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**“A DRAFT TRAINING POLICY OF THE KENYA
NATIONAL ASSEMBLY”**

**PARLIAMENT BUILDINGS
NAIROBI
NOVEMBER, 2005**

CHAPTER ONE

1.0 INTRODUCTION AND GENERAL BACKGROUND

1.1 Introduction

1. Parliament holds a special position in modern society. The development of Parliament is part of the overall development of a country. This has been the case with the Kenya National Assembly (KNA) whose growth since establishment as a colonial legislative council in 1907 has grown into a near autonomous entity able to render effective contribution to governing. Towards this, Parliament has in the Strategic Plan (2000-2012), spelt out its mission thus: **“.....to efficiently and effectively fulfill the constitutional and legitimate mandate, roles and functions of a representative institution in a democratic system of government”**. Training of staff is therefore essential toward making strides in the pursuit of this mission in the KNA.

2. Training is a crucial component in any successful organization as it achieves the goals of increasing productivity and enhancing motivation. In the Parliamentary Service, training makes an important contribution towards the realization of the goals of the legislature and satisfactory performance of Members of Parliament (MPs). The level of performance of MPs in the execution of the core mandate of the legislature is a function of the level of skills and competence of staff of Parliament upon whom the former rely for advice, guidance and information. The existence of a Training Policy, therefore, is a prerequisite to systematic and consistent approach in Human Resource Development.

3. The Parliamentary Service is a recent establishment. The Parliamentary Service Commission (PARLSCOM) was created in 1999 in accordance with section 45A of the Constitution of Kenya, and the Parliamentary Service Act was enacted in 2000 with the intention of detaching the staff in the Kenya National Assembly (KNA) from the Civil Service. PARLSCOM

PARLSCOM

effectively became the employer of the KNA staff. PARLSCOM was created with the mandate to provide services and facilities for proper and effective discharge of the role and function of Parliament and individual Members of Parliament (MPs) in accordance with the provision of section 45B 5(c) of the Constitution of Kenya which states **“..... to provide such services and facilities as are necessary to ensure efficient and effective function of the Assembly.”**

4. The KNA is a unique institution with unique responsibilities. It is a relatively large, multifunctional, and complex institution. Following the return to multipartyism in 1992 and the detachment of the Parliamentary Staff from the Civil Service in 1999, Parliament has become a more robust and vigorous institution. Before the KNA was transformed into a semi-autonomy entity, trained staff in Parliamentary operations could be transferred back and forth in relation to other ministries and departments within the civil service. Consequently, the National Assembly could suffer shortage of skilled staff and this posed the issue of the performance improvement. This new status of functional autonomy of the Assembly has witnessed a radical change in its organization in terms of its location within the overall structure of the government machinery and recruitment of staff. The development of skills to satisfy and fulfill the mandate of Parliament and vision of the Parliamentary Service Commission is therefore very essential. Towards this, training and capacity building require special attention.

5. Since inception, the PARLSCOM has been undertaking reforms to enable Parliament fulfill its constitutional mandate and functions effectively. In its quest to improve the overall performance, the Commission has recognized the need to establish a strategy for performance improvement. One of the strategies for performance improvement is to develop the competencies of employees through training. This policy document will assist in providing the guidelines in the training programmes. Further, training needs analysis has not been adequately conducted in the past thereby making training

more supply-driven rather than demand driven, focused and well-targeted. The human capital needs to be skilled, motivated and adaptable for the Commission to attain its mission. Thus, the training policy will provide direction on how to plan, manage and coordinate training in the Parliamentary Service in order to enhance the capacity and capabilities of the staff.

6. The contribution of the work of staff of Parliament towards the pursuit of the goals of the institution, the skills that the staff need to possess, and the best strategies for development of such skills are all important issues the PARLSCOM Training Policy will seek to address. In this way, the Human Resource Development will help staff acquire skills, knowledge and right attitudes that enable them perform tasks efficiently and effectively. In addition, it will bring about motivation of staff giving rise to:

- improved work performance;
- willingness to accept greater responsibility;
- retention of highly qualified human resource; and
- improved responsiveness and accountability.

1.2 Aims and Objectives of the Policy

7. There is a general consensus that skills are the single most important basis for competitiveness on the open labour market as well as competitiveness for the promotion and career advancement within an organization. The training policy will aim to overcome the pitfalls in training programmes at the KNA and help to address the performance gaps. The Commission will also continuously restructure the Parliamentary Service in response to changing needs and demands of the increasing complex work of Parliament through the provision of adequate physical facilities, equipment and tools that are necessary for the proper functioning of legislature and delivery of services.

8. This policy will assist in the proper planning of training programmes to ensure continued and adequate supply of relevant knowledge and skills to the Parliamentary Service which is striving towards self-improvement after gaining autonomy from civil service. The policy is intended to streamline the procedures and processes to be applied in the provision of training and development of new skills in the specific aspects of service delivery. New skills help the staff to:

- enhance expertise;
- enhance efficiency and effectiveness; and
- prepare to embrace change.

9. The underlying objectives of the PARLSCOM Training Policy include:

- (I) Ensuring a systematic and professional way of managing the Training function;
- (II) Ensuring that training activities are geared towards the goals and priorities of the National assembly;
- (III) Ensuring career progression as per the schemes of service;
- (IV) Consolidation and harmonization of relevant training programmes;
- (V) Establishing and inculcating a learning culture in the PARLSCOM;
- (VI) Developing and implementing a financing system in which funds are focused on training the right people on priority areas.

10. Accordingly, the PARLSCOM will ensure that adequate training facilities are provided to serving officers to enable them acquire the necessary additional qualifications, specialization and experience for both efficient performance of their work and advancement within the career structure provided in their scheme. The PARLSCOM also encourages officers to undertake training privately for self-development.

CHAPTER TWO

2.0 TRAINING AND CAPACITY BUILDING

2.1 Background

11. Training and capacity building is crucial in any successful organization. Personnel need to be integrated into an organization after recruitment. In order to achieve individual and organizational objectives, once hired individuals must be integrated into the organization.

12. With the creation of the Parliamentary Service Complete with its being de-linked from the mainstream Civil Service, the need to formulate a comprehensive training policy for National Assembly staff is paramount. The absence of such a policy document has resulted in training being skewed in favour of certain cadres of staff.

13. Training needs assessment for the KNA has not been adequately carried out thus making the selection of trainees to be haphazardly done. Evaluation of training and its cost effectiveness has also not been comprehensively undertaken. The net effect of these omissions has been poor training impact and service performance.

14. To address training and capacity building adequately and systematically, the Parliamentary Service Commission should come up with a policy giving direction on how to plan, manage and co-ordinate training functions in the National Assembly. It should identify possible sources of funding for provision of adequate budgetary allocations for training, shed light on how to build individual and institutional capacity for improved performance and provide guidelines on aspects of training and capacity building which require special attention.

2.2 Policy Statement

15. The Parliamentary Service Commission shall ensure continuous upgrading of Parliamentary officers' core competencies, knowledge, skills and attitudes including their ability to assimilate technology to enable them create and seize opportunities for social advancement, economic growth and individual fulfillment.

16. The training policy shall focus on addressing the identified performance gaps. The Parliamentary Service Commission will also revamp the National Assembly through provision of adequate physical facilities including the right tools and equipment.

17. This policy shall assist in proper planning of training programmes to sustain adequate supply of relevant knowledge and skills to the Commission. The policy is aimed at streamlining the procedures and processes to be applied in the following areas.

2.3 Training Needs Assessment (TNA)

18. Training needs assessment is a performance audit that generates and provides the management with analytical information for assessing the inadequacy of knowledge and skills that hinders an organization in attaining its objectives. This acts as a sound basis for management decisions on training needs for improved performance and service delivery.

19. Training in the Parliamentary Service will be based on comprehensive training needs assessment to be conducted on an annual basis in each department. In addressing training needs, training objectives will be linked to departmental, individual and organizational goals. For effective assessment all departments shall be required to develop and maintain a skills inventory for their staff.

2.4 Training Projections

20. Training projections form part of an organization's personnel development plans. All departments will be required to identify training needs and prepare training projections to guide the training committee in selecting officers for training.

2.5 Training Programmes

21. The Parliamentary Service Commission will design specific in-house training programs to formulate training interventions which address identified training needs. Training should also be provided both locally and abroad.

22. Training programmes should comprise both short and long term courses in specific professions and are intended to impart required knowledge, skills and attitudes to enhance staff performance. In designing training programmes, the availability of the following should be ascertained:

- a) Professional qualified and experienced trainers;
- b) Guidelines on standards for all training courses;
- c) Cost effective training programmes; and
- d) An effective evaluation and feed back system.

2.6 Staff Development

23. All officers in the Parliamentary Service will be eligible for at least two weeks training in a year. All officers in the managerial cadre should undertake training in policy formulation and project implementation.

2.7 Selection of Trainees

24. Trainees should be selected based on identified needs and emphasis should be on training for performance

improvement and programmes that address organizational, departmental and individual goals. A merit process will be used to select candidates for training as part of career development. The performance appraisal results will be used to select trainees based on identified performance gaps.

2.8 Induction Training

25. Induction and orientation is expected to help a new employee familiarize with the work environment and job requirements. All newly recruited officers should undergo induction/ orientation training within three months of joining the institution.

2.9 Course Approval

26. The training committee will grant course approval to officers proceeding on authorized training. An officer on an approved course of training will be deemed to be on duty, entitled to the requisite service benefits and subject to service regulations.

2.10 Completion of Training

27. An employee whose training has been approved will be expected to successfully complete his/ her course within the stipulated period and resume duty.

2.11 Management and Co-ordination of Training

28. The management and co-ordination of training in the Parliamentary Service will be the responsibility of the Training Committee in liaison with the respective departmental heads and the Human Resource Department.

2.12 Capacity Building

29. Capacity building deals with the provision of adequate intellectual capability, physical facilities and a supportive work

environment. Intellectual capability is enhanced through work experience and in-service training. Physical facilities are improved through additional procurement and adequate maintenance services while supportive work environment is promoted through staff commitment and corporate social responsibility of the organization.

30. The Parliamentary Service Commission should put in place a mechanism to ensure that capacity building is enhanced within the National Assembly by:

- (i) allocating adequate funds for training programmes;
- (ii) establishing links with training institutions locally and abroad;
- (iii) encouraging individual officers to undertake relevant training on their own and refunding tuition expenses;
- (iv) partnering with willing donors to fund training programmes;
- (v) paying of bonus on passing exams on courses relevant to an officer's scheme of service; and
- (vi) establishing links with other Parliaments within the Commonwealth for attachment programmes.

CHAPTER THREE

3.0 PERFORMANCE MANAGEMENT

3.1 Definition and Purpose

31. Performance management is a system through which organizational and individual staff work assignments are assessed for the purpose of improving productivity. The system is developed within agreed frameworks of performance standards and targets in order to achieve the objectives and goals of an organization.

32. Good performance management links organizational planning and programme implementation; recognizes and rewards good performance; identifies performance gaps and encourages organizational learning. The system provides mechanisms for rectifying poor performance and promotes effective communication as a key aspect that enables staff understand and embrace the strategic goals of an organization.

33. An effective performance management system is, therefore, expected to promote productivity in the service by ensuring that each staff member adequately fulfils his/her job duties and responsibilities. The Recruitment policy and practice provides the service with the number and composition of required personnel. The status of the employees has critical implications on the performance of the service. It is on this understanding that staff deployment is matched with job specifications and requirements and necessary training provided to bridge identified staff performance gaps.

3.2 The Way Forward on Performance Management

34. The recruitment and training policy will require clear performance management systems in the Parliamentary Service that are results oriented in approach. This will entail

development of appropriate strategic management practices to be put in place in the Parliamentary Service. The departments will be required to implement their respective strategic plans. These plans must have **clear vision, mission and strategic objectives to be achieved within given time frames**. Thus strategic plans will provide the basis for each department's operations and will require **performance planning, target setting and effective appraisal system**. Strategic management will, therefore, form the foundation of good performance management systems in the Parliamentary Service.

35. It is in this respect that the following should be undertaken to provide a sound basis for performance improvement:

- (i) Service delivery surveys (SDS) to establish current organizational performance status;
- (ii) Service delivery improvement programmes be developed;
- (iii) Performance benchmarks, service standards and targets be established;
- (iv) Non-performing officers to be retired in public interests any time during their service.

CHAPTER FOUR

4.0 FUNDING TRAINING

4.1 Introduction

36. An institution or organization invests in training to maintain a competitive edge. Pursuing employee development should be a key management strategy for maintaining high performance and achieving business objectives. As funds are limited, institutions have to look for ways of using the scarce resources efficiently.

37. The Parliamentary Service Commission (PARLSCOM) should, set clear organizational goals/objectives, identify training needs or gaps and then allocate resources to fund those needs. This brings into focus the training budget.

4.2 Institution Budget

38. The training budget should be tied to the overall Parliamentary Service Commission budget. Currently, training budget is only 0.78 per cent of the total budget.

4.3 Training Budget Projections

39. The projections should focus on the following areas: -

- (i) Organization skill gaps,
- (ii) Turnover gaps,
- (iii) Individual skill gaps, and
- (iv) Strategic change gaps.

40. Once the skill gaps have been identified, analyses of the following areas are necessary before funds are sourced.

- (i) Draw a list of "must do" and "need to do" priorities.

- (ii) Establish total budget commitment for each of the aforesaid areas.
- (iii) Determine total amount of employee time off the job that can be allowed for training purposes.
- (iv) Direct costs - determine the best training courses to fit funds and time allowed.
- (v) Indirect costs - traveling and accommodation components should be included and charged to the training item.
- (vi) Compensating costs - out-of-pocket allowances for trainees where necessary and;
- (vii) Lastly, add 10% to the budget to cater for unforeseen contingencies.

4.4 Methods for Budget Projections

41. The sources are: -

- A. Research carried out by similar organizations;
- B. Government data base;
- C. Recruitment plans of the institution;
- D. Institution retirements projections;
- E. Human Resource Development plans and;
- F. Technological changes.

42. Once the detailed training plans have been determined and resources allocated, the actual implementation of the programmes should follow.

4.5 Sources and Scope of Training Funds

43. The sources will include the following: -

- A. Sources from within the budget allocation as a definite percentage of the overall budget;
- B. Assistance from Non-Government organizations;
- C. Development Partners;
- D. Private sector assistance and;
- E. Training levy - token from the trainees' emoluments.

44. The scope of the training funds will be determined by:

- (i) committing a set percentage for training based on overall anticipated funding;
- (ii) establishing the number of days per employee for training development;
- (iii) prioritizing training needs and financing the most necessary and;
- (iv) using historical costs and adjusting costs of inflation and changes in employee numbers.

45. Training strategies should encompass relevance, objectivity and certainty. The courses funded should be relevant and should be aimed at staff career developments.

CHAPTER FIVE

5.0 MONITORING AND EVALUATION

5.1 Monitoring and Evaluation Rationale

46. Evaluation is the systematic collection of descriptive and judgmental information necessary to make effective training sessions related to the selection, adoption, value, and modification of various instructional activities. Monitoring and evaluation is necessary to determine whether a program is accomplishing its objectives. It is a means to identifying strengths and weaknesses of the Human Resource Development (HRD) programs, which leads to intervention measures as appropriate. The overall objective is to determine the effectiveness of the training program.

47. The Monitoring and Evaluation (M&E) systems are used as a management tool to enable timely feedback mechanisms without which poor implementation of the Training Policy takes root. M&E is useful to the Parliamentary Service Commission (PSC), the Training Institutions, and the individual staff trainee. Senior Management often wants to know the benefits of the HRD programs. Evaluation will help build credibility with PSC, top management, and staff in the institution. Further, M&E guarantees establishment of a database to assist management in making decisions such as the cost-benefit ratio of the HRD programs. Cost benefit analysis involves comparing the monetary costs of training to the benefits received in non-monetary terms, like improvement in attitudes.

5.2 Framework for Evaluation of the Training Policy

48. Conducting an evaluation requires time, resources and expertise that the HRD staff has to commit. There will be need to plan the evaluation procedures, analyze the data and

interpret the results. Appraisal of performance will be done by one or more of the following groups (the more the better):

- The person receiving the training
- His superior or superiors
- His subordinates
- His peers

49. Six steps to be carried out to realize the M&E will be:-

- Perform a needs analysis
- Develop an explicit evaluation strategy
- Insist on specific training objectives
- Obtain participants' reaction
- Develop criterion instruments (to measure valid outcomes)
- Plan and execute the evaluation strategy.

50. Evaluation of sustainability of the training program will be carried out in terms of continuity of the training program, retention of trained staff, and application of the newly acquired skills in the performance of tasks.

51. Assessment of the specific Parliamentary Service staff that are to receive further training will have to take into account the training that has already been implemented, placing emphasis on individuals yet to be trained and fields of training that are yet to be addressed. The assessment should also evaluate the Gender dimensions of Training needs and recent trends in Gender and skills development leading to formulation of Gender-sensitive Staff Training Policy.

52. The activities and programs outlined in this policy document will be monitored and performance evaluated periodically at all levels. This will involve:-

- Emphasis on self-monitoring at all levels and stages; and

- Identification of ways and means for feedback on lessons learnt and replication of best practices.

53. The design of an effective framework for evaluation will hand over to the Training Committee of KNA an instrument to justify their budgetary allocation and substantiate its contribution to the institution. Regular monitoring and reviews of the effectiveness of the Training Policy initiatives, involving key stakeholders at all levels, will be necessary to maintain relevance and synergy while at the same time stemming abuse of the policy initiatives that have been outlined.

CONCLUSION

54. The Training Policy is envisaged to ensure a systematic and professional way of managing the Training function at the National Assembly. It outlines the objectives to be attained in implementing the framework, beginning with Training Needs Assessment for all segments of the Parliamentary Service staff. The mentioned Performance Management approach should ensure that continuous improvement is realized thus making Parliament a learning Institution. Increased challenges would be met in the sources of funding as PSC strives to expand and professionalize its training activities, both in the medium and long term. Synergy from our development partners in the area of Training will be necessary for better management of funding challenges. It is not in doubt that Monitoring and Evaluation will be of primary necessity to justify the budgetary allocations on Capacity Building and to determine the effectiveness of the training programme.

55. These measures are expected to make the Parliamentary Service better equipped to meet the increased challenges for higher standards of service delivery and also cope with the competitive technological changes that are taking place. It may need to be emphasized that the broad long term Training Policy objectives will only be achieved if professionalism,

transparency, accountability, and equity are promoted by the Training Committee.

