

# REPUBLIC OF KENYA



## **Capacity Assessment and Rationalization of the Public Service (CARPS) Programme**

### **Frequently Asked Questions (FAQs)**

**1. What is CARPS?**

CARPS stands for Capacity Assessment and Rationalization of the Public Service.

**2. What is the overall objective of the Programme?**

The overall objective of the Programme 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.

**3. What are the key objectives?**

- (i) Provide for well organized structures, that are based on given mandates and functions of the National and County Governments;
- (ii) To ensure Ministries/Departments and agencies at both levels have clear vision, mission and mandates to avoid overlaps and duplication of functions
- (iii) To ensure both levels of government have the right set of skills and competencies to execute their roles and functions
- (iv) Establish the existing human resource capacities and make recommendations on the optimal staffing levels based on the realigned structures;
- (iii) Facilitate re-deployment and transfer of staff within and across the two levels of Government;
- (iv) Examine and analyze the existing human resource profiles and skills inventories to inform the CARPS Programme; and
- (v) Recommend modalities for undertaking the rationalization exercise in accordance with relevant laws, statutes and conventions, and implement the recommendations.

**4. What does the CARPS programme entail?**

It entails functional reviews, institutional and organizational reviews, restructuring, Biometric human resource audit, determining skills and competencies, establishing optimal staffing levels through workload analysis, staff redeployment, and transfers.

**5. What is the Scope?**

- (i) The CARPS Programme will cover the Public Service at the National and County Governments at the onset.
- (ii) Same principles will be applied to State Corporations, Independent Commissions and Offices, the Teaching Service, the Judiciary and the Disciplined Services which will be covered in subsequent exercises.

**6. What is the rationale for the CARPS programme?**

The Kenyan Public Service has generally undergone new changes in governance system brought about by:

- (i) Promulgation of the COK 2010,
- (ii) Rationalization of Ministries from 44-18,
- (iii) Repeal of Cap. 265 and abolition of Local Authority system of government,
- (iv) Devolution of power, functions and resources, and
- (v) Creation of new constitutional offices including national and county governments.

**7. What is the legal basis for the CARPS programme?**

The Constitution of Kenya 2010 which transformed the governance structure of the country. In addition, the Transition to Devolved Government Act, 2012 provides the legal and institutional framework for human resource audit, capacity assessment, effective and efficient rationalization and deployment of the human resource at both levels of Government during the transition period.

**8. How will the programme be implemented?**

The National and County Governments Coordinating Summit, which comprises the President of the Republic of Kenya and the Governors of the 47 Counties agreed to undertake a joint Capacity Assessment and Rationalization Programme. A joint Institutional framework for the CARPS programme has been developed at both national and county level. These include:

- (i) An Inter-Governmental Steering Committee Co-chaired by the Cabinet Secretary, Ministry of Devolution and Planning and the Chairman of the Council of Governors to provide overall policy direction,
- (ii) Inter-Agency Technical Committee, Co-Chaired by the Transition Authority and the Ministry of Devolution and Planning to provide overall technical direction, oversight, coordination and quality control,
- (iii) Inter- Agency Secretariat – to provide day to day operational support to the IATC,
- (iv) Ministerial Steering Committee chaired by the Permanent Secretary and a Technical Committee to provide ministry level leadership, professional, technical and operational support, and
- (v) County Steering Committees and a County Technical Committees to provide county level leadership, professional, technical and operational support.

**9. What are the implementation timelines for the CARPS programme?**

- (i) The CARPS programme has a short term (2 years) focus but it is underpinned by a vision and long term perspective. It will be undertaken in four phases:
- (ii) **Phase one: Programming phase:** which entails data collection on government staff and structures. It will run from July-October, 2014.
- (iii) **Phase 2: Restructuring & Re organizing:** It will run from November 2014 to June 2015 and it entails restructuring of government functions.
- (iv) **Redeployment Implementation:** It will be undertaken from July, 2015 to June, 2016 and this will entail redeployment, transfers and separation from the Service if necessary.
- (v) **Phase 4- Sustaining and Enhancing Results with Re-engineering & Capacity Building:** This is on- going and will continue beyond the CARPS programme.

**10. How different is the CARPS Programme from the ones done before?**

The past rationalization exercises were donor driven while the CARPS programme is government driven after a lot of consultation between various stakeholders. It has been occasioned and necessitated by the implementation of the COK 2010 which created 1 National Government and 47 County Governments and collapsed ministries from 44 to a maximum of 22. It aims at enhancing efficiency and effectiveness in service delivery and plugging resource wastage associated with duplication of duties.

**11. Is the CARPS programme about cutting jobs to reduce the wage bill?**

No. It is not about cutting jobs but rather, identifying where people may be redeployed, upskilled or reskilled or where gaps may be filled to create best performance. The programme will result to an efficient and effective public service at both levels of government which will ultimately spur economic growth and development.

**12. Will implementation of the CARPS programme lead to job losses?**

The programme will help in identifying the current and future skills and competencies required in the public service as well as excesses and deficits to facilitate redeployment, transfers and separation where necessary. It will also help in cleansing the payroll and identify any ghost workers.

**13. Will terms and conditions for employment be changed?**

Terms and conditions of service for employees will remain the same unless the existing skills call for re-designation leading to change in one's terms and conditions of service. The Constitution provides that no public officers should be disadvantaged.

**14. What does functions review entail?**

The functions of the National and County governments are provided in the Fourth Schedule of the Constitution of Kenya 2010. Some of these functions have been analyzed and transferred to the counties by the Transition Authority. However, some ministries are still performing county functions, others are duplicating functions and some counties are implementing national government functions. The process will entail the review of the current functions ministries and county governments are performing vis a vis the assigned functions. The end result may be transfer of the functions and collapsing of overlapping and duplicated functions.

**15. What does institutional and organizational review entail?**

This will entail aligning structures to functions and mandates of the national and county governments. It will lead to departmental restructuring at both levels of government.

**16. How will optimal staffing levels be determined?**

Through an objective process that analyses the workload as well as the functions to be performed by a given officer.

**17. How do you undertake workload analysis?**

Workload analysis is determined by ascertaining optimum resources and time required to undertake an organization's functions to completion for efficient service delivery. Outputs of workload analysis are optimal staffing or equipment required.

Workload analysis is used to find out which departments or sections in an organization may be overstaffed or understaffed so as to balance staffing for equal workload distribution and performance improvement.

**18. How will the separation package for those affected be structured?**

The government is working on modalities of ensuring attractive exit packages and livelihood programmes are availed for those who may exit from the public service through this programme. In addition, those who will be entitled to retirement benefits will earn these as provided in the relevant legislation. Finally, those who will remain in service will be retrained and will undergo change management programmes to adjust to the new structures and roles.

**19. What about those who opt to retire early?**

Officers are allowed to retire if they have attained age 50. The normal process of early retirement according to the laid down procedures and legislation will apply.

**20. Are the media reports on retirement packages linked to the CARPS programme accurate?**

No. It is too early to talk about exit packages and number of staff to exit from the public service until the whole capacity assessment and rationalization is concluded and gaps identified. The focus of this exercise is not about mean and lean but about identifying the right mix of skills and competencies to facilitate efficient and effective distribution of human resources.

**21. Are workers representatives involved in the CARPS programme?**

As key stakeholders, relevant Unions are part of the Institutional Framework of the CARPS programme and are actively involved to ensure their concerns are taken into consideration.

**22. How will Human Resource Audit be undertaken?**

This will be done through the use of biometrics tools. All public officers' personal informational will be captured in the biometric system. The data generated will help both levels of government in making informed decisions in human resource management and in the rationalization and deployment of staff.

**23. Why the use of Biometrics?**

This system is uniquely capable of readily matching employee data derived from the Integrated Personnel Payroll Data (IPPD) against the actual employees who will be required to present themselves in person for the biometric data capture.

**24. How will you mitigate against Biometric system failure?**

The system has been tried and tested and will be able to cope with the data authentication requirements of the CARPS programme.

**25. Which documents are required for the Biometric data capture?**

- (i) Original I/D card,
- (ii) Duly completed biometric data capture form,
- (iii) Original academic and professional certificates,
- (iv) Letter of 1st appointment,
- (v) Letter to current Substantive post,
- (vi) Birth Certificate.

**26. What if some documents are missing?**

Officers are required to present themselves at designated biometric capture centres with all the required documents as indicated above. Failure to bring all the required documentation will render the biometric capture process inconclusive as pertains to authenticating one as a genuine public servant.

Upon obtaining the required documents, one is expected to present themselves to the biometrics centre for their details to be duly captured.

**27. How will the Biometrics exercise identify/remove "Ghost Workers"/irregularities in the public service payroll?**

The IPPD details of all public servants from National and County governments as per the July, 2014 payroll will be loaded onto the biometric kits and these will be compared with the actual details that are captured at the biometric capture centres.

Additional data such as photographs and fingerprints will also be added to details already in the database. At the end of the exercise, persons who will not have been authenticated and their whereabouts not accounted for in terms of authorized leave or absence due to travel and other reasons will be deemed to be "ghost workers" and will be removed from the public service payroll. Due diligence to relevant laws will be ensured before the ghost workers are removed from the pay roll.

**28. Why is a capacity assessment being conducted?**

- (i) To determine what skills and competencies are needed to realize a quality, efficient and effective public service in line with mandates and functions of county and national governments.
- (ii) To achieve rational and balanced distribution of human resource, especially of skilled technical and professional personnel, across ministries and counties.

**29. Does one need to prepare to take competency assessment?**

Yes. By ensuring that you have all the requisite documentation relating to your qualifications.

**30. When and where can I take the competency assessment?**

Details will be availed through official circulars in respective Ministries and departments at both levels of government. You will receive a manual questionnaire for completion before the date of your biometric assessment. You will be required to bring your completed assessment questionnaire with you on that date.

**31. How will the competency assessment results be used?**

The results will be used to:

- (i) Train and develop employees and to deploy them equitably;
- (ii) Determine what skills and competencies are needed to realize a quality, efficient and effective public service that can take Kenya to Vision 2030;

- (iii) Achieve rational and equitable deployment, especially of skilled, technical and professional personnel, across ministries and counties.

**32. What happens to an officer who does not have the competencies required for jobs they are performing?**

Such officers may be deployed to a position or location where their skills will be suitable. There will also be opportunities for them to participate in trainings and staff development programmes to upscale their skills.

**33. How will concerns of public officers be addressed?**

The workers are represented by the various trade unions. In addition an appeal and redress mechanism has been put in place to ensure due diligence. The programme will be undertaken professionally, fairly, objectively and due diligence with relevant laws.

**34. What about the ongoing recruitment in the Public Service?**

Ideally, the national and county governments are encouraged to put on hold further recruitment especially for staff who are readily available in the wider Public Service. For critical and urgently required staff, particularly for the counties, the national governments, through the Directorate of Public Service Management has been and continues to give the necessary support by deploying the officers to the counties when requested to do so.

**35. How will the process affect civil servants whose competencies are perhaps found out of line with their current position?**

- (i) Deployed appropriately in line with their competencies.
- (ii) Re-trained
- (iii) Re-tooled
- (iv) Re designated
- (v) Transferred
- (vi) Those who wish to opt out of the service will be compensated and given other incentives such as livelihood training.

**36. Will civil servants lose jobs as a result of this exercise?**

The programme will help in identifying the current and future skills and competencies required in the public service as well as excesses and deficits to facilitate redeployment and transfers. Separation will apply to those who cannot be deployed, redeployed, retrained or transferred. However, we cannot ascertain whether there will be separation at this point in time.

**37. What about married women who have since changed their names from those which appear in the IPPD?**

Married women who have since changed their names from those originally on the IPPD should have their biometric registration provided they present all other basic documentation plus a letter from the head of HR in their respective Ministry confirming their status. The letter will be left with the Administrator at the registration centre.

**38. Are employees on contract employment with the Government required to register?**

Yes, they are required to register at their respective ministries/departments/agencies.

**39. Are officers who are employees of the national government but are seconded to other agencies required to register?**

Yes, they should ensure that they are biometrically registered.

**40. What about those employees living with disability and cannot take the biometric registration?**

Those employees living with disability will have their photographs taken as their biometric registration.

**41. How will the information on CARPS Programme be disseminated?**

Through the website, print and electronic media, departmental meetings, staff meetings, memos, newsletters, circulars, notice boards, payslips, sensitization and training programmes.

**Note:**

Please note that more information on **CARPS** can be downloaded from GHRIS home page - [www.ghris.go.ke](http://www.ghris.go.ke) downloads link.

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