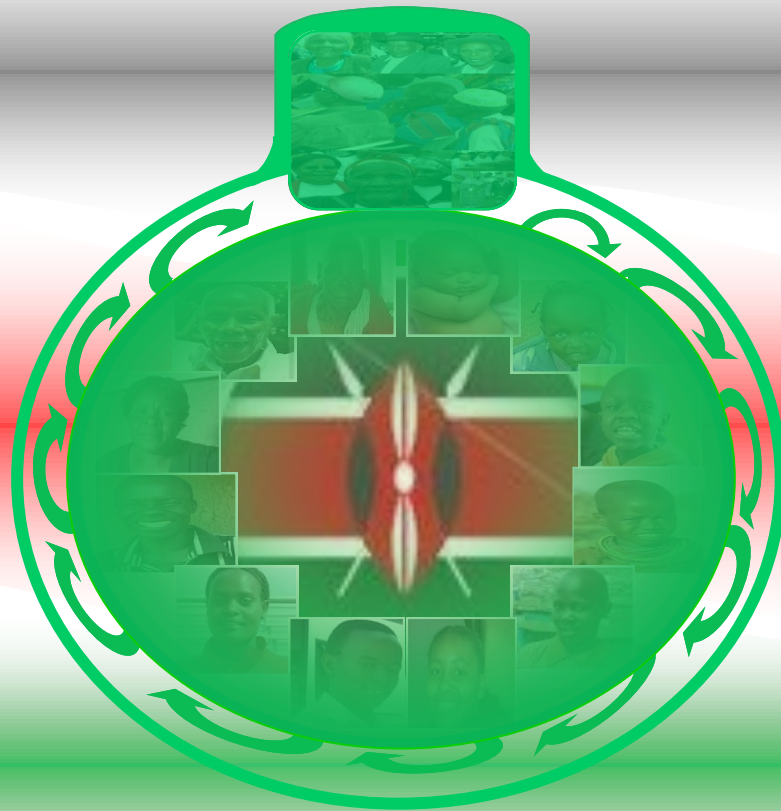




REPUBLIC OF KENYA

MINISTRY OF LABOUR, SOCIAL SECURITY AND SERVICES

**NATIONAL POLICY
ON
OLDER PERSONS AND AGEING**



REVISED 2014

Kenya (KENYA VISION 2030)

**NATIONAL POLICY
ON
OLDER PERSONS AND AGEING**

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**ISMAIL A. NOOR, OGW
PRINCIPAL SECRETARY,**

ABBREVIATIONS AND ACRONYMS

AU	:	African Union
CBO	:	Community Based Organization
CSO	:	Civil Society Organization
D&SD	:	Department of Social Development
FAO	:	Food Agricultural Organization
FBO	:	Faith Based Organization
GBV	:	Gender Based Violence
ICT	:	Information Communication and Technology
IEC	:	Information, Education and Communication
ILFS	:	Integrated Labour Force Survey Report
KNBS	:	Kenya National Bureau of Statistics
M&E	:	Monitoring and Evaluation
MIS	:	Management Information System
MLSSS	:	Ministry of Labour, Social Security and Services
NACC	:	National AIDS Control Council
NGO	:	Non Governmental Organization
NHIF	:	National Hospital Insurance Fund
NSSF	:	National Social Security Fund
SP	:	Social Protection
UN	:	United Nations

FOREWORD

The National Policy for Older Persons and Ageing was enacted by Parliament in February 2009. With the promulgation of the Constitution in August 2010, it became a requirement that all policy documents be reviewed and aligned with the Constitution.

The policy on Older Persons was reviewed and aligned with the Constitution in January 2014 through a consultative process that brought together a wide range of stakeholders who included the older persons themselves. In addition to aligning the document to the Constitution, the document was also reviewed to include emerging issues and the concerns of the older persons for the realization of the Vision 2030 and the Post 2015 Development Agenda. The involvement of the various stakeholders was in conformity with the Constitutional requirement Article 10(c) which stipulates public participation in public-policy making. The implementation mechanism takes cognizance of the two tier level of government, national and county in new governance structures.

The policy provides a comprehensive framework to address the unique challenges that older persons in Kenya face, and recognition of their rights, as distinct right holders and participants as per Article 57 of the Constitution. The policy also takes cognizance of the fact that ageing is a process which starts from the time one is born and hence the need to prepare for old age in human development.

The policy recognizes that older persons are an important segment of the National Population whose rights must be recognized, respected, protected and promoted. It is clear that the population of the older persons is growing rapidly due to wealth, better health, improved nutrition, and advance technology in treatment, early intervention and cure of diseases that have increased life expectancy. This is a major success and represent potential in terms of working power, qualifications, experiences, which Kenya needs to tap and use productively, even after retirement of 60 years. People are retiring from productive work when stronger than before with a wealth of knowledge, skills, talents, wisdom and energy. In principle, this policy endeavors to strengthen intergeneration solidarity among generations, facilitate interaction and respect among all ages and generations, and aspire for an inclusive society.

The policy will provide and highlight the importance of balanced intergenerational relationships based on mutual respect; and a comprehensive framework to address the unique challenges of long-term

care for older persons, more population of older women, elder abuse and older men dying earlier than women.

It is envisaged that this policy will inform other sectoral policies, programmes and plans to ensure the mainstreaming of issues older persons and ageing in development processes. It also provides a framework for enhancing Older Persons' rights, needs and aspirations. The policy will also provide a coordinated and harmonized mechanism for implementation of outlined interventions by the older persons and stakeholders.

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EXECUTIVE SUMMARY

The population of older persons, 60 years and above has increased rapidly. The first Kenya National Population Census Report in 1949, indicate a modest number of 270,000 to 1.4 million as per the 1999 National Population and Housing Census. The rise of population from 5.4 million in 1949 to 38.6 million, according to Kenya Population and Housing Census of 2009, portrays the rapid trend. The population projection for the year 2020 indicates a rise of the total population to 43.1 million respectively with that of older persons rising from 1.9 to 2.6 million.

The demographic shift towards increased older persons in society has been accompanied by rapid urbanization, shifting attitudes within communities and population movements. In particular, the increased movement of younger persons from rural to urban areas in search of employment has led to major changes in family structures, resulting in the breakdown of the extended family support systems to older persons in society with its in-built traditional social protection systems. On the other hand rural urban migration has also created a segment of older persons in urban areas who face peculiar challenges.

The United Nations convened the first World Assembly on Ageing in Vienna Austria, in 1982 to address issues of older persons and their implications on national development. The Second World Assembly on Ageing was held in Madrid, Spain in April 2002, which reviewed and reformulated the International Plan of Action on Ageing. The same year African Union, in July 2002 formulated and adopted its Policy Framework and Plan of Action on Ageing and focused on Older Persons on the continent.

Kenya being a member of the United Nations and African Union has domesticated these international and regional instruments. Parliament in February 2009 enacted the National Policy on Older Persons and Ageing to provide a comprehensive framework for guiding issues of older persons and ageing in development processes, programmes and also to inform other sectoral policies. It underscores the Government commitment in addressing the rights, and protection of this segment of population.

The Government through the Constitution (2010) underscores its commitment in addressing the rights, and protection of this segment of population. The Bill of Rights, Article 57 recognizes the rights of the older persons and it states, that the State shall take measures to ensure the rights of older persons are recognized and:-

1. To fully participate in the affairs of the society;
2. To pursue their personal development;
3. To live dignity and respect and be free from abuse; and;
4. To receive reasonable care and assistance from their families and the State.

The overall goal of this policy is to provide an environment that recognizes, empowers, and facilitates Older Persons to participate in the society and enjoy their rights, freedoms and live in dignity. Some of the specific objectives are to:

- a) Facilitate the provision of reasonable care and assistance to Older Persons by family and the state;
- b) Promote collaboration and partnerships among key stakeholders for the effective implementation of this policy;
- c) Promote the participation of Older Persons in development processes;
- d) Enhance and facilitate Older Persons to pursue their personal development;
- e) Create a favorable environment that enables Older Persons to live in dignity;
- f) Protect the Older Persons from abuse.

The policy is based on key guiding principles which are derived from the Kenya Constitution, Vision 2030, and other sectoral policies, legislation, international and regional instruments. Some of the key principles include: Human dignity, equity and social justice, inclusiveness, equality, human rights social protection and public participation.

The Ministry of Labour, Social Security and Services, is mandated by the Government to plan, implement programmes and address issues of older persons .It is mandated to oversee that all policy documents are reviewed and aligned with the Constitution of Kenya. The Ministry reviewed and aligned the policy with the Constitution Kenya (2010) in January 2014.

The policy contains five chapters namely; Introduction, policy framework, policy implementation and coordination, monitoring and evaluations and policy review and policy review. The policy framework identifies in 10 thematic areas presented as follows: Older Persons and the Law; Poverty and Sustainable Livelihood; Health, HIV and AIDS; Family; Community and Culture; Food Security and Nutrition; Infrastructure; Housing and recreational facilities; Education, Training and ICT; Employment and Income Security; Social Protection and Services and Cross Cutting Issues.

The policy addresses the 10 thematic areas and in each thematic area it highlights the policy issue(s), objective(s), and the policy statement(s), which details what the Government in collaboration with stakeholders will do to realize policy goal.

CHAPTER 1: INTRODUCTION

The need for a National Policy on Older Persons and Ageing arose from the Government's realization that without a coherent and comprehensive framework for guiding the different sectors and agencies involved in development issues pertaining to Older Persons, substantial resources and efforts may continue to be wasted.

The available international, regional, legal, policy, and institutional frameworks on Older Persons have guided the development and review of this policy. According to the Constitution of Kenya 2010, any Treaty or Convention ratified by Kenya shall form part of the Law of Kenya. These include:

- Universal Convention of Human Rights - 1948
- African Charter of Human and People's Rights
- International Covenant on Civil and Political Rights (ICCPR) - 1966
- International Covenant on Economic, Social and Cultural Rights (ICESCR) - 1966
- UN Declaration on the Right to Development – 1986
- The Convention on the Elimination of Racial Discrimination (CERD) – 1965
- The Convention on the Elimination of all forms of Discrimination against Women (CEDAW) – 1979
- The Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment (CAT) – 1984
- The Convention on the Rights of the Child (CRC) – 1989
- International Labour Organization Conventions (Various)
- UN Standards Rules on Equalization on Opportunities for Persons with Disabilities – 1992
- UN Convention on the Rights of Persons With Disabilities - 2006
- UN Plan of Action on Ageing – 1982
- UN Principles for Older Persons – 1991
- UN Proclamation on Ageing – 1992
- UN Plan of Action on Ageing - 2002
- AU Policy Framework on Ageing – 2002
- Constitution of Kenya - 2010

Constitution of Kenya, 2010

Under Article 57, the Constitution obligates the state to take measures to ensure Older Persons' participation, personal development, dignity, respect and protection from abuse; and together with the family, the obligation to provide care and reasonable assistance to Older Persons.

The Constitution of Kenya provides explicit rights, entitlements and privileges for Older Persons with specific obligations to the state and family.

Article 10 (2) (b) underlines the states obligation to protect Older Persons together with other marginalized groups; whereas Article 21 (3) obligates State organs and public officers to address the needs of Older Persons and other vulnerable groups.

Article 27 (4) promotes and safeguards equality and non-discrimination of Older Persons based on age, whereas Article 43 (3) obligates the state to provide appropriate social security to needy Older Persons.

Kenya Vision 2030

Kenya Vision 2030 is the long-term development blue print for the country aimed at creating a globally competitive and prosperous nation with high quality of life by 2030. The broad flagship project under the social pillar in Vision 2030, which is relevant to Older Persons, is through the establishment of a Consolidated Social Protection Fund (CSPF).

Older Persons and Ageing Policy

Prior to the adoption of the National Policy on Older Persons and Ageing 2009, issues of Older Persons were addressed through the Government Sessional Paper No. 7 of 1971 on Social Welfare, which provided broad guidelines for targeting Older Persons and other vulnerable groups. There was also a commitment by the government in the National Development Plan 2002-2008, which included an annual budgetary allocation for disadvantaged persons.

Other legal frameworks that cater for the concerns of Older Persons include:

- The National Hospital Insurance Fund (NHIF) Act
- Pensions Act
- The National Social Security Fund (NSSF) Act

1.1 Institutional Framework

The Government has established the following and other institutions to address Older Persons issues. They include:

1.1.1 Ministry of Labour, Social Security and Services (MLSS&S)

This Ministry is mandated to coordinate, mainstream and implement Older Persons concerns. It is charged with the responsibility of developing policies to guide in the implementation of the programmes and inclusion of Older Persons in the development process.

1.1.2 National Gender and Equality Commission

This is a Constitutional Commission mandated to spearhead efforts to reduce gender inequalities and the discrimination against all; women, men, persons with disabilities, the youth, children, the elderly, minority and marginalized communities.

1.2 Programmes

The government has put in place various programmes to provide care and support to the needy and disadvantaged members of the society. Such programmes include:

1.2.1 Social Protection

The specific social protection programmes implemented by the Government include social assistance, which comes in form of cash transfers that target Older Persons, persons with severe disabilities and orphans and vulnerable children.

Other forms of assistance include financial assistance in form of grants, food subsidies, and bursaries.

1.2.2 Adult Education

This programme is meant to provide Older Persons with functional literacy to enable them participate actively in national development.

1.3 Rationale

The rights of Older Persons are anchored in the Constitution of Kenya, Article 57, and hence the need for a policy and legislation that facilitates enjoyment of these rights.

1.4 Policy Goal and Objectives

1.4.1 Goal

To provide an environment that recognizes, empowers, and facilitates Older Persons to participate in the society and enjoy their rights, freedoms and live in dignity.

1.4.2 Policy Objectives

- i. To facilitate the provision of reasonable care and assistance to Older Persons by family and the state.
- ii. To promote collaboration and partnerships among key stakeholders for the effective implementation of this policy.
- iii. To promote the participation of Older Persons in development processes.
- iv. To enhance and facilitate Older Persons to pursue their personal development.
- v. To create a favourable environment that enables Older Persons to live in dignity.
- vi. To protect the Older Persons from abuse.

1.5 Guiding Principles

The guiding principles underlying the formulation of the National Policy on Older Persons and Ageing are derived from the Kenya Constitution, Vision 2030, and other sectoral policies and legislation, international and regional instruments.

The key principles include:

- Human dignity
- Equity and Social Justice

- Inclusiveness
- Equality
- Human Rights
- Social Protection
- Public Participation

CHAPTER 2: POLICY FRAMEWORK

Older Persons' issues cut across all sectors requiring a multi-sectoral and multi disciplinary approach to address them. This Chapter identifies 10 thematic areas and presents the areas in form of Policy Issue(s), Policy Objectives and Policy Statements.

The following are the 10 thematic areas presented:

- i. Older Persons and the Law
- ii. Poverty and Sustainable Livelihood
- iii. Health, HIV and AIDS
- iv. Family, Community and Culture
- v. Food Security and Nutrition
- vi. Infrastructure
- vii. Education, Training and ICT
- viii. Employment and Income Security
- ix. Social Protection and Services
- x. Cross Cutting Issues.

2.1 Older Persons and the Law

2.1.1 Policy Issue

The Constitution of Kenya 2010 recognizes Older Persons as distinct rights holders, however, there is no specific law at national and county levels that comprehensively promotes and protects the rights of Older Persons.

2.1.2. Policy Objective

To put in place legal measures to ensure that the rights of Older Persons are protected, promoted, and fulfilled.

2.1.3 Policy Statements

The Government shall in collaboration with relevant stakeholders:

- i. Enact and review laws at National and County levels that promote Older Persons rights and protect against abuse, clearly stipulating obligations of the family and the state.
- ii. Establish and restructure existing institutions to facilitate and enhance accessibility of legal services for Older Persons.
- iii. Undertake advocacy, lobbying and create networks to promote awareness on the rights of Older Persons and existing legal redress mechanisms.
- iv. Streamline the traditional conflict resolution mechanisms to be responsive to the needs of Older Persons.
- v. Put in place special measures such as affirmative action policies within national, legal, and administrative frameworks with a view of promoting participation of Older Persons.

2.2 Poverty and Sustainable Livelihood

2.2.1 Policy Issue

Currently about 45.9% of the population in Kenya is estimated to be living under the poverty line. According to the Kenya Integrated Household Budget Survey (KIHBS) of 2005/06, the absolute poverty in Kenya was 49.1% and 33.7% for rural and urban areas respectively. Older Persons constitute a sizeable percentage of this segment of the population of the poor in the country. The situation is worse amongst older women who face many barriers and discriminatory treatment during their lifetime.

2.2.2 Policy Objective

To promote the inclusion of Older Persons in poverty reduction policies, programmes, strategies and in national budgeting processes.

2.2.3 Policy Statements

The Government shall in collaboration with relevant stakeholders:

- i. Mainstream issues of Older Persons in all development processes.

- ii. Facilitate the review of existing legislation to be responsive to the plight and protection of Older Persons property.
- iii. Upscale the cash transfer programmes to vulnerable Older Persons and ensure its sustainability.
- iv. Establish a fund/grant to provide support to Older Persons and their institutions.
- v. Provide an enabling environment for the participation of Older Persons in development processes.
- vi. Ensure all development aid for poverty reduction mainstream needs, concerns and interests of Older Persons.
- vii. Promote investments in social security and a saving culture among the young as a safety net for old age.
- viii. Put measures in place to safeguard the property of Older Persons.
- ix. Carry out operational research on issues of Older Persons and Ageing.

2.3 Health, HIV and AIDS

2.3.1 Policy Issue

Older persons' health is influenced by life-long experiences which include upbringing, nutritional status, occupation in active life, housing, access to health services, water, sanitation, income levels and the challenges of HIV and AIDS.

Other factors impacting on the health and wellness of Older Persons include inadequate research on geriatrics, stigma and discrimination of those who are HIV infected and affected as well as the increasing burden of care and support to orphans, vulnerable children and bedridden patients.

2.3.2 Policy Objective

To ensure that access and the highest attainable standard of health for Older Persons.

2.3.3 Policy Statements

The Government shall in collaboration with relevant stakeholders:

- i. Facilitate access to geriatrics health and reproductive care services.
- ii. Review existing health sector laws at the national level and enact county health sector laws and policies to ensure that they respond to the needs of Older Persons.
- iii. Decentralize and strengthen health care to ensure easy access by Older Persons within their local environment.
- iv. Expand and strengthen community and family based Older Persons health care support systems.
- v. Incorporate geriatrics and gerontology research and studies in the education and training curricula.
- vi. Mobilization of communities to ensure meaningful involvement and participation in management of their life-long health care needs.

2.4 Family, Community and Culture

2.4.1 Policy Issue

The effectiveness of the traditional family and community structures to provide in-built support and caring for Older Persons is increasingly under pressure. For instance, the emerging trend is for families to take older persons to institutions for elderly care. These institutions are not regulated by the state to ensure that they are Older Persons friendly.

Similarly, Older Persons are increasingly being constrained to undertake their unique roles in the community including leadership, decision making, promotion of traditional health practices and cultural practices.

There is also a widened intergenerational gap due to reduced socialization and disintegration of family institutions and structures and increased occurrences in abuse and violence against Older Persons, including an increased burden on Older People as result of them caring for the sick, orphaned children and family

members children whose parents are pursuing gainful employment, in alcohol and substance abuse situations or neglected children.

2.4.2 Policy Objectives

- i. To strengthen the family and community support systems to appreciate Ageing, and to respect and honour Older Persons.
- ii. To promote a positive culture that recognizes diversity, protects, and respects the dignity and worth of Older Persons in the society.

2.4.3 Policy Statements

The Government shall in collaboration with relevant stakeholders:

- i. Promote and protect the family as a fundamental unit of the society, to provide care and assistance to Older Persons.
- ii. Strengthen family and community initiatives and promote a positive culture that recognizes and respects the dignity and worth of Older Persons.
- iii. Enhance positive cultural perspectives on Ageing and the contributions of Older Persons to society.
- iv. Establish care and support programmes for Older Persons that are sensitive to the ethnic and cultural diversity.
- v. Intensify campaigns and sensitization programmes to communities against all forms of abuse on and discrimination against Older Persons at the family and community levels.
- vi. Promote awareness among the younger generation through formal and informal education to bridge the intergenerational gap.
- vii. Involve Older Persons in decision-making processes at the family, community, and national levels.
- viii. Establish institutions to take care of Older Persons who are neglected, homeless and with special needs.
- ix. Regulate the establishment and the operations of institutions taking care of Older Persons.
- x. Promote community and home-based care for Older Persons.
- xi. Enhance Older Persons' potentials, skills and experiences as custodians and champions of promoting traditional health practice.

2.5 Food Security and Nutrition

2.5.1 Policy Issue

Older Persons are most vulnerable to malnutrition, hunger and famine situations due to the facts of being food insecure, consuming of foods with low nutrition values, income poor, and lack of means and resources for food production.

2.5.2 Policy Objective

To put in place measures to ensure availability of adequate food that is nutritious and safe for Older Persons.

2.5.3 Policy Statements

The Government shall in collaboration with relevant stakeholders:

- i. Put measures in place to ensure that Older Persons have access to adequate food that is safe and nutritious.
- ii. Involve Older Persons in agricultural activities, food security, and development of nutritional policies, and programmes.
- iii. Facilitate research and training on food and nutrition taking into cognizance the needs of Older Persons.
- iv. Ensure accessibility to agricultural inputs for food production with emphasis on nutritious indigenous food crops.
- v. Scale up "safety nets" and special assistance programmes targeted to the disadvantaged and poor Older Persons as well as introduce subsidies for medically recommended foods.
- vi. Involve communities in the promotion of food storage, preservation and provision to poor Older Persons.
- vii. Address food and nutritional needs of Older Persons during relief and emergency situations.

2.6 Infrastructure

2.6.1 Policy Issue

Access to adequate and decent housing in a sustainable environment is good for the well being of Older Persons. The other attendant rights include access to

clean and safe water, which promotes good health for Older Persons including longevity in life. There is limited accessibility for Older Persons for user-friendly transport, and built environments.

Housing and recreational facilities in both rural and urban settings are inadequate while the existing ones are not responsive to the needs of Older Persons. The existing housing infrastructural policies are blind to the needs of Older Persons as they lack regulatory standards.

2.6.2 Policy Objective

To review existing infrastructural policies and legislation to ensure they accommodate the rights and needs of Older Persons.

2.6.3 Policy Statements

The Government shall in collaboration with relevant stakeholders:

- i. Involve professional Older Persons during infrastructural development.
- ii. Review the transport policy to address the needs of Older Persons and Ageing.
- iii. Promote investment in housing with universal design from an early age.
- iv. Ascertain that architectural training curricula, designs and institutional facilities take cognizance of the special needs of Older Persons.
- v. Review and update infrastructural policies, legal frameworks and programs to ensure they address the needs of Older Persons in the rural and urban set up.
- vi. Make consideration to vulnerable older persons in public housing schemes.
- vii. Modify existing public buildings during periods of refurbishment and renovation to ensure access for Older Persons.
- viii. Promote accessible, adequate, affordable, and reasonable standards of sanitation and decent living housing conditions for Older Persons.
- ix. Ensure that public recreational facilities take into consideration the needs of Older Persons.

2.7 Education, Training, and ICT

2.7.1 Policy issue

The current education, training and ICT policies and programmes do not comprehensively address the potentials and needs of Older Persons.

In Kenya, large numbers of persons are reaching old age with minimal literacy and numerical skills. This limits their capacity to participate and earn a decent livelihood, particularly within the changing technical environment. Thus, without adequate educational and technical background, Older Persons increasingly experience alienation associated with loneliness and marginalization.

However, there is an increasing number of Older Persons with skills and expertise in various sectors that can be tapped to enhance the knowledge and skills of their peers and other members of the society.

The media and other forms of communication are powerful tools that create and change opinions, educate and socialize people. Nevertheless, the media has not always portrayed Older Persons as individuals with skills and as a resource to tap from. Information, Communication and Technology is increasingly getting more complex and there is need to sensitize the Older Persons on the emerging technologies. Training curriculum and training materials in institutions of learning in both lower and higher levels exclude issues of Older Persons and Ageing.

2.7.2 Policy Objectives

- i. Tap into the potentials of Older Persons especially skills and knowledge for posterity.
- ii. To promote active participation and involvement of Older Persons in education, training and ICT.

2.7.3 Policy Statements

The Government shall in collaboration with relevant stakeholders:

- i. Promote the lifelong education and technology that enhances the positive self-esteem and self-reliance amongst Older Persons.

- ii. Provide equal opportunity to persons of all ages, Older Persons in particular, with respect to continuing education and training.
- iii. Adapt vocational training and ICT programmes to meet the needs of Older Persons.
- iv. Strengthen and/or review functional literacy programmes to ensure that they are responsive to the needs of Older Persons.
- v. Support public education campaigns to utilize appropriate communication, media, and languages to meet the needs of Older Persons.
- vi. Provide opportunities within educational programmes and community institutions to enable Older Persons act as mentors, mediators', advisors, and teachers of cultural studies for the exchange of knowledge and experience with Older Persons as resource persons.
- vii. Provide training and education for the media to increase understanding, coverage and positive reporting of issues regarding Older Persons and Ageing.
- viii. Identify and create awareness of the negative socio-cultural attitudes towards Older Persons and engender positive change.
- ix. Promote education on eradication of gender bias in performance of roles in the family and community for children, carry out sociological and geriatrics studies at university level.
- x. Identify and develop an inventory of skilled Older Persons.

2.8 Employment and Income Security

2.8.1 Policy Issue

Older Persons' employment and income security capacities are constrained by inadequate skills, social support and access to credit. This is often compounded by declining physical strength, poor health, unfair labour practices and inadequate preparation for retirement. However, many Older Persons have skills resources and expertise, which could be tapped and utilized for development.

It also needs to be recognized that many Older Persons are in informal employment and are also employers.

2.8.2 Policy Objective

Put in place measures that ensure Older Persons continue to provide their expertise, talents, experience, and abilities to their families, and community by accessing and creating employment.

2.8.3 Policy Statements

The Government shall in collaboration with relevant stakeholders:

- i. Provide a favourable environment including continuous training, legal framework and credit facilities to enable Older Persons to actively participate in the formal and informal sectors of employment.
- ii. Intensify pre-retirement training and counseling programmes in both public and private sectors that will impact the necessary coping skills to prepare persons for emotional, psychological and socio-economic challenges in retirement.
- iii. Institute measures that promote equity and fairness in access and control of productive resources.

2.9 Social Protection and Services

2.9.1 Policy Issue

Social Security Systems are an integral part that constitute a fall back mechanism in support of the disadvantaged persons in society. In the traditional Kenyan society, these social security systems were well structured catering for the needs of Older Persons. In recent times however, these social systems have been disrupted through the introduction of the new economic order. These have increasingly contributed to the marginalization of the disadvantaged members in the society particularly Older Persons, most of whom are women in the rural areas living in destitution.

In urban areas, some Older Persons have ended up as beggars and live in the slums. In most cases, these Older Persons have no access to any regular income for their sustenance. The few Older Persons who may have been in the formal sector of employment become destitute due to inadequacy of pension and other terminal benefits. Existing social insurance schemes such as NSSF, NHIF and private insurance firms have low coverage since they target those in formal employment and those who can afford the private contributory schemes. The

NHIF, for instance, provides only inpatient services while most Older Persons require more often than not, outpatient services. The current social assistants programs have a limited coverage.

2.9.2 Policy Objectives

- i. To strengthen the existing social and health insurance schemes to cover all workers in formal and informal sectors.
- ii. To upscale social assistance programmes to cover all vulnerable Older Persons.

2.9.3 Policy Statements

The Government shall in collaboration with relevant stakeholders:

- i. Ensure progressive realization of social assistance for needy Older Persons with special needs.
- ii. Promote and strengthen comprehensive social security schemes in all sectors.
- iii. Facilitate the creation of community-based structures that encourage membership of Older Persons to social and health insurance schemes.
- iv. Develop and implement programmes of leadership, volunteerism, community service, and self-reliance, for Older Persons.
- v. Intensify awareness creation to workers on saving and investing for old age.

2.10 Cross Cutting Issues

2.10.1 Policy Issue

These are issues that impact in more than one field and are generally affected by a series of interconnected factors. Crosscutting issues require action in multiple fields and should thus be integrated into all development processes.

This section addresses four main crosscutting issues namely; i) Gender, ii) Disability, iii) Conflict and Disasters, and iv) Volunteerism. This policy also recognizes Older Persons who are refugees and displaced persons.

2.10.2 Policy Issues

A) Gender

According to the 2009 census, the population of Older Persons aged 60 to 80+ was 5% of the total population. Out of this total, women formed 53.4% compared to men who accounted for 46.6%. Ageing affects men and women differently; physiologically, culturally, socially and economically.

Gender inequalities in older age result from accumulated gendered disadvantages during the life course. More women than men of employment age are unemployed in formal sectors, lack property rights, and are burdened with care work, hence enter old age at a disadvantaged level. On the other hand, men tend to face abandonment by their families in comparison to women at old age. Data that is disaggregated by age and sex is inadequate hence making it difficult to formulate age appropriate policies and programmes.

B) Conflicts and Disasters

In Kenya, droughts, floods, road accidents, landslides, occasional communal clashes and industrial hazards are a common occurrence. Some of these disasters, which affect all person impact more negatively on Older Persons, women, children and persons with disabilities. In the recent past, acts of terrorism and the HIV and AIDS pandemic have joined the list of national disasters.

Incidences of family conflicts that adversely affect Older Persons put them at risk of deprivation of livelihood, which leads to poverty and trauma. Older Persons have knowledge and experience in management of some emergency situations. They need to be consulted and called upon to contribute in drawing up disaster and conflict management interventions.

Older Persons are less able to flee during emergencies; yet emergency preparedness and response programmes often fail to include them in the design, development, and implementation. As such, Older Persons often become isolated from their families and friends, this result in their inability to access food, shelter and other basic needs, rendering them destitute.

C) Older Persons and Disability

When persons grow older they tend to experience impairment conditions and illnesses that have significant long-term effects on an individual's ability to carry out day-to-day activities. This results in them being Older Persons with disability. On the contrary, there are those persons who have lived with disabilities throughout their lifetime whose condition is intensified by Old Age. This policy therefore targets both categories of Older Persons with disability, with a gender perspective.

D) Volunteerism

Older Persons have knowledge, skills and experience which can be tapped for the advancement of development processes, hence the need to call upon them to volunteer. Volunteers play an important role in caring for Older Persons without close relatives. Voluntary initiatives may at the same time encourage Older Persons to use their knowledge and skills. Through volunteering, Older Persons can also facilitate intergenerational solidarity. Volunteerism is either paid or unpaid depending on the situation.

2.10.3 Policy Objectives

- i. To take cognizance and mainstream crosscutting issues during the design, planning and implementation of development processes at both national and county levels.
- ii. To promote and reward voluntary work.

2.10.4 Policy Statements

The Government shall in collaboration with relevant stakeholders:

- i. Set aside both human and financial resources for targeting and realization of the crosscutting issues.
- ii. Create awareness, facilitate, and monitor the mainstreaming of the crosscutting issues in development processes.
- iii. Mainstream crosscutting issues in policies and programs at national and county levels.
- iv. Involve Older Persons in public participation, in decision – making of all

crosscutting issues.

- v. Protect and address cases of elder abuse and Gender Based Violence and other discriminatory practices.
- vi. Enhance state support and recognition for voluntary work.
- vii. Collect, collate, analyze, and disseminate data on Older Persons that is disaggregated by age and sex to inform decision-making.
- viii. Ensure that all data and statistics is disaggregated by age and sex, and includes disability status.

CHAPTER 3: POLICY COORDINATION AND IMPLEMENTATION

3.1 Introduction

The Ministry responsible for Older Persons and Ageing is mandated to coordinate the implementation of this policy. The implementation process involves a multi-sectoral approach and the collaboration of stakeholders who include Government Ministries, Departments and Agencies (at national and county levels), Older Persons, the Private Sector, Civil Society Organizations and development partners.

To ensure effective coordination and participation of all stakeholders, a National Council for Older Persons and Ageing shall be established by an Act of Parliament.

3.2 Roles and Responsibilities

3.2.1 The Ministry responsible for Older Persons and Ageing

The Ministry shall be responsible for the following:

- i. Policy development and coordination of all matters concerning Older Persons and Ageing.
- ii. Facilitate the development of appropriate legislation.
- iii. Implement programmes that address the needs of Older Persons.
- iv. Mainstream issues of Older Persons and Ageing in development at all levels.
- v. Promote and coordinate partnership among stakeholders.
- vi. Mobilize financial, human and infrastructure among other support resources in the interest of Older Persons.
- vii. Disburse funds received from the Exchequer to programmes of Older Persons.
- viii. Provide grant support to individual Older Persons, institutions, and organizations.
- ix. Provide the necessary linkages including participation in national representation at the regional and international levels in pursuit of the interests of Older Persons.
- x. Put in place appropriate mechanisms for effective participation and representation of Older Persons in national and county level development processes in line with the Constitution.

- xi. Undertake relevant studies and research on Older Persons and Ageing, to inform policies and programme development.
- xii. Monitoring and Evaluation.
- xiii. Document best practices, skills, knowledge, and wisdom of Older Persons for posterity.

3.2.2 Line Ministries, Departments, and Agencies

They shall: be responsible for the following:

- i. Mainstream issues of Older Persons in their respective programmes.
- ii. Share data and information on Older Persons with the Ministry responsible for Older Persons and Ageing.
- iii. Collect, collate and analyze and disseminate data on Older People disaggregated by age and sex.

3.2.3 National Council for Older Persons and Ageing

They shall be responsible for the following:

- i. To advise on issues of Older Persons and Ageing.
- ii. Oversight and quality assurance.
- iii. To participate in the formulation and review of laws, policies and programmes.
- iv. Establish and manage a national development Fund for Older Persons and Ageing.
- v. Lobbying and Advocacy.

3.2.4 County Governments

They shall be responsible for the following:

- i. Mainstream issues of Older Persons and Ageing in their policies, plans, and programmes.
- ii. Mobilize resources for the implementation of programmes and activities for Older Persons.
- iii. Identify and implement programmes targeting Older Persons in their respective jurisdictions.

- iv. Provide periodic reports on the implementation status on Older Persons to the Ministry responsible for Older Persons and Ageing.
- v. To articulate and create awareness on the rights of Older Persons.

3.2.5 Older Persons

They shall:

- i. Articulate and create awareness on rights of Older Persons and Ageing.
- ii. Participate in planning, budgeting and implementation of programmes and activities on Older Persons and Ageing.

3.2.6 Private Sector and Civil Society Organizations

They shall be responsible for the following:

- i. Mobilize resources to address issues relating to Older Person and Ageing.
- ii. Mobilize Older Persons to facilitate their participation and access to services at all levels of Government.
- iii. Advocate on issues of the Older Persons and Ageing.

3.2.7 Development Partners

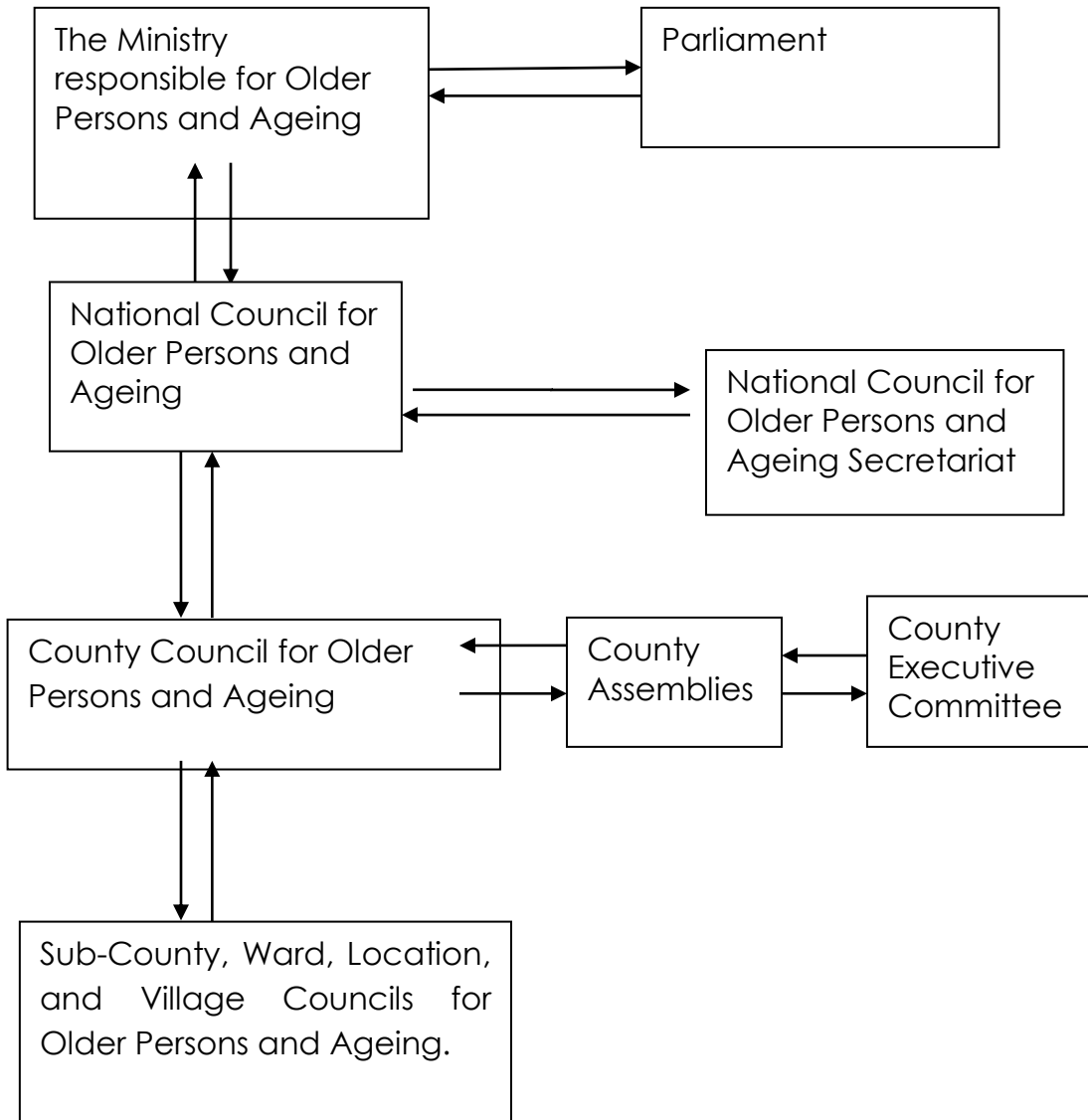
They shall be responsible for the following:

- i. Resource mobilization for projects and programmes on Older Persons.
- ii. Provision of technical support.
- iii. Coordination Framework

3.3 Coordination Framework

The organogram below illustrates the coordination framework for effective implementation of the policy.

Figure 1: Administrative relationship



CHAPTER 4: MONITORING AND EVALUATION

4.1 Overview

Monitoring, Evaluation and Reporting is an integral part of any programme and policy implementation. There is inadequate data on Older Persons' issues and in most cases persons aged above 65 years are not factored into national surveys that influence interventions and resource allocation.

This policy provides for the development of a Monitoring and Evaluation Framework that will outline the following processes: Monitoring, Evaluation, Reporting, Impact Assessment, Risks and Assumptions.

The objective of the Framework will be to track and document the initiation and progress of all the interventions outlined in the policy.

To ensure effective implementation of the Monitoring and Evaluation Framework, the Government shall in collaboration with relevant stakeholders:

- i. Establish and operationalize a Management Information System (MIS) to document the performance of programmes and provide information necessary for planning and decision making at all levels.
- ii. Establish a communication strategy.
- iii. Conduct research, analyze and disseminate results to inform improvement of policy implementation.

CHAPTER 5: POLICY REVIEW

The National Policy on Older Persons and Ageing shall be reviewed from time to time as need may arise in order to bring on board emerging issues and ideas that will inform timely and appropriate interventions.

Nevertheless, the review will always conform to the Kenya Vision 2030 Medium Term Plan processes.

ANNEX 1: DEFINITIONS OF KEY TERMS

Active Ageing: Is the process of optimizing opportunities for health, participation, and security in order to enhance quality of life as person's age.

Ageing: Is the process of growing old manifested in the multidimensional process of physical, psychological, and social change.

Elder Abuse: Is any intentional action that harms or creates the risk of harm to a vulnerable older adult. Elder abuse is perpetrated physically, emotionally, sexually, through exploitation, neglect and abandonment.

Geriatrics: Is the branch of medicine dealing with the diseases, debilities, and care of Older Persons.

Gerontology: Is the study of the process of ageing.

Insurance: Is a form of risk management primarily used to hedge against the risk of a contingent, uncertain loss.

Intergenerational: Is the interaction between members of different generations.

Operational Research: Is research that provides information and data to organizations to help them to improve on existing programs/projects to run effectively and efficiently.

Productive Ageing: Is the capacity of the older person to continue to work in a paid or voluntary capacity.

Social Justice: The fair and proper administration of laws conforming to the natural law that all people irrespective of ethnic origin, gender possessions, race, religion, or ability should be treated equally and without prejudice.

Social Protection: These are policies and actions, including legislative measures, that enhance the capacity of and opportunities for the poor and vulnerable to improve and sustain their lives, livelihoods, and welfare, that enable income-earners and their dependants to maintain a reasonable level of income through decent work, and that ensures access to affordable healthcare, social security, and social assistance.

Universal design: (inclusive design) refers to broad- spectrum ideas meant to produce buildings, products and environments that are inherently accessible to older Persons and Persons with disabilities

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