chairs should have indirect reporting/communication lines to the County Governor and the Social Protection Secretariat.

In the short-term, communication between the CSPCS and the SPS should flow through the Polices and Programmes department of the SPS. In the longer-term, if a Social Protection County Coordinator position is created, communication could flow through this position. Clear **terms of reference for the CSPSC** including: membership, functions, meeting frequency and reporting lines should be developed.

Figure 6: Proposed Structure of the County Social Protection Steering Committee



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Design and roll out a set of training modules

The capacity assessment identifies several gaps in awareness and understanding of SP, citizen rights, M&E, and targeting, to name a few. To close these gaps, a set of training modules should be developed. While in the short-run these materials can be hard-copy and delivered via a trainer, in the longer-term, an online, self-paced training course can be developed. Each module would include a short 'test' at the end to confirm comprehension. Ideally, after each module, the participant would get a certificate and could be registered at the national level as having successfully completed the module. Suggested training modules should include: a. definition and conceptual framework for social protection in Kenya; b. Legal and policy frameworks; c. Coordination structures at national and county level; d. harmonized targeting, registration, payments, complaints and response mechanisms and M&E systems.

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7 ANNEXES

Annexes are located in a separate document.

ANNEX 1: SOCIAL PROTECTION PROGRAMMES PER COUNTY CIDPS

ANNEX 2: LIST OF KEY INFORMANTS INTERVIEWED

ANNEX 3: CHECKLIST FOR NATIONAL LEVEL INTERVIEWS

ANNEX 4: SEMI-STRUCTURED INTERVIEW QUESTIONNAIRE (COUNTY LEVEL)

ANNEX 5: LIST OF SP PROGRAMME BY COUNTY