



Situational Analysis: Kenya's Social Welfare Workforce

March 2013

Luisa López, IntraHealth International,
Laura Goyer, Training Resources Group,
and Pius Mutie, University of Nairobi



USAID
FROM THE AMERICAN PEOPLE



CapacityPlus
Serving health workers, saving lives.



The views expressed in this document do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

TABLE OF CONTENTS

Acronyms	iii
Definition of Key Terms	iv
Acknowledgements	vi
Executive Summary	vii
Introduction	1
Purpose of the Situational Analysis	3
Methodology	3
Findings	3
The Organization of Kenya’s Social Welfare Workforce	4
Ministry Profiles of the Social Welfare Workforce	5
Training and Education of the Social Welfare Workforce	12
The Informal Social Welfare Workforce: Information from a Sample of Five Nongovernmental Organizations.....	18
Political Landscape.....	19
Observations	20
Overarching Findings	20
Related Findings.....	20
Recommendations	21
Planning for the Social Welfare Workforce	21
Developing the Social Welfare Workforce	22
Supporting the Social Welfare Workforce	22
Putting Recommendations in Action	23
Aligning with the MoGCSD’s Program Strategy (2011-2014) to Strengthen Child Protection in Kenya.....	24
Conclusion	26
References	27

ACRONYMS

AAC	area advisory council
CHEW	community health extension worker
CHW	community health worker
CO	children’s officer
CPC	child protection center
CPU	child protection unit
DCS	Department of Children’s Services
FBO	faith-based organization
GoK	Government of Kenya
HIV/AIDS	human immunodeficiency virus/acquired immunodeficiency syndrome
HR	human resources
MoGCSD	Ministry of Gender, Children & Social Development
NCCS	National Council for Children’s Services
NGO	nongovernmental organization
OVC	orphans and vulnerable children
PEPFAR	President’s Emergency Plan for AIDS Relief
PO	probation officer
SDO	social development officer
SFRTF	Street Families Rehabilitation Trust Fund
SITAN	situational analysis
SWO	social welfare officer
SWW	social welfare workforce
UNICEF	United Nations Children’s Fund
US	United States
USAID	United States Agency for International Development
VCO	volunteer children’s officer
VPO	volunteer probation officer
WHO	World Health Organization

DEFINITION OF KEY TERMS

Area Advisory Council: A body that specializes in various matters affecting the rights and welfare of children.

Borstal Institution: A correctional institution, under the administration of the Prisons Department, to which children 15 years of age and older may be committed after being found guilty of criminal offenses. Currently, there are only borstals for males in Kenya.

Charitable Children's Institution: A home or institution that has been established by an individual, a religious organization, or nongovernmental organization and that has been granted approval by the National Council for Children's Services (NCCS) to manage a program for the care, protection, rehabilitation, or control of children.

Child: An individual who has not attained the age of 18 years.

Child Protection: The measures and structures put in place to prevent and respond to abuse, neglect, exploitation, and violence affecting children.

Child Protection Center (CPC): Serves as a service provider and referral mechanism at the county level (especially legal aid counseling).

Child Protection System: A set of laws, policies, regulations and services, capacities, monitoring, and oversight needed across all social sectors, especially social welfare, education, health, security, and justice to prevent and respond to protection-related risks.

Child Protection Unit (CPU): A child-friendly and secure place for children in police stations.

Community Health Worker (CHW): Community health workers are lay members of communities who work either for pay or as volunteers in association with the local health care system in both urban and rural environments. CHWs usually share ethnicity, language, socio-economic status, and life experiences with the community members they serve. CHWs can offer interpretation and translation services, provide culturally appropriate health education and information, assist people in receiving the care they need, give informal counseling and guidance on health behaviors, advocate for individual and community health needs, and provide some direct services such as first aid and blood pressure screening.

Probation: A sentence in which the offender, often found guilty, is released to the community for a specified period of time under the supervision of a probation officer and given certain definite conditions to follow. If the offender fails to follow the conditions, he/she would be punished for the original offense.

Probation Hostel: A place of temporary residence to serve a period on probation for probationers who cannot go home immediately after they are sentenced.

Remand Home: A temporary detention center, under administration of the Children’s Department, to which children are committed by court pending adjudication or final disposition of their cases.

Social Welfare: A nation’s system of programs, benefits, and services that helps people meet those social, economic, educational, and health needs that are fundamental to the maintenance of society (Barker, 2003).

Social Welfare System/Social Service System: A system of interventions, programs, and benefits that may be provided by governmental, civil society, and community actors to meet basic human needs and ensure the well-being and protection of individuals (both children and adults) and families. Such a system focuses on meeting basic human needs fundamental to the maintenance of society (Barker, 2003).

Social Welfare Workforce (SWW)/Social Service Workforce: The workforce that helps people meet their social, economic, educational, and health needs and works for the collective well-being of a community or nation. Typically such a workforce is made up of social workers, para-social workers, direct service workers, community workers, community development workers, and administrators. Sometimes health workers (particularly at the community level), educators, probations officers, and income support specialists are considered part of the SWW. There are a number of additional occupational titles that vary by country that are a typical part of the SWW (National Association of Social Workers - USA, 2010). These two terms are increasingly used in international development work and within the United States (US). They are used interchangeably.

ACKNOWLEDGEMENTS

This situational analysis was commissioned by Kenya’s Ministry of Gender, Children & Social Development, the Social Welfare Workforce Strengthening Steering Committee, and the United States Agency for International Development (USAID). It was made possible by the partners, stakeholders, and frontline social welfare workers in Kenya, both in the formal and informal workforce, who are committed to bettering the lives of Kenya’s vulnerable children. Without their contributions and efforts, we would not have learned as much as we have about the current state of the social welfare workforce. We thank these colleagues for giving generously of their time and for openly sharing their vision of how best to strengthen the Kenya’s social welfare workforce.

Specifically, we also would like to express gratitude to the Secretary of Children’s Affairs, Professor Jacqueline Oduol, for initiating this study, as well as for her leadership in proactively looking for strategies to strengthen the workforce. Likewise, we wish to thank the members of the steering committee who engaged in supporting the situational analysis, including Dr. Gidraph Wairire of the University of Nairobi; Charles Mbugua, Kenya’s representative to the International Federation of Social Workers; Carren Ogoti of the Department of Children’s Services; Kate Vorley of USAID Kenya; and Jonna Carlsson of the United Nations Children’s Fund (UNICEF).

We often found in our interviews committed colleagues who inspired us. We’d like to acknowledge Mr. Clement Okech and Ms. Mary Khaemba of the Ministry of Home Affairs. Thanks go to Stephen Ormundi, president of the Kenya National Association of Social Workers for his recommendations. Likewise, team members of USAID’s APHIAplus program (Nairobi-Coast) were very helpful in securing meetings and focus group discussions with key service providers. Our heartfelt thanks go to Peter Eerens, Patricia Nzioka, Rose Kerubo Mokaya, and the Kasarani Area Advisory Council. While visiting Malindi, we were supported and cared for by Lorna Wanjau, Jimmy Kilonzi, the Malindi Area Advisory Council, and Malindi Child Protection Center. In the US we would like to thank our colleagues Stephanie Asare Nti and Bill Dolnick for their assistance and especially Jim McCaffery for his guidance and support.

Last, but not least, we wish to thank our wonderful colleagues at USAID and UNICEF who helped focus this situational analysis to provide the greatest amount of impact. Jeniffer Wasianga and Kate Vorley of USAID Kenya; and Nankali Maksud, Veronica Avati, Margaret Basigwa, and Jean-Francois Basse of UNICEF—thank you.

EXECUTIVE SUMMARY

In recent years there has been increased emphasis across Africa on the social welfare workforce (SWW) and the pivotal role it plays in service delivery to orphans and vulnerable children (OVC). One such example was the international conference, *Investing in Those Who Care for Children: Social Welfare Workforce Strengthening*, which was held in Cape Town, South Africa in November 2010 and included teams from over 18 countries, including Kenya. The conference was designed to examine how to best strengthen this workforce critical to social service delivery. Conference discussions, as well as learning from other countries, helped catalyze the Government of Kenya (GoK) to continue examining its SWW and the range of services provided to vulnerable children. Building on the mapping and assessment of Kenya's child protection system done in 2009 by Maestral International (a global leader in supporting child protection system strengthening), attention focused on better understanding the continuum of care from prevention and early intervention; family support; child protection with regard to abuse and neglect; and provision of alternative care for children separated from their families.

In order to reinforce and augment work done to date, a conceptual framework was used for creating a comprehensive strategy for workforce strengthening, addressing three broad categories: *planning, developing, and supporting* the SWW. Using this framework as a lens through which to look at the human resources (HR) available, the GoK, in collaboration with the United States Agency for International Development (USAID) through *CapacityPlus*, has undertaken a situational analysis (SITAN) to better understand the current state of Kenya's SWW.

While many ministries within the government have a mandate to serve children, the key responsibilities in fielding a staff dedicated to the protection of the OVC population fall to the Ministry of Gender, Children & Social Development (MoGCSD); the Ministry of Home Affairs; the Ministry of Public Health and Sanitation; and the Ministry of Local Government.

In Kenya, the MoGCSD has the primary responsibility to ensure children's well-being. Within this ministry, the Department of Children's Services is taking steps to increase the size and skills of the country's SWW for children. However, the knowledge and expertise necessary for these professionals and para-professionals to address social welfare concerns effectively requires formal training and field practice, a fact rarely recognized either within the government or within the communities they serve. Furthermore, funding for staff positions within the MoGCSD is very limited, both at the headquarters in Nairobi and, more profoundly, in the field. Current data from the MoGCSD on its workforce cadres and the distribution of this workforce across Kenya's 47 counties show that there are 406 children's officers currently deployed with 557 vacancies outstanding. Clearly, the need is far greater than this cadre can serve.

The Ministry of Home Affairs oversees children and youth who have been incarcerated or are on probation. The Department of Probation staff cadres include an estimated 630 probation officers to work with adults and children alike. Volunteer probation officers are recruited to bolster the numbers of those working with troubled youth, and they partner closely with probation officers.

Within the same ministry there is also the Department of Prisons Rehabilitation and Welfare Services. This department employs social welfare officers (SWOs II and SWOs III) to work with children. There are an estimated 250 social welfare officers nationwide in Kenya.

The cadre of volunteer community health workers, reporting to the Ministry of Public Health and Sanitation, is of notable interest vis-a-vis serving vulnerable children. Interviews at the community level revealed community health workers are significantly more numerous than children's officers and volunteer children's officers and often are asked to intervene on behalf of children, despite having little or no training to do so effectively.

Finally the Street Families Rehabilitation Trust Fund, under the Ministry of Local Government, is staffed with children's officers, some seconded from the MoGCSD, with a focus on the needs of children who have been living in the street with no support or resources.

Each of the cadres of paid staff in the various ministries have to meet educational requirements beyond secondary school. The relevant schemes of service dictate the requirement of diplomas or, at higher levels, bachelor's degrees in any of several fields, with an emphasis on the social sciences such as social work, sociology, or psychology.

Fortunately, there are universities and training programs available within Kenya offering relevant courses to qualify these SWW cadres. Examples include the University of Nairobi, Department of Sociology and Social Work; Daystar University; and the Kenya Institute of Social Work and Community Development. The two universities profiled in this SITAN offer bachelor's degree programs, with Daystar University having a master's degree program as well. The Kenya Institute of Social Work and Community Development offers certificate and diploma programs in several different social science fields. While all of these programs are based in Nairobi, they also draw students from other areas and are increasing their online offerings to expand their reach.

Beyond the formal social welfare cadres, there is a large section of the SWW deployed across Kenya to serve children under the auspices of nongovernmental organizations, faith-based organizations, and civil society organizations. In order to get a sample of this informal workforce, a brief questionnaire was circulated on the training of volunteers serving children. Responses from a small sample of five nongovernmental organizations were received. These organizations reported working with a total approximate number of 30,000 volunteers. Training to prepare the volunteers ranged from one to three days, and two programs offered ten-day sessions with follow-up. The sample of respondents is too small to be conclusive; however, it indicates that the cadre of volunteers working in the informal sector is large and needs to be factored into developing the SWW in the future.

In reflecting on overall observations surfaced from the literature review pertinent to the development of Kenya's SWW; data gathered from interviews and focus groups; and SWW statistics and numbers provided by the various ministries, two overarching findings were identified.

Conclusively, a shortage of funding was cited as a significant challenge. With struggles to pay for salaries, stipends, and materials to train, staff, and deploy Kenya's SWW, funding must be sought

and budgeted for in any system-strengthening plan. Likewise, a shortage of staffing was identified in all ministries with shortfalls affecting service delivery and with services to OVC often being delegated to volunteers, both formally and informally.

Given these overarching issues, two sets of recommendations emerge. First, a number of recommendations are organized according to the framework for strengthening the SWW:

Planning

Continue filling SWW vacancies; increase coordination between MoGCSD and the Ministry of Public Health and Sanitation regarding deployment of CO's, VCO's and CHW's; increase coordination between MoGCSD and the Ministry of Education regarding deployment of CO's on school grounds. Strategic plans exist for the various ministries to fill their open SWW vacancies. With increased collaboration between ministries, donors, and implementing partners, resources and funding should be leveraged and vacancies filled. Increased coordination among MoGCSD, the Ministry of Public Health, and the Ministry of Education in the deployment of staff and planning additional service sites could have benefits.

Developing:

Deliver advance in-service training in mental health and psycho-social support; track social work graduates' job placement; promote more rigorous programmatic review of curricula. Further training in mental health and psycho-social support needs to be developed and implemented for volunteers and staff providing frontline services to vulnerable children. Furthermore, universities and training institutions should be supported in tracking graduates with credentials qualifying them for employment in the SWW to better assess the supply of workers versus the demand of need. More rigorous review and updating of university curricula is needed to effectively address skill gaps.

Supporting:

Create legislation supporting a national social work association; develop nationwide standardized definitions for social work and job titles in use in the formal and informal SWW sectors; ensure sufficient funding. More government social welfare institutions (borstals, child protection units, child protection centers) need to be established to house and enhance the effectiveness of the SWW deployed in the field. Likewise, focused efforts to professionalize the field of social work should be supported through strengthening social work associations and networks. Sufficient funding should be made available in all ministry budgets for the SWW to discharge its duties appropriately and retain qualified staff.

Secondly, in agreement with USAID, UNICEF, and the Department of Children's Services, a set of specific recommendations was crafted to align with and affirm the MoGCSD's Program Strategy (2011 – 2014) to Strengthen Child Protection in Kenya. In short, the findings of this SITAN overwhelmingly endorsed the findings and proposed activities of the MoGCSD's strategic plan, and the complementarity between these two exercises should strengthen support for the plan's formal adoption and implementation. The National Child Protection Committee (NCPC) is ideally

positioned to oversee the implementation of not only the activities of the Child Protection Strategy, but the recommendations of this SITAN as well.

Efforts to date have been far-reaching and built on important concepts of child well-being; treating the whole person; and viewing children as members of the larger community. As devolution is implemented in accordance with the new constitution, and as local structures at the county level are established, these efforts will shape the direction of the development of the SWW. Furthermore, the conceptual framework for strengthening the SWW, with an emphasis on planning, developing, and supporting the workforce, is an effective tool to be applied at both the county as well as the national level. In all these efforts, the continued leadership of the MoGCSD is essential.

Building on its strong foundation of child-protection legislation and strategic planning; civil service positions established to serve vulnerable children; and formal institutions qualified to train the SWW, Kenya is optimally positioned to capacitate, grow, and deploy its workforce effectively in the years to come.

INTRODUCTION

As part of its efforts to improve Kenya's response to the needs of orphans and vulnerable children (OVC), the Ministry of Gender, Children & Social Development (MoGCSD) is taking steps to increase the size and skills of the country's social welfare workforce (SWW) for children. A delegation from Kenya comprised of senior government officers, University of Nairobi faculty, members of the Kenya National Association for Social Workers, and development partners such as the United Nations Children's Fund (UNICEF) attended the *Investing in Those Who Care for Children: Social Welfare Workforce Strengthening* conference held November 15 – 19, 2010 in Cape Town, South Africa.

The conference focused on strategies to strengthen the SWW throughout Africa in an effort to improve social welfare systems and ultimately the well-being and welfare of children orphaned and made vulnerable by HIV/AIDS. An efficient and functional social welfare system is a critical safety net for children and families who are vulnerable, whether due to HIV/AIDS or other compromising conditions. When a system is effective, individual children, their families, and their communities have access to a number of services that promote well-being. Social welfare services include the continuum of care from prevention and early intervention; family support; child protection with regard to abuse and neglect; and provision of alternative care for children separated from their families. Over the years, the SWW has provided direct support to ameliorate these social concerns.

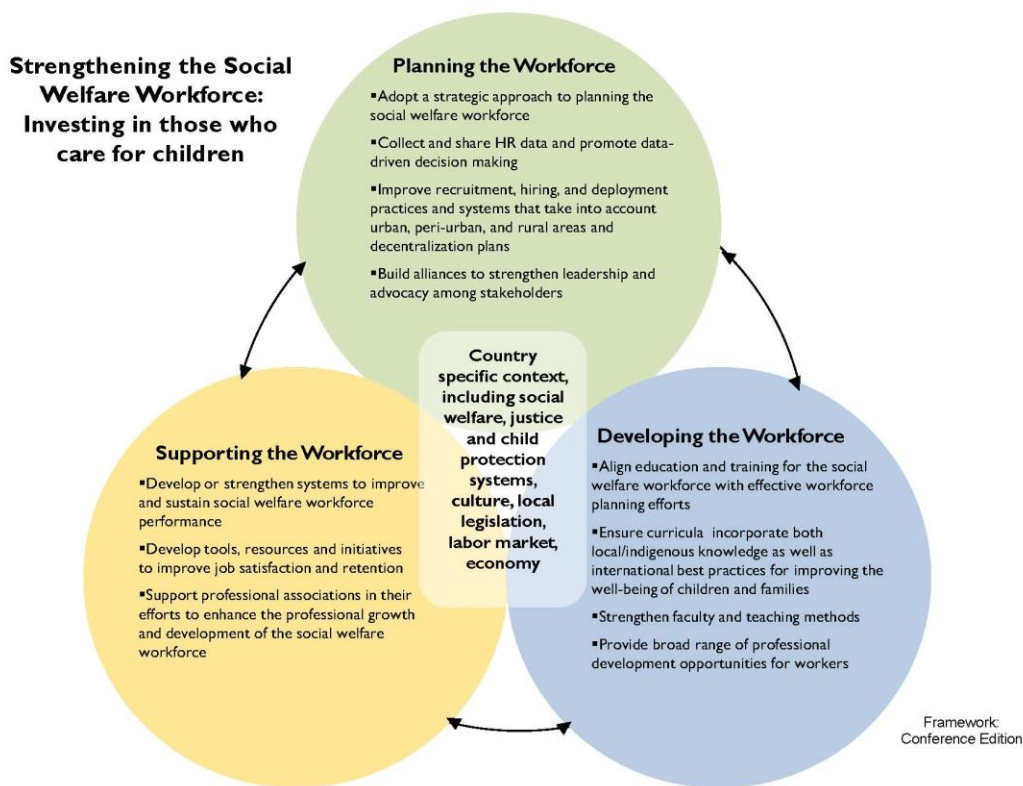
Although there is recognition that the services provided by the SWW have a direct impact on health, education, economic, and other development outcomes, the importance of the skills and expertise necessary for these professionals and para-professionals to address such concerns is rarely acknowledged or recognized either within the government or within the communities they serve. As a result, the field of social work and related occupations has become misunderstood and undervalued.

The greatest challenge faced in the social welfare sector is the critical shortage of qualified social workers and ancillary workers. This state of affairs is exacerbated by SWW plans that are not clearly outlined and that suffer from a void of reliable data on the status of the workforce; and from institutional mechanisms that are constrained by inadequate funding; as well as the insufficient numbers of trained and educated members of the workforce itself. The current education system will not easily meet the long range demands for the development of the SWW, both in terms of quality and quantity. Most importantly, there are too few paid positions for those who earn an education; there is very little upward mobility; and work conditions are difficult, dissuading new entrants to a career that has become associated with low prestige.

To better understand and possibly address these challenges in a comprehensive manner, organizers of the November 2010 SWW conference developed a SWW strengthening framework based on the workforce strengthening model developed in the United States Agency for International Development-funded (USAID-funded) Capacity Project. This conceptual framework suggests a comprehensive strategy of workforce strengthening addressing the three broad categories of *planning, developing, and supporting* the SWW.

With this framework as a guide, a comprehensive strategic plan for SWW strengthening can be created and implemented.

This situational analysis (SITAN) offers data that will enable stakeholders and partners to review the current state of the SWW objectively and to plan strategically. The report has been



organized accordingly. First, there is an overview of the purpose of the SITAN as well as the methodology used to secure the data. Findings are arranged to ensure the reader has a broad overview of the ministries' fielding staff in the SWW as well as their ministry mandate in service provision to children. Each ministry is subsequently profiled, offering specific data on SWW cadres and, where possible, numbers and geographic dispersal of the workforce. Key academic institutions training the SWW are profiled, linking qualifications and credentialing to cadres. A short overview of Kenya's political landscape contextualizes these findings, and the overarching findings are summarized with attendant recommendations. A special emphasis is placed on aligning the findings of this SITAN with the Department of Children's Services (DCS) Strategic Plan for Strengthening Kenya's Child Protection System in order to support its formal adoption by the Government of Kenya (GoK).

PURPOSE OF THE SITUATIONAL ANALYSIS

In an effort to embrace the SWW strengthening framework and address inherent challenges, the MoGCSD and USAID, UNICEF, the University of Nairobi, and the Kenya National Association of Social Workers formed a SWW Strengthening Steering Committee to oversee this process. This steering committee commissioned a study to provide a snapshot of the current SWW situation and to identify gaps and make recommendations on how to improve the SWW in the next three to five years.

Given the investments made in child welfare, the GoK and its partners appreciate the benefits of a paradigm shift in addressing children's issues, as well as the need for a more strategic focus on strengthening the SWW overall. This renewed emphasis is articulated in the MoGCSD's current plan which identifies human resources (HR) issues as a major area of focus in its three-year strategy. Likewise, HR is recognized as a critical area that must be addressed if there is to be a functioning protection system for the children of Kenya.

This SITAN intends to surface data that will help key partners and stakeholders, in the GoK and donor community, plan for strengthening the SWW. More specifically, SITAN findings will be vetted against the DCS draft Strategic Plan for Strengthening Kenya's Child Protection System and offer illustrative data in support of its findings and proposed implementation activities.

METHODOLOGY

CapacityPlus was asked to conduct Kenya's SITAN in order to create a comprehensive picture of the current state of the SWW. To ensure that the SITAN was as holistic as possible, the consultant team used a range of methodological tools including a desk review of relevant literature as well as face-to-face interviews and focus groups with frontline workers (see Appendix 16 for list of interviewees and FGD participants in order by meeting). Documents reviewed included legislation specific to children's rights; strategy documents of key line ministries; and the mapping and assessment reports of the child protection system.

The literature review, data collection and analysis, and report writing took place between November 2011 and July 2012, with the CapacityPlus team making three trips to Kenya to secure as much data as possible. During the final trip to Nairobi in June/July 2012, the CapacityPlus team finalized its data gathering, ensuring the team captured interview and focus group data both from Nairobi and the Coastal Region. A final debrief was shared with the SWW Steering Committee. Furthermore, it was agreed that the final report would align with the DCS strategic multi-year plan for strengthening Kenya's child protection system.

FINDINGS

As stated previously, SITAN findings are arranged to offer a comprehensive overview of the ministries staffing the SWW as well as each respective ministry's mandate. Profiles of each ministry cite specific data on cadres and, where available, staff numbers and geographic dispersal of the SWW. Likewise, profiles of educational requirements vis-a-vis cadres are

featured, and illustrative academic and training institutions are profiled. Finally, a short overview of Kenya’s political landscape contextualizes and supports the recommendations that follow.

The Organization of Kenya’s Social Welfare Workforce

In reflecting on the organization of Kenya’s SWW, the provision of social welfare to the OVC population comprises many different services. The workforce discharging those duties inherently can neither be captured under one cadre nor one ministry. In Kenya, ministries with key responsibilities for OVC social welfare service provision and that deploy and manage members of the SWW include the MoGCSD, the Ministry of Home Affairs, the Ministry of Local Government, and the Ministry of Public Health and Sanitation.

Key Ministries’ Functions and Roles in Social Welfare Service Provision to Children

Ministry	Department	Social welfare service mandate	Function and roles
MoGCSD	DCS	Charged with safeguarding the welfare of Kenya’s children	<p>Establish, promote, coordinate, and supervise children’s services in Kenya</p> <p>Ensure implementation of child welfare activities throughout Kenya</p> <p>Maintain updated records on children and services</p> <p>Ensure implementation of decisions made by the National Council for Children’s Services (NCCS)</p>
	Department of Gender and Social Development	Charged with oversight of cash transfers for disabled and elderly; ensuring gender policy is implemented; and registering local grassroots organizations	<p>Oversight of cash transfer programs for elderly (often OVC caregivers) and disabled (sometimes OVC and caregivers)</p> <p>Register local nongovernmental organizations (NGOs) and faith-based organizations (FBOs) doing work for OVC and caregivers at the local level</p>
Ministry of Home Affairs	Probation	In charge of probation services for the country	Ensure protection of all children on probation and doing community service
	Prison Services	In charge of prison services for Kenya	Ensure protection of all children involved in prison services in Kenya
Ministry of Local Government	Street Families Rehabilitation Trust Fund	Mandated to raise funds to facilitate support and rehabilitation of children and families who live on the streets	Provide reintegration, legal support, social work, referral to health services, and payment of school fees for street children
Ministry of Public Health and Sanitation	Division of Community Health	Charged with providing health services and an enabling environment for delivery of services to OVC	<p>Notify authorities of violence against children</p> <p>Ensure children from remand homes or rehabilitation schools who receive treatment return home safely</p>

With these ministries taking the lead in social welfare service provision to children, the workforce that staffs each ministry is tailored to a scheme of service or job description and is assigned to a department and institution.

The largest cadres comprising the SWW serving children from the various ministries include those in the table that follows:

Social Welfare Workforce Cadres and Associated Institutions by Ministry

Ministry	Department	SWW cadre	Associated institution
MoGCSD	DCS	Children's officers (COs)	District area advisory council (AAC)
		Volunteer children's officers (VCOs)	District children's office
		Childcare assistants	Child protection center (CPC)
	Department of Gender and Social Development	Social development officers (SDOs)	
Ministry of Home Affairs	Probation	Probation officers (POs)	Probation hostels
		Volunteer probation officers (VPOs)	Child protection unit (CPU)/Police stations
	Prison Services	Social welfare officers (SWOs)	Borstal
Ministry of Public Health and Sanitation	Division of Community Health	Community health workers (CHWs)	

While other cadres and ministries have some social welfare aspects to their work, the cadres listed in the preceding table are reportedly the largest working within the GoK, focused on the needs of highly vulnerable children.

Ministry Profiles of the Social Welfare Workforce

A closer look at each ministry with their attendant functions in SWW service provision, specific cadres, numbers, and geographic dispersal offers a fuller picture of Kenya's SWW. Likewise, each ministry has a corresponding scheme of service or volunteer description detailing the various cadres, their job responsibilities, and the qualifications/criteria needed to be assigned a given position.

Ministry of Gender, Children & Social Development

As the department with responsibility to "establish, promote, co-ordinate and supervise children services in Kenya," the DCS within the MoGCSD is most central to this analysis.

Department of Children's Services

Program description

- Provision of child welfare services, counseling, and guidance to children and their families (inclusive of the cash transfer program for children, and combating child trafficking locally and internationally)
- Preparing and presenting court reports in the best interest of the child and enforcing orders made by courts of law

- Supervision, inspection, and facilitation of the registration of charitable children's institutions and programs in order to safeguard and promote the welfare of children admitted therein
- Facilitation of adoption, foster care, and guardianship of children
- Supervision of both statutory and non-statutory rescue institutions and programs
- Management and supervision of statutory children rehabilitation schools (10), rescue institutions, the children remand homes (12), children rescue centers (3), and provision of basic needs and skills education to children in statutory children's institutions.

Staff cadres

Children's officers: COs are required to hold a bachelor's degree in social work, sociology, community development, guidance and counseling, child psychology, criminology, social development and management, or anthropology. COs at grades K and above must also have a specific number of years of experience as a CO. See *Revised Scheme of Service for Children's Service Personnel* (for detail see Appendix 1).

Volunteer children's officers: Volunteers apply for positions. The AAC makes the selection. VCOs report to and work with a CO. They are not employees and do not receive pay for their work. They are not given any stipend for expenses; hours are limited (though the limits are not always observed). A VCO may receive some training, usually in children's rights, how to complete reports, and how to effectively rescue a child from a dangerous environment (sexual exploitation, human trafficking, domestic violence, etc.). Plans dictate that VCOs may not volunteer for longer than six years, though many serve longer. Some VCOs may hold certificates, diplomas, and even degrees. These are not required. For a description of the role of VCOs and their code of ethics, please consult Appendices 2 and 3.

Childcare assistants: Requirements for serving in this post (at levels IV, III, and II) include a certificate in guidance and counseling, social work, or social development from a recognized training institute. A more advanced diploma from a recognized training institute is required for childcare assistant I and senior childcare assistant I, II, and III in child psychology, guidance and counseling, social work, community development, or youth development. The scheme of service establishes the various grades in the cadre of childcare assistants. See *Revised Scheme of Service for Children's Service Personnel* for detail in Appendix 1.

In July 2012, the DCS employed 406 COs out of a total of 963 authorized.

The title CO refers to all levels whether administrative or direct service. Positions at level T, S, and R include the secretary of children's affairs, the director of children's services, and the deputy directors. Levels J, K, and L serve as COs I and II and senior COs and interact with clients, providing direct services.

Fifty-seven administrative positions are filled, or 44% of the 130 positions authorized. A total of 349 COs are employed at levels J, K, L, and M by the MoGCSD within the DCS (41% of the direct service positions authorized).

The DCS has set up an adoption secretariat and has facilitated the registration of local societies and foreign adoption agencies.

Client population

The GoK confirms that 2.4 million children are orphaned, the majority of them as a result of HIV/AIDS. In absence of support, these children are subjected to child labor, sexual exploitation, living and working in the streets, and early marriages, and some engage in begging, drug and substance abuse, trafficking in small arms, mugging, theft, etc. Beyond that, the African Centre for Childhood cites that 8 million Kenyan children and youth are made vulnerable by living below the poverty line (African Centre for Childhood, 2012).

Database

The MoGCSD maintains a database for the DCS and other departments within the ministry. The database is being upgraded. See *Monitoring, Evaluation and Information Management Systems: Strengths and Opportunities in Selected Social Sectors*, December 2010, in Appendix 4.

Geographic dispersal

The DCS provided statistical data on its SWW as well as a detailed report of the redistribution of its COs across the country by county. See tables and maps that follow.

Administrative Officer Positions—MoGCSD/Department of Children’s Services

Authorized title	Job group	Number of positions authorized	Number in post (July 2012)	Number of unfilled posts
Secretary of children affairs	T	1	1	0
Director of children’s services	S	1	1	0
Deputy director	R	2	1	1
Senior assistant director of children’s services	Q	8	4	4
Assistant director of children’s services	P	20	13	7
Principal, children’s services	N	98	37	61
Total		130	57	73

Direct Service Positions—MoGCSD/Department of Children’s Services

Authorized title	Job group	Number of positions authorized	Number in post (July 2012)	Number of unfilled posts
Chief CO	M	162	90	72
Senior CO	L	275	12	263
CO I and II	J/K	396	247	149
Total		833	349	484

There is a general correspondence between density of population and number of COs deployed, in that those counties that are the most populated have relatively high numbers of COs. Nairobi County has the highest population (more than 1,700,000) and the highest number of COs at 99. Counties with populations of 100,000 to 300,000 have three to five COs. The rationale for distribution of staff and institutions was not available beyond the fact that devolution of resources vis-à-vis the creation of counties as mandated by the new constitution is now driving the staffing strategy for the MoGCSD. Many variables need to be factored into such decision-making. It was reported that a number of institutions were scheduled to be constructed, with groundbreaking underway on others. A 2012 map of the GoK children's institutions by population and county reflecting information from interviews can be found in the appendices.

Ministry of Local Government

Street Families Rehabilitation Trust Fund

Program description

The Street Families Rehabilitation Trust Fund (SFRTF) is a body created by the GoK but managed as a partnership among the public sector, private sector, and civil society and charged with the responsibility of coordinating and overseeing the national program for addressing the challenge of street persons (Street Families Rehabilitation Trust Fund 2012)

The SFRTF has a mandate to raise funds and facilitate support and rehabilitation of families who live on the streets, e.g., homeless families. The program is semi-autonomous and functions outside the civil service structure as a way to bring together and deploy resources from all sources rapidly and with enough flexibility to meet evolving needs. Trustees for the fund are drawn from the private sector, local government, the Finance Ministry, the MoGCSD, and the Ministry of Youth Affairs and Sports. The Board of Trustees is chaired by a leading industrialist and philanthropist. The SFRTF has programs in each of the 47 counties (previously all 175 localities).

The SFRTF provides services such as reintegration, legal support, social work, referral to health services with a waiver, and payment of school fees. Approximately 1,000 people receive vocational training and skills per year. Fund programming provides training support and startup kits for setting up a small business (including six months' rent/equipment, etc.) targeted at young adults and adults. The Eco-Village project, also targeted to young adults, operates a kibbutz model cooperative. The SFRTF outsources education for youth in its programs through collaboration with the University of Nairobi, the Kenya Institute for Administration, the Government Training Institute in Mombasa, and the National Youth Service.

Client population

The GoK estimates the number of street persons in the country to be approximately 300,000 out of a population of slightly over 43 million. An estimated 4,000 to 5,000 children are served annually. The SFRTF also serves families including adults living in the streets.

Staff cadres

Staff within this program are seconded from the MoGCSD and are predominantly COs. The SFRTF trains service providers seconded from the DCS (COs, house mothers, teachers) and the

Ministry of Youth Affairs and Sports. The SFRTF provides this training to better enable service providers to meet the unique needs of street children.

Geographic dispersal

Information from interviews indicates that the SFRTF has programs in all 47 counties.

Ministry of Home Affairs

Department of Probation

Program description

Probation Service handles the supervision of various court orders subject to community sentences, probation orders, and community service orders. This is for all categories of offenders, juveniles, as well as adults. In addition, Probation Service is responsible for reintegration of ex-offenders, including juvenile offenders coming from borstal institutions up to the age of 21.

Probation officers (POs) work collaboratively with SWOs, SDOs, COs, local authorities, and the police, across various ministries and agencies. All employees of the Probation Service are a part of the SWW; more specifically, they are criminal justice welfare workers. The Department of Probation provides welfare services within the criminal justice system. Probation hostels are available for 14- to 16-year-olds on probation if they cannot be at home.

Client population

An estimate of children in care was not made available.

Staff cadres

Probation officers: The total is an estimated 630 with a goal to have 1,000 POs for the entire country in the near future. While these numbers may seem high in comparison to the numbers of COs, it must be noted that POs work with adults and children alike. POs hold four-year degrees in any of several fields (social work, sociology, and psychology currently are the most common of degrees held by POs). Once hired, a PO will receive two weeks of training and orientation as a minimum. See Appendix 6 for the scheme of service.

Volunteer probation officers: Current numbers of VPOs are very low, though reportedly plans for new recruitment efforts are underway. At one time the number of VPOs was as high as 800. The objective is to have at least twice as many VPOs as POs in order to expand the number of youth reached. VPOs work closely with POs. VPOs must apply for their position and are carefully screened. They must be over 30 years of age as well as be citizens in good standing. If accepted, VPOs may serve for three years. See Appendix 7 for the *VPO Handbook*.

Database

A database of probation staff is being further developed. See *Monitoring and Evaluation and Information Management Systems: Strengths and Opportunities in Selected Social Sectors*, December 2010 in Appendix 4.

Geographic dispersal/institutions

Interviews covered the dispersal of probation hostels. Probation hostels are located in Kisumu (children 10-14); Nairobi (youth 14 and older); and Nakuru (young women and girls older than

13). Others were reported to be under development. No data were provided on the dispersal of staff.

Department of Prisons Rehabilitation and Welfare Services

Program description

Supportive services are provided for children from birth through age four, living with their incarcerated mothers. Children aged five and older are placed with relatives or DCS homes.

The department operates a primary school for children in its Rehabilitation and Social Welfare program. After primary school, youth are sent to schools in the community, outside of the prison system.

Incarcerated youth, ages 16 through 18, are served in youth centers with counseling, education, life-skills training, sports, and choir. Programs provide ongoing support to youthful offenders attending schools outside of the prison system. Youth in an institution work with a team of SWOs and POs to be reintegrated into their families and community. Borstals are for those offenders 16 years of age and younger. Faculty members provide training in youth and adult facilities. There is a regular monthly inventory report on the number and type of personnel from the ministry database.

Client population

An estimate of the number of children in care was not made available.

Staff cadres

Social welfare officers (II and III): There are an estimated 250 SWOs nationwide in Kenya. A total of 800 SWOs are needed (the desired ratio of staff to youth is 1 SWO for every 50 youth). SWOs may be civilians or uniformed members of the prison staff. As uniformed officers they must attend to prison security needs first, as the welfare of children and youth in custody is not their priority. There are not enough civilian SWOs. Currently the three institutions for children are staffed with uniformed SWOs, not civilian SWOs. Please reference Appendix 6 for the scheme of service.

An SWO II must hold a four-year degree in any of a variety of fields (social work, psychology, counseling, and anthropology are typical). The SWO III must hold a diploma. Once hired, the SWO must take a nine-month prison training/induction course. Staff members are encouraged to sign up for additional courses. An extensive in-service training curriculum is being developed with support from Japan International Cooperation Agency. See Appendix 8 for details.

Database

Interviews revealed that there is a database for SWOs. The database logs information from the monthly reports by SWOs. Again, as with others, this database is being further developed. See *Monitoring and Evaluation and Information Management Systems: Strengths and Opportunities in Selected Social Sectors*, December 2010 in Appendix 4.

Geographic dispersal/institutions

There are two borstal institutions under the prisons department in Shimo la Tewa (Coast) and Shikusa (Kakamega); the Kamiti Youth Correctional and Training Center is in Nairobi. Each must

have at least one civilian SWO, though at the time of the interview these positions were held by uniformed SWOs. The interview revealed approved staffing levels call for at least three SWOs and teachers for each of these three facilities.

Ministry of Public Health and Sanitation

(Anticipated to merge with the Ministry of Medical Services and become the Ministry of Health)

Division of Community Health

Program description

This ministry provides health services and an enabling environment for the delivery of services to OVC. It works to ensure children from remand homes and rehabilitation schools who receive treatment are safely returned to their homes. It also takes action to notify authorities of violence against children.

Staff cadres

Community health extension workers (CHEWs): The qualifications and responsibilities of this group was not a part of this analysis. CHEWs are government employees.

Community health workers: Community focus group meetings revealed that CHWs are relatively numerous at the local level when compared with other volunteer cadres such as VCOs and VPOs. Given this, CHWs are often asked to assist and intervene on behalf of children in crisis. As a result of this finding, this volunteer cadre has been included in this SITAN. Numerous individual CHWs reported having no training to work with children, especially with regard to psycho-social care.

The roles of CHWs are outlined in the *Trainers Manual for Community Health Committees*. They are summarized as follows:

- Teaching and motivating communities to improve health and prevent illness by adopting healthy practices
- Treating common ailments and minor injuries, as first aid, with the support and guidance of the CHEW
- Stocking the CHW kit with supplies provided through a revolving fund generated from users
- Visiting homes to determine the health situation and initiating dialogue with household members to undertake the necessary action for improvement
- Promoting appropriate home care for the sick with the support of CHEWs and facilities
- Organizing, mobilizing, and leading village health activities
- Maintaining village registers and keeping records of community health-related events
- Reporting activities to the CHEW and reporting specific health problems CHWs have encountered that need to be brought to the attention of higher levels.

CHWs are volunteers. The government recommends that NGOs willing to support CHWs offer the CHW at least Ksh 2,000 per month as an allowance, primarily to offset transportation costs incurred while discharging their duties.

Database

The Division of Community Health maintains a database.

Geographical dispersal

CHEWs number about 2,100. The number of CHWs is greater than that of CHEWs. The data below were obtained from the Community Health Services Division database within the Ministry of Public Health and Sanitation. These figures are estimates.

Province	Number of community units (about 5,000 people)	Number of CHWs
Nairobi	130	@10 per community unit=1,300
Central	357	@10 per community unit =3570
Western	324	@10 per community unit =3240
Nyanza	584	@10 per community unit =5840
Rift Valley	516	@25 per community unit=12,900
North Eastern	45	@100 per community unit=4,500
Coast	195	@50 per community unit=9,750
Eastern	160	@50 per community unit =8,000
Total	2,311	49,100

CHWs are volunteers serving community units of approximately 5,000 people each. These are established by the Division of Community Health Services in the Ministry of Public Health and Sanitation for ease of service delivery. The CHWs are to work with a corresponding CHEW. The CHEWs are fewer in number but are employees of the Ministry of Public Health and Sanitation and typically have a higher level of education. Densely populated areas have fewer CHWs since there are shorter distances to cover. In more sparsely populated areas, there are longer distances to cover and therefore the need for more CHWs.

Training and Education of the Social Welfare Workforce

Education and training in social welfare-related fields is available at a variety of levels and schools. Two universities offer bachelor's degrees in related social welfare fields. The University of Nairobi offers a bachelor's degree in social work, as does Daystar University; the latter also offers both a bachelor's and master's degree in early child development. Both schools offer one-year diploma programs in social work and child development, respectively. The Kenya Institute of Social Work and Community Development offers one-year certificates and two-year diplomas in several subject areas important to highly vulnerable children and SWW strengthening. These include courses in social work and social welfare, early childhood development, psychology and counseling psychology, community development, HIV and AIDS management, and medical and health counseling.

Students can apply for and enter these programs regardless of their employment status. There are also a number of in-service training programs, too numerous to be addressed in this analysis, operated by formal educational institutions as well as by a variety of NGOs.

A table of educational requirements for various SWW cadres can be found on the following page.

Kenya's Social Welfare Workforce: Educational Requirements

SWW cadre	Required education	#s SWW in field*	Post-employment training	Ministry	Department	Associated institution
PO	Four-year BA degree (social work, sociology, psychology, others)	630	Induction: two weeks	Ministry of Home Affairs	Probation	Probation hostels
VPO	No education requirement	Data not available	One-week training	Ministry of Home Affairs	Probation	
SWO II	Four-year degree (social work, psychology, counseling, anthropology)	250	Nine-month training/induction course	Ministry of Home Affairs	Prisons Service	Borstals
SWO III	Diploma		Nine-month training/induction course	Ministry of Home Affairs	Prisons Service	
CO	Four-year BA degree (social work, sociology, community development, others)	406	Data not available	MoGCSD	DSC	District AAC CPCs
VCO	No education requirement	Data not available	Varying levels of training in: children's rights, report completion, child rescues	MoGCSD	DSC	Locational AAC
Childcare assistant	Secondary education certificate and diploma (social work, child psychology)	Data not available	Three-month course organized by the department	MoGCSD	DCS	Juvenile remand home Rescue center
SDO	Data not available	Data not available	Data not available	MoGCSD	Department of Gender & Social Development	
CHW	Data not available	49,100	Data not available	Ministry of Public Health & Sanitation	Division of Community Health	

*Note: The number of social welfare workers in each cadre is estimated except for the number of COs, which is actual.

Below is a table of programs offered by three key institutions based in Nairobi. Although the institutions are based in the capital, most of the students are from other regions.

Kenya’s Social Welfare Workforce—Related Education and Training Programs

Degrees offered	University of Nairobi	Daystar University	Kenya Institute of Social Work and Community Development
Four-year BA	BA in social work, sociology	BA in child development, social work	None
Two-year post-graduate MA	None	MA in child development	None
Diploma	Social work diploma	Child development diploma	Six types: <ul style="list-style-type: none"> • Social work • Early child development • Community development • Psychology • HIV/AIDS management • Medical/health counseling
Certificates	None	None	Five types: <ul style="list-style-type: none"> • Social work • Early child development • Community development • Psychology • HIV/AIDS management
Practicum/field work required	Yes	Yes	Yes
Approximate number of graduates per year	70	70	250

Institutions to train and educate the social welfare workforce

Equipping Kenya’s SWW with the knowledge, skills, and tools to offer social service provision is a key part of strengthening the workforce. It is directly reliant upon the universities and schools able to provide teaching, supervision, curricula, and structured experience in social work and related social sciences. Descriptions of three of Kenya’s most prominent programs providing education and capacity building to Kenya’s SWW follow. Each of these programs is based in Nairobi.

University of Nairobi

Degrees/education programs

- Bachelor’s degree (BA) program (four years) in social work and sociology, 50 students per class. This includes generalist training inclusive of community development and social welfare. Students are exposed to social research, social statistics, qualitative methods, social psychology, and the dynamics of human growth and development.
- One-year diploma program in social work (three semesters) including classes and field work
- Practicums are most often in government institutions, international agencies, or NGOs.

Faculty

There are seven social work faculty members.

Graduates

The University of Nairobi graduates 70 social work students annually: 35 from the daytime program and 35 from the evening program. Students first graduated from the University of Nairobi from the Sociology and Social Work Studies program in 1979. Since that time until now (2012), approximately 1,000 students have graduated with social work degrees.

Program specifics

Social work education is provided through the Regular or Module I program (a government-sponsored program). It is also provided in Module II Evening. This is the initial parallel degree program (self-sponsored students). The students are taught in the evenings (Monday-Friday, 17.30-20.30 hours) and Saturdays (8.00-20.00 hours). There is no social work training in the Module II (daytime) and Module III (distance learning) programs.

The School of Sociology and Social Work does not have a job placement service to assist graduates.

The program offers an indigenized knowledge base, teaching foundational social work theories and principles as well as history, and incorporating strategies for addressing contextual challenges relevant to local communities. Said one interviewee, "We have the African version of social work. The elders serve as counselors. We look at social change. But what are the best practices indigenous to Kenya?"

Geographical reach

The majority of the School of Sociology and Social Work's student population hails from Nairobi and the surrounding areas; however, there is a growing student body and recent enrollment reflects growing student numbers from outside Nairobi with many coming from Eldoret.

Daystar University

Degrees/education programs

- Master's degree (MA) program in child development
- One-year diploma program in child development
- Bachelor's degree program in social work: This program is under the Department of Developmental Studies. Currently, there is no master's degree in social work.
- Practicums are 11 weeks of field work for students and are aimed at exposure to institutions with children. The social work practicum focuses on direct services to children and work with childcare workers.

Faculty

There are six to eight faculty members.

Graduates

Daystar graduates 70-85 students annually:

- Approximately 50 students in the four-year BA program
- Approximately 10 to 20 students in the social work program
- Approximately 10 to 15 graduate students in the child development program.

Program specifics

Daystar University also provides short-term programs specifically designed for workplace training. A training was recently conducted for Childline Kenya. The university convenes forums on research and practical experience attended by government and other higher education institutions. As a Christian institution, the Christian concept of God is central in all the course curricula.

There is no formal student employment placement program. Reportedly, students are successful in finding employment without this assistance. There is an active alumni association office.

Geographical reach

The majority of Daystar students are from the Nairobi area.

Kenya Institute of Social Work and Community Development

Degrees/education programs

This institute provides training for certificates (one-year); diplomas (two-year); and advanced diplomas in a number of areas of study, among them:

- Certificate and diploma in social work and social welfare
- Certificate and diploma in early childhood development
- Certificate and diploma in psychology and counseling psychology
- Certificate and diploma in community development
- Certificate and diploma in HIV and AIDS management
- Diploma in medical and health counseling.

Practicum: Students participate in field work during the course of their studies.

Faculty

Lecturers usually hold a bachelor's or master's degree.

Graduates

- A total of 270 students complete SWW coursework annually (150 in social work, 100 in community development, 20 diplomas in counseling).
- Approximately 1,300 students are enrolled at any one time across all programs.
- There are 600 students on campus, and 300 distance-learners.

Program specifics

Beyond the coursework described, the institute provides short training courses to staff members of NGOs and community-based organizations.

Mid-level colleges, unlike universities, don't design their own programs. These training institutes' programs are controlled by the Ministry of Higher Education through the Kenya Institute of Education. Diplomas are awarded by the Kenya National Examination Council. The Kenya Institute of Social Work and Community Development only does the training.

The Kenya Institute of Social Work and Community Development has an active alumni association and a placement program for graduates.

Geographic/regional reach

The institute serves students from Central Province, Nanza Province, Rift Valley, Eastern Province, and the Somali refugee camp.

Database

The institute has a database as well as a log of job placement sites.

Educational requirements for positions within the SWW in Kenya are rigorous, yet no more than clients, especially OVC, need. In some topic areas, more specialized and advanced education is desirable, though the need may be hard to meet. In several interviews it was noted that the education of service providers did not meet the psycho-social needs of children who had been traumatized or those who were mentally ill. Together, from the three institutions explored, approximately 390 individuals graduate annually, prepared to enter the SWW. Two of the institutions reported that their graduates are able to quickly find jobs; however, it is not clear that they all find jobs in social services.

The Informal Social Welfare Workforce: Information from a Sample of Five Nongovernmental Organizations

In May 2012, the CapacityPlus team sent a brief survey to a number of NGOs and, more specifically, implementing partners working with UNICEF (approximately 47 organizations in all). The goal was to invite the informal SWW sector's perspective on training provided to volunteers in various OVC-focused social welfare service programs across Kenya.

Five organizations responded providing detailed information.

Organizations that responded included:

- Child Fund International through APHIAplus Nairobi-Coast
- Child Fund Kenya
- Childline Kenya
- Christian Aid
- World Vision Kenya.

The focus of the various programs is broad, including child assessment, family services, essential services to OVC, skillful parenting, placement, and cash transfers.

The combined geographic reach of these programs was wide, covering 36 out of 47 counties in Kenya. The number of volunteers reported in total was approximately 30,000, with some programs concentrated in specific urban areas only.

Each program reported offering basic training to their volunteers at a minimum. Courses might include one-day training on child assessment and data collection for CHWs; other course topics included child rights and how to mitigate various forms of child abuse. Three-day trainings on topics covered areas such as trauma, loss, and grief; or play therapy. Five- and ten-day training courses were provided by some NGOs to promote household economic strengthening for OVC caregivers with an additional five-day follow-up training on planning and management.

The workforce deployed by the informal sector to serve the OVC population is larger than the SWW deployed by the GoK. Therefore it is important to understand how the workers are deployed and trained, as well as to understand their education levels. Despite the challenge of an ever-changing landscape in the informal sector, more data needs to be gathered here in order to have a comprehensive picture of the totality of both formal and informal sectors available to address children's needs. Through the brief survey data above, we have tried to provide a hint of the numbers of volunteers and their in-service training.

Political Landscape

With the stated aim of the MoGCSD to develop a functional child protection system for Kenya in its strategic plan 2008-12, as well as the work more recently resulting in *The Framework for the National Child Protection System for Kenya – November 2011* and the naming of the National Child Protection Committee, it is clear that there is an ongoing commitment to improve and better coordinate services for highly vulnerable children. Literature and reports initiated by the GoK indicate a need to strengthen the capacity of the MoGCSD and the NCCS. Similarly there is recognition of the need for greater coordination among and between development partners offering capacity building, training, and services and the GoK (Maestral, 2010). Legislation and mandates supporting those working to support the OVC population are not as strong or comprehensive as they might be. Through the Children's Act, Parliament acknowledged and legitimized the job of CO, but there is no corresponding recognition of social workers, gender officers, SDOs, or SWOs. This makes holding workers to quality standards more difficult and contributes to a lack of status in the eyes of the community and colleagues. Also raised in this context is the absence of licensure for degreed social workers and the social work profession.

The DCS reports that the new constitution (approved in 2010) has given it a greater mandate to meet children's rights across the country; that will need to be matched with a significant increase in funding if the department is to be successful. In fiscal year 2011-2012, the government and development partners gave MoGCSD Ksh 4.1 billion against a request of Ksh \$10 billion.

Devolution mandated under the new constitution calls on a number of ministries to reassign much of their staff to work in the 47 newly designated counties across the country. The MoGCSD has reassigned many of their COs as of July 1, 2012. Other ministries have plans to do the same.

These factors together combine to create a challenging political landscape, though one in which positive SWW growth and development is possible with careful planning and ongoing support and resources.

OBSERVATIONS

In reflecting on the results surfaced from the review of literature pertinent to the development of Kenya's SWW; data gathered from interviews and focus groups; and SWW statistics and numbers provided by the various ministries, a range of findings emerged:

Overarching Findings

Two key findings are major challenges to be mitigated in order to strengthen the SWW.

- A shortage of funding was identified as a serious challenge in nearly all interviews—specifically at the direct-service level funds for daily transport, cell phones and air time, office supplies, and emergency needs of children in crisis. For paid staff, such as COs, POs, and SWOs, when resources are made available, they fall short of the need. Volunteer cadres who receive a stipend to assist with these expenses find the stipend inadequate. VCOs in particular receive no stipend, often making their work with children very difficult.
- A shortage of staffing was identified in all ministries: as reported in interviews, there is a shortfall of 550 SWOs against an approved total of 800 in the Prisons Rehabilitation and Welfare Services of the Ministry of Home Affairs. Further, there is no defined budget for civilian SWOs within the total of 800, yet they uniquely have the well-being of children in the system as their priority (uniformed SWOs address prison security issues as their priority). Additional anecdotal data indicate a shortfall of 370 POs against a goal of 1,000. In a detailed report from the DCS, a shortfall of 557 COs against a total of 963 authorized positions was indicated.

Related Findings

The overarching findings inherently create a variety of other issues and challenges to be navigated when planning to strengthen the SWW. Key information from interviews shows:

- Attempts made to fill staff gaps by the recruitment of volunteers have resulted in those with the least training and resources (VCOs and CHWs) called to serve children in crisis with most severe needs.
- CHWs, VCOs, and many COs often do not have sufficient training to address the psycho-social and mental health needs of children who have been orphaned and/or traumatized, and of those who are mentally ill.

- In cases of violence against children, often VCOs are the ones taking the child to the CPU.
- There are more than 500 police stations, but not all have CPUs. Where there is a CPU, often the units have no emergency contact for weekends and after hours. Both VCOs and the Department of Community Policing raised this issue given that CPUs serve as a critical intake point for children in crisis.
- There are no borstals for girls age 16 and younger; instead, the girls are held with the women's prison population.
- The MoGCSD attracts few social work graduates as applicants, yet a social work degree is a preferred qualification.
- Nepotism was identified as an obstacle to employment for university graduates.
- Regional balancing, a government policy for deployment of the SWW, creates challenges for those who do not find it easy to move.
- The Kenya National Association of Social Workers (KNASW) was acknowledged as too weak to be a resource for social work jobs or to act as an advocate for the SWW. The association itself raised the issue that many social workers are unemployed or underemployed.
- Two of three institutions for higher education interviewed do not have job placement programs for their SWW graduates.

RECOMMENDATIONS

From the preceding overarching issues, a series of recommendations can be offered. Some fall under the rubrics of the framework for strengthening the SWW:

Planning for the Social Welfare Workforce

- **Continue Filling SWW Vacancies:** Nationwide, there is an urgent need to continue filling vacancies of approved positions at a steady rate—specifically with regard to COs, civilian SWOs, and POs—with attention to an effective balance between direct service positions and administrative positions. (See *Strengthening Child Protection Strategy – Activity Plan*, p. 12 - 13.)
- **Increase Coordination between the Ministry of Public Health and Sanitation and the MoGCSD:** This is needed particularly with regard to deployment of and collaboration in the field between COs, VCOs, and CHWs. On a local level, explore including CHW's in AAC meetings to ensure coordination and provide support to CHW's in their delivery of services to vulnerable children.
- **Increase Coordination between the Ministry of Education and the MoGCSD to explore the Possibility of Deploying COs on School Grounds:** This could have significant impact. Healthy development of school-aged children requires support from adults beyond their family members or those in their household, and on through

adolescence. Teachers and school administrators are supportive while providing academic learning; school social workers augment that support. The model of school social work places a social worker in the school building, on the grounds or immediately adjacent. A number of countries and the European Union have school social workers (among them, the US, Finland, Japan, New Zealand, Sri Lanka, and the United Kingdom) (Illinois Association of School Social Workers, 2012 and Child, Youth and Family, 2012). Alternatively, establishing health clinics/children service centers on school grounds or immediately adjacent would provide greater access to services. The World Health Organization (WHO) also has long recognized the potential of school settings for health and mental health services (WHO, 1998). In the U.S. school-based services and clinics tend to provide more opportunity for access to adolescents, especially those who are poor (Jackson and Lopez, 2000).

Developing the Social Welfare Workforce

- **Deliver In-Service Training to Staff and Volunteers in Mental Health and Psycho-Social Support to Children:** Training should be made available to staff and volunteers who regularly work with children who have experienced violence and trauma. Universities could also focus on strengthening their curricula to address this knowledge gap (See *Strengthening Child Protection Strategy – Activity Plan*, p. 13).
- **Track Social Work Graduates Job Placement:** Universities generating graduates with relevant social service degrees should collaborate with the GoK and NGOs to track graduates to determine if they go on to work in the SWW and to assist with job recruitment and placement. This would be one way to assess whether more graduates are needed or whether better recruitment is needed to fill existing vacancies.
- **Promote Programmatic Review of Curricula:** Universities and training institutions should emphasize ongoing programmatic reviews to ensure curricula address skills gaps vis-à-vis competencies required for service delivery; one example would be to use CO Schemes of Service as a baseline by which to assess how well the curricula prepares graduates.

Supporting the Social Welfare Workforce

- **Create Legislation Supporting a National SW Association:** A legal mandate for social work and a social work association, similar to other professional associations in Kenya, needs to be established to enable networking and the potential of the association to assist and support members of the SWW.
- **Develop Nationwide Standardized Definitions for Social Work and Job Titles in Use in the Formal and Informal SWW Sectors:** Referencing international definitions of the social work profession, and practice in Kenya, the Kenya National Association of Social Work and schools of social work should develop a standardized national definition. As social work can focus on any of several populations (the elderly, refugees, the disabled, children, etc.) specialized training in child development is recommended for those

seeking to work in child protection. Specific job titles including SWO's, Childcare Assistants, SW, etc. should also be harmonized across the formal and informal sectors.

- **Continue Expanding SWW Institutions and Facilities:** More institutions need to be created to provide the SWW facilities to work out of, making their work more effective in meeting the needs of vulnerable children. These would include:
 - CPUs: Respondents expressed the hope that there would be a CPU at each police station, with trained staff to support and manage children who are victims of violence or who are in trouble with the law. The current specifications for establishing CPUs and the underlying drivers to expansion were not a part of this study (See *Strengthening Child Protection Strategy – Activity Plan*, p. 14).
 - Borstals: A borstal for girls in the juvenile justice system should be established, as girls are currently incarcerated with adult female offenders.
 - CPCs: These centers can offer COs and AACs a centralized local base from which to operate. CPCs serve large numbers of children and facilitate networking among workers in connecting children to resources (See *Strengthening Child Protection Strategy – Activity Plan*, p. 12).
- **Ensure Sufficient Funding:** Ministries must include in their budget planning sufficient funds and resources for SWW staff to discharge their duties. This includes resources for cost-effective deployment of social welfare services: for example, the DCS should be funded to directly assist police CPUs in working with troubled or abused children.

PUTTING RECOMMENDATIONS IN ACTION

Coordination between and among all actors in OVC services and child protection services increases efficiency and effectiveness exponentially. The National Child Protection Committee (NCPC), comprised of key GoK ministries and external stakeholders, is positioned to play that role, overseeing the strategic implementation of activities pertaining to child protection as well as the Social Welfare Workforce. This body has been tasked with ensuring the Child Protection Strategy is adopted and recommended activities subsequently deployed. As this report endorses the action plans of the Child Protection Strategy and offers activities that complement it, the NCPC should become the guiding coalition that provides oversight and ownership of all these recommendations.

Furthermore, new data regarding the demographics of Kenya's SWW should be compiled with the NCPC to be used for strategic planning purposes. This report offers a snapshot of the SWW as of July 2012 and will need to be refreshed periodically for a more current understanding of the evolving workforce. Therefore, the NCPC should be supported and strengthened to serve as a strategic body stewarding not only the Child Protection Strategy but the recommendations of this report.

Aligning with the MoGCSD's Program Strategy (2011-2014) to Strengthen Child Protection in Kenya

The tasks of the SWW serving the OVC population overlap in large measure with the child protection service system. As mentioned previously, relating the findings from this SITAN to recent work done on Kenya's child protection system is a means of facilitating the efforts of those who will carry the work forward of strengthening the workforce. What follows is a reflection of the two: the strategy and the findings of this SITAN together.

The MoGCSD and UNICEF developed a multi-year strategy to strengthen Kenya's child protection system. This strategy can be found under Appendix 11, and the resulting *National Framework for Child Protection* can be found under Appendix 12.

In order to ensure that this exercise is value-added and not duplicative, UNICEF and USAID asked that the data findings from this SITAN be vetted against the findings from the strategy and, where possible, highlight data that affirms and aligns. Page numbers following the quotations below correspond with the page on which the topic is addressed in the document *Strengthening Child Protection in Kenya - Program Strategy: 2011-2014*. Following that are findings from the SITAN that affirm the strategy.

Financial constraints

An ongoing issue is “[h]ighly constrained financial resources.” – p. 7

Repeatedly, interviewees reported that social services and, more particularly, the MoGCSD suffer from a lack of funding. AACs at the district level are expected to coordinate services to children with practically no government support whatsoever.

Inadequate infrastructure

A broad challenge is “[i]nadequate infrastructure in terms of availability and current conditions.” – p. 7

When interviewed, most SWW colleagues reported a lack of infrastructure affecting their ability to discharge their duties—whether it was reimbursement for transport, procuring office space, having stationary, or photocopying to oversee cases. Systemic infrastructure and staff availability play a significant role in child protection.

Limited number of children's officers

Kenya's strategy states that an additional problem is...“The limited number of children's officers in Kenya, relative to the needs, and the many gaps in organizational, human, technical and financial resources...” – p. 6

HR data suggest that there are not enough COs or VCOs, either in number or geographic dispersal, to serve Kenya's vulnerable children. The largest cadre at the local level remains the CHW, which is often pressed into service without the commensurate training to serve children in need adequately. Scaling up the number of COs would have immediate impact in ensuring services are provided to children at the grass-roots level.

Child protection centers

“CPCs serve as service providers and referral mechanisms at the county level (especially legal aid and counseling).” – p. 6

Information gathered at the Malindi CPC reflects the value of this “one-stop shopping” for highly vulnerable children and families in need. These centers are able to handle a large number of children in challenging situations and connect them to resources and support. Expanding this concept and ensuring county AACs and district COs have a base from which to operate centralizes service provision for children and creates more opportunity for support and referrals.

The role of the area advisory council

“The role of the AAC will be crucial, and reflects the community-focus of the program.” – p. 6

The SITAN data concur wholly with this assessment. The coordinating role of the AAC at the county and locational levels is critical in ensuring children at the grass-roots level are receiving basic services. Investing in strengthening this coordinating body will generate huge dividends, especially in ensuring strong leadership from the CO chairing the AAC.

The role of the National Council for Children’s Services

The need for enhancing “[t]he role of the cross-sectoral NCCS and its mandate to establish AACs at the district, divisional, and location-specific levels...” – p. 6

Anecdotes regarding the functionality and impact of the NCCS suggested that this national-level coordinating body could benefit from strengthening as well.

Lack of inter-ministerial and agency coordination

“The need to coordinate more effectively inter-ministerial and agency work in a range of areas, from health/education to justice.” – p. 7

The SITAN exercise experienced the challenge of communication firsthand, when the newly developed child protection strategy and national framework were not initially flagged for review. These key documents had been developed and vetted by the MoGCSD and UNICEF. Seamless coordination between ministries and donors is key in maximizing the impact of social service delivery.

Community sensitization

There is clearly a “need to strengthen community sensitization to child protection issues and needs.” – p. 7

In order for the locational AAC to be able to function as effectively as possible, members need to sensitize the communities to how they can work together in support of vulnerable children. Strengthened AACs should work in concert with schools to familiarize them with child rights as well as other key legislation on child protection.

Challenge of using data to make better decisions

Given the information needs of the system and the view that good data can contribute to better decisions, information management is a challenge.

The SITAN struggled over the course of seven months to procure solid data on Kenya's SWW, specifically with regard to numbers of workers in a given cadre and their geographic dispersal. Without this information, creating a strategic plan for maximum impact will be difficult. Assessing the various databases in the range of ministries involved would be helpful. An overarching information system aggregating data on the SWW, institutions serving children, and sharing data across ministries could be highly informative and useful in strengthening the SWW.

CONCLUSION

Kenya's efforts to date have been far-reaching and built on important concepts of child well-being; treating the whole person; and viewing children as members of the larger community. As devolution is implemented in accordance with the new constitution, and as local structures at the county level are established, these efforts will shape the direction of development of the SWW. Furthermore, the conceptual framework for strengthening the SWW—with an emphasis on planning, developing, and supporting the workforce—is an effective tool to be applied at both the county and the national levels. And in all these efforts, the continued leadership of the MoGCSD is essential.

It is our hope that this report will complement and add to the Strategic Plan for Strengthening Kenya's Child Protection System which is awaiting formal adoption and implementation. We trust the data offered will support the other ministerial initiatives underway to continue staffing, resourcing, and capacitating Kenya's SWW. To keep stakeholders in the SWW engaged in positive development, this analysis could be disseminated through relevant GoK ministries and departments with support from development partners (e.g., USAID and UNICEF) to the various ministries profiled within, as well as implementing partners comprising the SWW Steering Committee, the Kenya National Association of Social Workers, and the academic community training the SWW. Strong and ongoing leadership from the DCS and the National Child Protection Committee will be essential to continue the work of strengthening the workforce serving Kenya's most vulnerable children.

Building on its strong foundation of child-protection legislation and strategic planning; civil service positions established to serve vulnerable children; and formal institutions qualified to train the SWW, Kenya is optimally positioned to capacitate, grow, and deploy its workforce effectively in the years to come.

REFERENCES

- African Centre for Childhood. 2012. Retrieved from http://www.acchildhood.org/index.php?option=com_content&view=article&id=22&Itemid=45 .
- Barker, R. 2003. *Dictionary of Social Work*. Washington, DC: NASW Press.
- Child, Youth and Family, Ministry of Social Development, New Zealand. 2012. *Social Workers in Schools: Information for School Staff*. Retrieved from www.cyf.govt.nz.
- Illinois Association of School of Social Workers. 2012. *What is a school social worker?* Retrieved from www.iassw.org.
- Jackson, V. and Lopez, L. (Eds.). 2000. *Cultural Competency in Managed Behavioral Healthcare: Delivering services in urban schools*. Providence, RI: Manisses Communications Group, Inc.
- Maestral. 2010. *Child Protection Systems Mapping and Assessment – Kenya, Dec. 2010*.
- National Association of Social Workers- USA. 2010. *Overview: Working for equal opportunity in the U.S. and internationally*. Retrieved from www.socialworkers.org/practice/intl/definitions.asp .
- Street Families Rehabilitation Trust Fund. 2012. Retrieved from www.streetfamielstrustfund.org).
- World Health Organization (WHO). 1998. *WHO Information Series on School Health*. Retrieved from www.who.int/school_youth_health/media/en/428.pdf.



USAID
FROM THE AMERICAN PEOPLE



CapacityPlus
Serving health workers, saving lives.



CapacityPlus is the USAID-funded global project uniquely focused on the health workforce needed to achieve the Millennium Development Goals. Placing health workers at the center of every effort, CapacityPlus helps countries achieve significant progress in addressing the health worker crisis while also having global impact through alliances with multilateral organizations.

The CapacityPlus Partnership



CapacityPlus
IntraHealth International

1776 I Street, NW, Suite 650
Washington, DC 20006
T (202) 407-9473
F (202) 223-2295

6340 Quadrangle Drive, Suite 200
Chapel Hill, NC 27517
T (919) 313-9100
F (919) 313-9108

www.capacityplus.org
info@capacityplus.org