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POLICY ON NATIONAL SOCIAL WELFARE

MINISTRY OF CO-OPERATIVES AND SOCIAL SERVICES
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POLICY ON NATIONAL SOCIAL WELFARE

PART I

1. Introduction

Kenya's views on social welfare were first set out in the Kanu Election Manifesto of 1963 and became official policy soon after Independence. They acknowledged that without the personal involvement and social advancement of the individual members of the society, there could be no lasting progress, for the human resource was accepted by the new Government as the foundation of Kenya's national development. Social welfare services were therefore to be more intensively organized at all levels of administration in order to enhance the well-being of all people, and to bring about a real improvement in their morale and standard of living. As a nation in which large numbers of the people, particularly those living in the arid parts of the country, had been geographically and socially isolated from the rest of the population, this determination to improve the economic and social well-being of all the inhabitants was a momentous undertaking, but the challenge was accepted with enthusiasm. In the field of social development, a new Welfare Division was created within the Department of Community Development and Social Services to plan and co-ordinate all social welfare activities throughout the country in association with local authorities and voluntary agencies. A National Council of Social Services was also set up to advise the Department on the co-ordination of the efforts of the voluntary sector.

As the country enters a new decade, and since this coincides with an accelerated rural development programme, it is advisable to reappraise the policies and achievements of the past few years in light of the rising population, increased urbanization, the resulting disruption of traditional rural life and the migration of rural people into the towns. The following paragraphs therefore set out Government thinking on how social welfare development should be organized in the next five years, fields where emphasis should be laid, and the methods which will be employed in the training and recruitment of the personnel needed to implement the new policies. The need for research into social welfare problems is also discussed.

2. National Welfare Objectives

Social Welfare, as defined in this paper, is organized activity directed towards providing a social climate in which the individual can meet his needs, whether temporary or permanent, and fulfil his function as a member of his group and the community. Since Independence, the organization of these services has followed the same broad patterns of most African countries. In some areas of Social Welfare, Government has taken direct action, notably in financial aid to destitutes and in the provision of services to juvenile delinquents. In others, encouragement has been given to local authorities and voluntary agencies to take responsibility, assisted with Government grants. The churches have also played a leading role in pioneering and developing social services, and their contribution continues to be invaluable.

Stress will be given to most of these items as a matter of urgency, as all of these programmes have been initiated already. However, more assistance to Relief of Distress can be left to the time when more resources are available as this is a remedial service; nevertheless bearing in mind that it too must go hand in hand with preventive services. Assistance to the aged will also be kept at moderate levels as many of them are still catered for under the traditional, extended family system. The trend seems to be moving more towards the breakdown of this system as more and more young people flock to the cities leaving their old parents behind to fend for themselves. There are also other elderly destitutes who have lived in cities all their lives with no place to call home or no family and these too need the protection of the State.

3. Organization of Social Welfare Services

Ministerial responsibility for the social welfare service in Kenya is at present shared between several Ministries, e.g. Co-operatives and Social Services, Home Affairs, Labour, Health, Local Government, i.e. County Councils and Municipalities. Several voluntary agencies are also involved. This is inevitable, as the problems faced by people are seldom capable of soluation by a single agency; the problems themselves demand co-ordination of effort.

The Ministry responsible for social welfare—presently the Ministry of Co-operatives and Social Services, oversees the following programmes:—

1. Family Welfare Services, which include:
   - (*a*) Child Welfare Services.
   - (*b*) Family Casework.
   - (*c*) International Case Consultation.
   - (*d*) Social Aspects in Family Planning.
   - (*e*) Social Aspects in Mental Health.
   - (*f*) Youth.
   - (*g*) The Aged.
2. Public Assistance to the Needy—(Formerly, Relief of Distress Fund).
   - (*a*) Distribution of Welfare Relief Supplies.
   - (*b*) National Emergency Welfare Relief Projects.
3. Care and Rehabilitation of the Disabled.
4. Kenya National Council of Social Services and the Voluntary Agencies.

An imporatant aspect of policy will be to continue this partnership with the voluntary agencies and Local Government Authorities to ensure that welfare services are provided for all in the Republic. Contributions by voluntary organizations and private donors will be encouraged, but Government accepts that its contribution towards social welfare will also have to be increased as Kenya's population grows. However, the level of financial allocation for social welfare services will be governed also by factors other than those included in this policy statement and will therefore be the subject of discussions with the Treasury each year. Contribution by Government will be used mainly to ensure a fair and uniformed distribution of social services to all citizens who need them, particularly to assist destitute individuals, families or community groups to achieve and maintain acceptable levels of living. Welfare programmes will aim to reduce or eliminate personal dis-organization and distress, and to render persons and communities more capable of looking after themselves by helping them to acquire training and skills for earning a living, as well as encouraging local communities to establish and operate reserve funds organised on a family, clan or relatives group to help them in times of distress or need. In encouraging communities to institute such savings, the social workers will liaise closely with the official of the Social Security Fund of the Ministry of Labour.

Indeed, programmes in social welfare must be considered in relation to the causes of social breakdown and other changes in our society which can lead to their elimination. However, these problems cannot be handled entirely through social welfare programmes. The costs involved would be too great and the programme scale far beyond establishment capacity. This necessitates that social welfare policy must constantly stress the Urgent Need for improvement in those services which can reduce and prevent social problems, i.e. more employment in agriculture, commerce and industry, transport, improved wages and income distribution, better education, as well as more adequate health services. By so doing, the social welfare effort, which endeavours to cope with the results of social breakdown in the rest of the society, will most certainly be closely integrated into total planning for national development.

Given this strategy, priorities for the social welfare programme and the allocation of Government resources for it during the plan period will be in the following order:—

(i) The Day Care Centre Programme;

(ii) Grants in Aid with special emphasis on adoptions, foster care, and the pre-school feeding programme;

(iii) Social work training;

(iv) Care and rehabilitation of the disabled;

(iv) Family services, including public assistance to needy;

(vi) Assistance to the Aged.

5. Development of Social Services in Rural areas of Kenya.

6. Participation in the formulation of Training Programmes for Social Work Personnel.

7. Research and Evaluation of Social Problems, Services and Welfare Needs.

In future determination of priorities between these programmes will follow the strategy outlined in the second paragraph above.

To deal with specific problems pertinent to an individual Ministry or several Ministries providing related services, inter-ministerial committees will continue to be formed from time to time on an *ad hoc* basis.

A national council to co-ordinate the services of the voluntary agencies was established in 1964 and has continued to bring the voluntary sector into closer working relationships with the Government.

The Ministry of Home Affairs is concerned, *inter alia,* with the operation of the Children and Young Persons Act, which deals with treatment of juvenile offenders and those children in need of care and protection. In addition, on the welfare side, the Ministry of Home Affairs administers the Probation Service, the Prison Welfare Services and works closely with the Prisons' Aid Association.

Local Authorities are empowered to organize welfare services under Local Government Regulation No. 145. The assistance they provide for development of services vary from the establishment, by the Nairobi City Council, of a Welfare Department concerned with the remedial and constructive aspect of social welfare, to local councils which, through lack of finance, initiative, or both, offer no welfare services whatsoever. Therefore, whilst local authorities will continue to play an important part in the provision of social welfare in their areas, the overall responsibilitity for the planning and supervision of welfare services for the nation as a whole must be exercised by the Ministry responsible for Social Services, which alone is in a position to gauge the problems affecting the whole country in this field. This policy does not, of course, affect the welfare services for which the Ministry of Home Affairs is responsible and which are being provided by the Prisons and Probation Departments as preventive measures against wrong-doers in the Society. Welfare Services for which the Ministry of Social Services is responsible are those directed at the general public and include children and family welfare services, and the formulation of policy for Day Care Centres for children of kindergarten age. Organization of training policies for social welfare workers, and the provision of subventions to local authorities and voluntary organizations for their social welfare programmes are also co-ordinated by the Ministry of Co-operatives and Social Services. Uniform standards of training of social welfare workers must be maintained, as well as uniform conditions for their recruitment and employment. It is the responsibility of the Ministry of Social Services to ensure that local authorities and voluntary organizations which provide welfare services in the country do so in accordance with the standards laid down by Government.

In the past responsibility for the organization and promotion of social welfare services within the Ministry was entrusted to Community Development Officers at provincial and district levels, who functioned in close liaison with local authorities. However, with the increasing complexity of social problems resulting from urbanization and the flow of rural people into the towns, as well as their accompanying socio-economic repercussions in the rural areas, which have arisen mainly from the impact of socio-cultural changes, need has been felt to establish a special cadre of officers trained in social work to deal with the social problems of the nation. The Department of Community Development has therefore been re-organized and Community Development Offiecers will in future concern themselves mostly with the organization of the self-help movement, cultural activities, youth affairs where Youth Officers do not exist, and the overall co-ordination of departmental work at the district level. At this level, Community Development Officers will be regarded as the Ministry's representatives on the spot in matters relating to liaison with local authorities and the provincial administration. The Community Development Division will also be responsible for the organization of overall staff training programmes and the institution of an audio-visual aid service to support various sections of the Department. As regards social welfare, a special Division has now been created to form the nucleus or core for the supervision and planning of this service throughout the nation.

In order to clearly differentiate the functions of the Ministry from those of the Division and to distinguish the separate areas of responsibility, it has been decided that the operational role—the implementation or actual administration of services, including such functions as liaison with the Kenya National Council of Social Services, consulting with voluntary agencies, advising on such matters as social work education, helping to develop social welfare programmes—is the responsibility of the Social Welfare Division.

The role of the Ministry is to formulate policies. The necessary inter-ministerial and international communication for policy-making and planning of services will also be carried out by the Ministry, unless specifically delegated to the Social Welfare Division. In turn, the Division will feed to the Ministry the information necessary for these tasks, based on experience and expertise in implementing policy.

New Functions for the Division of Social Welfare

The following is a synopsis of functions for the Social Welfare Division that have evolved which should enable it to fulfill an operational role. Under the Commissioner for Social Services the Division has responsibility for:—

(*a*) Planning and co-ordinating the development of social welfare services in conjuction with Government and voluntary agencies;

(*b*) Liaising with the Kenya National Council of Social Services or any other advisory voluntary welfare agency on welfare matters;

(*c*) Giving direction to the development of social welfare programmes in the Ministry as needed;

(*d*) Assisting in the development of social work personnel;

(*e*) Supervising the field social work staff of Central and Local Government workers, where the latter looks to the Central Government for help with supervision;

(*f*) Developing a small research and evaluation programme within the Evaluation Section in the Department and collaboration with the University and the Kenya National Council of Social Services;

(*g*) Proposing new legislation for social welfare development;

(*h*) Introducing publications on social welfare matters;

(*i*) Administer, in conjunction with the Advisory Committee on social welfare and the Kenya National Council of Social Services, the grants-in-aid programme;

(*j*) Administer the public assistance (Relief of Distress) programme with special emphasis on:—

(i) Setting of standards and regulations pertaining to the use of Government funds for special welfare and relief purposes, and

(ii) Encouraging contributions from voluntary and local authorities in catering for the needy.

Recruitment in the Social Welfare Division will be based on the minimum qualifications of a University degree, diploma or recognized training in professional social work. Emphasis will be placed on professional qualification because of the high demand on skills, intellect, and knowledge in the development of human resources. An increasing number of posts are expected to be created for headquarters, Provincial and District Officers, required to develop and supervise specialized branches of social welfare services at these levels.

PART II

CONTENT OF PROGRAMMES

4. Welfare Services

A. Family and Child Welfare Services

In traditional tribal systems, welfare services for families were primarily the responsibility of kinship groups bound by traditional obligations and sanctions. With the development of Kenya as a modern state, a large proportion of whose population now live in cities and towns, the effect of rapid social change, especially in the urban environments, is to render traditional protection against social welfare needs relatively inadequate; conversely, the weakening of traditional forms of security has necessitated social services planned and directed on a national scale. Of foremost importance is a programme which ensures the unity, stability and health of every family in the nation.

As a long term objective, the country will need to ensure comprehensive coverage and continuous service for the family's members—from birth to old age. This will require a closer link, and adequate co-ordination, of such services as health (including family planning) formal and informal education for all age groups and more social welfare services, including the training of adults for new employment opportunities, as well as greater social security benefits covering a wide range of people, etc. In the meantime, however, more limited objectives must be acted upon.

Greater priority will be given to welfare services for normal children between the ages of 0-18. The conditioning process that takes places at this time—social and psychological—may be in a desirable or undesirable direction. This group is the most vulnerable segment of the population. Any loss or maiming of life during this period is a waste to the nation; and any gap in the programmes laid down for the welfare of children may lead to economic waste. On the other hand, the investment made in this period forestalls gaps occuring in the next period, adulthood. A policy geared toward the preventive approach is rational, when it is observed that 55 per cent of the total population of Kenya is under 21 years of age.

The responsibility for the age group 0 to 18 years is the family's. But as a large number of parents may be unable to give care to their children for reasons of poverty, or due to lack of knowledge, the Government accepts that there is need for it to provide assistance or services required to enhance the capacity of parents to discharge their obligations to children.

As rapidly as possible the Government intends to move towards a social welfare programme for the family which will include services in the following order or priority: —

Family financial assistance directed to needy children in their own homes, foster care, adoptions, children in institutions, places of safety, family conselling and guidance with regard to children, family casework for the unit, aid to youth, the aged and women welfare.

Emphasis in all these services will be on prevention of family breakdown, rather than on the development initially of highly specialized care, or expensive remedial treatment for any one segment of the family unit.

Stages which can reasonably be reached along the way with regards to preventive services by the end of the Development Plan period are forcecast as follows: —

1. Starting off 300,000 children in the Day Care Centre Programme with positive concepts on life in general, i.e. through social, emotional, physical and mental development which is necessary to develop during the formative years. This will be done through the Day Care Centre training programmes for teachers at national and district levels by the end of the plan period.

2. Promoting Adoptions and Foster Care Services for over 1,700 children in child welfare society homes as well as others whereby they are reared in a loving, family atmosphere as opposed to institutions. Again this will develop well rounded individuals rather than passive or overly aggressive adults with all of its manifestations.

3. Continuing with Nuntrition Awareness Courses for Day Care Centre Teachers, Women Leaders and mothers in order that our children and family members will develop into healthier people.

4. Continuing to support, through Grants in Aid, Voluntary Organizations which promote family and child welfare through education and the mass media.

5. Continuing with programmes such as the Children's Day Celebrations all over the country once yearly with emphasis on bringing children and parents together, rich as well as poor, abandoned or destitute, and keeping them into one another's lives, meaningfully, in order to prevent a "generation gap" as is evidenced in developed societies, such as the U.S.A. or Great Britain.

6. Supporting family planning efforts so that families are healthier and happier.

7. Assisting individuals, groups and communities in preparation for change which is necessary in a changing society such as ours.

The following paragraphs set out policies which will guide Government action in pursuing these programmes:

8. *Institutions.*—For some children there is no alternative to placement in an institution. Realizing that these homes are necessary, Government encourages them, but at the same time, sees the need to set up the administrative machinery and procedure for the return of the children to their own, foster or adoptive parents as soon as possible.

Through liaison with the Registrar General's Office and the Ministry of Home Affairs, an effort will be made to keep new developments in this field under continuous review. The aim is to forestall rapid, unplanned expansion in the number of homes which lack local support. On the other hand, encouragement will be given to the individual voluntary agencies seeking to establish children's institutions with the support of the people. It is expected that such agencies will also attempt to educate the local community as to the need for stable families, for it is such families that prevent children from having to be forced into an institution.

9. *Places of Safety.*—These are recognized by the public as institutions at present performing a vital service in respect of boys without care in Nairobi and in other urban centres. Government will continue its contribution to such institutions as long as they perform this service. In conjunction with voluntary agencies, it will seek to extend similar services to girls at the earliest possible time.

10. *Pre-School Feeding through the National Day Care Centre Programme.*—In view of the fact that there are over 300,0000 children in the Day Care Centre Programme, the Social Welfare Division has asked the National School Feeding Council and CARE to support its efforts in providing a long-planned, high-priority pre-school feeding scheme.

This programme must be undertaken in view of the fact that many children suffer from malnutritional diseases such as marasmus and kwashiokor. This problem is particularly serious within the years 0-5 which are the formative years. Poor physical health, due to malnutrition, can well affect their total development and functioning in later life.

The programme will serve two equally significant purposes: (1) making available to 300,000 pre-school children attending Day-Care Centres a high-protein wheat-based supplementary food to be prepared and served at participating Day-Care Centres by supervisors who have completed the CD/CARE nutrition awareness course begun five months ago and continuing into 1971; and (2) encouraging and assisting the initial production and distribution of a Kenyan wheat-based high protein food comparable in value to that scheduled for import over the next three years. UNICEF has expressed its interest in assisting the local production phase of this programme. CARE has already contributed £240,000 in commodities.

The programme merits immediate Government assistance as it will phase out by the end of the current development period. Although it will be planned and co-ordinated through the Division of Social Welfare, the National School Feeding Council and CARE, it will be administered through the National School Feeding Council and supervised in liaison with the Division's staff in the field. But Government financial assistance is expected to diminish at the end of the Plan Period.

B. Women Organizations

In recent years, particularly since Independence, Kenya's women have made outstanding progress and now rival their menfolk in many walks of life. The voice of women can now be heard in the highest councils of state. Their advance in education is significant. Yet, despite this notable progress, there is a clear need for the women of Kenya as a whole to be alerted to their full potential and to motivate them to participate more actively in shaping their own destiny and especially in mobilizing their energies for the improvement of the life and economy of rural Kenya. Efforts by women's organizations to this end have often failed to achieve the desired result due to numerous incohesive, small groups operating in isolation or conflict with one another.

Because of this state of affairs, which shows no signs of righting itself, uniformity of purpose can be best achieved if, as in some other countries, the Government adopts a more direct approach by revitalizing and strengthening liaison with the National Council of Women which is the umbrella for all women organizations in Kenya. The National Council of Women will provide the forum for communication and consultation between the organizations and Government on matters essentially affecting the welfare of womenfolk, e.g.:

(*a*) Vocational training opportunities for women;

(*b*) adequate maternity and social security benefits;

(*c*) promotion of special programmes of child care for working mothers;

(*d*) the provision of a forum for communication on social welfare between various groups of women;

(*e*) the dissemination of pertinent information on social welfare and family problems.

Operationally, the work of the National Council of Women will continue to to be carried out by voluntary workers and will be self-financed, but field social workers and community development staff will be made available for consultations and to help stimulate and guide programmes directed to the welfare of women.

C. Family Planning

Family planning, or planned parent-hood, as a national programme is recognized by the Kenya Government as a means toward realizing a vital welfare objective. The Ministry of Health is responsible for all clinical aspect of this programme and is providing the services freely to those persons asking for it. It has, however, to be accepted that the clinical side of family planning is only one facet. In many instances, persons coming to the medical setting have been prompted to do so by non-medical staff working in the field. This highlights the fact that the groundwork in preparing individuals to use modern spacing techniques cannot always be undertaken by nurses and doctors—many times already over-taxed, in view of Kenyas extensive medical services. Non-medical personnel, who may alert potential users to family planning services include adult educationists, teachers, community development and social workers.

In view of the potential assistance from both non-medical and para-medical disciplines, more co-ordination and co-operation between Ministries is imperative. The Ministry responsible for Social Services will utilize forums existing in voluntary agencies and other ministries to communicate and participate in promoting family spacing.

D. Mental Health

Except when a family member requires mental theraphy or mental care because of complete mental break-down, the family and the public, generally, are inclined to give little or no attention to the mental well-being of the community, succinctly called *Mental Health*. It has been argued that at this juncture in Kenya's development attention to this area would be tantamount to misplacing priorities. But as Kenya pushes forward in its quest for economic development, to ignore the plight of those members of the public who have been unable to cope with mental stress and strains, or those who are on the verge of collapsing, is to open the way for irreparable personal disorder and damage to the community. From the principle of prevention, therefore, the need exists for a permanent machinery to educate members of the public and relatives about the nature of mental stress and its treatment. While voluntary bodies can point to the problem, Government alone can master resources necessary for a national impact.

The Department of Community Development and Social Services highly supports the efforts of the Ministry of Health, now responsible for the national hospital for mentally disturbed—Mathari. The Social Welfare staff will assist in promoting public knowledge of and interest in this field. Social workers in training will also be encouraged to gain more knowledge about those who come under therapeutic care. Emphasis will be upon helping the patient to cope with his illness, and his family to accept that the patient needs it.

As required, the Department will be responsible for the promotion of channels of communication through which the related disciplines might share in transmitting skills needed to identify situations that lead to mental break-down. In addition, efforts will be made to promote new services by giving leadership in the planning and/or financing programmes related to mental health.

E. Youth Welfare

As early as 1964, the Ministry indicated its interest in youth by assigning special duties of ensuring vocational and educational opportunities for youth to the Department of Community Development. This has been further endorsed in the formation of a Youth Division within the Department. The primary responsibility of this Division is to co-ordinate the work of the voluntary agencies in this field, to promote the development of youth centres and polytechnics designed for pre-vocational training, particularly in rural areas, and to provide opportunities for better citizenship and civic participation.

The National Youth Service, the responsibility of the Ministry of Labour, is an essential national youth scheme, focusing on a disciplined life with skills necessary for productive adulthood. It is at the apex for the comprehensive approach of Government to youth development.

Other services provided to assist youth come largely through voluntary agencies. These include educational and recreational activities in the programmes of youth centres, the Boy Scouts and Girl Guides, and hostels for school students residing in the urban areas. Many of these agencies are also concerned with character formation and preventive measures, as such, they will continue to be promoted and assisted with public funds as far as resources permit. Nevertheless, a more comprehensive statement on youth training and development is being issued separately.

F. The Aged

The aged of the country, especially in African tradition, is held in high esteem and no national welfare programme would be complete without fully catering for the aged persons. To meet this need the National Association for the Aged will be revitalized. Its principal objectives will be:—

(*a*) to protect the interest and promote the welfare of aged persons in Kenya;
(*b*) to encourage ways to secure their continued training leading to improved conditions of family life;
(*c*) to establish or assist institutions required for the aged and infirm needing special care;
(*d*) to co-ordinate activities of other agencies having similar objectives;
(*e*) and to do such other things that directly or indirectly benefit the aged.

Financial aid will be provided as necessary to voluntary agencies that assist them. In addition, Government will support measures that assure to the elderly a minimum basic standard of living. Among these are the public assistance fund, relief from G.P.T. and residential care by either local authorities or voluntary agencies. The possibility of introducing an appropriate national social security scheme and free medical services will be examined.

5. Care and Rehabilitation of Disabled

Vocational rehabilitation of the disabled has been assigned to a Division within the Department and deals with equipping the disabled with technical skills, so as to become self-supporting.

But the overall welfare of the disabled persons cannot be wholly divorced from the Social Welfare Division. Finding relief of a subsistence nature and helping them to settle down in their newly acquired careers are mutual responsibilities for the two divisions. Cases originating from social welfare officers are referred to schools or training schemes under the Vocational Rehabilitation Organization.

Another responsibility of the Welfare Division is the supervision of Homes for the aged and infirm, established by local authorities and voluntary organizations. In these homes, old people who cannot help themselves receive care through social workers with skills to handle the problems of the aged; while those unable to move due to old age receive medical attention and the services of trained nurses. However, the majority of the aged and infirm are helped within their normal environment with the members of the family around to provide natural company. They continue to receive assistance both in kind and in cash through the relief fund. Government's policy is to continue to ensure closer co-ordination so as to utilize the limited resources available from Government and the voluntary sector to the best advantage.

6. Public Assistance to the Needy

A. Welfare Aid to the Indigent

Many individuals and families find themselves in grave hardships due to social forces beyond their control, and consequently fall below desirable levels of living Some form of public assistance is required if their survival is to be assured. For many others, assistance given at the appropriate time—such as in periods of temporary illness, unemployed, death, etc.—and in sufficient amounts, helps to preserve the self-respect of the individual or family, and enables the recipients to deal with the crisis and remain self-sustaining. Government has recognized that it has a responsibility to such groups and has continued to provide the public fund entitled "Relief of Distress".

Emphasis will be on using the fund as a means of rehabilitating those in distress. Community Development Committees and other relevant bodies will be utilized as instruments through which the community participates in identifying its welfare needs and determining priorities in relation to the use of relief funds. Empasis will be on finding means to prevent destitution and to accelerate the economic development of a particular area through self-help methods. Relief is to a temporary measure, designed to help individuals and families become self-reliant within the community. It is expected that the Ministry of Housing will continue to look into the question of rent subsidies for the poor.

B. National Relief Projects

Apart from the recurring demand to the poor just noted (formerly called "relief of distress") Kenya, as other countries, has suffered occasional national disasters—floods, fires, famines—when it has become imperative that Government should step in to assist.

To meet such emergencies as may occur, it has been decided that annually a percentage of relief funds will be set aside within the Ministry responsible for Social Services to assist communities or individual families affected by these calamities. Contributions from the voluntary agencies have been forthcoming in the past and will continue to be appreciated.

Government holds the view that whilst it has a responsibility to respond to national disasters, this can be done most effectively when operating procedures are established before-hand and sufficient knowledge and experience exist to respond promptly. For this reason the Social Welfare Division will remain, for the time being, the central channel for emergency relief within the Department of Community Development and Social Services.

7. Kenya National Council of Social Services and the Voluntary Sector

The Kenya National Council of Social Services was incorporated under the Company's Act (Cap. 486) in 1964, the year when the first Social Welfare Policy was formulated. Since its inception, it has endeavoured to co-ordinate the numerous voluntary welfare organizations. As an advisory body to Government, the National Council of Social Services has provided the channel of communication between Government and this large voluntary sector. Government has formulated a policy of partnership with such agencies and has channeled grants-in-aid to an increasing number of agencies through this body.

Government was assisted in the establishment of the Council by generous grants from the Rowntree Trust of England. But with the gradual withdrawl of this financial aid, the Council will more and more become the financial responsibility of the Ministry. It has no operational agency. Its role is to co-ordinate the efforts of the voluntary agencies in the field of social work and to advise the Government on the level of aid each should receive from funds voted by Parliament.

The voluntary agencies must continue to play a major role in welfare activity, even as Government develops greater capacity to directly respond to social human needs. They will be encouraged to supplement Government's services, operate experimental programmes, and to provide channels through which citizens—by voluntary financial contributions and work—express their concern for the welfare of others. Particularly, local councils and indigenous groups in the more rural and remote areas will be encouraged toward greater voluntary effort. Where no social workers are engaged community development workers will be expected to provide guidance and assistance to "Wananchi" toward the fulfilment of locally defined social welfare objectives.

8. Development of Social Welfare Services in Remote Areas

As welfare activities were for a long time executed almost totally by volunteers, most of the services so provided were available near and in urban centres where the volunteers lived. For this reason rural areas have been generally neglected and many are still without most basic services. This, in turn, contributed the drift of many persons from rural to urban areas, thus creating more social problems in the towns.

In recognition of the fact that 95 per cent Kenyans live outside the main towns, Government has adopted a national policy aimed to achieve an accelerated rural development. Community development workers have already made an outstanding contribution to this cause. It is expected that with the gradual distribution of social welfare officers in al districts of the country, higher levels of social services will be made available. Priority will be given to rural areas, as opposed to urban centres, in the use of grants-in-aid, expenditure for public relief, and in creating new welfare organizations and institutions in order to raise the level of welfare services in these areas. The major towns and municipalities in Kenya, including the City of Nairobi, already have well organized social welfare programmes. These too will be encouraged. The recruitment of qualified district social welfare officers for rural areas will be supported.

PART III

SUPPORTIVE PROGRAMMES

9. Social Welfare Training

The increasing complexity of social problems in both urban and rural areas, underlines the pressing need in the country for well trained professional social workers to deal with problems of social development. Recruitment of such staff, like that of Community Development Officers, is generally based on university degree in social sciences, or diploma in social administration. At present, these courses are only obtainable outside Kenya. Those being organized within the country are for the lower levels of social workers, but even here courses for social welfare staff are not equivalent to those designed for Community Development Officers at the Kenya Institute of Administration. It is felt that this disparity should be rectified and therefore plans are under way to upgrade local training for Social Welfare personnel and also to introduce a new type of course, referred to as "generic training", for all the disciplines involved in social work. The purpose of this course will be to teach all these disciplines, including community development and adult education, common principles which govern social work planning and administration, and to provide the participants with a wide understanding of the whole field of social development.

Courses at the Kenya Institute of Administration will continue, of course, to be limited in scope and will prepare mostly the middle grade personnel. But apart from this level of staff, the demand for postgraduate training in social administration has increased considerably and Kenya should no longer depend entirely on overseas institutions. Since Nairobi University has now established a Department of Sociology, it is necessary to explore the possibility of developing advanced courses in social work training within Kenya. Government will therefore explore the feasibility of establishing a local institute to offer postgraduate training in social administration and will also look into the possibility of creating a special council to advise on social work education and training. Providing the results of the investigations are favourable, steps will be taken within the next five years to set up the Council and to establish an institute in Kenya for advanced training in social administration.

10. Research and Evaluation

The Government accepts the truism that sound planning and policy making is dependent upon adequate facts readily supported by scientific research. For that reason a small Research and Evaluation Unit was established in 1967 to serve the whole Department.In addition, assistance from national and international agencies have been called upon to carry out research into a wide range of social problems, welfare needs and services.

Systematic record keeping, will be brought into each new service—such as rehabilitation, child welfare, women's affairs—both at the national and provincial levels. It is envisaged that vital raw materials will accumulate as new welfare services emerge. The more complex data for more ssytematic analysis and studies will follow later, as Government administration acquires the capacity to make use of such materials effectively through qualified staff in the research Division.

To adequately fulfill its function in the social work field, the evaluation team will consist of a sociologist, an economist, a statistician, and a social scientist with professional knowledge and experience in social development. By relating experiences in the field to the theories of applied social science, the functions of the Department will be discharged in a more professional and systematic manner towards the attainment of clearly defined objectives.

Most urgently needed types of research projects at present are the following:—

(*a*) the number of Day Care Centres in the country;

(*b*) social problems as exist in remote areas;

(*c*) the needs of hostel accommodation for youth flocking into towns,

(*d*) the number of children in institutions;

(*e*) the number of destitute aged.

Certainly research into these areas and the subsequent evaluation of these problems would be a helpful guide, not only to the Ministry's effort in these fields, but also for supporting work by local and international researchers and evaluators.

PART IV

11. Summary

An experience of five years is reflected in the new formulated policy statements outlined here. Nevertheless, as already indicated in the brief post-independence Policy of 1964, Social Welfare Policy must constantly evolve to meet the changing needs of the community. The Policy set out in this paper will be evaluated periodically and recast to meet new welfare problems and new community needs. Through a working partnership with the people, in the form of voluntary organizations, Government at this juncture is concerned with alleviating the most basic forms of distress and laying the foundations of viable organizations to carry out a progressive Social Welfare programme. In pursuing this policy, the Government is committed to building a stable, prosperous and happy nation. The social welfare programme outlined in this statement will therefore be geared to help realize these objectives and to ameliorate hardship and social injustice in our Society.

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