



BUSIA COUNTY ORGANIZATION STRUCTURE AND STAFF ESTABLISHMENT IMPLEMENTATION PLAN

2026

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Acronyms and Abbreviations

Acronym	Full Meaning
CPSB	County Public Service Board
PSM	Public Service Management
HR	Human Resource
HRM	Human Resource Management
CHIRAC	County Human Resource Advisory Committee
HOD	Head of Department
PSC	Public Service Commission
SRC	Salaries and Remuneration Commission
GoK	Government of Kenya
M&E	Monitoring and Evaluation
CCO	County Chief Officer
JD	Job Description
HQ	Headquarters
IT	Information Technology

Forward

The County Government of Busia remains committed to strengthening public service delivery through efficient and effective human resource management. This Organization Structure and Staff Establishment Implementation Plan (2026–2031) provides a strategic framework for aligning the County’s human capital with its development priorities and service delivery mandate.

The Plan is informed by the findings and recommendations of the September 2025 Organization Structure and Staff Establishment Report. It responds to emerging governance dynamics, the need for institutional efficiency, and the imperative to manage the County wage bill sustainably. Currently, the wage bill stands at 47% of total expenditure, exceeding the recommended threshold of 35%, thereby constraining development spending.

This Implementation Plan outlines clear strategies for staff rationalization, capacity development, recruitment, and performance management. It also provides a structured roadmap for addressing staffing gaps, eliminating redundancies, and ensuring that the County has the right skills and competencies in place.

The successful implementation of this Plan will require commitment, collaboration, and adherence to established policies and legal frameworks. We call upon all stakeholders, including County departments, development partners, and the public, to support this initiative as we work towards a more responsive, accountable, and efficient public service.

HON. MICHAEL A. ONYURA
CHAIRPERSON COUNTY PUBLIC SERVICE BOARD

Signature:

Acknowledgements

The development of this Implementation Plan was made possible through the collective efforts and commitment of various stakeholders.

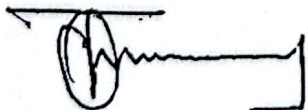
The County Public Service Board (CPSB) extends its sincere appreciation to the Department of Public Service Management (PSM) for their technical support and coordination throughout the process. We also acknowledge the invaluable contributions of Chief Officers, Directors, Human Resource Officers, and all departmental representatives who participated in data collection, consultations, and validation of the Plan.

Special recognition goes to development partners and institutions that provided guidance and insights, as well as the staff who contributed their time and expertise to ensure the document reflects the realities and needs of the County Government.

We also appreciate the leadership of the County Executive and the Office of the Governor for their policy direction and continued support in strengthening the public service.

Their contributions have been instrumental in shaping a practical, responsive, and forward-looking Implementation Plan.

CS. CHRP, TRUPHENAH AKIDE,
Secretary/ CEO
Busia County Public Service Board



Signature:

Executive Summary

This Organization Structure and Staff Establishment Implementation Plan (2026–2031) provides a comprehensive roadmap for restructuring and optimizing the human resource capacity of the County Government of Busia.

The Plan is developed in response to the findings of the September 2025 report, which identified gaps in staffing, outdated structures, skills mismatches, and inefficiencies in service delivery. It also addresses the pressing need to manage the County wage bill, which currently exceeds the recommended limit.

The overall objective of the Plan is to ensure that County functions are appropriately structured and staffed to enhance efficiency, accountability, and service delivery.

Key strategic interventions outlined in the Plan include:

- Conducting a comprehensive staff audit to assess skills and competencies
- Identifying staffing gaps and redundancies
- Aligning job descriptions with the approved establishment
- Rationalizing staff through redeployment and abolition of redundant positions
- Recruiting critical and priority staff in a phased manner
- Strengthening capacity building and continuous professional development
- Implementing a robust performance management system
- Enhancing monitoring and evaluation mechanisms

The Plan is structured into short-term, mid-term, and long-term implementation matrices, with clear timelines, responsibilities, outputs, and budget estimates. The total projected cost of implementation is Ksh. 101 million, to be financed primarily through County Treasury allocations and supplemented by development partners.

Risk management strategies have been integrated to address potential challenges such as inadequate funding, external interference, resistance to change, and legal or policy shifts.

A robust Monitoring and Evaluation (M&E) framework has also been established to track progress, ensure accountability, and facilitate continuous improvement throughout the implementation period.

Successful execution of this Plan will result in a lean, skilled, and motivated workforce capable of delivering high-quality services to the citizens of Busia County while ensuring fiscal sustainability.

1. Introduction

1.1. Rationale

The Busia County Public Service Board, in partnership with the Department of Public Service Management, developed an Implementation Plan for an organization structure and staff establishment aimed at implementing the recommendations from the organization structure and staff establishment report of September 2025.

The County Government of Busia Staff Establishment document was designed to provide a comprehensive framework for the organization's human resource structure. This document outlines the authorized positions, grading systems, and organizational setup necessary for the efficient and effective delivery of services to the Busia citizens.

The County's wage bill currently constitutes 47% against the recommended 35% of the county government's expenditure. This poses a serious threat to the funding of important development projects and has the potential to severely affect the county's economic prospects. There is therefore a need to rationalize the staff establishment and ensure appropriate deployment of skills and competencies in the county for effect utilization of the human capital.

1.2. Specific Strategic Goals

The overall objective of the exercise was to ensure that the County Government functions are properly structured and staffed to facilitate transformation of the County Public Service for efficient and effective delivery service.

1.3. Situational Analysis

The County Government of Busia is currently operating with a staff establishment developed in 2014 during the transition period. This has been reviewed over the years based on the workload analysis, conducted in 2017, Public Service Commission (PSC) circulars, Salary and Remuneration Commission (SRC) guidelines and Executive Orders from the Governor. Due to emerging dynamics and efficiency demands, the County government of Busia has re-organized its governance structure, rendering the current staff establishment out of date and inadequate.

2. Implementation Plan (Action Plan)

This Implementation Plan is derived from the findings and recommendations of the organization structure and staff establishment report of September of 2025. The plan aims to address identified gaps (strategic issues) and ensure the organization maintains the right mix of staff with the necessary skills, knowledge, and abilities to fulfill its mandate.

Table 1: Implementation plan 2026-2031

No.	Activity / Task	Responsible Office / Unit	Output / Deliverable	Timeline	Resources / Budget	Remarks / Risk Mitigation
1	Conduct staff audit in all department (Skills & competencies)	PSM & CPSB	Verified staff list	Month 4	HR officers, audit forms	Ensure full participation to avoid incomplete data
2	Identify staffing gaps & redundancies	PSM & CPSB	Gap analysis report	Month 2-12	HR staff, departmental data	Mitigate political pressure by following HR policy
3	Align job descriptions to establishment	HR Unit & CPSB	Updated job descriptions	Month 3	HR manuals, IT systems	Ensure JDs meet service delivery needs
4	Staff rationalization	CPSB & PSM	Redeployment letters	Month 4-48	Administrative support	Staff sensitization/ engagement to reduce resistance
5	Abolish redundant positions	CPSB, PSM & county attorney's office	Gazette notice / official documentation	2 nd year	Legal & admin support	Follow legal procedures strictly
6	Recruit priority positions (in different departments)	Department, CHIRAC & CPSB	Appointment letters	Month 6-48	Recruitment budget, advertising costs	Phased recruitment as per availability of budget
7	Induct new recruits	PSM & CPSB	Induction report	Month 7-13	Training materials, facilitators	Include county values and policies
8	Capacity building & continuous	PSM & CPSB	Training reports	Year 1-4	Training budget,	Target technical and critical skills

	professional development				partner support	
9	Implement performance management system	PSM & CPSB	Signed performance contracts, appraisal reports	Ongoing	Acquire HRMIS, performance tools	Ensure alignment with service delivery goals & HR policy
10	Quarterly monitoring & evaluation	PSM & CPSB	Monitoring & evaluation reports	Quarterly	Staff time, reporting templates	Identify gaps early and adjust plan
11	Review staff establishment	CPSB	Annual review report	3 rd year	HR Unit support	Adjust establishment based on service needs & budget

Table 2: Implementation Matrix

SHORT TERM IMPLEMENTATION MATRIX (2 nd Quarter: 2026/2027)								
No	Strategic Issue	Activity	Output	Indicator	Timeline	Responsibility	Budget	Status
1.	Weak linkages between Departments officers in the sub-counties, departments and the HQs	Development of operational procedure and practice guidelines on linkages between Officers deployed in HQs and subcounty or departments	Operational procedures and Guidelines	No. of reports	2 nd Quarter (2026-2027)	PSM, CPSB and Technical HOD	4M	
2.	Skills mismatch	Conduct staff audit in all department (Skills & competencies)	Audit report	No. of reports	2 nd Quarter (2026-2027) 4 Months	<ul style="list-style-type: none"> • CPSB • PSM 	3M	Done
3.	Outdated and disjointed career guidelines	Review & harmonization of the Career Progression	Career Progression Guidelines	Career guidelines for the county	2 nd Quarter (2026-2027)	<ul style="list-style-type: none"> • CPSB • PSM 	5M	

	(Note: Scheme of Service PSC moving away from this)	Guidelines for the county	for the county			<ul style="list-style-type: none"> • HR Technical Officers • Directors/ Chief officers 		
4.	Deployment & redesignations of staff	Appeal to CPSB for the exercise	An appeal to CPSB	Letter to CPSB	(2026-2027)	HRM CHIRAC	2M	
		Identification of staffs to be deployed & Redesignated	List of staff for deployment & redesignation	List of staff	2 nd Quarter (2026-2026)	HRM CHIRAC CPSB	3M	List Prepared
5.	Address stagnation of officers	Addressing of succession management through the approved structure	Names of officers who have stagnated submitted to CPSB	A letter addressed to CPSB	2 nd & 3 rd Quarter (2026/27)	CPSB HRM	15M	
6.	Inadequate resources for the implementation of the approved structure	Holding discussion with the County Treasury to lobby for additional resources	No. of meetings held	Additional resources availed	2 nd & 3 rd Quarter (2026/2027)	Accounting Officer HODs		
7.	Abolish redundant positions	Identification of positions	Report of positions to be abolished	No. of meetings and Report	2Years	CPSB	5M	
		Request for creation of Vote Heads Gazette notice	No. of vote heads created No. of notices	Vote Heads No. of abolished positions	2 nd Quarter 2023/24 2026/2027	CPSB	7M	

MID TERM IMPLEMENTATION MATRIX (3rd & 5th quarter:2026/2030)

No	Strategic Issue	Activity	Output	Indicator	Timeline	Responsibility	Budget	Status
1.	Operationalization of the new structure and staff establishment	Sensitization of department	Number of departments	Number of vacancies	3 rd & 5 th Quarter 2026/2030	<ul style="list-style-type: none"> • CPSB • PSM 	5M	
		Advertisement	Number of adverts	Number of applications	3 rd & 5 th Quarter 2026/2030	<ul style="list-style-type: none"> • CPSB • PSM 	5M	
		Recruitment	Number of adverts	Number of appointments	3 rd & 5 th Quarter 2026/2030	<ul style="list-style-type: none"> • CPSB • PSM 	20M	
2.	Overlaps/duplications of functions	Organize a strategy meeting with relevant Department to streamline the functions	Report on clear delineation of functions and alignment of budgets.	No. of Reports	3 rd & 5 th Quarter 2026/2030	<ul style="list-style-type: none"> • CPSB • PSM • Chief Officers 	2M	
3.	Change Management	Organize two sensitization workshops on the new organization structure, reporting relationships and the roles and responsibilities for all officers at the HQs and those at departments	Two (2) meetings held	No. of meetings	3 rd & 4 th Quarter (2026/27)	CPSB office D/HRM Chief officers/Directors (relevant departments)	3M	
		Training	Training undertaken	No. of officers trained	3 rd & 4 th Quarter (2026/27)	CPS office PSM D/HRM Chief officers/Directors (relevant departments)	10M	

	Induction of current and newly appointed/ deployed staff	Induction undertaken	No. of officers inducted	3 rd & 4 th Quarter (2026/28)	CPS office PSM D/HRM Chief officers/Directors (relevant departments)	15M	
	Team building to attain operational harmony	Team building	No. of officers participated	3 rd & 4 th Quarter (2026/28)	CPS office PSM D/HRM Chief officers/Directors (relevant departments)	8M	
	Staff motivation through branding, facilitation	Motivation strategies in place	Employee satisfaction reports	Continuous	HR	2M	
	Create visibility/awareness of the county	Branding and communication strategies	Branding and communication strategies in place	3 rd Quarter (strategies) Continuous (visibility)	PSM/ Public Communications	2M	

LONG TERM IMPLEMENTATION MATRIX (2026/2027 & 2028/2031)

No.	Strategic Issue	Activity	Output	Indicator	Timeline	Responsibility	Budget	Status
1.	Performance Monitoring	Implementation of performance management system	Performance contracts Performance appraisal Continuous monitoring and feedback	Improved employee engagement Increased productivity	2026/2027	CPSB PSM CCO	5M	
		Quarterly wage bill monitoring	Routine monitoring reports	Financial monitoring reports	2026/2027	CPSB PSM	2M	
		Review of the establishment	Revised organization structure	Improved service delivery	2031	CPSB PSM	5M	
Grand Totals							101M	

3. Financial Resource Requirements

3.1. Introduction

Successful implementation of this plan depends on the availability and effective utilization of the resources. The implementation of this plan shall be supported mainly with funding from the County Treasury. The Board will also put in place strategies to attract adequate resources from development partners and other institutions to support and participate in the implementation of this Plan. The section below outlines the financial requirements and the resource mobilization strategies for the Commission.

3.2. Financial Resource Requirement

The proposed financial requirements for the implementation of the plan and activities are projected to cost Ksh. 101M.

4. Risk Management

4.1. Introduction

The County Service Board appreciates that its operational environment is full of potential risks which can derail the implementation of the plan. This calls for an objective mapping of the risks and prescription of interventions that would effectively mitigate their adverse effects. The Board's risk management efforts will entail identification, assessment and prioritization of risks. Risk management is segmented into three phases: identification and analysis of risks; definition of risk management strategy; and implementation of risk mitigation strategy.

4.2. Risk Mapping

The Board has identified external interference with the implementation of its mandate; inadequate finance and high rate of unemployment as the 6 high risk areas which are likely to affect the effective implementation of its Plan. Other risks include changes to the legal and regulatory framework and resistance to changes in the public service. Data insecurity and disruption of the Boards's tenure have been identified as low level risks.

4.3. Risk Mitigation

The Board has planned to mitigate the identified risks through; involvement of stakeholders in policy formulation and implementation; intensification of civic education through outreach programmes; establishment of a citizen feedback contact centre; advocacy and lobbying to secure funding for its constitutional mandate.

S/No.	Risk	Risk Description	Risk Level	Mitigation Measures
1.	Inadequate finance	The funding of the Board is reliant on GoK allocations which over time have faced competing needs. Very little of external financing has been achieved	High	<ul style="list-style-type: none"> • Intensify lobbying for adequate and timely disbursement of funds from different sources • Engage development partners in funding initiatives
2.	High rate of unemployment	High demand for employment against limited job vacancies in the public service creates unrealistic expectations.	High	Implementation of casuals, internship and volunteerism programmes
3.	External interference with the implementation of its mandate	External actors (politicians, senior government officials, or local influencers) pressure the Board to hire, promote, or protect specific individuals, or to bypass established procedures in procurement or administration	High	strengthen the Board's independence, transparency, and legal backing.
4.	Legal challenge litigations	Affected staff may move to court over deployment, redundances or perceived of unfair treatment	High	<ul style="list-style-type: none"> • Ensure strict adherence to labour laws and HR policies • Maintain proper documentation of all decisions • Engage legal office throughout the process Prioritize consultation and fairness to reduce disputes

5.	Delay in approvals and coordination	Delay between CPSB, assembly and departments may slow implementation	High	<ul style="list-style-type: none"> • Develop clear implementation timeline with milestones • Assign a dedicated coordination team (CPSB, CS, HR, FINANCE) • Hold regular progress review meetings • Escalate battlements early to county executive
6.	Ict and system limitations	Existing systems may not support restructuring, reporting or real time tracking	High	<ul style="list-style-type: none"> • Upgrade HR and payroll systems where necessary • Train HR staff on system use • Digitise staff establishment structure • Ensure integration across departments
7.	Changes to the legal and regulatory framework	The probability of a change in policy and regulations	Medium	<ul style="list-style-type: none"> • Pro-active policy advocacy and lobbying • Compliance with legal changes
8.	Resistance to changes in the public service	Re-organization requires attitudinal and culture change	Medium	<ul style="list-style-type: none"> • Develop and implement a robust communication strategy for change • Employee engagement and motivation • Provide grievance redress mechanism through CPSB • Phased implementation to allow adjustments
9.	Disruption of the Board's tenure	This can arise due to change in the legislative framework, occurrence of	Low	<ul style="list-style-type: none"> • Maintenance of public confidence in the discharge of function.

		natural disasters, adverse petitions and mass resignations		<ul style="list-style-type: none"> • Upholding high integrity
10.	Data insecurity	The Board is handling sensitive data and transitioning into digitalized and automated platforms that are exposed to data breach.	Low	<ul style="list-style-type: none"> • Data and systems back up outside the Public Service Board • Risk awareness creation across the Board • Institutionalization of data security systems

5. Monitoring and Evaluation

5.1. Introduction

The purpose of monitoring and evaluation is to guide the implementation of the Plan by tracking activities, outcomes and impact and making adjustment where necessary. A result-based monitoring and evaluation framework will be developed to provide feedback on the effectiveness of its implementation. This framework sets out the monitoring and evaluation objectives, methodology for data collection and processing, evaluation and reporting.

5.2. Objectives of the Monitoring and Evaluation Framework

The objective of the Monitoring and Evaluation (M&E) framework is to enable tracking of strategy implementation process during the Plan period. This includes

1. Development of annual strategy implementation work plans.
2. Monitoring and reporting quarterly on the implementation of the report.
3. Taking corrective actions on deviations in the plan's implementation
4. Undertaking annual evaluation and reporting on the implementation of the report
5. Publishing and publicizing reports.

5.3. Monitoring

Monitoring the implementation of the report will involve a systematic and continuous process of collecting and analyzing information based on the targets, outputs, outcomes, performance indicators and feedback reports from Directorates and Units of the Commission. The information

collected will be analyzed to prepare monthly, quarterly and annual reports. The Board will coordinate the collection and analysis of the data and preparation of reports.

5.4. Evaluation and Reporting

The Public Service Board will carry out annual, mid-term and end-term evaluation of the report to establish the extent to which the outputs and expected outcomes have been achieved. Monitoring and Evaluation mechanisms will be institutionalized through a management M&E Committee comprising of all heads of directorates, units and Agencies. The results of the M&E will be used to prepare the annual report that will be submitted to the H.E the Governor. In addition, the M&E reports will facilitate improvement of ongoing programme and inform the Board's future plans.

6. Communication and Dissemination of the Annual Report

The annual implementation report will be published and publicized in accordance with the Constitution and the County Public Service Board Communication Strategy.