REPUBLIC OF KENYA

THE PRESIDENCY
MINISTRY OF PUBLIC SERVICE, YOUTH AND GENDER AFFAIRS

NORMS AND STANDARDS FOR MANAGEMENT OF HUMAN RESOURCE IN THE PUBLIC SERVICE

June, 2017

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FOREWORD

The development of the Norms and Standards for Management of the Human Resource in the Public Service, under the guidance of the Inter-Governmental Steering Committee, is a key milestone as it provides the tool for repositioning the Human Resource Management for efficient service delivery.

The Public Service is one of the Cornerstone in the Implementation of the Kenya Vision 2030, which envisages, a globally competitive nation, with high quality life for all Kenyans. The Constitution of Kenya,2010 requires the Public Service to be efficient, effective, highly professional and ethical in the delivery of services. The Constitution further requires that the Public Service, be managed within a framework of Uniform Norms and Standards, to enable it provide high quality, accessible, timely, consistent and comparable service across the Country. The successful implementation of the devolved system of governance and especially the realization of Chapter Four of our Constitution on the Bill of Rights, further calls for standardization of management practices across the Public Service.

The study on Capacity Assessment and Rationalization of Public Service (CARPS) Programme, however, revealed inconsistencies and diversity practices with serious implications to service delivery in the management of the Human Resource. This provided the wake up call for Public Service to reposition itself to play its rightful role in the transformation Agenda.

The adoption and implementation of Norms and Standards for Management of the Human Resource in the Public Service,will provide the critical framework required for standardization and harmonization of management of the Human Resource thus, ensuring equity and fairness.

Public Service organizations are therefore, called upon to adopt, customize and use the Norms and Standards alongside the existing legislation for efficient and effective service delivery.

Sicily K. Kariuki (Mrs), EGH,
CABINET SECRETARY
MINISTRY OF PUBLIC SERVICE, YOUTH AND GENDER AFFAIRS & CO-CHAIR INTER-GOVERNMENTAL STEERING COMMITTEE
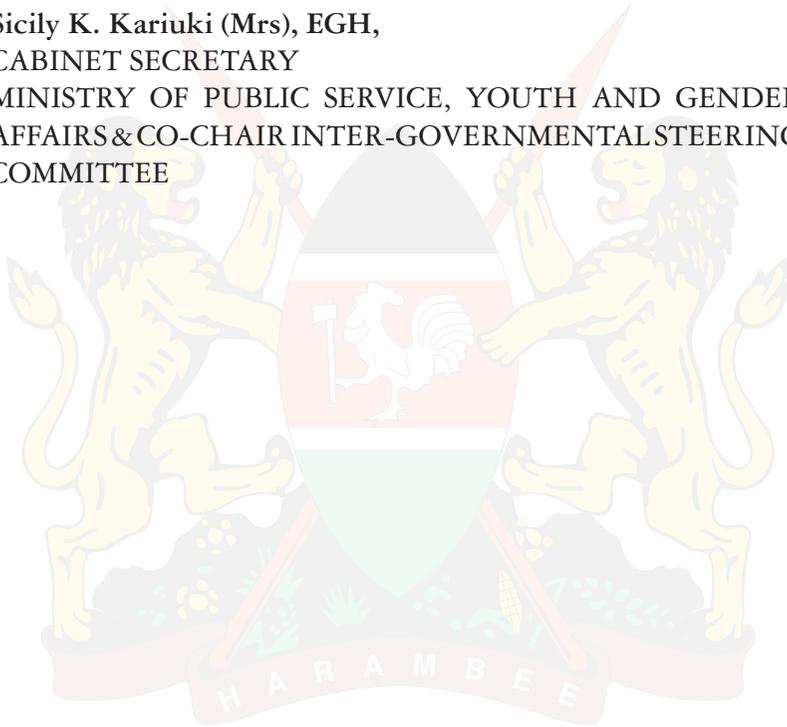
STATEMENT BY CHIEF OF STAFF AND HEAD OF PUBLIC SERVICE

I welcome the development of the Norms and Standards for Management of the Human Resource in the Public Service,by the Inter-Governmental Steering Committee. The Public Service plays a critical role in the social and economic development of any country. Kenya intends to build a Public Service that is competitive, efficient, effective, citizen-focused and results-oriented.

This can only be achieved if there is harmony, equity and fairness in the service delivery and the management of the Human Resource. It is only then that the Public Service will play its rightful role in the transformation agenda as spelt in the Vision 2030 and the Constitution of Kenya.

The development of the Norms and Standards is therefore, a welcomed initiative of the Inter-Governmental team that provides uniformity geared at ensuring cohesion in governance at the two levels of government and across the Service.

All Public Service organisations are therefore, urged to ensure that they adopt and implement the Norms and Standards to ensure uniformity to provide suitable environment for Private Sector to thrive and citizen to be the centre of results based service delivery.

Dr. Joseph K. Kinyua, EGH
CHIEF OF STAFF AND HEAD OF PUBLIC SERVICE

STATEMENT BY CHAIRPERSON OF THE HUMAN RESOURCE COMMITTEE OF THE COUNCIL OF GOVERNORS

The Constitution empowers the County Government to effectively manage their human resource within a framework of uniform Norms and Standards. The absence of these guiding standards had created a lacuna in the management of human resource at the County level.

One of the key findings of the Capacity Assessment and Rationalization of the Public Service (CARPS) Programme report was the need to fast track the development of Norms and Standards for the management of the human resource in order to address the numerous challenges facing the human resource function across the two levels of Governments.

The achievement of the objects and principles of devolution which include delivery of high quality, accessible services, is predicated on efficient, competent human resource that is effectively managed and therefore, motivated to be result oriented and put the citizen at the centre of their service delivery.

I therefore, welcome the development of Norms and Standards for Management of Human Resource and urge all Public Service organizations at both levels of Government to ensure that their policies, practices, procedures and decisions are consistent with the set Norms and Standards.

James O. Ongwae, CBS
GOVERNOR,
COUNTY GOVERNMENT OF KISII & CHAIRPERSON OF THE HUMAN RESOURCE COMMITTEE, COUNCIL OF GOVERNORS

ACKNOWLEDGEMENT

The development of Norms and Standards for Management of Human Resource in the Public Service was undertaken through wide consultative process that involved various stakeholders. I therefore, wish to extend my gratitude to all persons and organizations who contributed to the successful development of these Norms and Standards.

In particular, I thank the Cabinet Secretary, Ministry of Public Service, Youth and Gender Affairs and Co-chair of Inter-Governmental Steering Committee, Mrs. Sicily K. Kariuki, EGH, for providing leadership in the development process.

I am grateful to the Chief of Staff and Head of Public Service, Dr. Joseph K. Kinyua, EGH, for the goodwill and support in the development of the Norms and Standards. I also thank The County Government led by Governor James Ongwae, CBS,Chairperson of the Human Resource Committee, Council of Governors.

Appreciation goes to the individuals and institutions from both levels of Government under the Governance Framework of CARPS. Specifically, I thank the Inter-Governmental Steering Committee, Inter Agency Technical Committee (IATC), Inter Agency Secretariat (IAS) all constituting Independent Commissions, Ministries, County Public Service Boards, County Assemblies and Public Service Union Boards.

This appreciation also extends to Inter-Governmental Sectoral Forum and all other parties involved in the development of the Norms and Standards for Management of Human Resource in the Public Service.

Lillian Mbogo-Omollo, CBS
PRINCIPAL SECRETARY
STATE DEPARTMENT FOR PUBLIC SERVICE AND YOUTH AFFAIRS
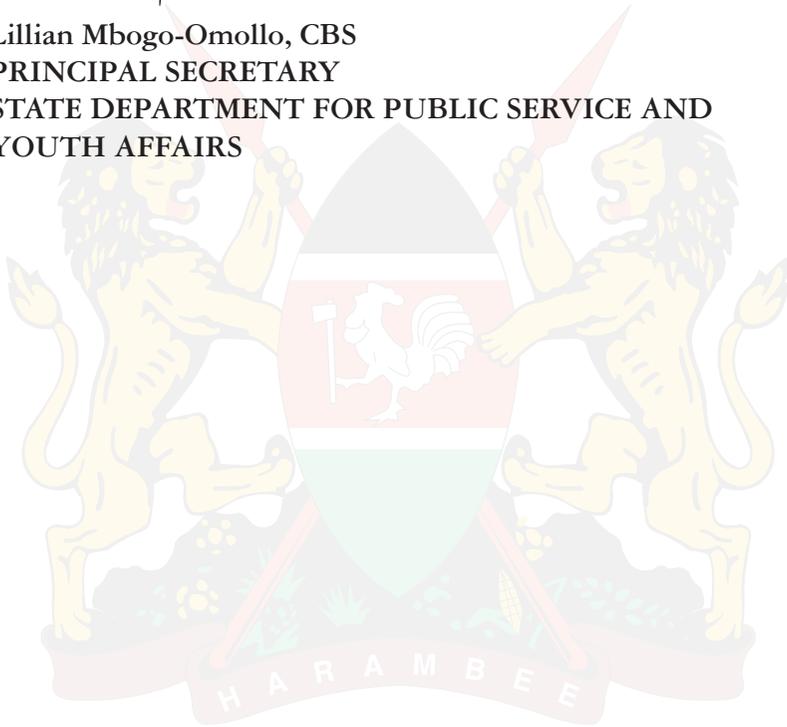
DEFINITION OF TERMS

Boards: refers to County Public Service Boards and County Assembly Service Boards and Boards of Management of State Corporations and Agencies.

Constitutional Commissions and Independent Offices: have the meaning as defined in the Constitution.

Norms: refer to guidelines that prescribe acceptable conduct for the management of human resource in the Public Service.

Public Service: means the collectively of all individuals who hold an office in the National Government, a County Government and other Public Service organisations, if the remuneration and benefits of the office are payable directly from the consolidated fund or directly out of the money provided for by the parliament.

Public Service Organizations: includes the Civil Service, National Police Service, Teaching Service, Judiciary, Kenya Defence Forces, County Governments, Public Universities, Parliamentary Service, Constitutional Commissions, Independent Offices, State Corporations and Statutory Bodies.

Standards: are requirements, specifications, guidelines, or characteristics that are used consistently to ensure that systems, processes, practices, products and services have uniformity.

Service Commissions: refers to the Public Service Commission, Parliamentary Service Commission, Judicial Service Commission, Teachers Service Commission, and National Police Service Commission.

CHAPTER ONE
INTRODUCTION

Background

The Constitution of Kenya fundamentally altered the governance structure of delivering services in the Country by establishing: two levels of Government - the National and County Governments; Constitutional Commissions; Independent Offices; and other Agencies. The Implementation of Kenya Vision 2030 predicated an efficient, motivated and well-trained Public Service capable of delivering a citizen-focused and results-oriented, transparent and accountable service delivery. The Constitution further establish a mechanism for inter-governmental relations and provides that the Public Service be managed within a framework of uniform norms and standards.

The Constitution also provides that Norms and Standards be developed for managing the human resource in the Public Service to ensure uniformity and fairness. This is to ensure that all Public Service organizations are able to delivery services in compliance with the National Values and Principles of Governance and promote the Values and Principles of the Public Service as outlined in the Constitution Articles 10 and 232, respectively.

Rationale

Uniform Norms and Standards create harmony in the management of human resource and service delivery in any organisation. The Constitution requires devolution and transfer of associated resources from the National Government to County Governments. It explicitly stipulates values and principles of the Public Service at all levels of government and in all state organs. Further, it empowers citizens to demand public services in the context of the provisions

in the Bill of Rights.

To support this paradigm shift within the governance system, there is need for uniform Norms and Standards in the Public Service. Currently, there are no codified norms and standards for management of human resource in the Public Service. As a result, the management of human resource in the Public Service is governed by various legislations, policies, regulations and guidelines. This has led to diverse practices and inconsistencies across the Service and thus, impacting on the service delivery to the citizens.

Objectives

The objectives of the norms and standards are to:-

(i)   Create harmony in the management of human resource in the Public Service.
(ii) Ensure fairness and provide a basis for continuous improvement in service delivery; and
(iii) Provide framework for Monitoring, evaluating and reporting on management of the human resource and thus, service delivery.

Scope

Norms and Standards for Management of Human Resource in the Public Service shall be applicable to the entire Public Service that manages human resource and each Public Service organization is expected to customize the Norms and Standards so as to offer uniform and standardized services as required by the Constitution and the Kenya Vision 2030.

CHAPTER TWO
SITUATIONAL ANALYSIS

2.1 Preamble

The management of human resource in the Public Service is governed by various legislations, policies, regulations and guidelines. As a result, there has been diverse practices and inconsistencies in the management of human resource across the service. This is exhibited in the following areas:

(i)   Culture of the Public Service;
(ii)   Leadership and Governance;
(iii)   Human Resource Policy Framework and Employment Legislations;
(iv)   Human Resource planning;
(v)   Organisational structure and staffing;
(vi)   Recruitment and Selection;
(vii)   Human Resource Development;
(viii) Staff Deployment, Secondment and Transfers;
(ix)   Performance Management and Productivity;
(x)   Remuneration and Benefits;
(xi)   Staff Discipline and Disciplinary Process;
(xii)   Human Resource Information Management;
(xiii) Research and Innovation;
(xiv) Knowledge Management;
(xv)   Labour Relations;
(xvi) Work Environment and Welfare; and
(xvii) Management of Retirement Benefits.

2.2. Culture of the Public Service

The Constitution under Articles 10 and 232 prescribe the desired culture in the Public Service. The Public Service is required to be efficient, effective, transparent and citizen focused. The public, however, generally perceives the Service as inefficient. Based on

customer satisfaction surveys and citizen service delivery charters, there is need to improve service delivery to meet expectations of the citizens as demanded by the Constitution.

2.3. Leadership, Integrity and Governance

There is heightened awareness and global demand for good governance and value-based leadership in public service delivery. The people of Kenya demand Leadership and Governance based on integrity and the Values and Principles expressed in Articles 10 and 232 of the Constitution. Chapter Six of the Constitution sets minimum standards on Leadership, Integrity and Governance. Corrupt practices however, undermines the effort to promote good governance and value-based leadership. The Public Service therefore, needs to entrench an ethical culture based on transparency and accountability. This can be achieved through continuous review of policies, systems and processes in Public Service delivery.

2.4. Human Resource Policies and Legislation

Human Resource Policies and legislation are important in creating a conducive work environment. Policies ensure minimum legal requirements are met; best practices in Human Resource Management are documented and implemented. They also ensure management decisions are consistent, uniform and predictable. Some of the Public Service organizations however, disregard existing human resource policies. This has created disparities in the management of human resource in the Public Service.

2.5. Human Resource Planning

Human Resource Planning is an important aspect in management of human resource. Human Resource Planning has, however, not been accorded the necessary attention in most Public Service organizations, leading to ad hoc decisions on recruitment and selection, placement, deployment, training and development,

promotion, and succession management. Inadequate human resource planning has contributed to bloated workforce alongside scarcity of critical skills, underutilisation of human resources, high public service wage bill, inefficiency and low productivity in the Public Service.

2.6. Organisational Structure and Staffing

A citizen-centred, efficient and effective service delivery can only be attained by an organization whose structure is aligned to the core mandate and optimally staffed. The CARPS programme, for example, revealed that a number of Public Service organizations' structures are however not aligned to the core mandates, leading to overlaps, duplications of functions and improper reporting relationships. Further, some organizations have grouped together un-related functions, which negates principles of organization design and poses challenges to appropriate staffing.

2.7. Staff Recruitment and Selection

The quality of human resource is critical in achieving the mandates and goals of an organization. Recruitment and selection plays an important role in ensuring that the Service has the right staff and skills mix. The Constitution requires that recruitment and selection in Public Service organizations, be based on meritocracy, diversity, equity, non-discrimination, gender balance, consideration for persons with disabilities and minorities, in employment opportunities. The findings of the CARPS Programme however,indicated that these constitutional requirements were not strictly adhered to in staff recruitment and selection in a number of Public Service organizations.

2.8. Human Resource Development

Human resource development is a critical driver of sustainable development. An adaptive human resource base is required to

fast track a rapidly industrializing economy. The Kenya Vision 2030 prioritizes the need to develop new competences founded on strong Public Service values and ethics, that focus on efficient and effective service delivery. This underscores the need to equip the staff with requisite knowledge, skills and competences to enhance performance and productivity.

In the Public Service, human resource development is guided by various policies, regulations and guidelines. Training and development in the Public Service organizations, however,has not been adequately aligned to the goals of respective organizations to enable them meet organizational needs and emerging challenges. In addition, the Public Service has not had a comprehensive Competency Development Framework to guide on the identification and development of requisite competencies.

2.9. Attachment and Internship

The Public Service is expected to play a key role in ensuring that the youth, especially those in training institutions and those with relevant qualifications are offered opportunities to enable them fulfil requirements for graduation and/or registration and also for purposes of gaining practical work experience.

The Public Service has developed policies to guide attachment and internship in the Service. The policies are meant to contribute to the Government's effort to alleviate youth unemployment by offering the youth chances to gain workplace experience and enable them to have a competitive edge in their job search. The implementation of the policies however,is yet to be embraced by all Public Service organizations.

2.10. Staff deployment, Secondment and Transfers

Staff deployment, secondment and transfers are important to both the organization and the individual as they provide opportunities

for optimum utilization and transfer of skills. Staff deployment provides opportunities for optimum utilisation of the employee's skills and competences. Secondment of Staff enables sharing of critical skills and capacity building in the Public Service. Staff transfers in the Public Service seek to address the distribution of skills and staff balance across the Service.

The implementation of devolution has experienced challenges of staff deployment and transfer across the Public Service. Guidelines and regulations have been issued to the Service to facilitate staff deployment, secondment and transfers, but they are inadequate to address the needs of the Public Service. In addition, secondment of officers with critical skills to other Public Service organizations has led to skills gap and shortage of staff in key areas in the Public Service, particularly in the Civil Service.

2.11. Human Resource Information Management

Efficient and effective Human Resource Information Management is a basis for sound decision-making on human resource management. The Public Service is yet to fully implement an integrated human resource information system and different public Service organisations operate stand-alone systems. As a result, decisions on human resource such as planning, recruitment, remuneration, training, budgeting and separation are not always based on proper evidence and real-time human resource information.

The Public Service also lacks a unified employee identification number generating system. Various public institutions have their own system of issuing numbers in varying formats. The stand-alone numbering systems has resulted to public servants being issued with new employee identification numbers whenever they move from one Public Service organization to another. This makes it difficult to track an employee's history of service thereby, posing the risk of public servants being paid salaries in two or more Public Service organizations.

2.12. Research, Development and Innovation

Research and development explore, investigate and informs on the best options for solving existing problems. It also enhances policy interpretation, implementation and alignment to emerging issues. In addition, it fosters creativity and innovation in the Public Service. Further, a participatory approach to Research, Development and Innovation across Public Service organizations will enhance performance and productivity. Research, development and innovation initiatives and programmes are however,not well developed and coordinated across the Service.

2.13. Knowledge Management

Knowledge management is critical in developing a transformed Public Service by encouraging a culture of continuous learning and knowledge sharing across the Service. Effective Knowledge Management is achieved through institutionalization and establishment of knowledge sharing-platforms, including well equipped and managed documentation, information, learning and resource centres. The Public Servicehowever, lacks a comprehensive and integrated knowledge management system.

2.14. Remuneration and Benefits

Remuneration and benefits are meant to compensate employees for their work performance and productivity. They also play a critical role in attraction and retention of qualified, highly motivated and productive employees.

Currently, there exists different grading, pay and benefits regimes across Public Service organizations resulting in disparities within and across the sub-sectors of the Service. The lack of harmony in the grading structure across the Service organizations, has led to disparities and inequities in the treatment of similar or equivalent cadres across the Service. The disparities tend to encourage

movement from low paying sector to those with high remuneration, thereby causing staff imbalance.

In addition, the different grading and pay regimes cause low morale, inability to attract and retain skilled personnel leading to poor performance and low productivity. It has also been a major cause of recurring industrial disputes thereby disrupting service delivery.

2.15. Work Environment and Employee Welfare

A conducive work environment and employee welfare programmes are prerequisites for enhanced organizational and individual performance and productivity. Welfare and wellness programmes are necessary in enhancing employee performance and productivity. The Government through the Occupational Safety and Health Act (OSHA), 2007 has set the minimum conditions for a work environment.

The provisions of OSHA 2007 have however,not been complied with in many Public Service organizations leading to non-conducive working conditions. This poses safety and health risks and subsequent low organizational and individual performance and productivity. It has also resulted to costly litigations against Government.

2.16. Performance Management

Performance management in the Public Service seeks to improve the performance of organizations, teams and individuals by aligning their performance with organizational goals and objectives. The Public Service, however, lacks an integrated performance management framework. Different public agencies have stand-alone performance management systems. In addition, there is weak implementation of the existing performance management systems, monitoring, review and reporting of performance coupled

with ineffective rewards and sanctions framework in Public Service organizations. As a result of these weaknesses, the Public Service is unable to deliver services efficiently and effectively.

2.17. Staff Discipline and Disciplinary Process

Staff discipline is an integral part of managing the human resource in the Public Service. This includes communication to employees on all the steps to be followed when a disciplinary issues arises, as well as the materials and evidence to be relied upon in making a decision or taking a disciplinary action. Other alternative interventions in the disciplinary process such as counselling, guidance, training and providing an opportunity for the employee to be heard are important in the disciplinary process.

In a number of Public Service organizations, certain steps of the disciplinary process are however, overlooked. Punishments are usually considered first as a way of disciplining the employee. In essence, there is lack of uniformity in managing the disciplinary process leading to instances of unfair administrative action.

2.18. Labour Relations

Industrial harmony is a prerequisite for delivery of efficient and effective public services. The implementation of devolution has impacted on labour relations in the Public Service. In the Public Service, the parties representing the sector-specific interests negotiate Recognition and Collective Bargaining Agreements, separately or collectively through their respective trade unions and the respective Public Service organization.

There is, however, no uniformity and integrated approach to collective bargaining in the Public Service.

2.19. Management of Retirement Benefits

Provision of retirement benefits to employees is critical in staff attraction and retention in the Public Service. An efficient and effective management of retirement benefits mechanism is therefore, necessary for the Service. Currently, Public Service organizations operate contributory and/or non-contributory pension schemes.

The National Treasury and Salaries and Remuneration Commission have issued guidelines on management of Pensions and the Public-Sector Remuneration and Benefits Policy, respectively, to address the management of pension's benefits in the Public Service. Public Service Organisation however, continue to have multiple varied pension schemes. This has caused inequity, suffering for the retired public servants and challenges in the management of pension and payment bill. There is therefore, need for a uniform approach in pension management by Public Service organizations.
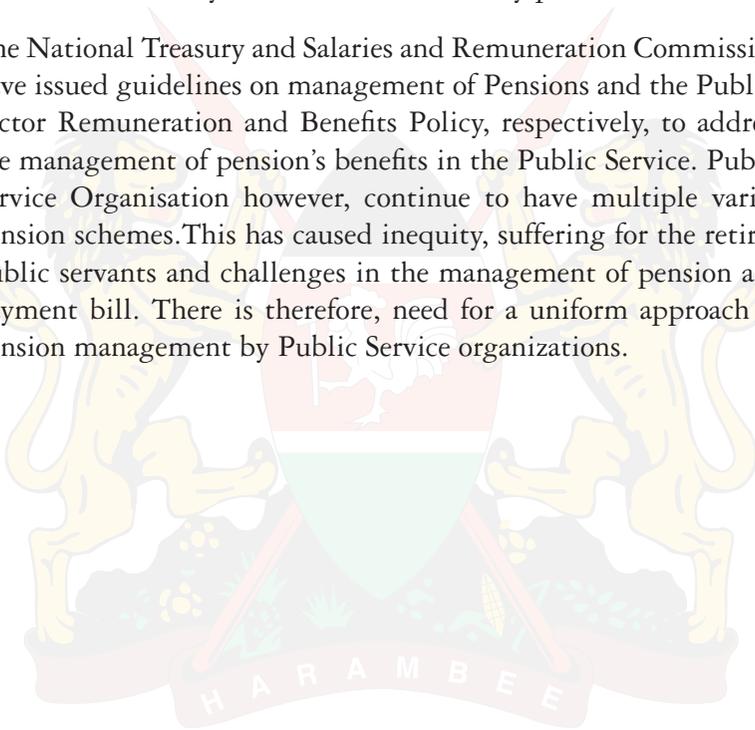
CHAPTER THREE
LEGAL AND POLICY FRAMEWORK

3.1 Preamble

The development of norms and standards for management of the human resource in the Public Service is guided by the provisions of the Constitution and various statutes, policies and regulations as outlined in this chapter.

3.2 Legal framework

(i) The Constitution of Kenya, 2010

The Constitution requires the National Government to establish norms and standards and policies in the management of the Public Service, for the promotion of equal opportunity and access to Government services. It also requires County Governments to work within a framework of uniform norms and standards in establishment and abolition of offices, making appointments and confirmation of appointments and disciplinary matters. The Constitution empowers the Public Service Commission to hear and determine appeals in respect of the County Staff and also to promote Values and Principles in Public Service contained in Article 10 and 232 of the Constitution.

(ii) The Public Service Commission Act, 2017

The Act outlines the functions and powers of the Commission which includes establishment and abolition of offices, making appointments, confirmation of appointments and disciplinary matters.

(iii) The County Government Act, 2012

The Act outlines the powers, functions and responsibilities of County Governments to deliver services. It also empowers County Public Service Boards and County Assembly Service Boards to perform human resource functions within a framework of uniform norms and standards.

(iv) Salaries and Remuneration Commission Act, 2011

The Act provides for the functions and powers of the Salaries and Remuneration Commission which are to set and regularly review the remuneration and benefits of all state officers and advise the national and county governments on the remuneration and benefits of all other public officers.

(v) The Public Service (Values and Principles) Act, 2015

The Act provides a code on the Values and Principles of Public Service. It requires National and County Governments, State Corporations and other Public Service organizations to promote and report on the status of implementation of Values and Principles of Public Service. It also empowers the Service Commissions, County Public Service Boards and County Assembly Service Boards to make regulations on promotion of such values and principles.

(vi) The Labour Laws

The Labour Laws that govern employment, labour and industrial relations include: the Employment Act (2007), the Labour Institutions Act (2007), the Work Injury Benefits Act (2007), the Labour Relations Act (2007), and the Occupational Safety and Health Act (2007). These Laws have prescribed minimum labour standards. The laws have incorporated the provisions of International Labour Organization Conventions and International Labour Standards.

3.3 Policies, Regulations and Guidelines

A number of Policies, regulations and guidelines have been issued from time to time and the same have guided appropriate management of the human resources of the National Government and some Public Organizations. This policies are based in the existing legislations and the Constitution. A number of Public Service organizations have customized and aligned the policies, regulations and guidelines to the specific circumstances and adopted for use.
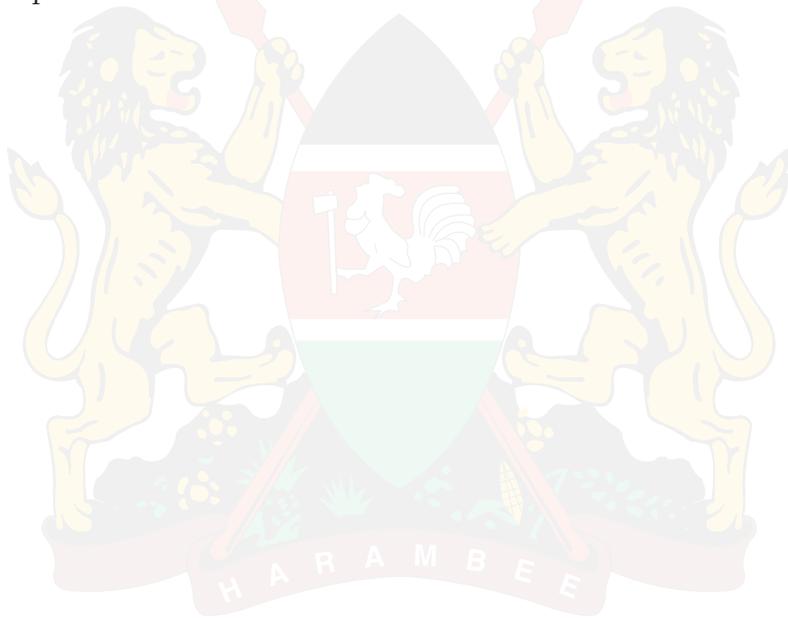
CHAPTER FOUR
NORMS AND STANDARDS

4.1. Preamble

This Chapter outlines the Norms and Standards necessary for efficient and effective management of human resource in the Public Service. The Norms and Standards contained herein should be read together with relevant laws, policies, regulations and guidelines. They should be applied for purposes of ensuring uniformity in the Public Service across the Republic in the spirit of the Constitution that provides that, services to the people of Kenya will be accessible, fair and equitable.

4.2 Norms and Standards

The following Norms and Standards shall provide a guiding framework for effective management of the human resource in the Public Service:

4.2.1. The Culture of Public Service

Public Service organizations will inculcate a culture of professionalism, transparency, responsiveness, accountability, impartiality, efficiency and effectiveness in delivery of public services.

4.2.2 Standards

(i) Uphold and promote the National Values and Principles of Governance and Values and Principles of Public Service as provided in Articles 10 and 232 of the Constitution respectively;
(ii) Be performance based and citizen focused;
(iii) Allow participatory decision making as far as practicable;
(iv) Provide an equitable, fair, open and non-discriminatory working environment;

(v) Report to the respective Service Commissions/Boards on the progress of the implementation of the provisions of Articles 10 and 232 of the Constitution; and

(vi) Align organizational work culture to the respective strategy.

4.3 Public Service delivery

Public Service employees will provide services in a manner that is courteous, professional, equitable, efficient and effective.

4.3.2 Standards

(i)   Employees will be sensitive and responsive to the changing needs, expectations and the rights of the diverse public as well as development and service delivery; and

(ii) Employees to adhere to legislative framework within which services to the public is provided.

4.3.3. The Employees' Behaviour

Public servants will avoid conflict of interest in performance of duties and where there exists conflict will declare the same for noting and excuse themselves from participation.

4.3.3.2 Standards

(i)   Place public interest above personal interest;

(ii)   Act professionally with honesty, consistency and impartiality;

(iii) Take responsibility, be accountable and show leadership;

(iv)   Treat clients/public equal without prejudice or favour;

(v)   Uphold the rule of law and democratic principles, and respect of institutions of Government;

(vi)   Communicate clearly and promptly;

(vii) Promote   teamwork   consultation,   partnership   and collaboration;

(viii) Uphold transparency, accountability and be responsive; and

(ix)   Uphold Economic, efficient, effective and prudent use of public resources

4.4   Leadership, Integrity and Governance

Leaders in Public Service organizations to provide visionary and inspiring leadership and uphold the National Values and Principles of Governance, Values and Principles of Public Service and the guiding principles of leadership and integrity.

4.4.1 Standards

(i)   Demonstrate commitment to high standards of integrity, professionalism, ethical values and rule of law;

(ii) Comply and promote the Public Service Code of Conduct;

(iii) Demonstrate good governance and leadership; and

(iv) Adhere to the Legislative and Policy provisions on leadership and governance.

4.5 Employment Legislations and Policy Framework

Public Service Organizations will enforce compliance to legislation, policies and regulations governing the management of human resource.

4.5.1 Standards

(i)   Ensure human resource policies and regulations are documented and approved by the relevant Authorities for application;

(ii) Comply with the   provisions of the Constitution, relevant legislation and best practices in the management of human resource; and

(iii) Review on regular basis the human resource policies and regulations to conform to the prevailing law and best practices.

4.6 Human Resource Planning

Human Resource Planning will be the basis for human resource management and development in the Public Service.

4.6.1 Standards
(i)   Prepare human resource plans that are aligned to the National Development Plan and respective organizational Strategic Plan;
(ii) Review the human resource plans regularly to address emerging issues;
(iii) Review and align staffing to the mandate of the organization;
(iv) Identify critical positions and prepare succession management plans to address any potential gaps and emerging needs; and
(v) Staff recruitment to be linked to the overall Budget Plans of the organization.

4.7 Organizational Structure and Staffing

Public Service organizations will align the organisational structures and staffing to the core mandate, the Kenya Vision 2030 and the Constitution.

4.7.1 Standards

With the assistance of professional management consultants:

(i)   Develop organizational structures based on a clear functional analysis taking cognizance of the provisions of the Constitution, relevant Legislation, the Kenya Vision 2030 and the respective organizational Mandates;

(ii) Determine optimal staffing levels based on a systematic workload analysis and review and update regularly;

(iii) Use the best practices staff ratio of 70% technical and 30% support to guide the optimal staffing levels and existing sector/ profession-specific standards; and

(iv) Design organizational structure that provides a reporting relationship that promotes responsive, effective and efficient service delivery.

4.8. Recruitment and Selection

Recruitment and selection in the Public Service will be on the basis of fair competition and merit, representation of Kenya's diverse communities, equal opportunities to all gender, youth, persons with disabilities (PWD) and minorities.

4.8.1 Standards

(i)   Vacant positions in the Public Service organizations will be competitively filled through advertisement and based on merit.

(ii)   Public Service organizations will ensure that employees are suitably qualified, experienced, competent and appropriate to undertake their roles within the organization;

(iii) Staff recruitment and selection will be based on human resource plans, authorized staff establishment and clear job descriptions and specifications;

(iv)   Public Service organizations will adhere to the two-thirds (2/3) gender rule in the recruitment and selection;

(v)   Newly appointed officers to positions in the Public Service will be issued with letters of appointment specifying their terms and conditions of service;

(vi)   Recruitment of non-citizen will only be undertaken where there are no qualified Kenyan citizens subject to approval of the relevant Service Commission/Board;

(vii)   New employees irrespective of their levels to be orientated to the organizations and the culture of the Public Service; and

(viii) Public Service organizations will use Public Service recruitment and selection policies, regulations and guidelines derived from the relevant Labour Laws and the Constitution.

4.9 Staff Deployment, Secondment and Transfers

Staff deployment, secondment and transfers will take into account the organization's job requirements and the interest of employees.

4.9.1 Standards

4.9.2 Staff Deployment

Staff deployment to be based on:

(i)   Approved/Authorized Establishment;
(ii) Qualifications, skills and competencies; and
(iii) Job content, scope and volume

4.9.3 Staff Secondment

(i)   Staff Secondment will be granted to officers serving on pensionable terms to provide technical support and capacity building for a period not exceeding three (3) years;

(ii) Officers on secondment will ensure that they preserve their pension status during secondment;

(iii) Positions requiring Secondment beyond three (3) years will be advertised for competitive filling; and

(iv) The terms of Secondment to be stated in the letter of release of the officer to the other organization.

4.9.4 Staff Transfers

(i)   Transfers will be effected to provide opportunities for optimum utilization and transfer of skills in the Public Service;

(ii) Transfers from one level of Government to the other and between County Governments may be effected subject to:-
   a. the needs of the Service;
   b. existence of a vacancy; and
   c. Officer's or organization's request.
(iii) Transfer of staff from other Public Service organizations will be effected with the approval of the relevant Service Commission/ Board/ Authority; and
(iv) Transfer of Service to another Public Service organization declared 'public service' for purposes of pension will be granted to an officer on approval by the relevant Service Commission/ Board/Authority.

4.10 Performance Management and Productivity

Organizational, teams and individual employee performance and productivity in the Public Service will be assessed, evaluated and reported.

4.10.1 Standards
(i)   Strategic plans will be prepared and anchored on the National Development Plans including the Kenya Vision 2030 and the Medium Term Plans;
(ii) Organizations will design result based performance management plans to facilitate measurement, performance and productivity of the organization;
(iii) The plans will be:
   a. be outcome based, objective, time bound with clear measurable performance indicators;
   b. be linked to respective organization's mandates; and
   c. have clear monitoring, evaluation and reporting mechanism.

(iv) Public Service organizations to:
   a. Adopt performance management and measurement tools which include; performance contract, performance appraisal system and rewards and sanction framework for the Public Service;
   b. Strengthen and institutionalize performance management and productivity for accountability;
   c. Develop Citizen Service Charters to document service delivery expectations and standards; and

(v) At individual level, Public Service organizations will ensure;
   a. employees have work plans and performance objectives that identify the tasks and activities, and the expected results and behavior;
   b. work plans/performance objectives identify individual development activities that support the achievement of organization's goals and employee career development goals; and
   c. performance reviews, assessment, evaluations are fair and objective.

4.11   Remuneration and Benefits

Remuneration and benefits in the Public Service will be fair, equitable, transparent, affordable and sustainable, based on the principle of equal pay for work of equal value/comparable worth.

4.11.1 Standards
(i)   The Remuneration and benefits package will be competitive enough to attract, retain and adequately motivate staff with requisite skills for effective and efficiency service delivery;
(ii) Remuneration and benefits for the Public Service organizations will be set or guided by the advice of the Salaries and Remuneration Commission (SRC);

(iii) Remuneration and benefits of the staff will be based on grading structures derived from the results of a comprehensive Job Evaluation;

(iv) The grade and entry points for the Public Service will be guided by Schemes of Service/Career Guidelines that clearly indicate the qualifications/professional and skills competences required in every job family;

(v) Determination of remuneration and benefits for public servants will be based on productivity and performance and fiscal sustainability; and

(vi) Remuneration and benefits to be reviewed regularly.

4.12   Staff Discipline and Disciplinary Process

Public Service organizations will establish an effective disciplinary mechanism.

4.12.1 Standards

(i) Decisions on staff discipline to be based on proper assessment of the facts and circumstances surrounding the disciplinary case;

(ii) Public Service organizations will:-

    a. ensure that the disciplinary procedure is fair and objective by adhering to the principles and rules of natural justice and fair administrative action which should be expeditious, efficient, lawful, reasonable and procedurally fair;

    b. establish effective mechanisms and procedures for disciplinary control and handling of employee grievances including alternative interventions in the disciplinary process; and

    c. an employee will have a right of appeal against a disciplinary decisions and informed of the right.

4.13 Training and Development

Public Service organizations will ensure that staff have the required skills and competencies to perform their duties and responsibilities efficiently and effectively.

4.13.1 Standards
(i) Public Service organizations to:-
   a. Ensure training and development practices conform to the prevailing government priorities, policies, regulations and guidelines;
   b. Focus on training and development programmes that address organizational and employees development needs;
   c. Ensure that training is based on a comprehensive Training Needs Assessment (TNA);
   d. Prepare prioritized staff training and development plans/projections every financial year based on national priorities, organizational needs and individual career growth; and
   e. Ensure there is budgetary provision for human resource development.
(ii) Training and development opportunities will be based on merit, fairness, equity, inclusivity and gender balance; and
(iii) Training and development outcomes will be monitored, evaluated, reported and documented.

4.14   Attachment and Internship

Public Service Organizations will provide opportunities for industrial attachment for students in tertiary/higher education institutions and internship to graduates.

4.14.1 Standards

(i) Attachment for students in tertiary/higher education institutions and internship to graduates will be administered in line with the existing policies and regulations; and

(ii) Public Service organizations will ensure that opportunities for attachment and internship are based on merit, fairness, equity, inclusivity and gender balance.

(iii) Budgetary provisions is made to meet the cost of stipend payable to the interns and Subsistence Allowance

4.15   Human Resource Information Management

Public Service Organization will maintain efficient and effective Human Resource Information Management system.

4.15.1 Standards

(i) Organizational Human Resource Information Management Systems will be integrated and linked to the Government Human Resource Information System;

(ii) Each Public Service organization will maintain a single payroll to be linked to the Government Human Resource Information System;

(iii) Each public servant will have a unique identification number on entry into the Service and will retain the number throughout their period of service in the Public Service;

(iv) The unique identification number for each Public Servant will be issued by the Ministry responsible for Public Service; and

(v) The unique identification number will be linked to the Kenya Revenue Authority, National Registration Bureau, Integrated Financial Management Information System, SRC's Remuneration Monitoring System and other government management information systems.

4.16 Research, Development and Innovation

Public Service organizations will promote research, development and innovation.

4.16.1 Standards

(i)   Establish Research, Development and Innovation units and programmes;

(ii) Promote a culture of research and innovations;

(iii) Recognize and reward research and innovations;

(iv) Establish budgets for research development and innovations; and

(v)   Encourage replication of innovation across the Public Service.

4.17 Knowledge Management

Public Service organizations will establish mechanisms for identifying, acquiring, creating, capturing and sharing knowledge and information.

4.17.1 Standards

(i)   Promote and institutionalize knowledge management within and across the Service;

(ii) Promote sharing of knowledge and information within and across the Service;

(iii) Establish knowledge sharing-platforms and resource centres; and

(iv) Document, manage and share knowledge and information.

4.18 Labour Relations

Public Service organizations will promote harmonious labour relations.

4.18.1 Standards

(i)   Sign recognition agreements with respective trade unions for purposes of collective bargaining;

(ii) Equip with relevant skills officers representing the Public Service organisations in Industrial relations matters;

(iii) Ensure that collective bargaining negotiations is conducted in line with the provision of the law and relevant regulations and proposals and agreements take into consideration the advice of the SRC;

(iv) Ensure that the signed CBA is registered at the Employment and Labour Relations Court; and

(v)   Ensure that a copy of the signed CBA is submitted to the Ministry responsible for Labour.

4.19 Work Environment and Employee Welfare

Public Service Organizations will provide a conducive work environment that guarantees safety, health and ensures productivity/performance of employees.

4.19.1 Standards

(i)   Adhere to the provisions of the Occupational Safety and Health Act (2007);

(ii) Promote staff welfare and wellness programmes for enhanced organizational and individual performance and productivity;

(iii) Adhere to the provisions of the Public Sector Workplace Policy on HIV and AIDS, Public Service Substance Abuse Workplace Policy and Public Service Guidance and Counselling Policy;

(iv) Provide adequate working tools/facility; and

(v)   Provide medical Insurance Cover for the employees.

4.20   Management of Retirement Benefits

Public Service organizations will provide social protection to employees and make provision for terminal benefits.

4.20.1 Standards

(i)   Establish contributory pension schemes in line with the Retirements Benefits Act and National Treasury Circulars;

(ii) Provide a life insurance policy cover including Group Personal Accident Cover for their employees; and

(iii) Manage pension schemes for public servants in compliance to relevant legislations, policies and regulations.

CHAPTER FIVE
MONITORING, EVALUATION AND REPORTING FRAMEWORK

5.1. Preamble

This Chapter presents the Monitoring, Evaluation and the reporting framework that will be adopted by the Public Service organizations to facilitate and promote the adoption of Uniform Norms and Standards for Management of Human Resource in the Public Service.

5.2. Monitoring

Each Public organization will collect data on quarterly basis on the implementation of Norms and Standards, indicating the successes and challenges being experienced by the implementing bodies and the intervention measures. For purposes of ensuring uniformity and fair representation of the status of the monitoring, each implementing unit/organization,will reflect the performance in the format provided in Table 1.

5.3. Evaluation

Each implementing Public service organizations will set targets for realising each Norm and Standards. The target Norms and Standards will be compared with actual achievement on quarterly basis and compliance or difference recorded. The Public Service organizations will also conduct surveys to get feedback from both employees and clients.

The findings will be analysed documented and successes shared as best practices while challenges shared for purposes of getting solutions.

5.4. Reporting

The Public Service Organizations will prepare annual reports on the realization of the Norms and Standards for Management of Human Resource,from the quarterly information gathered and surveys. Progress reports on implementation will be made and submitted to the respective Service Commissions/Boards with a copy to the Cabinet Secretary, responsible for Public Service, for purposes of sharing the successes and solutions to challenges.

The Ministry will select the implementations with great impact on the service delivery for sharing at the various established forums for Public Service including the National and County Government Coordinating Summit.

The reporting will be made using the template for Monitoring, Evaluation and Reporting in Table 1.

Table 1 Reporting Template for Monitoring, Evaluation and Reporting

S/ No.	Key Area	Norm(s)	Standard(s)	Success(s)	Challenge(s)	Recommended Action	Responsible Actor

The Presidency,
Ministry of Public Service, Youth and Gender Affairs,
State Department of Public Service and Youth,
Directorate of Public Service Management,
P.O. Box 30050-00100
Tel: +254 (020) 222 7411
Nairobi