

REPUBLIC OF KENYA



THE PRESIDENCY

**HUMAN RESOURCE PLANNING AND
SUCCESSION MANAGEMENT STRATEGY
FOR THE PUBLIC SERVICE**

ISSUED BY

MINISTRY OF PUBLIC SERVICE, YOUTH AND GENDER AFFAIRS

MAY, 2017

JUMA G-

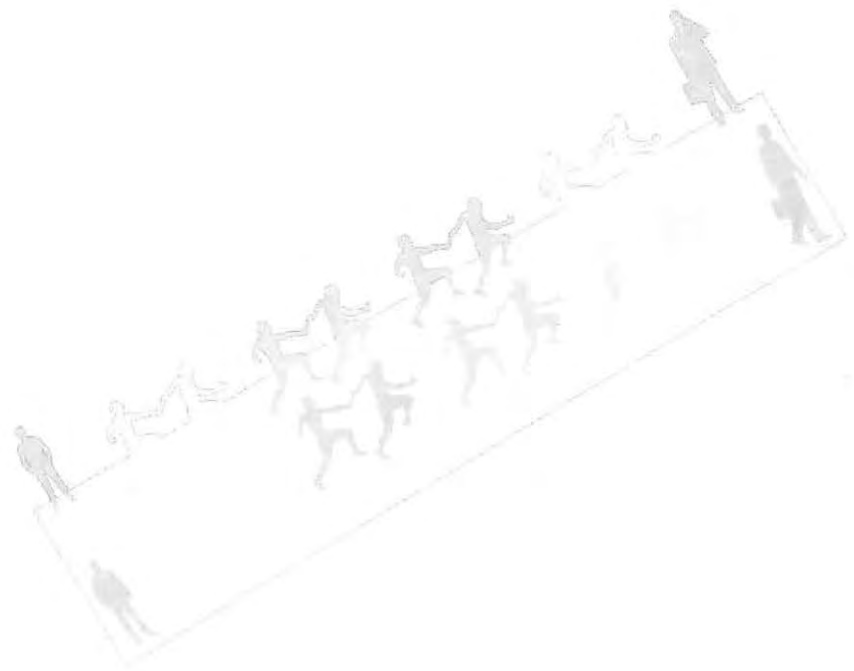


Table of Contents

TABLE OF CONTENTS I

FOREWORD III

STATEMENT BY HEAD OF PUBLIC SERVICE V

STATEMENT BY CHAIRPERSON OF THE HUMAN RESOURCE COMMITTEE (COG) VII

ACKNOWLEDGEMENT VIII

CHAPTER ONE: INTRODUCTION 1

1.0 PREAMBLE 1

1.1 BACKGROUND 2

1.2 RATIONALE 4

1.3 OBJECTIVES OF THE STRATEGY 5

1.4 SCOPE OF THE STRATEGY 5

CHAPTER TWO: SITUATIONAL ANALYSIS 6

2.0 PREAMBLE 6

2.1 INADEQUATE HUMAN RESOURCE PLANNING 7

2.2 STAFFING GAPS 8

2.2.1 LEADERSHIP AND MANAGEMENT DEVELOPMENT PROGRAMMES 8

2.2.2 TALL CIVIL SERVICE GRADING AND RESTRICTIVE SALARY STRUCTURE 8

2.3 AGEING WORKFORCE 9

2.4 CAREER MANAGEMENT 11

2.4.1 EXPANSION OF COMMON ESTABLISHMENT 12

2.4.2 ACTING/SPECIAL DUTY APPOINTMENTS 12

2.4.3 RE-DESIGNATIONS 13

2.5 HIGH STAFF TURNOVER IN KEY CADRES 13

2.6 SHORTAGE OF CRITICAL SKILLS AND COMPETENCES 14

2.7 MISMATCH OF SKILLS AND JOBS 15

2.8 OPERATIONALIZATION OF THE TWO LEVELS OF GOVERNMENT 16

2.9 CONCLUSION 16

CHAPTER THREE: SUCCESSION MANAGEMENT ISSUES AND STRATEGIES 17

3.1 STRATEGIC ISSUE 1: HUMAN RESOURCE PLANNING 17

3.1.1 STRATEGIC OBJECTIVE: TO INSTITUTIONALIZE HUMAN RESOURCE PLANNING IN THE PUBLIC SERVICE 17

3.2 STRATEGIC ISSUE 2: STAFFING GAPS 18

3.2.1 STRATEGIC OBJECTIVE 2: TO ENSURE AND MAINTAIN OPTIMAL STAFFING LEVELS 18

3.3 STRATEGIC ISSUE 3: AGEING WORKFORCE 19

3.1.3 STRATEGIC OBJECTIVE: TO ENSURE A POOL OF POTENTIAL SUCCESSORS 19

3.4 STRATEGIC ISSUE 4: CAREER MANAGEMENT 21

3.4.1 STRATEGIC OBJECTIVE 4: TO ENSURE ATTRACTION AND RETENTION OF QUALIFIED HUMAN RESOURCES 21

3.5 STRATEGIC ISSUE 5: STAFF TURNOVER IN KEY CADRES 22

3.5.1 STRATEGIC OBJECTIVE 5: TO ENSURE RETENTION OF KEY CADRES WITHIN THE PUBLIC SERVICE 22

3.6 STRATEGIC ISSUE 6: SKILLS AND COMPETENCES 23

3.6.1 STRATEGIC OBJECTIVE 6: TO ENHANCE SKILLS AND COMPETENCES 23

3.7 STRATEGIC ISSUE 7: MISMATCH OF SKILLS AND JOBS 24

3.7.1 STRATEGIC OBJECTIVE 7: ALIGNING SKILLS WITH JOBS 24

3.8 STRATEGIC ISSUE 8: OPERATIONALIZATION OF THE TWO LEVELS OF GOVERNMENT 24

3.8.1 STRATEGIC OBJECTIVE 8: HARMONIZE HUMAN RESOURCE MANAGEMENT PRACTICES ACROSS THE PUBLIC SERVICE
24

STRATEGY 8.1: DEVELOP STAFFING NORMS FOR THE PUBLIC SERVICE 25

CHAPTER FOUR: INSTITUTIONAL FRAMEWORK 26

CHAPTER FIVE: MONITORING AND EVALUATION 27

CHAPTER SIX: CONCLUSION 28

CHAPTER SEVEN: IMPLEMENTATION PLAN 29

APPENDIX 1: SUCCESSION MANAGEMENT IMPLEMENTATION ACTION PLAN 30

APPENDIX 2: SUCCESSION PLANNING PROCESS 37

FOREWORD

I am pleased to release the Succession Management Strategy in recognition of the critical role an effective public service plays in supporting government to draw up and implement its long term vision and development agenda.

This is more critical at this great time of transition for the Public Service across the local, national and global spheres necessitated by; new global commitments on sustainable developments and inclusive growth; high youth unemployment; changing expectation on service delivery by the citizenry; technological advances; financial demands and cutbacks by National Government and in Kenya, the implication of the new governance system of devolution.

However, the Public Service in Kenya is facing a number of challenges which require attention if it is to realize its full potential of providing citizens with higher standards of service delivery-the corner stone of its work. Key among these challenges is succession management at both levels of Government caused by among others, an aging workforce and shortage of staff, skills flight and brain drain particularly in the professional and technical cadres.

The importance of effective succession management to the Public Service cannot therefore be overstated. International research into the roll out of succession management in Public Service environments has consistently highlighted the importance of human resource planning, competency based human resource management and integrated recruitment, selection, career progression and succession planning policies to achieve quality and efficiency of the Public Service.

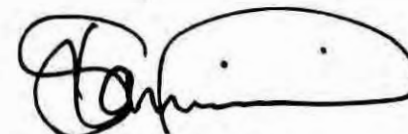
The main objective of this Strategy is therefore, to initiate a proactive planning process involving critical work force positions by developing a pool of potential successors and

encouraging a culture that supports knowledge transfer and employee development in the Public Service.

The interventions made in this Strategy Report will ensure that the Public Service:-

- embraces change as part of talent retention and succession planning strategy;
- has the right number of staff in the right places and at the right time with the right skills, knowledge and attributes to perform various roles efficiently and effectively;
- mainstreams Human Resource Planning (HRP) in all Ministries/Departments; and
- assists individuals realize their career plans and aspirations within the Public Service.

It is therefore my desire that the Strategy will be implemented by all public institutions (Ministries, Department, Agencies and Counties) across both levels of Government. This is also geared towards enhancing the establishment of strong and effective public service institutions that provide training in technical, managerial and leadership competencies as well as the right human capacities consistently over time.



Sicily K. Kariuki (Mrs.), EGH

CABINET SECRETARY

MINISTRY OF PUBLIC SERVICE, YOUTH AND GENDER AFFAIRS

STATEMENT BY CHIEF OF STAFF AND HEAD OF PUBLIC SERVICE

I wish to welcome the development the Succession Management Strategy which underlines the importance of human resource, as a key component of effective public administration.

The Government of Kenya recognizes that the most valuable asset we have as a country is our human resource. No matter how organized and constitutional the Government is, it would not get very far in the absence of a public administration system that is capable of translating its broad development intentions into reality, enforcing its laws and delivering services needed by the people.

In this regard, one of the roles of the Public Service is to support the Government to create a governance framework that guarantees national security and stability, peace, effective macro-economic management, rule of law, respect for human and property rights, among other issues.

As a Public Service, we have many achievements to celebrate and showcase. In order to continue the trend, the Government is committed to improving the quality of Public Service by supporting enhancement of efficiency and operational capacities across the two levels of Government. This includes investing in human resource development, enhancing co-ordination of collaboration efforts towards effective devolution and re-defining Public Service in line with the provisions of the Constitution.

While we have one of the best Public Service in the region with gifted and diligent people, the Service is faced by a number of challenges. These include an ageing Public Service and scarcity of critical skills among others which require urgent attention.

The successful implementation of the Succession Management Strategy will therefore go along way in addressing these challenges and enhancing the effectiveness of the Public Service.

Thank You.



DR. JOSEPH K. KINYUA, EGH

CHIEF OF STAFF AND HEAD OF PUBLIC SERVICE

STATEMENT BY CHAIRPERSON OF THE HUMAN RESOURCE COMMITTEE (CoG)

The National and County Government Coordinating Summit during its inaugural meeting held on 19th June, 2013 resolved to undertake a joint Capacity Assessment and Rationalization of the Public Service (CARPS) Programme.

The overall objective of CARPS is to ensure that Government functions are properly structured and staffed to facilitate transformation of the Public Service for efficient and effective service delivery at both levels of Government. This is in response to the need for implementation of devolved governance system that also necessitated the alignment of National and County Government Structures.

The transition to the new system of Government has faced a number of challenges particularly in the area of human resource management. While some of these are historical, some have arisen out of the new political dispensation arising out of the weak institutions during the time of transition to the new structure of Government. These challenges are manifested in form of ageing workforce where over 60% of employees are above 40 years and 31% are over 50 years; high staff turnover and scarcity of staff in priority areas such as Medical, Legal, Research, Scientists, Engineers, Mining personnel; controlled employment; and lack of systematic leadership development programmes.

I therefore welcome the development of the Succession Management Strategy which among others recommends the effective mainstreaming of human resource planning in the Public Service and urges the relevant institutions at both levels of Government to



Governor James Ongwae, CBS

KISII COUNTY GOVERNMENT & CHAIRPERSON OF THE HUMAN RESOURCE COMMITTEE (CoG)

ACKNOWLEDGEMENT

The successful development of the Human Resource Planning and Succession Management Strategy is a product of the concerted efforts of many individuals in the Public Service.

First and foremost, I wish to thank the Cabinet Secretary, Ministry of Public Service, Youth and Gender Affairs, Mrs Siciy K. Kariuki, EGH, for spearheading and providing leadership in the development of the Succession Management Strategy for the Public Service.

I am grateful to the Chief of Staff and Head of the Public Service, Dr. Joseph K. Kinyua, EGH., for the goodwill and support accorded in the process of developing this strategy.

Further, I wish to appreciate the Council of Governors for their continued support and collaboration in improving service delivery in public services.

I acknowledge the efforts and commitment of the technical team which was involved in the development of the strategy, heads of department and other staff of the Ministry of Public Service, Youth and Gender Affairs and in particular the Directorate of Public Service Management for developing this Strategy Document.



LILLIAN MBOGO-OMOLLO, CBS

PRINCIPAL SECRETARY

STATE DEPARTMENT FOR PUBLIC SERVICE AND YOUTH

CHAPTER ONE: INTRODUCTION

1.0 Preamble

In an environment of rapid change, one of the main concerns of organisational leadership is ensuring organisational sustainability, flexibility and responsiveness in delivering services. Ability to deliver services within a rapid changing environment calls for a deliberate and structured way of ensuring that an organisation has the right number of staff with the right skills and competence mix at all-times. Human resources planning has therefore become a major preoccupation in organisations as they endeavour to align the human resource with the mandate of the organisation.

A key component of Human resource planning is succession management which ensures organisational and institutional readiness, flexibility and responsiveness in delivery of services. Succession management involves two key activities: tracking pivotal roles that are emerging as "resource pressure points" and proactively sourcing and developing a strong talent pool of human resource.

Leaders and managers therefore, need to manage employee succession effectively to ensure continuous availability of leadership, management and technical capacity to deliver services. Organisations and institutions that have an effective succession management system will positively impact on long-term leadership quality, managerial capabilities and overall organizational performance.

Succession management is therefore, an important human resource management strategy that is geared towards ensuring continuation of effective service provision to the citizenry. Absence of succession management plans and

the resultant gaps in terms of numbers, skills and competencies arising from both expected and unexpected exit which can lead to disruption and subsequent sub-optimal outcome in the delivery of Government business. Forward human resource planning helps to develop a diverse workforce better equipped to respond well to emerging challenges and manage succession.

Governments just like any other institutions need to put into place succession management systems to ensure sustainability and effective delivery of services.

1.1 Background

The Kenyan Public Service has made efforts in addressing the issues of succession management as the governance systems and development of the Country evolved. The approach has however, not been based on human resource management plans neither has it been systematic nor holistic, leading to challenges in the delivery of public services.

From 1963, the Civil Service staff complement grew from 63,000 to 158,883 in 1980 and to 271,979 in 1990, excluding State Agencies which translated to average annual growth rates of 9% and 7% respectively well above the growth rate of the economy. Indeed by late 1970s, the public sector had grown to a level where the expenditure on personal emolument was becoming unsustainable. The situation still obtains to date as currently, the public service excluding state agencies and teaching service stands at 322,398.

Consequently, the Government initiated the Civil Service Reform Programmes of the 1990s, aimed at among other things to cut down the wage bill.

The initiatives put in place included:

- (i) The implementation of Voluntary Early Retirement Scheme for officers on Job Groups "A" to "G";
- (ii) Non replacement of officers leaving the Service through natural attrition other than those in critical and essential areas;
- (iii) Abolition of vacant positions;
- (iv) Ban on recruitment for ten (10) years except on critical and essential areas;
- (v) Withdrawal of guaranteed employment to university and tertiary college graduants; and
- (vi) Implementation of a compulsory retrenchment Scheme in the year 2000 that targeted cadres in over manned areas and in functions identified for abolition.

The Public Service Reform Programme however, did not address the human resource planning and in particular succession management issues. In an endeavour to address the emerging succession management issues, the Government developed a succession management strategy in the year 2008. One of the key recommendations was the mainstreaming of human resource planning in the public service. The Strategy was however not fully implemented thus, compounding succession management challenges. Some of the recommendations that were implemented included review of retirement age from fifty five (55) to sixty (60) years in 2009, review of the common establishment grades and granting of waivers on requirement for promotion to address staff stagnation, review of Schemes of Service, among others.

Efforts to address the succession management challenges, has been exacerbated by the freeze in employment since 1991.

1.2 Rationale

The Kenya Public Service is currently facing succession management challenges at both National and County Government levels. In the Civil Service, for instance, succession management problems are manifested in a number of ways, namely:-

- (i) Staffing gaps in the grading structures particularly at higher levels;
- (ii) Ageing workforce whereby a big percentage of Civil Servants are above 50 years (31% or 25,000) are therefore expected to retire within the next ten (10) years;
- (iii) Stagnation of staff;
- (iv) Mismatch of skills and jobs;
- (v) High staff turnover, particularly in some key cadres; and
- (vi) Shortage of relevant skills and competences occasioning waivers on the requirement for promotion to higher grades, short term contracts, re-engaging pensioners on contractual basis and recruitment of casuals to perform jobs of permanent nature.

These challenges have been brought about by lack of effective human resource planning, poor career management and recruitment practices in the Public Service. The resultant effect of the succession management problems is that the Government is unable to deliver services at optimal levels. Indeed existing literature and other data project a picture of the possibility of a succession management crisis in the foreseeable future as a high percentage of staff in many cadres drift towards retirement. This is evident from the findings of Capacity Assessment and Rationalization Programme (CARPS) Report and

existing payroll data. It is in light of the above that it has been found necessary to develop a succession management strategy for the Public Service.

This strategy document seeks to address the obtaining succession management challenges.

1.3 Objectives of the Strategy

The main objective of this strategy document is to provide strategies to address the existing and future succession management challenges.

Specific objectives are to:-

- (i) Institutionalize human resource planning aligned to national and organizational strategic goals;
- (ii) Ensure the best fit between employees and the jobs;
- (iii) Develop a pool of potential successors to support knowledge transfer and employee development;
- (iv) Develop internal capability to ensure organizational preparedness to changing roles and competitiveness;
- (v) Provide stability in leadership and other critical positions to sustain a high performing Public Service and ensure uninterrupted delivery of services and programmes; and
- (vi) Attract and retain talented, competent and knowledgeable employees in the service.

1.4 Scope of the Strategy

This strategy will apply to all public service organizations.

CHAPTER TWO: SITUATIONAL ANALYSIS

2.0 Preamble

This Chapter highlights the current situation in the Public Service in so far as succession management challenges are concerned. It also explores efforts by Government to address issues of succession management in the Service.

Whereas there have been strategies to address succession management challenges in the Public Service, these have neither been comprehensive nor integrated hence, they do not fully realize the desired outcomes. These piecemeal strategies have often been reactive in nature. The succession management challenges and the strategies currently being applied are discussed in detail in the subsequent paragraphs.

Some of the key challenges being experienced are:

- (i) Inadequate human resource planning;
- (ii) Staffing gaps at higher levels;
- (iii) Ageing workforce;
- (iv) Poor career management;
- (v) High staff turnover in key cadres;
- (vi) Shortage of critical skills and competences;
- (vii) stagnation of staff;
- (viii) Mismatch of skills and jobs; and
- (ix) Implementation of the Constitution of Kenya 2010

2.1 Inadequate Human Resource Planning

Human Resource Planning (HRP) is a critical function in all organizations since it ensures that an organization has the right people in the right jobs at the right time. Organizations should therefore, not only define what will be accomplished within a given time-frame, but also the numbers, skills and competencies required to achieve the targets. This also entails anticipating possible future developments and maintaining a well-structured workforce of an appropriate size, which is able to meet the changing needs of the Public Service in a cost-efficient manner.

The HRPs in Ministries/Departments/Agencies/Counties should be aligned to the respective strategic plans and the National Development plans and programmes. Although Ministries/Departments/Agencies/Counties have strategic plans/county integrated development plans that clearly identify the programmes/projects and financial and other resources necessary for effective implementation of the plans, no serious thought is put on the kind and number of staff required to implement the plans.

Further, most Ministries/Departments/Agencies/Counties do not maintain comprehensive skills inventories that would adequately inform the current human resource status. This not only makes it difficult to identify skills and competency gaps but also developing appropriate programs to address the gaps.

The only aspects of human resource planning in the Public Service are existence of career progression guidelines for the various cadres of staff and authorized establishment in Ministries/Departments and some Agencies and Counties. These efforts however, are not adequate to address all issues in human resource planning especially for purposes of succession management.

2.2 Staffing Gaps

The demand for quality Public Service has necessitated the need for the right number of staff at the right place and at the right time. This calls for knowledgeable employees with the right skills, competencies and experience in work performance. The Service has however, been experiencing gaps in performance occasioned by vacancies in established positions. These gaps have arisen out of lack of requisite qualifications, non-declaration of vacant posts, delays in filling posts, ongoing controlled recruitment.

Gaps in staffing as a contributor to succession management challenges may also be attributed to a number of factors which are highlighted hereunder.

2.2.1 Leadership and Management Development Programmes

Leadership is key to succession management in the Public Service as leaders are the drivers of organizational success. Leadership development facilitates building of capacity of individuals who perform leadership roles and their successors in Ministries/ Departments/Agencies/Counties. The Service however, does not have adequate programmes on leadership development to build capacity of officers to take up leadership roles. In addition, Ministries/Departments/Agencies/Counties have been experiencing reduced funding for training and capacity building. As a result, a number of organizations within the Service have had to retain the staff beyond retirement age, hire staff on short term contracts or engage consultancy services.

2.2.2 Tall Civil Service Grading and Restrictive Salary Structure

The Civil Service has for many years been characterized by poor remuneration. In an effort to address this, the grading structure in the Civil Service has

gradually been expanded to accommodate more salary points. The grading structure currently comprises twenty one (21) grades starting from Job Group A to V. The long grading structure in the Civil Service has contributed to succession gaps since the structure necessitates staffing at every level to facilitate smooth succession in respective cadres.

To address these gaps waivers on requirements for promotion have been granted for affected cadres. This strategy is reactive and does not address the underlying causes of the staffing gaps.

2.3 Ageing workforce

A Human Resource Audit conducted in the National and County Governments in 2014/15, under the auspices of Capacity Assessment and Rationalization of the Public Service (CARPS) Programme revealed that the Service is faced with an aging workforce where 31% of staff at both National and County Governments level are aged between 50 and 59 years, while 30% are in the age bracket of 40 to 49 years. Specifically, the Audit revealed that 40% of staff in a number of Ministries/Departments were aged 50 years and above.

The findings of the Audit are corroborated by data from the National Government April, 2016 payroll which revealed that 35% of the employees are in the age bracket of 51-60 years while 52% are above 46 years. Majority of employees in management positions (Job Group 'P' and above) are over 46 years, the details of which are illustrated in the Table below.

Distribution of Staff in Ministries/Departments in the National Government by Age Clusters

No.	Age in Years	Totals Per Age Bracket	Percentage
1.	19-35	13,721	19.76
2.	36-40	9,667	13.92
3.	41-45	9,983	14.38
4.	46-50	11,739	16.90
5.	51-55	11,879	17.11
6.	56-60	12,057	17.36
7.	61 & Above	399	0.57
Grand Total		69,445	

Source: IPPD April, 2016

The analysis of the Audit Report shows that 35% of the staff will be leaving the Service in the next five (5) years. The most affected are staff in the senior management levels and technical cadres with critical skills and competencies.

The challenge of ageing workforce has partly been addressed through retention in Service beyond the mandatory retirement age to provide more time to mentor successors or recruit replacement, employment on contract term and recruitment in critical areas among others. Analysis of available data shows that the number of staff leaving the Service will rise significantly within the next five years if necessary measures are not implemented.

2.4 Career Management

Career management is a process of systematically matching career goals and individual capabilities with opportunities for their fulfillment for purposes of career growth of staff and attainment of organizational goals and objectives. Career Management is critical as it impacts on motivation as well as retention of suitably qualified staff and therefore, a key component of succession management. Career management in the Public Service has however, not been quite effective leading to staff stagnation and subsequently becoming a succession management challenge.

Human Resource Audit of 2014/2015 under the CARPS programme indicates that 32,743 out of a total of 71,683 of the National Civil Service staff in Ministries/Departments have stagnated in one Job Group for a period ranging from 4 to 44 years. This constitutes 45.68% of the National Government total workforce.

As part of career management, Schemes of Service /Career Progression Guidelines have been developed and used to manage staff growth in the Service. A number of cadres are however, yet to have Schemes of Service/Career Progression Guidelines. The cadres that have the Schemes of Service /Career Progression Guidelines have not been effectively managed due to inadequate funding, poor governance or delayed review. As a result, staff stagnate in one grade for prolonged periods of service.

Lack of requisite qualifications among staff as stipulated in their respective schemes of service has been another inhibitor in effective career management leading to non-advancement of staff and thus stagnation. Whereas staff may be

in possession of the requisite qualifications, the non/delayed declaration of vacant posts aggravates the challenge of career management. Further, time taken to fill the vacant positions also impacts on effectiveness of career management. In addition, the controlled recruitment has exacerbated the succession gaps in some cadres. The resultant effect is the succession gaps.

The challenge of ineffective career management has been address through expansion of Common establishment in the Grading Structures, Acting/Special Duty Appointments and staff Re-designations as discussed below.

2.4.1 Expansion of Common Establishment

In 2008, the first four grades at entry level for all cadres were converted to a common establishment, to manage career and address stagnation of officers in the Service. This facilitated progression of staff up to the upper grade of the common establishment. This however, led to stagnation of staff in the upper grades of common establishment due to limited number of posts as a result of which the provision was reviewed. This strategy failed to address the underlying causes of succession management problems. Consequently, in 2014 the common establishment positions reverted to the first two grades at entry level.

2.4.2 Acting/Special Duty Appointments

The gaps resulting from ineffective career management have been partly addressed by calling upon officers to take up appointments on acting capacity on the higher grades. In some cases, officers called upon to perform duties in the higher positions have however, not been able to deliver at optimal levels due to inadequate skills and competencies. In other cases, it has taken too long to fill the positions substantively thereby demoralizing staff holding the positions and

those aspiring for promotion, hence compounding the succession management challenges.

2.4.3 Re-designations

This has been used to allow staff to realign their skills with the jobs by facilitating them to re-designate to cadres where their skills are appropriate. The intervention however, is staff driven and therefore, does not address the succession issue. Some re-designated staff also lack competences to perform in the new positions thereby affecting service delivery.

2.5 High Staff Turnover in Key Cadres

The analysis of the payroll data reveals that some cadres in the Public Service have been experiencing high staff turnover particularly before the age of 40 years through transfer of service, secondment and resignations. Such cadres include Health professionals, State Law Officers, ICT and Economists. The staff high turnover causes shortage and succession challenges thus, compromising service delivery.

The high turnover maybe attributed to inequitable remuneration and conditions of service, in cases of transfer and secondment. Similarly, some of the cases of resignations have been attributed to low remuneration, stagnation, lack of enabling work environment and slow career advancement. Exit interviews however, have not been conducted to determine the actual reasons for the exit to inform policy on retention or terms and conditions reviews where necessary. Consequently, the intervention measure of direct recruitment to replace staff has not adequately addressed the problem.

2.6 Shortage of Critical Skills and Competences

Training and acquisition of skills, competences and knowledge involves the integrated use of training, coaching, instructing and putting in place career development strategies to improve individual, group and organizational effectiveness. Its main objective is to develop key competencies that enable individuals perform current and future jobs through planned activities.

The Government has invested in training and development to ensure continuous upgrading of public servants' knowledge, skills, competencies, and attitudes in a systematic manner. MDAs identify gaps for critical positions and put in place targeted programmes. The current practice in the Service however, emphasizes academic qualifications at the expense of competency/skills based courses.

The Public Service lacks a comprehensive framework that would be key to determine areas of shortage of skills and competencies and also areas where skills and competencies need to be developed.

Technical skills and competences to a large extent have been neglected thereby compromising competency requirements of different cadres. Training and development in the Public Service is mostly supply driven and not needs based. Further, not all training and developmental interventions reflect the Ministerial/Departmental and County strategic intent, nor are they based on annual documented training needs assessment.

Proper knowledge management is a process of creating, sharing, using the information for the benefit of the organization. In cases where skills, competences and knowledge have been acquired however, there are no

adequate systems and mechanisms to harness, share and apply such knowledge. As a result, Ministries/Departments/Agencies/Counties currently have no formal systems of harnessing and sharing organizational knowledge and information.

Talent management is critical in ensuring utilization of competences. It is a way of identifying, recruiting, retaining and developing persons with the right aptitude and abilities for the job. Ministries/Departments/Agencies/Counties however, lack structured system of attracting, retaining and developing people with the aptitude and abilities to meet current and future needs of the Public Service.

Performance management ensures that available skills and competences in an organization are applied to achieve set targets, goals and strategic objectives are achieved efficiently and effectively. The Ministries/Departments/Agencies/Counties, performance management systems however, have structural weaknesses which constraints effective management of the employees' performance and thus, succession management.

2.7 Mismatch of Skills and Jobs

Aligning skills with jobs is critical in ensuring an efficiency and effective Public Service. However, the Capacity Assessment and Rationalization of the Public Service (CARPS) Report revealed that there is mismatch between the skills held by employees and those required by their jobs. This mismatch involve Skills deficit (gaps), skills underutilization, overeducated and undereducated. This is an issue that requires to be addressed.

2.8 Operationalization of the two levels of Government in line with the Constitution of Kenya 2010

The Constitution of Kenya 2010 introduced the devolved governance system which brought a number of changes in the management of the Public Service. The constitution of the National Government, establishment of County Governments, and creation of Constitutional Commissions and Independent Offices occasioned movement of a number of staff resulting in the disruption of the human resource function and practices. This aggravated the succession management challenge in the Service.

2.9 Conclusion

Whereas there have been interventions to address succession management challenges in the Public Service, these have neither been integrated nor comprehensive. The interventions have been piecemeal and often reactive in nature hence, they have not realized the desired outcomes. It is in the light of the above that it has been found necessary to develop a comprehensive succession management strategy. The Strategy is discussed in details in the subsequent chapter.

CHAPTER THREE: SUCCESSION MANAGEMENT ISSUES AND STRATEGIES

3.0 Preamble

This chapter highlights strategic issues in succession management identified in the situation analysis. It also identifies the strategic objectives and the strategies for achieving them. The strategic issues include human resource planning, staffing gaps, ageing workforce, career management, staff turnover and critical skills and competences.

3.1 Strategic Issue 1: Human Resource Planning

3.1.1 Strategic Objective: To institutionalize human resource planning in the Public Service aligned to National and organizational goals.

Strategy 1: Development of a Human Resource Master Plan linked to the National Medium Term Plan and Expenditure Framework (MTP and MTEF) every five (5) years.

Key Activities:

- (i) Develop and update the skills inventory;
- (ii) Identify requisite skills and competences to meet MTP;
- (iii) Identify the gaps and requisite action required to address the gaps;
- (iv) Determine and mobilize resources required; and
- (v) Establish monitoring and evaluation framework.

Strategy 2: Development of Annual HR Plans by Ministries/Departments/Agencies/Counties aligned to strategic plans with clear budgetary requirements.

Key Activities:

- (i) Undertake workload analysis to determine optimal staffing levels;
- (ii) Conduct annual reconciliation of staff establishment records;
- (iii) Develop and update the skills inventory;
- (iv) Identify requisite skills and competences to meet strategic plan;
- (v) Identify the gaps and requisite action required to address the gaps; and
- (vi) Determine and mobilize resources required.

Strategy 3: Development and Adoption of Integrated Government Human Resource Information System (GHRIS).

Key Activities:

- (i) Upgrade GHRIS infrastructure;
- (ii) Migrate Integrated Payroll Personnel Data (IPPD) into GHRIS;
- (iii) Operationalize all human resource modules; and
- (iv) Implement the Human Resource Information System in the Public Service.

3.2 Strategic Issue 2: Staffing Gaps

3.2.1 Strategic Objective 2: To ensure and maintain Optimal Staffing Levels with best fit between Employees and the Jobs.

Strategy 1: Linking Recruitment to Human Resource Plans

Key Activities:

- (i) Identify gaps in critical positions and implement targeted programmes to address the gaps;
- (ii) Introduce competency based recruitment and selection; and
- (iii) Undertake periodic review of secondment, attachment, benchmarking and study tours.

Strategy 2: Design and Review Leadership and Management Capacity Building Programmes**Key Activities:**

- (i) Review and design additional leadership programmes; and
- (ii) Institutionalize coaching and mentoring programmes.

Strategy 3: Review and Harmonize the grading structure to eliminate disparities, job duplications and roles in the Public Service**Key Activities:**

- (i) Review and develop a harmonized grading structure in the public service based on Job Evaluation reflecting comparable positions; and
- (ii) Develop salary structure to accommodate horizontal salary progression.

3.3 Strategic Issue 3: Ageing Workforce

3.3.1 Strategic Objective: To ensure a pool of potential successors with requisite skills and competencies to replace those exiting the service and to support knowledge transfer, employee development and replacement.

Strategy 1: Replacement of Staff**Key Activities:**

- (i) filling vacant positions in line with human resource plan;
- (ii) prompt promotion of serving officers; and
- (iii) review the blanket freeze on recruitment and recruit at entry levels based on human resource plan.

Strategy 2: Introduction of Management Trainee Programme**Key Activities:**

- (i) Design and develop a management trainee programme; and
- (ii) Recruit management trainees in line with the programme.

Strategy 3: Design and Implement a young professional programme**Key Activities:**

- (i) Develop a young professional programme;
- (ii) Mainstream the young professional programme; and
- (iii) Monitor and evaluate programme.

Strategy 4: Design and implement a High Achievers Scheme**Key Activities:**

- (i) Develop modalities and criteria of identifying and recognizing public officers with extra-ordinary ability in work performance, leadership and personal qualities;
- (ii) Design appropriate tools and instruments for assessing and validating High Achievers;

- (iii) Introduce rewards and awards to recognize public servants who have designed improved ways of doing business and displayed unique talents; and
- (iv) develop a process audit mechanism and prepare audit reports.

Strategy 5: Design and Implement Emeritus programme

Key Activities:

- (i) Develop an emeritus programme;
- (ii) Mainstream the emeritus programme; and
- (iii) Monitor and evaluate the emeritus programme.

3.4 Strategic Issue 4: Career Management

3.4.1 Strategic Objective 4: To ensure attraction and retention of qualified human resources in the public service and their advancement within their career paths.

Strategy 1. Review and develop career progression guidelines/schemes of service for all cadres.

Key Activities:

- (i) Develop distinct and concise job descriptions, clear accountabilities/responsibilities and academic, professional and competences required for appointment at each grade;
- (ii) Review and develop career progression guidelines/schemes of service for all cadres; and
- (iii) Sensitize staff on the reviewed and newly developed career progression guidelines/schemes of service.

Strategy 2: Train and Develop Staff.

Key Activities:

- (i) Undertake training needs assessment with focus on career progression guidelines/schemes of service;
- (ii) Develop training and development Programmes for career growth;
- (iii) Mobilize resources for training and development;
- (iv) Induct newly recruited staff; and
- (v) Coach and mentor staff.

Strategy 3: Promote staff when due

Key Activities:

- (i) Declare and fill vacant positions promptly; and
- (ii) Enforce policy provision on the maximum period of acting and special duty.

3.5 Strategic Issue 5: Staff turnover in key Cadres

3.5.1 Strategic Objective 5: To ensure retention of key cadres within the public service

Strategy 1. Provide attractive terms and conditions of service for cadres experiencing high staff turnover

Key Activities:

- (i) Undertake exit interviews to establish reasons for turnover;
- (ii) Implement the recommendations arising from the exit interviews report; and
- (iii) Review and implement salary, benefits and incentives for cadres experiencing high turnover.

3.6 Strategic Issue 6: Skills and competences

3.6.1 Strategic Objective 6: To enhance Skills and competences for improved productivity and quality service delivery.

Strategy 1: Develop a talent Management Framework for Public Service.

Key Activities:

- (i) Conduct a study to identify existing talent gaps;
- (ii) Recruit staff to fill the identified talent gaps;
- (iii) Identify and develop a pool of talents for succession;
- (iv) Develop a system to attract and retain unique talents; and
- (v) Sensitize staff on talent Management Framework for Public Service.

Strategy 2 : Develop a Competence based Framework for Public Service

Key Activities

- (i) Identify core competencies for service delivery in the Public Service;
- (ii) Undertake needs assessment to identify competence gaps;
- (iii) Develop core competencies among management staff in the Public Service;
- (iv) Develop and Implement a competence base recruitment and selection system; and
- (v) Sensitize staff on competence based Framework.

Strategy 3 : Develop a Knowledge Management Policy for Public Service.

Key Activities:

- (i) Conduct a study to identify existing Knowledge Management gaps;

- (ii) Develop and Implement Knowledge Management Policy; and
- (iii) Sensitize staff on Knowledge Management Policy.

Strategy 4 : Review the performance management System to inform competence, careers and succession management.

Key Activities:

- (i) Review the performance management tools;
- (ii) Develop a clear framework for performance management system;
- (iii) Sensitize staff on performance management system; and
- (iv) Introduce performance management incentives and sanctions.

3.7 Strategic Issue 7: Mismatch of Skills and Jobs

3.7.1 Strategic Objective 7: Aligning skills with jobs

Strategy 1: Determine the extent of mismatch of skills to jobs

Key Activities

- (i) Undertake a survey in the Public Service to determine the extent of mismatch of skills to jobs; and
- (ii) Undertake deployment and re-deployment of task to match skills to the available jobs.

3.8 Strategic Issue 8: Operationalization of the two levels of Government in line with the Constitution of Kenya 2010

3.8.1 Strategic Objective 8: Harmonize human resource management practices across the public service

Strategy 1: Develop staffing norms for the Public Service

Key Activities:

- (i) Identify areas in human resource management that require norms and standards; and
- (ii) Develop norms and standards for the identified areas

CHAPTER FOUR: INSTITUTIONAL FRAMEWORK

The following stakeholders will support implementation of the Strategy:

Public Service Commission

- (i) Review the strategy
- (ii) Provide guidelines on implementation of the strategy
- (iii) Monitor and Evaluate implementation of the strategy

Ministry responsible for Public Service

- (i) Coordinate implementation of the strategy
- (ii) Provide feedback on implementation of the strategy and guidelines

County Governments

- (i) Implement the strategy and guidelines
- (ii) Prepare and submit quarterly and annual M&E reports
- (iii) Prepare budgetary requirements for implementation

Ministries/Departments

- (i) Implement the strategy and guidelines
- (ii) Prepare and submit quarterly and annual M&E reports
- (iii) Prepare budgetary requirements for implementation

The National Treasury

- (i) Provide funding required for implementation of the strategy

State Corporations Advisory Committee (SCAC)

- (i) Coordinate implementation of the strategy in state corporations.

CHAPTER FIVE: MONITORING AND EVALUATION

Monitoring the implementation of the policy is crucial as it will provide feedback on its progress, effectiveness and impact. Hence, HRP and succession Management interventions will be monitored and evaluated regularly to ensure that the stated goals and objectives are realized within the specified timelines.

A Monitoring and Evaluation (M & E) framework will be developed to guide the M & E process.

CHAPTER SIX: CONCLUSION

In the past, succession management has not been done in an integrated manner taking cognizance of the unexpected side effects. In addition, it has been done through implementation of only some of the recommendations leaving out activities that would ordinarily reinforce each other and which as stand alone would not produce the desired results.

It is therefore critical that human resource and succession management are mainstreamed within the broader human resource management with a view to ensuring smooth progression of staff and to avoid the on-off reactive crisis interventions. This way, succession management will become a permanent feature in human resource management across the Service.

CHAPTER SEVEN: IMPLEMENTATION PLAN

This document contains succession management strategies that need to be implemented in the immediate, short term and long term periods as here under. It is noteworthy to understand that the government agenda is set out in the Vision 2030, sustainable development goals and other emerging government priorities. Against these blue prints the various MDAs have strategic plans that guide their day-to-day operations. Therefore succession management priorities will be determined by the MDAs priorities as stipulated in the respective strategic plans. The leadership in MDAs must continuously monitor and collect data to whether the strategies are meeting the department's needs and evaluates succession planning outcomes based on established metrics. The implementation plan is appended below.

APPENDICES

APPENDIX 1: SUCCESSION MANAGEMENT IMPLEMENTATION ACTION PLAN

Strategic Issue 1: Human Resource Planning

Strategic Objective: To institutionalize human resource planning in the Public Service aligned to National and organizational goals.

Strategies	Activities	Output	Responsibility/ Actors	Time Frame
1. Development of a Human Resource Master Plan linked to the National Medium Term Plan and Expenditure Framework (MTP and MTEF) every five (5) years.	(i) Develop and update the skills inventory; (ii) Identify requisite skills and competences to meet MTP; (iii) Identify the gaps and requisite action required to address the gaps; (iv) Determine and mobilize resources required; and (v) Establish monitoring and evaluation framework.	Human Resource Master plan	MPSY&GA DPSM	2017/2018 FY
2. Development of Annual HR Plans by Ministries/Departments/Agencies/Countries aligned to strategic plans with clear budgetary requirements.	(i) Workload analysis to determine optimal staffing levels; (ii) Annual reconciliation of staff establishment records; (iii) Develop and update the skills inventory; (iv) Identify requisite skills and competences to meet strategic plan;	Annual Human Resources Plan	MPSY&GA MDAs and County Governments	July, Annually

Strategies	Activities	Output	Responsibility/ Actors	Time Frame
	(v) Identify the gaps and requisite action required to address the gaps; and (vi) Determine and mobilize resources required.			
3: Development and Adoption of Integrated Government Human Resource Information System (GHRIS)	(i) Upgrade GHRIS infrastructure; (ii) Integrate Integrated Payroll Personnel Data (IPPD) with GHRIS; and (iii) Operationalize all human resource modules.	Integrated GHRIS	MPSY&GA (HR/P and MCS)	December, 2017
Strategic Issue 2: Staffing Gaps				
Strategic Objective 2: To ensure and maintain Optimal Staffing Levels with best fit between Employees and the Jobs				
1: Linking Recruitment to Human Resource Plan	(i) Identify gaps in critical positions and implement targeted programmes to address the gaps; (ii) Introduce competency based recruitment and selection; and (iii) Periodic review of secondment, attachment, benchmarking and study tours.	(i) A Report on Human Resource gaps in critical positions (ii) Guidelines	MPSY&GA MDAs Countries	2017/18 FY
Strategic Issue 3: Ageing Workforce				
Strategic Objective: To ensure a pool of potential successors to support knowledge transfer, employee development and replacement				
1: Replacement of Staff	(i) Filling vacant positions in line with human resource plan; (ii) Prompt promotion of	Newly promoted staff,	MPSY&GA	2017/18 FY

31

Strategies	Activities	Output	Responsibility/ Actors	Time Frame
	(iii) serving officers; and Review the blanket freeze on recruitment and recruit at entry levels based on human resource plan.	Circular removing blanket freeze on recruitment	MDAs	
2: Introduction of Management Trainee Programme	(i) Design and develop a management trainee programme; and (ii) Recruit management trainees in line with the programme.	A management Trainee Programme	MPSY&GA MDAs	2017/2018 FY
3: Design and Implement a young professional programme	(i) Develop a young professional programme; (ii) Mainstream the young professional programme; and (iii) Monitor and evaluate programme.	A young professional programme	MPSY&GA MDAs	2017/2018 FY
4: Design and Implement a High Achievers Scheme	(i) Develop modalities and criteria of identifying and recognizing public officers with extra-ordinary ability in work performance, leadership and personal qualities; (ii) Design appropriate tools and instruments for assessing and validating High Achievers; (iii) Introduce rewards and awards to recognize public servants who have designed improved ways of doing business and displayed unique talents;	A High Achievers Programme;	MPSY&GA MDAs	2018/2019 fy

32

Strategies	Activities	Output	Responsibility/Actors	Time Frame
	(iv) and develop a process audit mechanism and prepare audit reports.			
5: Design and Implement Emeritus programme	(i) Develop an emeritus programme; (ii) Mainstream the emeritus programme; and (iii) Monitor and evaluate the emeritus programme.	Emeritus programme	MPSY&GA MDAs	2017/18 fy
Strategic Issue 4: Career Management				
Strategic Objective 4: To ensure attraction and retention of qualified human resources in the public service and their advancement within their career paths.				
Strategy 1. Review and develop career progression guidelines / schemes of service for all cadres	(i) Develop distinct and concise job descriptions, clear accountabilities/responsibilities and academic, professional and competences required for appointment at each grade; (ii) Review and develop career progression guidelines/ schemes of service for all cadres; and (iii) Sensitize staff on the reviewed and newly developed career progression guidelines/ schemes of service.	Revised Career Progression Guidelines	MPSY&GA MDAs	2018/2019 fy
2: Train and Develop Staff	(i) Undertake training needs assessment with focus on career progression guidelines/schemes of service; (ii) Develop training and	Report on Training Needs Assessment	MPSY&GA MDAs	2017/18 fy

33

Strategies	Activities	Output	Responsibility/Actors	Time Frame
	development Programmes for career growth; (iii) Mobilize resources for training and development; (iv) Induct newly recruited staff; and (v) Coach and mentor staff.			
3: Promote staff when due	(i) Declare and fill vacant positions promptly; and (ii) Enforce policy provision on the maximum period of acting and special duty.		MPSY&GA MDAs	Starting FY 2017/2018
Strategic Issue 5: Staff turnover in key Cadres				
Strategic Objective 5: To ensure retention of key cadres within the public service				
1. Provide attractive terms and conditions of service for cadres experiencing high staff turnover	(i) Undertake exit interviews to establish reasons for turnover; (ii) To implement the recommendations arising from the exit interviews report; and (iii) Review and implement salary, benefits and incentives for cadres experiencing high turnover.	New Terms and Conditions for the cadres experiencing high staff turnover	MPSY&GA MDAs	Starting FY 2017/2018
Strategic Issue 6: Skills and competences				
Strategic Objective 6: To enhance Skills and competences for improved productivity and quality service delivery.				

34

Strategies	Activities	Output	Responsibility/Actors	Time Frame
6.1. Develop a talent Management Framework for public service	(i) Conduct a study to identify existing talent gaps; (ii) Recruit staff to fill the identified talent gaps; (iii) Identify and develop a pool of talents for succession; (iv) Develop a system to attract and retain unique talents; and (v) Sensitize staff on talent Management Framework for Public Service	Talent Management Framework	MPSY&GA MDAs	2018/2019 FY
6.2. Develop a Competence based Framework for Public Service	(i) Identify core competencies for service delivery in the Public Service; (ii) Undertake needs assessment to identify competence gaps; (iii) Develop core competencies among management staff in the Public Service; (iv) Develop and Implement a competence base recruitment and selection system; and (v) Sensitize staff on competence based Framework.	Competence based Framework for public service	MPSY&GA MDAs	2017/18 FY
6.3. Develop a Knowledge Management Policy for Public Service	(i) Conduct a study to identify existing Knowledge Management gaps; (ii) Develop and Implement Knowledge Management Policy; and (iii) Sensitize staff on Knowledge Management Policy.	Knowledge Management Policy	MPSY&GA MDAs	2017/2018 FY

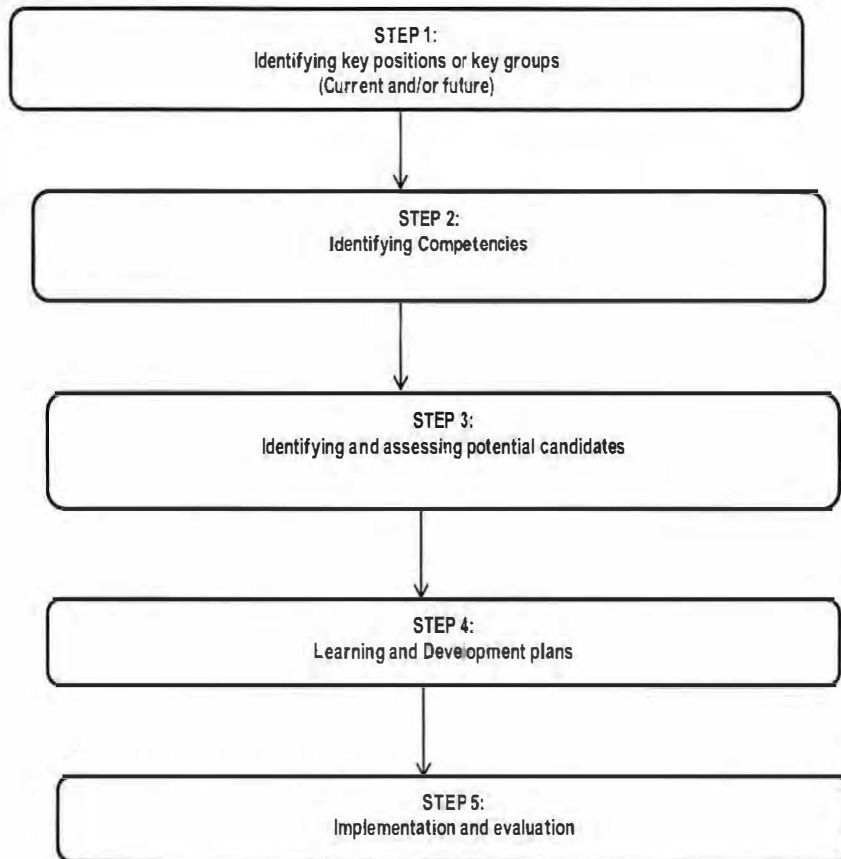
35

Strategies	Activities	Output	Responsibility/Actors	Time Frame
6.4. Review the performance management System to inform competence, careers and succession management	(i) Review the performance management tools; (ii) Develop a clear framework for performance management system; (iii) Sensitize staff on performance management system; and (iv) Introduce performance management incentives and sanctions.	New Performance Management System	MPSY&GA MDAs	2017/2018 FY
Strategic Issue 7: Mismatch of skills and jobs. Strategic Objective 7: Aligning skills with jobs				
7.1 Determine the extent of mismatch of skills to jobs	(i) Undertake a survey in the Public Service to determine the extent of mismatch of skills to jobs; and (ii) Undertake deployment and re-deployment to match skills to the available jobs.	Survey report	MPSY&GA MDAs County Governments	April, 2018
Strategic Issue 8: Operationalization of the two levels of Government in line with the Constitution of Kenya 2010 Strategic Objective 8: Harmonize human resource management practices across the Public Service				
8.1 Develop staffing norms for Public Service	(i) Identify areas in human resource management that require norms and standards (ii) Develop norms and standards for the identified areas	Staffing norms	MPSY&GA PSC MDAs County Governments	2017/2018 FY

36

Appendix 2: Succession Planning Process

It is important to acknowledge that succession planning will vary from department to department. Different resources, different organizational designs and different attitudes all mean that succession planning should be flexible and adaptable in order to accommodate varying needs and achieve continuity. However, there is general framework that departments can use as a basis and guide for their succession planning activities. This framework involves:



STEP 1: Identifying key positions or key groups (Current and/or future)

- Current and future strategic goals and objectives
- Retirement forecasts
- Turnover rates
- Current and expected vacancies
- Changes to existing programs and services
- Highly specialized function

STEP 2: Identifying Competencies

- Reviewing job descriptions, advertisements, and relevant merit criteria
- Interviewing current and former job incumbents
- Interviewing supervisors, clients, and other stakeholders
- Conducting focus groups or surveys
- Reviewing any existing development programs (i.e. leadership competencies)
- Reviewing organizational values

STEP 3: Identifying and assessing potential candidates

- Employees discussing career goals and objectives with their supervisor
- Developing an inventory of employee skills/competencies and careers
- interests
- Candidate interviews
- Review of résumés/CVs
- Performance reviews
- Reference checks
- Talent review meetings

STEP 4: Learning and Development plans

Some key points to remember when developing learning and development plans are:

- Plans should focus on decreasing or removing the gap between expected competencies and the current knowledge, skills and abilities of candidates.
- Manage expectations – modern succession planning is based on learning and development to fulfil employee potential, rather than merely filling a vacancy.

There are a wide range of learning and development opportunities to consider, which can include:

- Job assignments that develop and/or improve a candidate's competencies;
- Job rotations; and
- Formal training.

Ensure appropriate strategies are in place to support the transfer of corporate knowledge to candidates for key jobs, which can include:

- Mentoring, coaching or job-shadowing;
- Documenting critical knowledge;
- Exit interviews; and
- Establishing communities of practice.

STEP 5: Implementation and evaluation

- How the process operates – the relationship between inputs, activities, outputs, and outcomes
- Impact of the process relative to stated goals and objectives
- Functional strengths and weaknesses
- Potential gaps in planning and assumptions
- Cost-effectiveness and cost-benefit

www.psyg.go.ke