



**REPUBLIC OF KENYA**

---

**Public Service Commission**

**Guidelines on Design of Organization  
Structures in the Public Service**

*Issued by the Public Service Commission*

*May, 2015*



# **Guidelines on Design of Organization Structures in the Public Service**

*Issued by the Public Service Commission*

**MAY, 2015**



# TABLE OF CONTENTS

<i>DEFINITION OF TERMS</i> .....	v
<b>SECTION ONE: INTRODUCTION</b> .....	<b>1</b>
1.1 Background.....	1
1.2 The Rationale.....	2
1.3 Objectives of the Guidelines .....	3
1.4 Principles of Organization Design .....	3
1.5 Scope of Application .....	5
<b>SECTION TWO: GUIDELINES ON DESIGN OF ORGANIZATION STRUCTURES IN THE PUBLIC SERVICE</b> .....	<b>7</b>
2.1 Introduction .....	7
2.2 Steps to Design Organization Structure .....	7
<b>SECTION THREE: INSTITUTIONAL FRAMEWORK</b> .....	<b>11</b>
3.1 Public Service Commission .....	11
3.2 Ministry Responsible for Public Service .....	11
3.3 The National Treasury .....	11
3.4 Ministries/Departments .....	12
3.5 Oversight Agency Responsible for State Corporations.....	12
3.6 State Corporations/Agencies.....	12
<b>SECTION FOUR: MONITORING, EVALUATION AND REPORTING</b> .....	<b>15</b>
4.1 Monitoring, Evaluation and Reporting.....	15
4.2 Review of the Guidelines .....	15

## **Mission**

To transform the public service to be dynamic, professional, efficient and effective for the realization of national development goals

## **Vision**

To be the lead service commission in the provision, management and development of competent human resource in the Public Service

## **Core Values**

Integrity  
Professionalism  
Equity and Diversity  
Team Spirit  
Transparency and Accountability  
Creativity and  
Continual Improvement

## DEFINITION OF TERMS

Abolish	Do away with, put to an end to or annul existence of an office or post
Agencies	Organizations established to work on behalf of the Government
Appeal	Petition or make an urgent or serious request to review a decision
Commission	The Public Service Commission
Complement	An establishment of the total number of posts and personnel
Duplication	Replication or repetition of mandates, functions and roles
Establish	Set up, form or create an office or position
Job Description	Details of what a job entails including main duties and responsibilities
Merger	Bring together or combine two or more functions or roles
Office	Government or public institution or organization
Overlaps	Extend over or past, and cover part of a function or role, or to have functions or roles in common
Oversight Agency	Body charged with responsibility to regulate or control other state agencies
Post	Government or public position or job
Public Service	Government service established for the benefit of the public
State Corporations	Government organizations authorized to act as single entities

SECTION ONE

# **INTRODUCTION**



# SECTION ONE: INTRODUCTION

## 1.1 Background

The promulgation of the Constitution of Kenya, 2010 ushered in a raft of fundamental legal and institutional framework shifts from the past. The Constitution redefined the mandates and functions of constitutional institutions shaping them towards efficient and effective service delivery. The Public Service Commission is one such institution as provided for in Article 233 of the Constitution.

Before the new dispensation, the Public Service Commission played critical but general roles in the Country's public service. Originally set up to review the structure, remuneration and superannuation arrangements of the Civil Service in the East African Territories, the Public Service Commission of Kenya has had several reviews and adjustments in its mandate. In 1957, it was set up as a Civil Service Commission vide Ordinance No. 62 of 1954 with the mandate of advising the colonial government on appointments in the Civil Service. It was later to be made a Constitutional Commission vide the Kenya Order in 1963 with the expanded mandate of managing the entry, stay and exit of Civil Servants in Public Service, a role that it played up to the enactment of the Constitution.

Development and review of organization structures was hitherto done in an unstructured manner and at individuals' whims. Lack of clear procedures in undertaking these processes more often than not resulted in disparities in placement, grading, remuneration and resource allocation within public service organizations.

To address these challenges and rationalize management and operations within the public service, it is necessary to streamline the development and review of organization structures.

The hallmark of the new look public service therefore rests with the implantation of good governance practices in management of the roles of the Public Service Commission as articulated in Article 234, and promotion and institutionalization of the national values and principles of governance.

## 1.2 The Rationale

An organization structure drives the delivery of the core business of an organization. It facilitates an effective and efficient management process through which an organization achieves its vision, mission and strategic intent. An organization structure therefore:

- (i) Reflects the core functions of the organization;
- (ii) Demarcates activities and roles of players within the organization for internal harmony, stability and efficiency;
- (iii) Interfaces activities of units and sub-units in an effective manner;
- (iv) Aligns inputs, processes, skills and outputs with customer expectation and long term objectives for strategic advantage and realization of the Vision; and
- (v) Clarifies the roles and linkages of the institutions' internal and external players.

The design of organization structures therefore needs to be predicated upon predetermined goals and objectives which are based on the mandate of an organization. The structures should be organized in such a way that closely related functions are grouped together based on the purpose of each function and how they relate towards the realization of strategic objectives.

Currently, modalities for designing organization structures in Kenya's public service are either missing or inadequate and not documented. This has led to functional overlaps, duplication of roles, and undefined responsibilities in the public service. In some cases, design and review of organization structures is done in an unstructured manner hence creating disparities across the public service.

To address the above challenges, it is necessary that clear guidelines are developed to ensure the same criteria and standards are applied in designing public service organization structures. Besides, Article 234 (d) and (e) of the Constitution states that the commission shall: *'investigate, monitor, and evaluate the organization, administration and personnel practices of the public service; and ensure the Public Service is efficient and effective'*.

To achieve this, it is necessary that the Commission develops appropriate tools to guide in the management of the Public Service. One of these is the guidelines on design of organization structures.

These guidelines are therefore geared towards:

- (a) Guiding Ministry/Departments to design effective organization structures
- (b) Enhancing efficiency in service delivery
- (c) Addressing past challenges that have made it difficult to design organization structures in the public service
- (d) Achieving effective workflow and clear lines of communication.
- (e) Entrenching a healthy organization culture

### **1.3 Objectives of the Guidelines**

The overall objective of the guidelines is to streamline the design of organization structures in the public service for enhanced efficiency and effectiveness. The specific objectives include:

- (i) To provide standard procedures for designing organization structures;
- (ii) To ensure organization structures are harmonized across similar or related organizations;
- (iii) To facilitate minimization of duplications and overlaps of functions, roles, and responsibilities within and across Ministry/Departments

### **1.4 Principles of Organization Design**

An organization structure is a framework by which functions are divided, grouped and coordinated. While designing organization structures, Ministry/Departments should adhere to the process of developing or reviewing organization structures through specific basic principles, some of which are:

#### **(a) Span of Control**

Consideration of the following in order to achieve the appropriate span of control:

- (i) The number of staff supervised
- (ii) The nature of work being performed
- (iii) The capability of supervisors vis-a-vis subordinates
- (iv) The leadership style;
- (v) The nature of interpersonal relationships.
- (vi) The responsibility of the supervisor

**(b) Interrelated Functions**

Related activities are grouped together in one functional area in order to maximize coordination of activities.

**(c) Chain and Unity of Command**

Lines of authority and responsibility are clearly defined and that each individual reports to only one supervisor at a given time.

**(d) Commensurate Authority and Responsibility**

This principle refers to:

- (i) Proportionate authority and responsibility being delegated to staff to undertake the tasks allocated to them. Otherwise staff will not be held accountable for the outcome.
- (ii) Supervisors being held accountable for the outcomes of their subordinates.

**(e) Work Assignment**

This principle refers to:

- (i) Work assignment being commensurate to the employees' ability, talents, special strengths and competencies. This helps to ensure that each person's work assignment is consistent with his/her ability and interest.
- (ii) Clearly defined duties and responsibilities being developed to ensure employees are accountable for performance; and

- (iii) An officer's work assignment being determined on the basis of the existing post before being hired.

**(f) Employee Participation**

All employees are involved in decision making in their areas of operation.

**1.5 Scope of Application**

These guidelines will cover the public service and will apply to ministries/ departments and state corporations/agencies.

SECTION TWO

**GUIDELINES ON DESIGN OF  
ORGANIZATION STRUCTURES  
IN THE PUBLIC SERVICE**

## SECTION TWO: GUIDELINES ON DESIGN OF ORGANIZATION STRUCTURES IN THE PUBLIC SERVICE

### 2.1 Introduction

This section provides procedures for the design of organization structure in the public service. Design encompasses the development and review of organization structures in the public service. Organization development and review will entail assessment of the mandate of the organization; strategies required to realize the mandate; its core functions; and operations of the organization; as well as the challenges facing the organization.

Development of organization structures will arise whenever new offices or organizations are established in the public service. On the other hand, review of organization structures will be necessitated by changes in the strategic direction of government; legal framework; organization mandate; technology; and external environment. Review may also result from mergers; separations; acquisitions; and reduced funding, among others.

### 2.2 Steps to Design Organization Structure

The Process of organization development and review of organization structures for Ministries/Departments/Agencies will entail the following steps:

#### **Step 1: Preparatory Stage**

- (i) Examine mandate in line with the provisions of the Constitution, legislation and other government policies and procedures
- (ii) Establish the core functions of the organization in line with its mandate
- (iii) Undertake consultations of general and specific nature
- (iv) Design strategies and identify implicit drivers that will support the realization of the new structure, stated objectives and subsequently the mandate of the organization in the most effective and efficient manner

- (v) Establish the broad objectives required to deliver on the mandate

### **Step 2: Situational Analysis**

- (i) Analyze the current organization structure, staffing, functional and operational arrangements
- (ii) Determine the ability of the current structure to respond to prevailing internal and external environments
- (iii) Identify the strengths and opportunities of the current arrangements of organization structure that can be borrowed
- (iv) Identify challenges and weaknesses of the current organization structure
- (v) Analyze the findings for the necessary corrective actions/adjustments

### **Step 3: Determine the Need for Development or Review**

- (i) Identify the problem/challenges currently faced
- (ii) Provide justification for development or review
- (iii) Develop clear terms of reference and deliverables
- (iv) Determine the appropriate methodology
- (v) Define the required time frame for development or review
- (vi) Design strategies that will support realization of the new structure
- (vii) Develop monitoring and evaluation mechanism

### **Step 4: Determine New Structure**

- (i) Identify organization design principles that are key to determining the new structure.
- (ii) Develop/review the current organization structure and develop possible ideal organization structures that can deliver the new mandate.
- (iii) Use elimination method to establish the most appropriate structure that will facilitate achievement of the organization mandate. In so doing organizations will consider whether the structure and design: complies with prevailing legal and institutional framework; supports the organization strategy and purpose; assists the management in



delivery of efficient and effective work flow; eliminates overlaps and duplications; and facilitates effective communication, among others.

- (iv) Determine the grading levels indicating functional headship in line with the proposed organization structure
- (v) Develop a matrix indicating functions that do not fit in the organization, those that are duplicated and overlapped, as well as obsolete function and the action to be taken, i.e. transfer, abolish, outsource, privatize or otherwise.

### **Step 5: Engage Stakeholders**

- (i) Identify and document the relevant stakeholders
- (ii) Subject the proposed structure to stakeholders for input
- (iii) Incorporate comments from stakeholders
- (iv) Validate and finalize the organization structure

### **Step 6: Seek Approval for Implementation**

- (i) Submit the structure to the Public Service Commission in case of Ministries/Departments and to the Oversight Agency in case of State Corporations/Agencies

The Commission and Oversight Agency shall make the following decisions:

- a) Where the structure is approved, the approving body will inform the organization in writing within thirty (30) days. The organization will thereafter proceed to the implementation stage in consultation with relevant Government agencies.
- b) Where the structure is not approved, the approving body will return the structure with comments within thirty (30) days. The organization will respond to the comments and re-submit it for re-consideration.
- c) Where the structure is rejected, the approving body shall inform the organization of the rejection, reasons thereof and the way forward within thirty (30) days

SECTION THREE

# INSTITUTIONAL FRAMEWORK

## **SECTION THREE: INSTITUTIONAL FRAMEWORK**

The following agencies shall be responsible for implementation of these guidelines:

### **3.1 Public Service Commission**

The Constitution gives the Commission the mandate to investigate, monitor and evaluate the organisation, administration and personnel practices of the public service and to ensure that the public service is efficient and effective.

In doing so, the Commission will be responsible for:

- a) Development and review of the guidelines on design of organizational structures
- b) Approval of the organizational structures
- c) Provision of advice on the process of designing organizational structures
- d) Ensure compliance with the provisions of these guidelines
- e) Monitor the implementation of the approved structures

### **3.2 Ministry Responsible for Public Service**

The Ministry responsible for public service will provide technical support to MDA's in designing organizational structures.

### **3.3 The National Treasury**

The National Treasury shall be responsible for:

- a) Sourcing and allocating funds for implementation of decisions based on these Guidelines;
- b) Confirmation of funding for proposed organizational structures

### **3.4 Ministries/Departments**

Ministries/Departments shall:

- a) Develop or review organizational structures in line with these guidelines
- b) Submit their requests and proposals on organizational structures to the Public Service Commission
- c) Implement Public Service Commission's decisions on development and review of organizational structures.

### **3.5 Oversight Agency Responsible for State Corporations**

The Public Service Commission shall delegate to the oversight agency responsible for State Corporation/Agencies its functions in relation to development and implementation of these guidelines by the State Corporations/Agencies.

The Oversight Agency shall be responsible for:

- a) Customization and issuance of guidelines for state corporations/agencies in line with the guidelines on design of organizational structures
- b) Approval of the organizational structures for state corporation/agencies
- c) Provision of advice on the process of designing organizational structures for state corporation/agencies
- d) Monitor the implementation of the approved structures
- e) Ensure compliance with the provisions of these guidelines and provide annual reports

### **3.6 State Corporations/Agencies**

The State Agencies shall:

- a) Develop or review organizational structures in line with the guidelines issued by the oversight agency

- b) Submit requests and proposals on organizational structures to the oversight agency
- c) Implement oversight agency' decisions on development and review of organizational structures.
- d) Comply with these guidelines and report to the Oversight Agency responsible for State Corporations on quarterly basis;

SECTION FOUR

# MONITORING, EVALUATION AND REPORTING

## **SECTION FOUR: MONITORING, EVALUATION AND REPORTING**

### **4.1 Monitoring, Evaluation and Reporting**

Implementation of these guidelines will be monitored and evaluated periodically by the Public Service Commission and the Oversight Agency as applicable to assess achievement of the objectives. Information/data will be obtained from reports from ministries/departments/state corporations, field visits and surveys.

To facilitate this, respective authorized officers/chief executive officers will make periodic reports to the oversight agencies for analysis, process review and decision.

These processes will require commitment of all the implementing institutions as provided for through the established institutional framework. The PSC will release an annual evaluation report on the status of this function.

### **4.2 Review of the Guidelines**

The guidelines will be reviewed from time to time as circumstances or the Commission shall determine.







## **Contacts**

The Secretary/Chief Executive Officer  
Public Service Commission  
P.O. Box 30095, 00100,  
Nairobi, Kenya  
Harambee Avenue

Telephone: +254 (020) 2223901-5, 2227471-5

Website: [www.publicservice.go.ke](http://www.publicservice.go.ke)

Jobs Portal: [psckjobs.go.ke](http://psckjobs.go.ke)

E-mail: [psck@publicservice.go.ke](mailto:psck@publicservice.go.ke)