FORMULATING HUMAN RESOURCE DEVELOPMENT POLICY FOR THE PUBLIC SERVICE (KENYAN CASE)

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Policy is sometimes perceived as:

- a product of principles and declaration that serves as a frame of reference for action;
- a process that ought to lead to the attainment of certain goals
The policy process itself, gives rise to numerous interpretations. Two approaches can be distinguished:

i) The **traditional approach** understands public policy as a cyclic process with different stages:-

- There is a problem to be resolved
- A policy is devised
- A number of objectives set and
- Strategies defined to achieve them
- The operational implementation of the policy is expected to address the problem
ii) **Policy cycle**

- The policy process is assumed to be relational and follows a logical succession of stages based on an objective evaluation of different alternatives and on scientific knowledge.

- To understand Policy Making, account has to be taken on the uncertainty interest in decision making, the limited rationality of the agents that power relations in social systems and the ideological biases have in influencing the decision makers.
Note:

- Policy is conceived not as a sequential process but as an integrated process in which values and differences are made explicit, consensus/agreements sought, compromises made, alliances formed and action justified.

- Policy can be a political exercise that goes beyond technical activities and calls for a process of exchange and negotiation between various interest groups/stakeholders.
BACKGROUND

- The development of the HRD Policy for Public Service of Kenya was necessitated by the challenges that were faced in training and capacity building processes in the Kenya Public Service since independence.
- Training was hitherto guided by administrative circulars, human resource General letters and various guidelines issued to the Service from time to time.
The policy therefore, sought to harmonize the various documents that had hitherto been applied in the service and took cognizance of the fundamental issues that arose from past Public Sector Performance.

The formulation of a comprehensive HRD Policy was therefore part of the Government efforts to improve efficiency and effectiveness in service delivery.
In the past Kenyan Public Service had paid scanty attention to **Performance Management**.

As part of the Reform initiatives undertaken by the Government, Performance Management has taken centre stage as a priority area for the Government in its efforts to respond to the needs of the Public in terms of service delivery.

This requires elaborate **training and capacity building** to equip the public servants with a view to improving their performance.
However, **funding of training** and capacity building programmes in the Public Service had been constrained in the past due to inadequate budgeting allocations.

The policy therefore laid down measures to mobilize resources for the implementation of training and capacity building programmes to be delivered in accordance with the recommendation made in the policy document.
The policy also outlined strategies aimed at establishing optimal staffing levels in the service, recruiting human resource on the basis of knowledge, skills and experience, and providing the cases for succession management.

It emphasizes demand driven and cost effective training that responds to service delivery requirements and seeks to facilitate career growth in the Public Service.
The HRD policy has the following essential elements

(i) A situational analysis

- A situational analysis revealed that the training function in the Public Service had undergone various phases.

a) The first being the Kenyanization Programme: The training function aimed at preparing indigenous Kenyans to take over from the colonial administration.
b) The second phase of the training and capacity building in the Public Service took place during the 1970s and addressed the challenges facing the Public Service at the time. In addition, the cost-sharing concept for Public Officers proceeding on long-term training was introduced.
c) The third phase took place in 1980’s and it aimed at consolidating the gains of the preceding two phases. It is during this period that the Government was faced with major problems of planning and managing the training function.
To address these challenges, the Government came up with various strategies aimed at strengthening and consolidating the organization and management of the training function in the Public Service.
d) The fourth phase of Training and Capacity Building commenced with the onset of Structural Adjustment Programmes (SAPs) of the mid-1980s, which linked up the Public Sector Reforms of 1990’s. The emphasis was on the importance of partnership with private sector and to create an enabling environment for the private sector in National Development
During the above four phases, Training and Capacity Building in the Public Sector was guided by Policy guidelines contained in various Government documents including Administrative Circulars, Personnel General Letters and other directives issued to the service from time to time.
The absence of one comprehensive policy document to guide public service training and development resulted in various policies and strategies and their application in different institutions.

Further, training needs analysis (TNA) was not being done adequately thereby making training more supply driven.

Training evaluation and its cost effectiveness was also not being comprehensively undertaken.

The allocation of resources for training was inadequate. Training and development of Public Servants therefore, depended mainly on declining donor support.
The effect of these weaknesses was poor training impact and service delivery. To address training and capacity building adequately and systematically, the Government therefore, formulated a Human Resource Development Training Policy.
(ii) Policy Statement

The Policy statement gives the Government commitment to continuous upgrading of Public Servants’ core competencies, knowledge, skills and attitudes including their ability to assimilate technology to enable them create and set opportunities for social advancement, economic development, growth and individual fulfillment.
It also gives commitment to addressing performance gaps and revamping Public Service organizations through provision of adequate physical facilities, tools and equipments and further gives direction, proper planning of training programmes to ensure adequate supply of relevant knowledge and skills to the service.
(iii) Policy Objectives

- The Policy provides direction on how to plan, manage and coordinate training in the Public Service.
- It identifies possible sources of funds to enable the Government provide adequate budgetary allocations for training; and
• Gives direction on how to build individual and institutional capacity for improved performances;

• It provides general guidelines on aspects of training and capacity building which require special attention.
(iv) Training and Development

- The policy is meant to assist in proper planning of Training Programmes to ensure continued and adequate supply of relevant knowledge and skills to the service.
- The policy is intended to streamline the procedures and processes to be applied in the following areas:
Training Needs Assessment (TNA) is a Performance Audit that generates and provides management with analytical information for assessing the inadequacy of knowledge and skills obtaining in the service that inhibit an organization from attaining its objectives.

It acts as a sound basis for management decisions on training needs that improve performance and service delivery.
The policy provides that training in the Public Service will be based on comprehensive training needs assessment to be conducted on an annual basis in each organization, in addressing the training needs.

It also provides that training objectives will be linked to National and organization goals.
(b) **Staff Development**

The Policy provides that:

- all Public Servants will be eligible for at least five (5) days training in a year and

- all officers in Managerial Cadre shall undertake training in **Policy Formulation and Project Implementation**
(c) Induction Training

- Induction and orientation training in the Public Service is expected to help an employee familiarize with the work environment and requirements.
- The policy provides that all Public Service organizations will conduct Induction Training within three (3) months of the officers joining the service.
- The Induction Training will also apply to Chief Executive Officers and Senior Government Officers on joining the service.
(d) Sponsorship to University Programmes

- The Policy provides that the government will rely on institutions of higher learning for supply of graduate entrants into the service and therefore does not cater for the cost of undergraduate training for serving officers.

- The Policy however provides for funding of post graduate training programmes and that all employees whose training is approved are expected to successfully complete their courses within the stipulated period and resume duty.
Selection of Trainees is based on identified skill requirements and emphasis is on performance improvement and training programmes that address National, or Organizational and individual goals.
(v) **Skills Inventory**

- For effective assessment of Training needs, the policy provides that organizations will be required to develop and maintain skills inventory for all their staff.

(vi) **Management and coordination of Training**

The Policy provides that management and coordination of training in the Public Service is the responsibility of the Ministry of State for Public Service (DPM).
vii) Standardization and Certification

- The Commission of Higher Education (CHE) regulates training in middle level Institutions and ensures standards are maintained.

- The Policy provides that the government only recognizes examinations administered and certificates awarded by legally recognized examination bodies accredited and approved by the Commission of Higher Education.
(viii) Industrial Attachment

- The overall Policy Objective is to have a well structured and coordinated attachment system to assist the Public Service facilitate acquisition of skills and experience to the attachees especially the youth to become responsible citizens who will contribute effectively in the socio-economic development of the country.

- The policy provides the selection criteria, procedures, roles and responsibilities of the hosting institutions, trainer, attachee, security of the Government information and equipment, insurance of attachees and institutional framework.
(ix) Succession Planning

The policy seeks to address Succession Management issues in the public service through capacity building as provided for in various Schemes of Service and Career progression guidelines for all cadres and appropriate performance appraisal system to identify suitable competencies.
(x) Resource Mobilization Strategies for Training and Development

- The Policy recognizes that the challenges in the implementation process of the policy is on how best to meet the ever increasing resource requirements for training in the wake of increasing demands for exchequer revenue and declining donor support.
- This is in order to mobilize additional resources for training the policy has the following strategies:
- Revise training budget from 1% to 2%.
- Allow training institutions in the Public Service to retain proceeds from their income generating activities to develop their capacities.
- Identify and mobilize untapped resources in private sector organization networks and development partners to supplement Government training and capacity building efforts.
3. POLICY FORMULATION PROCESS

- The following process was followed in the formulation of the HRD Policy.

(i) Policy formulation Responsibility

- In order to jumpstart and spearhead the process of Policy formulation, the Ministry of State for Public Service which is responsible for providing Training and Development Policy direction in the Public Service, established a Technical Committee to lead the process and work with consultants in drafting the Policy.
(ii) **Situational Analysis**

- A situational Analysis was carried out to determine the Public Service strengths, weaknesses, threats and opportunities in regard to its Human Resource Development.
- This helped to determine which policy direction and strategy was to be taken to address identified challenges. It helped to realize the importance of HRD in the Public Service.
(iii) Literature Review

- The next stage was to review existing policies. This was done through study of existing polices and general guidelines which had been issued from time to time.
(iv) Draft Policy Framework
A draft Policy Framework was developed and circulated to all Human Resource Managers for their input.

(v) Stakeholder Involvement
The draft policy was then discussed in several stakeholder forums where Ministries, Training Institutions (both public and private) Training Consultants were involved and their input integrated.
(vi) **Final Draft**
The draft policy was refined after the stakeholders’ input and finally policy was documented and printed.

(vii) **Launch of the HRD Policy**
The Policy was launched and circulated for implementation by the Head of Public Service in May, 2005.
(viii) Monitoring and Evaluation

- The Policy provides for Monitoring and Evaluation process which involves stakeholders of all levels in collecting, processing and communicating information that assists in decision making.

- The Evaluation framework is meant to be a continuous feedback system involving the overseeing of periodic review of activities on implementation of the policy.
CONCLUSION

- The Human Resource Development Policy, for the Kenya Public Service was developed to outline measures that the Government would undertake to bring about sustainable change in Public Service delivery.

- These measures were expected to make the Public Service better equipped to meet the increasing challenges for higher standards of service delivery and also cope with the competitive technological challenges that are taking place today..
The Policy initiatives provide a framework for ensuring that the goals and objectives of training, and capacity building in the Public Service are realized.
THANKYOU