



COUNTY GOVERNMENT OF BUSIA

DEPARTMENT OF PUBLIC SERVICE MANAGEMENT,
GOVERNANCE AND PUBLIC ADMINISTRATION

HUMAN RESOURCE AUDIT IMPLEMENTATION PLAN

*Strengthening Accountability, Meritocracy and Performance
in the County Public Service*

Date: March 2026

Prepared By:

Directorate of Human Resource Management

Towards a Professional, Accountable and High-Performing Public Service

FORWARD

The County Government of Busia remains committed to strengthening public service delivery through the establishment of efficient, accountable, and merit-based human resource management systems. The Human Resource Audit conducted in October 2025 provided a critical and evidence-based assessment of our current systems, highlighting both areas of strength and key institutional gaps that require urgent attention.

This Human Resource Audit Implementation Plan represents a deliberate and strategic response to those findings. It translates the audit recommendations into a structured, time-bound, and results-oriented reform programme aimed at transforming the County Public Service into a professional, high-performing, and citizen-focused institution.

The implementation framework outlined in this report emphasizes governance, transparency, accountability, and performance management as the cornerstone of human resource reform. It further reinforces our commitment to upholding the constitutional values and principles of public service as enshrined in Articles 10 and 232 of the Constitution of Kenya.

Successful implementation of this plan will require strong leadership, sustained political goodwill, adequate resource allocation, and active participation of all stakeholders across departments. The County Executive Committee, the County Public Service Board, and all implementation units are therefore called upon to work collaboratively to ensure the realization of these reforms.

It is my expectation that this Implementation Plan will not only address the challenges identified in the audit but also position Busia County as a model for effective public service management.



**Ms Pamela Awori,
County Executive Committee Member
Public Service Management, Administration and Governance**

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Dr. Wilberforce Lusamba,

Chief Officer – Human Resource & Public Communication

EXECUTIVE SUMMARY

This Human Resource Audit Implementation Report provides a comprehensive, structured, and actionable roadmap for implementing the recommendations arising from the Human Resource Audit undertaken in October 2025. The audit assessed the effectiveness, equity, and compliance of the County's human resource management systems and identified systemic gaps across key HR functional areas.

The audit findings demonstrate that while the County Government of Busia has established robust legal and policy frameworks governing human resource management, there exists a significant implementation gap. This gap is characterized by weak enforcement of merit-based systems, delays in HR processes, limited transparency in decision-making, weak linkage between performance management and HR decisions, and inadequate employee engagement mechanisms.

These systemic challenges have contributed to reduced staff confidence, low morale, inefficiencies in service delivery, and increased exposure to legal and reputational risks.

This Implementation Report translates the audit recommendations into a phased reform programme anchored on strengthening governance, institutional accountability, transparency, and performance management. It provides a detailed implementation matrix, institutional framework, resource mobilization strategy, monitoring and evaluation system, and risk mitigation measures. The implementation will be led by the Department of Public service Management, Governance and Public administration with the leadership of the county executive committee member.

Successful implementation of this framework will result in a professional, accountable, merit-driven, and high-performing County Public Service aligned with constitutional values and capable of delivering efficient and equitable services to citizens.

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1.0 BACKGROUND AND CONTEXT

The County government conducted comprehensive human Resource audit in October 2025 provided an evidence-based assessment of the County’s human resource systems and practices. The audit was guided by constitutional values under Articles 10 and 232, the County Governments Act (2012), the Public Service Commission Act (2017), and other relevant legal and policy frameworks.

The audit revealed that although the County has established HR policies and procedures, their implementation remains inconsistent across departments. This has resulted in inefficiencies, perceived unfairness, and reduced effectiveness of HR systems.

The audit covered seven key HR functional areas, namely:

- Recruitment and Selection
- Training and Development
- Career Growth and Progression
- Discipline Management
- Employee Relations
- HR Policies and Procedures
- Staff Performance Management

The findings provide a credible basis for institutional reform and underscore the need for a structured implementation framework to operationalize the recommendations.

2.0 OBJECTIVES OF THE IMPLEMENTATION PLAN

The objectives of this Implementation plan are to:

1. Translate HR audit findings into actionable, time-bound, and measurable interventions.
2. Strengthen governance, accountability, and compliance in human resource management.

3. Institutionalize merit-based, transparent, and efficient HR systems.
4. Enhance workforce productivity, motivation, and professional development.
5. Establish a robust monitoring and evaluation framework for tracking implementation progress.

3.0 SUMMARY OF KEY AUDIT FINDINGS

The HR audit identified several institutional and operational gaps across the County's HR systems.

3.1 Recruitment and Selection

- Perceived lack of fairness and transparency in recruitment processes despite existence of policies.
- Political interference and bureaucratic delays undermining merit-based hiring.
- Recruitment cycles extending between 3–6 months due to procedural inefficiencies.

3.2 Training and Development

- Absence of a structured and inclusive Training Needs Assessment (TNA) process.
- Inequitable access to training opportunities, with bias towards senior staff.
- Lack of systematic evaluation of training impact on performance.

3.3 Career Growth and Progression

- Limited transparency and fairness in promotion processes.
- Delayed implementation of promotions, often exceeding 180 days.
- Incomplete or missing schemes of service for certain cadres.

3.4 Discipline Management

- Inconsistent and perceived unfair application of disciplinary procedures.
- External influence affecting objectivity in disciplinary decisions.
- Increased exposure to legal risks due to procedural inconsistencies.

3.5 Employee Relations

- Weak and non-responsive grievance handling mechanisms.
- Limited consultation between management and staff.
- Erosion of trust and low staff engagement.

3.6 HR Policies and Procedures

- Limited accessibility and awareness of HR policy documents.
- Outdated policies not aligned with current legal frameworks.

3.7 Performance Management

- Weak supervision and lack of continuous performance monitoring.
- Appraisal results not linked to training, promotion, or reward systems.

4.0 STRATEGIC REFORM FRAMEWORK

The implementation of HR reforms will be guided by the following strategic pillars:

4.1 Governance and Accountability

Strengthening oversight mechanisms and ensuring compliance with HR policies and procedures.

4.2 Merit-Based HR Systems

Promoting fairness, transparency, and objectivity in recruitment, promotion, and disciplinary processes.

4.3 Capacity Development and Workforce Planning

Institutionalizing structured Training Needs Assessment and equitable training access.

4.4 Policy and Legal Compliance

Aligning HR policies with national legal frameworks and ensuring accessibility.

4.5 Performance and Results Management

Linking performance appraisal systems with HR decision-making processes.

4.6 Employee Engagement and Organizational Culture

Promoting participatory management, communication, and staff well-being.

5.0 IMPLEMENTATION APPROACH AND PHASING

5.1 Phasing Framework

- Immediate Phase (0–3 months): Institutional setup and quick wins
- Short-Term Phase (0–6 months): Policy development and system strengthening
- Medium-Term Phase (6–12 months): Automation and integration of HR systems
- Long-Term Phase (12–24 months): Institutionalization and sustainability of reforms

5.2 Implementation Principles

- Meritocracy and fairness
- Transparency and accountability
- Digital transformation
- Inclusivity and equity
- Evidence-based decision-making

6.0 IMPLEMENTATION MATRIX AND ACCOUNTABILITY FRAMEWORK

The Implementation Matrix provides a detailed, structured roadmap for execution of the HR reforms. It outlines the specific actions, responsible offices,

timelines, performance indicators, and expected outputs aligned to each reform area.

Reform Area	Key Actions / Activities	Lead Responsibility	Supporting Units	Timeline	Performance Indicators (KPIs)	Expected Outputs
Recruitment & Selection	Operationalize HR Advisory Committee; introduce audit trails; implement feedback mechanisms	CPSB	HR Dept, Legal	Immediate (0–3 months)	Committee functional; audit reports per cycle	Transparent recruitment system
	Develop merit-based recruitment strategy; integrate with budgeting; deploy digital tracker	CPSB	Treasury, ICT	Medium (6–12 months)	Recruitment cycle ≤90 days; tracker operational	Efficient, merit-based hiring
Training & Development	Establish annual TNA framework; develop tools; conduct departmental assessments	HR Dept	Departments	Annual	% Departments with TNA; TNA reports produced	Evidence-based training planning
	Establish CHRDC; implement training database; introduce evaluation tools	HR Dept	CPSB, ICT	Short–Medium (0–12 months)	Database operational; evaluation reports	Equitable and effective training
Career Progression	Develop promotion guidelines; establish promotion committee; publish schedules	HR Dept	CPSB	Short (0–6 months)	Promotion guidelines approved; annual bulletin	Transparent promotion system

	Enforce ≤90-day promotion timeline; finalize schemes of service; automate tracking	HR Dept	ICT, CPSB	Medium (6–12 months)	Avg promotion time ≤90 days; schemes approved	Efficient promotion processes
Discipline Management	Establish Disciplinary Review Panel; train supervisors on due process	HR Dept	Legal, CPSB	Short (0–6 months)	Panel operational; trainings conducted	Consistent disciplinary enforcement
	Develop/Customize Disciplinary Manual; establish oversight mechanisms; enforce appeal timelines	HR Dept	CPSB, Integrity Unit	Medium (6–12 months)	Manual approved; % appeals resolved in 90 days	Accountable disciplinary system
Employee Relations	Develop grievance policy; establish staff forums; deploy digital grievance platform	HR Dept	ICT	Short–Medium (6–12 months)	Policy approved; grievance resolution rate	Responsive employee relations
	Institutionalize consultative forums; implement wellness programs; train managers	HR Dept	Health Dept, CPSB	Medium (6–12 months)	Forums held; staff satisfaction index	Improved workplace culture
HR Policies	Digitize HR manual; distribute copies; conduct sensitization	HR Dept	ICT, County Secretary	Short–Medium (6–12 months)	Manual online; staff awareness levels	Accessible HR policies

	Review and harmonize policies; establish Policy Review Committee; implement change plan	HR Dept	Legal, CPSB	Long (12–18 months)	Updated policy compendium	Harmonized policy framework
Performance Management	Train supervisors; introduce quarterly reviews; implement 360° feedback	HR Dept	Training Unit	Medium (6–12 months)	Quarterly reviews conducted; feedback tool active	Improved supervision
	Link appraisal to HR decisions; automate PMS; develop usage guidelines	HR Dept	ICT, CPSB	Medium–Long (12–18 months)	% HR decisions linked to appraisal	Performance-driven HR system

7.0 INSTITUTIONAL ARRANGEMENTS AND GOVERNANCE

Implementation will be coordinated through a structured governance framework:

- Lead Institution: County Public Service Board (CPSB)
- Coordinating Unit: Directorate of Human Resource Management
- Oversight: County Executive Committee Member (Public Service Management)
- Supporting Units: Treasury, ICT, Legal, Departmental HR Units

Quarterly coordination meetings will be held to review progress.

9.0 MONITORING AND EVALUATION FRAMEWORK

9.1. Purpose of the M&E Plan

This M&E Plan provides a structured framework for tracking, assessing, and reporting the implementation of HR audit recommendations. It aims to:

- Ensure accountability and timely implementation of HR reforms
- Measure progress, outcomes, and institutional impact
- Support evidence-based decision-making
- Strengthen transparency, compliance, and service delivery

9. 2. M&E Objectives

The M&E system will:

1. Track implementation of HR reforms across all 7 audit areas
2. Measure improvements in efficiency, fairness, and transparency
3. Monitor compliance with legal and policy frameworks
4. Evaluate impact on staff morale, performance, and service delivery
5. Provide continuous feedback for adaptive management

9.3 RESULTS FRAMEWORK (LOGFRAME)

Level	Description	Indicators	Means of Verification	Frequency	Responsibility
IMPACT	Professional, accountable, and high-performing County Public Service	Staff satisfaction index; Service delivery performance score	Staff surveys; County performance reports	Annual	CPSB / CECM-PSM
OUTCOME	Improved HR efficiency, fairness, transparency, and staff motivation	% Staff reporting fairness in HR processes; Employee	Staff surveys; HR reports	Annual	HR Department

		engagement index			
OUTPUT	Functional HR systems (Recruitment, TNA, PMS, Grievance, Policies)	% Systems operational; Compliance rate with HR policies	HRMIS reports; Audit reports	Quarterly	HR Department / ICT
ACTIVITY	Implementation of HR audit recommendations	% Activities completed per implementation matrix	Progress reports; Meeting minutes	Quarterly	HR Department
INPUT	HR staff, ICT systems, budget, policies, training resources	Budget utilization rate; Staffing levels; System availability	Financial reports; HR records	Quarterly	Treasury / HR Dept

9.4 DETAILED M&E INDICATORS BY THEMATIC AREA

Thematic Area	Indicator	Target	Means of Verification	Frequency
Recruitment & Selection	% Recruitments conducted with audit trail reports	100%	Recruitment audit reports	Quarterly
	Average recruitment cycle time	≤ 90 days	HR recruitment tracker	Quarterly
	% Staff reporting fairness in recruitment	≥ 70%	Staff survey	Annual
Training & Development	% Departments conducting annual TNA	100%	TNA reports	Annual
	% Training aligned to identified skill gaps	≥ 80%	Training reports	Annual
	% Equitable access to training (gender/cadre)	≥ 75%	HR training database	Annual
	Post-training performance improvement rate	≥ 60%	Performance appraisal reports	Annual
Career Progression	Average promotion implementation time	≤ 90 days	HR promotion records	Quarterly
	% Promotions based on appraisal results	≥ 80%	HR reports	Annual

	Staff satisfaction with promotion fairness	≥ 70%	Staff survey	Annual
Discipline Management	% Disciplinary cases resolved within timelines	100%	Case records	Quarterly
	% Cases reviewed by Disciplinary Panel	100%	Panel reports	Quarterly
	% Appeals resolved within 90 days	100%	CPSB records	Quarterly
Employee Relations	Grievance resolution rate	≥ 80%	HR grievance system	Quarterly
	Average grievance resolution time	≤ 30 days	HR reports	Quarterly
	% Departments with active staff forums	100%	Meeting reports	Quarterly
HR Policies & Procedures	% Staff with access to HR policy manual	100%	HR portal analytics	Quarterly
	% Policies aligned with legal framework	100%	Policy review reports	Annual
	Staff awareness of HR policies	≥ 80%	Staff survey	Annual
	% Staff undergoing quarterly performance reviews	100%	Performance reports	Quarterly
	% Appraisal results linked to HR decisions	≥ 80%	HRMIS reports	Annual
	Supervisor feedback compliance rate	≥ 90%	Performance records	Quarterly

10. RISK ANALYSIS AND MITIGATION

Risk	Impact	Mitigation
Political interference	Undermines meritocracy	Strengthen governance and oversight
Budget constraints	Delays implementation	Phased rollout
Resistance to change	Low adoption	Change management and training
Weak data/ICT systems	Poor tracking	Invest in HRMIS
Low staff participation	Low productivity	Incentivize participation

11. COMMUNICATION AND CHANGE MANAGEMENT STRATEGY-

The County Government will adopt a transparent and inclusive communication strategy to ensure that all stakeholders are adequately informed on the objectives, processes, and expected outcomes of the HR reforms. This will be achieved through official circulars, departmental briefings, staff forums, and digital platforms, with messaging tailored to different stakeholder groups.

Stakeholder sensitization and leadership engagement will be prioritized to build a shared understanding of the reform agenda and strengthen ownership at all levels. In addition, targeted capacity building programmes will be undertaken to equip staff and supervisors with the skills required to implement new systems, policies, and procedures.

To manage resistance and enhance adoption, the County will establish continuous engagement and feedback mechanisms, including staff forums and digital platforms, to capture concerns and promote adaptive implementation. Regular communication of progress, achievements, and lessons learned will be integrated into existing governance structures to sustain momentum and accountability.

Overall, this strategy seeks to foster a culture of transparency, participation, and continuous improvement, thereby ensuring effective and sustainable implementation of HR reforms.

12. IMPLEMENTATION COST ESTIMATES AND BUDGET FRAMEWORK

12.1 Budget Overview

The implementation of the Human Resource Audit Implementation Plan will require a structured and phased allocation of financial resources to support institutional reforms, system strengthening, capacity development, and monitoring mechanisms. The estimated total cost over a 24-month implementation period is: KES 48,500,000. This budget is indicative and should be refined during annual budgeting cycles and Medium-Term Expenditure Framework (MTEF) planning.

12.2 Detailed Budget Breakdown

Budget Item	Description	Estimated Cost (KES)	Timeline
1. HR Information Systems (HRMIS)	Development, customization, integration, licenses, hosting, maintenance	12,000,000	6–18 months
2. Digital Tools & Automation	Recruitment tracker, performance management system, grievance system	4,500,000	6–12 months
3. Training & Capacity Building	Staff training (HR, supervisors), leadership sensitization, TNA implementation	8,000,000	Continuous
4. Policy Development & Review	Review, harmonization, legal validation, printing, dissemination	3,500,000	6–12 months
5. Institutional Strengthening	Establish committees (HR Advisory, Disciplinary, CHRDC), facilitation costs	2,500,000	Continuous
6. Monitoring & Evaluation (M&E)	Surveys, evaluations, data systems, reporting, independent assessments	5,000,000	Continuous
7. Communication & Change Management	Sensitization forums, communication materials, stakeholder engagement	3,000,000	Continuous
8. ICT Infrastructure Support	Servers, upgrades, cybersecurity, connectivity for HR systems	4,000,000	6–12 months
9. Technical Assistance & Consultancy	Specialized HR, legal, ICT advisory services	3,000,000	As needed
10. Contingency (Approx. 7%)	Risk buffer for inflation, system adjustments, emerging needs	3,000,000	Throughout
	TOTAL	48,500,000	

12.3 Budget by Strategic Reform Area

Reform Area	Estimated Cost (KES)
Governance & Accountability	5,000,000
Merit-Based HR Systems	6,500,000
Capacity Development & Workforce Planning	8,000,000
Policy & Legal Compliance	3,500,000
Performance Management Systems	7,000,000
Employee Engagement & Culture	3,000,000
Digital Transformation (HRMIS + Tools)	16,500,000

12.4 Phased Budget Allocation

Phase	Key Activities	Estimated Cost (KES)
Immediate (0–3 months)	Committees, sensitization, quick wins	5,000,000
Short-Term (0–6 months)	Policy review, training rollout, system design	12,000,000
Medium-Term (6–12 months)	HRMIS deployment, automation, scaling reforms	18,500,000
Long-Term (12–24 months)	Institutionalization, M&E, optimization	13,000,000

12.5 Cost Drivers and Assumptions

The estimates are based on the following key assumptions:

- County-wide coverage across all departments and cadres
- Development of integrated HR digital systems (not standalone tools)
- Combination of in-house implementation and external technical support
- Annual training coverage of at least 60–80% of staff
- Deployment of M&E systems aligned to KPIs outlined in Section 9

12.6 Funding Sources

Implementation will be financed through a mix of:

- County Government Budget (Primary Source)
- Development Partners and Donor Support
- Institutional Partnerships (e.g., LAPFUND, LAP Trust)

12.7 Cost Efficiency Measures

To ensure fiscal sustainability and value for money, the County will:

- Leverage existing ICT infrastructure and HR systems
- Integrate HR reforms into ongoing County programmes
- Use phased implementation to spread costs over time
- Build internal capacity to reduce reliance on consultants
- Adopt shared services and digital platforms to reduce duplication

12.8 Conclusion

The proposed investment represents a strategic commitment to transforming the County Public Service into a professional, efficient, and accountable institution. While the upfront costs are significant, the long-term benefits—including improved service delivery, reduced legal risks, enhanced staff productivity, and stronger governance—far outweigh the investment.